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ACKNOWLEDGEMENTS

Avon and Somerset Constabulary
Avon and Somerset Criminal Justice Board
Avon and Somerset Probation Trust
Bath and North East Somerset Community Safety Partnership
North Somerset Community Safety Partnership
Safer Bristol Community Safety Partnership
Safer Somerset Partnership
Somerset Intelligence Network
South Gloucestershire Community Safety Partnership

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EXECUTIVE SUMMARY

The Avon and Somerset Police and Crime Needs Assessment 2013 has been developed in collaboration with local crime and community safety partner agencies. The assessment outlines key issues, risks and threats that are likely to impact upon the crime and community safety environment between 2014 and 2017. Findings should be used to inform planning and policy development for 2014, including the refresh of force and Local Authority level Police and Crime Plans.

Key Points

- The long term overall risk of crime and anti-social behaviour continues to fall across Avon and Somerset across most categories, as does overall demand on crime and community safety agencies.
- Changing economic trends, extensive welfare reform and cuts to key services, however, create potential for increased risk of offending and victimisation, particularly amongst young people and deprived communities. There are clear opportunities to improve local preventative activity.
- Safeguarding demands, particularly in relation to mental health are increasing as a result of growing need, improvements in risk assessment and intelligence and outreach, and reductions in statutory provision of social care. There are opportunities improve early intervention and agency responses.
- Unreported crimes and unmet need often carry the greatest potential risk to vulnerable victims, particularly in areas such as domestic and sexual violence and exploitation, hate crime, human trafficking and genital mutilation. Young people, women and people from black and minority ethnic communities are at disproportionately high risk of victimisation for these offence types. More can be done to build confidence amongst victims, witnesses and other third parties to report such cases.
- Technological development and the growth of social media have led to a rapid increase in risks relating to cyber-crime, cyber-enabled crime, sexual exploitation, stalking, harassment and cyber-bullying. Community-level intelligence and technical capability are critical in tackling these issues.
- Organised criminality remains a primary driver of serious crime, harm and hidden harm with technological, social and economic conditions creating new opportunities for markets in stolen and counterfeit goods, drug distribution, domestic extremism and sexual exploitation. Although resource intensive, disrupting, dismantling and destroying organised crime can have far reaching benefits.
- Alcohol and drugs remain primary drivers of demand, particularly in Bristol, and a shared partnership priority, despite gaps in co-ordinated agency responses. Harm related to the use of ‘legal’ and illegal drugs continues to drive risk and concern amongst vulnerable communities.
- The public’s priorities and expectations are clear and have remained relatively unchanged over time. Anti-social behaviour, speeding traffic and parking are notable drivers of demand and the community safety issues with the most significant daily impact on local communities. More can be done to develop an understanding of the extent to which these issues are being resolved and to support and empower local communities to take action.
- Burglary and domestic and sexual violence are high impact crimes which carry substantial social and economic costs. They are also issues that illicit high levels of concern amongst local residents.
- Re-offending remains a shared partnership priority particularly in the management of prolific and high impact offenders. National changes to commissioning arrangements, however, may present challenges to offender management and information sharing.
- The Criminal Justice System is operating at capacity and delivery of the efficiency programme to digitise and integrate technology, improve in case file quality and make appropriate and proportionate use of restorative justice and community disposals will be critical to improving outcomes for victims.
- Critical challenges facing crime, community safety and criminal justice agencies include reducing budgets, the changing commissioning landscape and maintaining and improving the public’s trust and confidence.
- Avon and Somerset’s population continues to grow and diversify. This presents challenges to service providers in providing visible neighbourhood services, maintaining an awareness of local culture and needs, and ensuring equality of access to key services.
Cross Cutting Themes

The assessment identifies a number of cross-cutting themes which are central to delivering improved outcomes for victims of crime and anti-social behaviour (ASB) in Avon and Somerset. They include:

- Partnership working - With a focus on the most problematic issues, cases and localities viewed as one of the main drivers of crime reduction over recent years, highlighting the benefits of a sustained commitment to key multi-agency partnership approaches (e.g. Integrated Offender Management, Troubled Families Initiative). There are opportunities to extend these principles in areas such as case and risk management

- Prevention focus – There are opportunities to improve the coverage and co-ordination of local preventative services (youth diversion, Bobby Van, targeted education, advice and signposting), make wider use of predictive analytics to better target resources and take a wider and more holistic approach to the factors that drive crime and anti-social behaviour

- Information, analysis and research – Accurately recording data will help develop a holistic picture by capturing intelligence, ensuring victims receive the services they need and maximising safeguarding opportunities. There are clear opportunities to improve the quality, consistency and sharing of information and whilst research and analysis will improve understanding of hidden harm

