



# CRIME & SAFETY

Reducing Crime & Improving Safety



## Our Aim:

To create a place where neighbourhoods are more resistant to crime and disorder, communities are stronger, and people feel safer in order to improve the quality of life for all those who live in, work in or visit the city.

## People & Places

### Issues of concern and current position

The physical and social attributes of our local neighbourhoods affect how safe we feel – and feeling safe has a big impact on our quality of life. Research has shown that fear of crime impacts on more people's lives than actual crime does.

Locally, while over 95% of people report feeling safe in their local area and in the city centre during the day, after dark this figure drops to about 80% in their local area and to below two-thirds after dark in the city centre. The main reasons given for not feeling safe at night are groups of young people, drinking/drunkenness and poor street lighting. From the planning and design perspective, aspects such as lighting, access, activity and physical protection are important. Also, signals of neglect in a neighbourhood can be an invitation to anti-social behaviour, vandalism and other types of crime and give a message that no-one cares.

### What has happened over the last three years

- Local area improvement work, for example, in Brighthelm Gardens and Bartholomew Square, involving volunteers from the local resident or business community has improved neglected areas with landscaping or other innovative solutions to make them safer and more accessible.
- Support has been offered to Local Action Teams. This has included help to provide better internet presence and to improve communications.
- The 'Soundscape' project has been trialled in response to unwanted night time street noise and anti-social behaviour in the city centre.
- Ongoing work with the Probation Service which benefits the city's physical environment (as well as building skills and profiling visible justice) is delivered through the Community Payback project.
- Alcohol and drug hotspot areas have been the focus of work to support families and communities. Initiatives include providing an information pack around staying safe for primary schools teachers.

### What we plan to do

- Continue work which builds local communities and neighbourhoods which are resistant to crime and community safety problems. Ensure people, particularly older or disabled people, feel safer through

partnership working, community engagement and stronger community structures.

- Review, develop and support the network of Local Action Teams ensuring they are in a good position to respond to issues in their neighbourhood and work effectively with service providers.
- Maintain an effective structure, co-ordination and targeting of crime reduction and community safety resources in neighbourhoods and across the city.
- Continue to work with council planning and highways departments to ensure that public realm improvements are crime resistant and that new developments in the city incorporate design features which deter crime and the fear of crime.

## Drugs Misuse

### Issues of concern and current position

The misuse of drugs causes physical, psychological and social harm to the individuals concerned, as well as significant disruption and cost to families and communities. Offenders who use heroin and/or crack cocaine are estimated to commit a significant proportion of acquisitive crime. The changing pattern of drug use, including increased use of new psychoactive substances seen both nationally and locally, is anecdotally implicated in crimes being committed.

### What has happened over the last three years

- There have been significant improvements to encourage access and engagement in treatment by substance misusers. This has included the Criminal Justice Liaison and Diversion Scheme where those in custody or court are screened and referred where appropriate to alcohol, drug or mental health treatment services. Further information can be found in the section on *Reducing Reoffending*.
- European funding has been obtained to develop the way that families and communities respond to people who misuse drugs, encouraging recovery of not only the substance misuser, but also benefitting those who surround them. This could include the people who are victims of crime due to someone's substance misuse.

### What we plan to do

- Lessen the impact of drug and alcohol use on individuals, families and communities through education, family support and enforcement.
- Continue to work with offender management and police colleagues to ensure that offenders are given the opportunity to address their criminal activity, which can often be the result of a substance addiction.
- Continue to protect communities through robust enforcement to tackle the supply drugs, drug related crime and anti-social behaviour. Utilise the opportunity offered through contact with the criminal justice system to improve access to drug treatment services.

- Feed into the re-tender for drug and alcohol treatment services to ensure that there is a focus on reducing drug related criminal activity.

More information related to health aspects of drugs misuse are provided in the *Health* section.

## Alcohol Related Crime & Disorder

### Issues of concern and current position

The impact of alcohol in Brighton & Hove is considerable. Although alcohol supports the night-time economy and tourism, people can be a victim of alcohol-linked crime and disorder such as violence, sexual violence and abuse, criminal damage, late night noise and other anti-social behaviour.