- Cross-agency co-ordination and strategic planning - This can significantly improve the management of risk and demand across agencies and reduce duplication of effort. This will be particularly important in responding to changes in offender management commissioning arrangements and managing demand within the criminal justice system

- Reviewing roles, responsibilities, commitments – To be done at individual, agency and multi-agency levels, particularly with a view to effectively managing demand at first point of contact. This may include extending the remit of the police to prosecute certain specified offences and broadening role profiles to provide a more seamless service for victims of crime and ASB

- Responding to vulnerability - Young people remain the group most vulnerable to offending, victimisation, harm and serious harm. They are also significantly less likely to report their victimisation or trust the police. Mental health is similarly a clear cross cutting issue in terms of both need and service provision.

Key Recommendations

- Develop and improve processes for engaging and empowering communities to resolve issues of local concern, particularly with regard to ASB and road safety. Improve the understanding of outcomes being delivered for the public in these areas and use the commissioning process to ensure partnership activity is targeted in areas of greatest need. Foster improvements in partnership working and embed a culture of shared responsibility. Increase confidence and engagement with young people

- Increase focus on safeguarding from serious harm. Invest in understanding risk, prevalence and hidden harm by improving victim and third party reporting, developing available research and analysis and improving information sharing and community intelligence. Ensure agency roles and responsibilities are co-ordinated and clearly defined, particularly with regard to vulnerable victims, and that appropriate action is taken at the first point of contact to prevent demand upstream. Invest in technology and expertise to keep ahead of new criminal opportunities

- Build and retain capacity and resilience. Maximise, in particular opportunities to collaborate and integrate services. Implement impact assessments where decisions to retract or cease services are likely to impact significantly on the delivery of shared outcomes. Develop a co-ordinated framework to identify and share good practice and gaps in training and collectively plan for changing demand

- Invest in prevention to reduce potential harm and demand. Tackle drivers and facilitators of offending, particularly alcohol and organised crime. Review and respond to gaps in treatment and services for young people. Support pro-active target hardening, new technologies for predicting victimisation and more integrated environmental planning. Engage communities in crime reduction

- Improve confidence in, and the victim experience of, the Criminal Justice System. Focus, in particular on keeping victims informed, reducing re-offending, maximising available enforcement tools and improving efficiency and effectiveness within the Criminal Justice System – particularly through improvements in file quality and proportionate use of community resolutions.

Specific conclusions can be found in each substantive chapter of the Assessment and in Section 7.
1. INTRODUCTION

1.1 PURPOSE AND SCOPE

Avon and Somerset's first partnership Police and Crime Needs Assessment (PCNA) was undertaken in 2012. This process aimed to inform policy development and strategic planning for 2013-17 and provide prospective Police and Crime Commissioners with a shared understanding of local crime and community safety issues, risks and opportunities.

The 2013 Police and Crime Needs Assessment builds upon the process developed in 2012 while maximising the opportunities brought about by the new police and partnership environment. This will include more integrated planning arrangements with the Constabulary and Office of the Police and Crime Commissioner (OPCC) and closer working relationships with key partners in Health, the Voluntary and Community sector and academia.

The 2013 Police and Crime Needs Assessment will assess the issues that are likely to impact upon crime and community safety services between 2014 and 2017 across Avon and Somerset via a horizon scanning approach.

The main objectives of the assessment are to:-

- Identify significant issues that are likely to have an impact upon delivery of the Police and Crime Plan and wider crime and community safety environment
- Provide a profile of need for community safety services amongst victims and those who are not victims, but are at risk of harm because of their characteristics or circumstances
- Review current gaps in services in respect of these findings, and present shared multi-agency recommendations for improvement
- Consider the impact and extent of victimisation across the priority and commissioned service areas, including 2014 forecasting and using available knowledge and research to develop our understanding of unmet need amongst vulnerable victims not presenting to statutory services

It is also anticipated that through the assessment process, opportunities will be taken to:-

- Further align partnership planning and business cycles
- Share learning, good practice and innovation between policing areas and agencies
- Develop efficiencies with regard to the services we deliver

The assessment will:-

- Assess changes in crime and community safety-related risk with input from police, criminal justice, community safety, health, local authority and voluntary sector partners
- Profile need in relation to anti-social behaviour, burglary and domestic and sexual violence with a focus on police, health, local authority and voluntary and community sector data sets and local perception and experience surveys
- Inform equitable distribution of grant funding for 2014-17
- Support agencies in developing a better understanding of their potential to reduce future demand on community safety services.
1.2 METHODOLOGY

The Police and Crime Needs Assessment was developed in line with recognised good practice for commissioning\(^1\), bringing together and building upon a range of analytical products to inform strategic planning for police and other local community safety and Criminal Justice Services. The assessment was compiled and co-ordinated by the Office of the Police and Crime Commissioner and Avon and Somerset Constabulary working in collaboration with other key partners. The process was overseen by a Project Board and developed a multi-agency delivery group comprising analysts, researchers and practitioners. The process comprised of four key phases:

**Phase 1:** Meta-analysis: A scan of the wide range of statutory and non-statutory assessment products that are developed by key partners on a cyclical basis. Many of these products, detailed in Appendix 3 were revised and updated in 2013 using the latest available information\(^2\). This enabled the project to maximise collective analytical capacity, minimise duplication of effort and share learning, good practice and innovation between districts and agencies.

**Phase 2:** Supplementary analysis: Additional cross-partner analyses to further develop a shared understanding of anticipated levels of offending and victimisation based on extrapolations from sources such as the Crime Survey for England and Wales and other available research. This was supported by an analysis of the geographic distribution of need across the Commissioner’s priorities and commissioning areas and a review of local consultation and engagement findings conducted throughout 2013.

**Phase 3:** Impact (Strengths, Weaknesses, Opportunities, Threats (SWOT)) assessment and prioritisation: The issues and stakeholder priorities assimilated and identified via this exercise were reviewed through the round table discussions and review groups to ensure a collective approach to capture opportunities, innovation and good practice. This process aimed to identify risks and influencing factors, existing or planned activity to mitigate those risks, evidence of effective practice and opportunities and recommendations for consideration by stakeholders and the Commissioner. Sources considered as part of this exercise included the Constabulary’s Strategic Assessment, PESTELO (Political, Environmental, Sociological, Technological, Economic, Legal, Organisational) issues identified via Local Authority Joint Strategic Needs Assessments, Constabulary Review and the Strategic Policing Requirement (SPR) issued by the Home Secretary.

**Phase 4:** Consultation and ratification: A Project Board was established comprising representatives from the OPCC and Constabulary Senior leadership teams. The Board was responsible for:-

a) Agreeing terms, project plan and research objectives
b) Overseeing development of the assessment
c) Considering key findings and agree recommendations

Interim findings from the assessment were discussed reviewed at a Multi-Agency Analysts Forum comprising key service leads and professionals from across the force area in August 2013.

The report has been used to inform further development of the Police and Crime objectives, a refresh of the Police and Crime Plan, inform partnership business planning and commissioning strategies and the allocation of grant funding for 2014/15.

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\(^1\) Including CIPFA/SOLACE, NOMS, APACE and Audit Commission guidance

\(^2\) Primarily data covering the 2011/12 financial year
2. AVON AND SOMERSET – CHANGING PATTERNS OF NEED

2.1 AVON AND SOMERSET

The Avon and Somerset area covers a diverse range of physical, economic and social environments spanning 1,855 square miles. It includes the cities of Bristol\(^3\) and Bath through to vast the rural areas of Somerset and South Gloucestershire. The M4 and M5 intersect the area, which is also served by the main rail routes from London to South Wales and the South West, and by Bristol International Airport and the Avonmouth Docks.

The sheer scale and diversity of this landscape presents a highly complex picture for local service providers which have wide ranging implications in terms of local need.

\(^3\) Bristol is a national core city with a population of approximately 428,000
2.2 DEMOGRAPHIC CHANGE

Avon and Somerset has a population of around 1.62 million people, with approximately 679,000 households. This population has increased by around 14,000 people in the last year as a result of natural growth (39%), migration from other parts of the UK (38%) and international migration (20%).

Avon and Somerset’s population is expected to increase by around 36,000\(^4\) by 2015. While population change and demand on crime and community safety services do not share a direct relationship, certain aspects of population growth are likely to result in increased demand. These include:-

- Higher projected growth rates amongst children aged 5 to 14, particularly in Bristol. Research has found young people to be at a disproportionately high risk of becoming both victims and offenders
- Higher projected growth rates amongst people aged 70+, particularly in Somerset and North Somerset. This may present new challenges in terms of safeguarding and vulnerability to specific low volume but high impact crimes such as distraction burglary
- Increasing numbers of white collar singles, young professionals and students, particularly in Bristol. This may present additional risk of victimisation for specific crime types and additional demands within the night time economy

The 2011 Census provided new insight into the area’s demographic composition, particularly with regard to:-