Alcohol-related violence occurs both in a public place and a domestic setting. While the number of assaults in the city has been declining, the city continues to have a poorer profile than the average of all local authorities on nearly all measures of alcohol-related crime, health and alcohol consumption and on many measures it is significantly worse. The number of alcohol-related deaths remains a significant issue.

Alcohol remains easily affordable and accessible for many young people and underage consumption of alcohol is a problem. The local Safe and Well at School Survey 2013 found that 76% of 14-16 year olds had tried alcohol and 35% frequently drink to get drunk, although this is a slight improvement on the position in 2012.

### What has happened over the last three years

- Work to tackle problematic alcohol use in the city has been guided by the Alcohol Programme Board since 2010 and works within the broad themes of changing attitudes, alcohol availability (including to young people), the night time economy, and treatment for problematic users.
- The 'Big Alcohol Debate' in 2011 sought to encourage a cultural shift in attitudes to alcohol by challenging and changing tolerance to problematic drinking. Other work has included encouraging events/entertainments in the city which are not strongly focused around alcohol, an example of which is the Bevendean Community Pub Project which aims to provide an alternative approach to the traditional 'drinking environment'.
- May 2012 saw the introduction of the Alcohol Diversion Scheme in the city. This offers adults who have been arrested for drunken behaviour or public order offences to attend a £40 course which encourages them to face the reality of their behaviour as well as threats to their own health by drinking too much. This is an alternative to a £80 fixed penalty notice.
- A revised licensing policy in Brighton & Hove came into effect in 2011, increasing the coverage of the Cumulative Impact Zone in the city centre. It introduced a new methodology for assessing new licence

applications based on characteristics of the local neighbourhood with the aim of helping to reduce the negative impact of alcohol.

### What we plan to do

- Achieve a cultural shift in the city which challenges and changes tolerance to problematic drinking
- Seek to reduce of alcohol consumption across the city through measures to reduce its availability, especially to young people and heavy drinkers
- Reduce the negative impacts arising out of the night-time economy
- Identify alcohol misusers at an early stage, and provide them with effective treatment and after care
- Encourage a more balanced range of evening and night-time economy uses in central Brighton, which appeal to a wide range of age and social groups.

See the alcohol section in the *Health* chapter for further information on health aspects of alcohol misuse.

## Anti-Social Behaviour

### Issues of concern and current position

Within a community, anti-social behaviour can lead to a deterioration in the ambience of an area and fuel fear amongst residents who become reluctant to go out at night or use community spaces. This can seriously impact on the quality of life and wellbeing of the individuals and communities affected. In 2012/13 the police recorded over 15,000 incidents of anti-social behaviour in the city.

In Brighton & Hove our highest risk victims of ASB often live in social housing, have mental health needs and are most often affected by the behaviour of their immediate neighbours. The city is also affected by young people who come together usually in the city centre and commit minor crime and disorder.

### What has happened over the last three years

- The Community Safety Casework Team has brought together support services to victims and perpetrators of anti-social behaviour and hate crimes into a single team and has published service standards outlining the service that it is committed to provide. During 2012 a duty service started, enabling victims or witnesses to speak directly to officers at any time during working hours. From these reports, cases may be referred to the appropriate agency (eg. council housing) for their attention, or they may become cases for the Casework Team.
- A 'harm-based approach' has been adopted whereby the circumstances of victims are assessed. Victims at highest risk are prioritised for attention and their cases are considered at regular Multi-Agency Risk Assessment and Tasking meetings.

- Brighton & Hove has been one of a few local authority areas to pilot the 'Community Trigger' which requires local authorities to take action to deal with an anti-social behaviour problem which has been flagged up by a number of residents. Findings from this pilot have fed into the development of the new ASB Act.

### What we plan to do

- Reduce anti-social behaviour and re-offending through partnership working and the provision of high quality casework services.
- Respond to the Anti-Social Behaviour Act (which is expected to be passed towards the end of 2014/15). This will rationalise the range of existing tools and powers to tackle ASB and is aimed at bringing swifter justice for victims with a better assessment of risk and harm. Partnership work across Brighton & Hove will ensure that the use of new tools and powers and good practice is embedded city-wide.
- Ensure community concerns regarding anti-social behaviour are identified and addressed.
- Reduce the harm caused to victims and witnesses of anti-social behaviour and identify and protect vulnerable individuals.
- Achieve behaviour change for perpetrators through case management. To involve a range of agencies, including the youth offending service, the Integrated Team for Families, mental health services and adult social care.
- Reduce anti-social behaviour by young people and prevent first time entrants into the youth justice system, including through the work of the Integrated Team for Families and the Stronger Families, Stronger Communities initiative.

## Reducing Reoffending

A large proportion of crimes are committed by a few offenders. The type of offences committed are often 'acquisitive crimes' (most frequently, burglary, theft and shoplifting) and the proceeds from these crimes often fund drug use. Repeat offenders are often some of the most socially excluded in society. They will typically have chronic and complex health and social problems, e.g. substance misuse, mental health needs, homelessness, unemployment, finance and debt.

Every offender who becomes an ex-offender means safer streets and fewer victims and gets the opportunity to improve their own life chances, as well as those of their children and families. Turning people away from crime also means less pressure on the resources of the criminal justice system and on other public services.

### What has happened over the last three years

A programme of Integrated Offender Management, involving close partnership working, has focussed on:

- Enabling offenders to access and maintain suitable accommodation
- Improving and sustaining the health and wellbeing of offenders
- Helping offenders recover from drug and alcohol problems
- Providing support to families of offenders
- Supporting the development of a productive, stable, offence-free lifestyle with non-offending associates

The following pieces of work have been developed:

- The use Restorative Justice has been further embedded. This involves bringing into communication those harmed by a specific crime and those responsible for it.
- The Criminal Justice Liaison and Diversion Scheme is a partnership project based in custody suites and court and provides information to the judiciary and other decision-makers within the Criminal Justice process to support charging and sentencing decisions. The scheme is aimed at diverting vulnerable people from re-offending by, for example, attaching conditions to sentences which require engagement in specific services to address mental health and other problems linked to offending, for example alcohol and drugs misuse.
- Offenders are among those affected by changes which have come about through the Welfare Reform Act 2012. They have been supported in adjusting to these changes so their health and wellbeing are not negatively affected and they avoid homelessness.

### What we plan to do

- The government's 'Transforming Justice' programme is having wide-reaching effects in the way in which offender services are being delivered. After May 2014 the Surrey and Sussex Probation Trust will be dissolved. Managing and supporting high risk offenders will become the responsibility of the National Probation Service. A regional (Kent, Surrey and Sussex) Community Rehabilitation Company will have the responsibility for the rehabilitation and reducing offending of lower risk offenders with contracts being linked to Payment By Results.
- Reductions in public funding and the redirection of community safety funding to the Sussex Police and Crime Commissioner is encouraging new approaches, including of co-commissioning of services across Sussex. A review of Integrated Offender Management will inform the future direction of services across Sussex.

## Children, Young People & Families

### Issues of concern and current position

All children and young people should be able to live happy, safe and crime-free lives and grow up in circumstances which will provide them with a firm foundation for the rest of their lives. However, some of these young people find themselves growing up in circumstances which fall short of these ideals.

There are a few families in the city who cause a disproportionate amount of disruption in their neighbourhoods and significant harm to individuals. These families tend to have a complex range of issues which can lead to them becoming socially excluded or homeless. There is increased risk of the children offending, becoming highly vulnerable, being placed on child protection plans or sometimes being taken into care. Besides the emotional and, at times, physical harm that can result, it is very costly to our city – police call outs, enforcement actions, statutory social care interventions are all highly expensive.

While there has been a decline in the number of young people entering the youth justice system, repeat offending by those young offenders has been on an upward trend.

### What has happened over the last three years

- Schools and a wide range of other agencies provide services to meet the various needs of young people. These include the Youth Offending Service, Youth Service, Young People's Substance Misuse Service (ru-ok?) and the Youth Information Advice and Counselling Service.
- A significant development has been the extension of the work under the government's 'Troubled Families' programme. Work in this area has been expanded locally through the Stronger Families, Stronger Communities initiative and is led by the Integrated Team for Families.
- The Early Help Strategy has been developed to ensure that the needs of vulnerable young people are identified in a consistent way and responses co-ordinated so that these needs are addressed at an early stage before problems become more entrenched or escalate.

### What we plan to do

- The Youth Justice Plan for 2014-16 will lay out the way forward around managing work with young offenders, including crime prevention, restorative justice and how links will be made to wider Integrated Offender Management work.
- Other services will also continue to support the well-being of children, young people and their families. These include the substance misuse service, youth service and the Integrated Team for Families, safeguarding and housing.
- The 'Early Help Hub' and 'Multi-Agency Safeguarding Hub' are relatively new initiatives to coordinate the network of agencies which are able to identify and respond to the needs of young people in order to reduce risks and harm.
- Work which addresses child to parent violence will be further developed.
- Child sexual exploitation, where children or young people receive 'something' in exchange for their involvement in sexual activities can have acute impacts. There can be links with young people going missing, increased prevalence for those within the care system, be linked to substance misuse, and result in health needs. Work in this

area is to be stepped up to raise awareness, improve identification, assess and reduce risks, protect victims and bring offenders to justice. In 2013 the Local Safeguarding Children Board and the Violence against Women and Girls Programme Board agreed a joint child sexual exploitation strategy and actions to address this issue have been included specifically within the Community Safety and Crime Reduction Strategy 2014-17 in order to better co-ordinate response and identify links to other crime types, for example violence against women and girls and modern slavery.

## Violence Against Women & Girls

### Issues of concern and current position

We use the term 'violence against women and girls (VAWG)' to cover domestic violence and abuse; rape and sexual violence; stalking; harmful traditional practices (including female genital mutilation (FGM); forced marriage; so-called 'honour-based crimes'); sexual exploitation (including commercially through prostitution and the sex industry); and sexual harassment in the workplace and public sphere. The city has adopted this definition in recognition of the gender differences in the scale, incidence and effects of these crime types which indicate that women and girls experience them disproportionately, and for many cumulatively, during their lifetimes. They are a significant cause and consequence of gender inequality, and can impact on women's ability to fully participate in employment, education and in local communities. However, we also recognise these crime types may affect different parts of our population in different ways. This includes lesbians, gay men, bisexual and trans (LGBT) people, and local Black and Minority Ethnic (BME) communities. Adopting a 'VAWG' approach also means we can understand what these crime types mean for men and boys. We will challenge the behaviour of men and boys who perpetrate violence and abuse. We will also take actions to support men and boys who experience or witness violence as abuse, as well as work with men as allies in challenging violence and abuse and helping to change the attitudes and actions of their peers.

Domestic violence and abuse in the city, as elsewhere, is widespread. According to the Crime Survey of England and Wales 2011/12, about one in fourteen women and one in twenty men aged 16 to 59 experienced domestic violence over the last year. Domestic abuse also harms children and young people. Three quarters of children living with domestic violence witness it and half are directly abused. Teenagers also experience it in their own relationships, and there are links between domestic abuse, youth offending and teenage pregnancy. It can cause significant health problems, including physical injury, self-harm, eating disorders, sexually transmitted infections, attempted suicide, depression, and anxiety and lead to alcohol and drugs misuse. If not prevented, domestic abuse often escalates in intensity and severity. Other consequences include poverty, unemployment and homelessness.

Sexual violence and abuse also have a devastating impact on victims and families and the cost to society as a whole is high. Effects can include long-lasting physical, mental and sexual health problems. These crimes are often carried out by someone the victim knows and can often occur in families where children and young people are the victims. Although men, women and children can all experience sexual violence and abuse, women are disproportionately affected; research tells us that women have a greater fear of rape or sexual assault than any other crime. Less than 10% of recorded rape cases nationally are a rape of a man, but research shows that men find it less easy to identify as victims and ask for help. There are associations with alcohol – local data show links to the night time economy both in terms of a city centre geographical hotspot and the time when peaks in offences occur.

While the other VAWG crime types can have a similar a range of acute impacts, our local information is lacking and we need to take steps to improve this.

### **What has happened over the last three years**

In 2010 the government set out its vision in 'A Call to End Violence Against Women and Girls'. In line with national approaches, Brighton & Hove has adopted a 'Violence against Women and Girls' strategy, which addresses those crimes which are typically gender-biased towards females.

The city has commissioned specialist domestic abuse services, including adult and family support, Independent Domestic Violence Advisors (IDVAs) and refuge provision. We have been managing work with high risk victims of domestic violence and abuse through Multi-Agency Risk Assessment Conferences (MARACs) and our capacity to do so has been increased. Brighton & Hove was awarded 'White Ribbon status' in recognition of the approach in the city and have run the '16 Days' programme on an annual basis to raise awareness and knowledge among local communities, families, friends and employers and to encourage and increase reporting.

The Sussex Sexual Assault Referral Centre (SARC) was opened in 2009 and has continued to provide immediate support to victims of sexual assault and forensic services. The SARC refers victims on to local services where the victim can receive further support through Independent Sexual Violence Advisers (ISVAs), counselling or other services (including Sexual Health)

Our local provision also includes support for women offenders in recognition of the range of needs they may have, as well as other forms of specialist services, including interventions for victims of child sexual exploitation and those engaged in the sex industry as well as work to develop our response to harmful traditional practices and to provide preventative education in schools.

### **What we plan to do**

Our overall aim is for residents and communities to be free of VAWG crime types and make progress towards:

- Increasing the safety of victims;
- Holding perpetrators to account;
- Decreasing social tolerance and acceptance; and
- Increasing people's ability to have safe, equal, violence-free relationships.

To achieve these VAWG outcomes we will focus on:

- **Prevention and earlier intervention:** preventing violence against women and girls crime types from happening by challenging the attitudes and behaviours which foster it (eg. through preventative education in schools) and intervening early where possible to prevent its recurrence (eg. developing a domestic abuse surgery and supporting the earlier identification and improved response to domestic violence and abuse in General Practices)
- **Provision of immediate and ongoing support:** providing high quality support for survivors where violence does occur and ensuring services prioritise the safety of survivors and their children as their first and over-riding priority (eg. providing therapeutic interventions to support recovery)
- **Protection and prosecution:** taking action to reduce the risk to victims of these crimes, and ensuring that perpetrators are held accountable, brought to justice and provided with opportunities for change in a way that maximises safety (eg. continuing to provide specialist services, such as IDVAs and ISVAs)
- **Partnership working:** delivering co-ordinated action across all services and partnerships, informed by consistent and coordinated policies, systems and leadership, to obtain the best outcome for victims and their families (eg. developing a training strategy, a public awareness campaign and undertaking domestic homicide reviews to ensure we learn from these tragedies to inform the development of services).

We are also increasing our work on modern slavery, which may be linked to sexual exploitation. Further information is to be found in the section below on *Modern Slavery*.

## Modern Slavery

### Issues of concern and current position

Modern slavery includes human trafficking, slavery, servitude and forced labour and perpetrating these crimes can be very profitable. Victims can be male and female, adults and children, foreign and UK nationals. They tend to be from some of the most marginalised and vulnerable sections of society and those least likely to have routes to reporting. While we don't know the exact scale of the problem in the UK – and in Brighton & Hove information is very limited – we know that the harm done to individual victims is very serious and can include physical and mental ill health, injuries, malnutrition, sexually

transmitted diseases and post traumatic stress disorder, as well as harm to the trafficked person's families.

Our geographical proximity to Gatwick airport, as well as access points on the coast may make modern slavery crimes linked to organised immigration more likely. Local intelligence and operational activity has found examples of labour and sexual exploitation and there are concerns that members of the street population, especially those with mental health or substance misuse problems may be particularly at risk.

### **What has happened over the last three years**

Modern slavery is a new area of focus for the Safe in the City Partnership, although some work has been carried out to raise awareness among frontline services whose roles take them into scenarios where modern slavery may be encountered.

Central government is paying increasing attention to this issue and the Modern Slavery Bill is likely to come into force in 2014, providing a legislative framework for the prosecution of perpetrators and other structures are being formulated at a national level. It is not yet clear how national changes will impact locally, but we must be flexible and be able to respond locally as necessary.

### **What we plan to do**

Our plans focus on the following areas:

- Increasing our knowledge about the nature and extent of modern slavery in the city
- Increase awareness among the statutory, voluntary, community and faith sectors and to the general public so that people recognise the signs of modern slavery and reporting to the police and other relevant agencies is increased
- Develop a strategic partnership plan
- Support and extend enforcement activity and other work to prevent child sexual exploitation and modern slavery within the local hospitality, service sector and night-time economy.
- Improving the support and care provided to victims of modern slavery, including when they have been identified as part of an enforcement operation

## **Hate Incidents & Crimes**

### **Issues of concern and current position**

The 2011 Census found that an increasing number of the city's residents are from a background other than White British – these residents now make up nearly 20% of the population. There is also a significant Lesbian, Gay, Bisexual and Trans population, thought to number in the region of 35-40,000.

The Crime Survey England and Wales (using data from the 2011/12 and 2012/13 surveys) found that victims of hate crime reported that they were more emotionally affected more often by the incident (68%) compared with victims of crime overall (37%) and the impact of hate crime on victims was more severe.

Police recorded racist/religiously motivated incidents and crimes and homophobic hate crimes and incidents began to be recorded by Sussex Police over ten years ago and numbers rose up until 2006/7 and have generally been declining since then, although have seen a slight rise since 2012. This rise has corresponded to work by the police to improve their processes around identifying and recording hate incidents and is not believed to reflect an actual underlying increase in incidents. It remains important, however, to continually encourage reporting – either to the police or to another reporting centre – so support can be provided to the victim and the Partnership can get better intelligence on local hate crime problems. The recording of disability hate and transphobic incidents by the police has been introduced more recently and recorded numbers remain relatively low.

### What has happened over the last three years

- There are various ways in which hate incidents can be reported by victims or by third parties and online reporting has been extended. Training has been delivered to statutory and community-based organisations to help them identify hate incidents and respond to them. In particular, work to encourage disability hate incidents to be reported has been developed in the last three years.
- The Community Safety Casework Team has brought together support services to victims and perpetrators of hate crime and anti-social behaviour into a single team. During 2012 a duty service started, enabling victims or witnesses to speak directly to officers at any time during the working week. (See the *anti-social behaviour* section for further information.)
- Another part of the work of the Safe in the City Partnership has been around building resilience and preventing extremism. This work is ongoing and involves helping key organisations to identify at an early stage individuals who are at risk of extremism and helping them to manage that risk.

### What we plan to do

Work to increase reporting and provide support to victims will continue, including in the following areas:

- Compliance with the Equalities Act 2010 and adopt best practice.
- Encourage increased reporting to services, especially for at risk, vulnerable or marginalised groups and for young people.
- Build trust and confidence between communities and services and make sure the needs of different groups are understood.

- Deliver training across statutory and voluntary agencies, enabling early identification, appropriate responses and referrals to be made.
- Deliver high quality casework services to victims; involve all relevant agencies in assessing and responding to risk by holding risk assessment conferences. Ensure services meet the needs of victims, they are less at risk and they feel safer.
- Take enforcement action against offenders to stop repeat offending.
- Ensure reports of hate incidents to services are appropriately flagged so that victims can receive support specific to their needs and that sentences for perpetrators on conviction are uplifted where appropriate.
- Monitor trends and patterns in hate incidents and crimes enabling work to be targeted effectively.
- Promote anti-discriminatory attitudes, community engagement and cohesion within and between different communities, and in different setting, building bridges and links. Increase community capacity to respond.
- Work with the press to raise the profile of anti-discriminatory work and challenge negative publicity.