- **Ethnicity:** Avon and Somerset’s overall resident population is less ethnically diverse than the national average\(^5\), although diversity is increasing and there are significant differences across urban and rural areas. There is a Black and Minority Ethnic (BME) population of over 175,000 people, of which Polish, African and Indian residents make up over a third and mixed ethnicities comprise around 20%. Bristol has several large, long-standing BME communities from the Caribbean, Pakistan and other Indian sub-continent areas, and recent years have seen large increases in Bristol’s Somali population (to around 6,000-10,000\(^6\)) and Eastern European population (mainly Polish), such that Bristol’s BME population has doubled in the last decade. The town of Chard also has a growing community of Portuguese residents
- **Language:** Around 96% of Avon and Somerset’s population are estimated to have English as their main language, which is higher than the national average of 92%. Of those that do not (circa 125,000), the most prevalent languages are Polish (12.5%), Somali (4.0%), Chinese (2.9%), French (2.1%), Portuguese (2.0%) and Spanish (1.9%). As a proportion of all residents, Avon and Somerset also has higher than average levels of people speaking ‘Gypsy/traveller’ languages, Somali, Welsh, South Asian languages, East Asian languages and British Sign language
- **Sexual Orientation:** There are no reliable measures of sexual orientation across Avon and Somerset. The 2011 Census, however, found that the area has around 8% fewer same sex couples in civil partnerships per head of population than the national average. In Bristol, rates exceeded the national average by 40%, while South Gloucestershire and Somerset East rates were around 40% and 32% below average respectively
- **Disability:** Around 7.9% of the population (126,000 people) feel that their day to day activities are limited as a result of long term health problems or disability. This is below the average for England and Wales (8.5%), although rates are higher in West Somerset (8.8%) and North Somerset (8.6%)

The diversification of Avon and Somerset’s population presents new challenges to service providers in meeting the needs its residents.

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\(^4\) ONS Population projections is based on 2012 population estimates. This increase is below the national average (6.6%), but notably higher in North Somerset, where the resident population is expected to increase by around 9.9%. This is largely due to the area’s higher than average 70+ population

\(^5\) Around 89% of Avon and Somerset’s resident population is White British, which is higher than the national average of 80.5%

\(^6\) Bristol City Council estimate – 2011 Census Topic Report, Community Cohesion Statistics, July 2013. Census 2011: 2,950 people described their ethnic origin as Somali, while 4,981 people stated that they were born in Somalia.
2.3 SOCIAL AND ECONOMIC CHANGE

Risk of victimisation, susceptibility to offending and levels of vulnerability more generally can be affected by a wide range of social and environmental factors. These have been profiled based on the Indices of Multiple Deprivation (2010).

Overall deprivation is below the national average in Avon and Somerset\(^7\). There are, however, significant pockets of deprivation (20% most deprived nationally) particularly in the areas of central Bristol, Lawrence Hill, Fillwood, Weston Super Mare, Bridgwater, Taunton, Yeovil and Shepton Mallet. These areas are highlighted in Appendix 1. Changing patterns across a number of deprivation domains are likely to impact upon demand for crime and community safety services over the coming years. These are explored below.

2.3.1 INCOME AND FINANCIAL SECURITY

There have been above average increases in ‘hard pressed’ households across Avon and Somerset, who are primarily on low incomes, are long term unemployed and in debt. Levels of personal debt are increasing at a local and national level due, in part, to reductions in relative income\(^8\), inflation rises in utilities and food and reduced welfare budgets. Key reforms include reductions in disability allowance budget as part of the transition to Personal Independence Payments, introduction of the benefit cap by September 2013 and Universal Credit being phased in from October 2013. This will result in payments being made to a single member of the household and payments being made monthly. Potential impact may include:-

- Increased vulnerability to committing low level crime among other social impacts. There has been anecdotal evidence in Avon and Somerset of increases in low level acquisitive crime in circumstances where the offender was unaware of available support
- New opportunities for organised criminality and exploitation, including for example, increased demand in the market for stolen and counterfeit goods and reliance upon doorstep or illegal money lenders
- Increased family stresses and risks relating to domestic violence and anti-social behaviour
- Changes in lifestyles and drinking behaviour, including ‘pre-loading’ on cheaper supermarket alcohol in preference to early pub and club drinking. This continues to effect patterns of violence and disorder in the night time economy

2.3.2 EDUCATION AND EMPLOYMENT

The proportion of people claiming Job Seekers Allowance (JSA) remains well below the national average in Avon and Somerset, with the exception of Bristol, which closely mirrors the national average. The number of claimants across all local authority areas has fallen steadily over the last year with reductions of between -14% (Somerset) and -20% (South Gloucestershire). Similar reductions have been seen across claimants aged 18 to 24 (-22%) and those that have been claiming JSA for over a year (-12%). While this trend is encouraging, the Labour Market Survey indicates a growth in ‘underemployment’ with the number of people working part time because they are unable to find full time work having more than doubled since 2008.

The proportion of 16 to 18 year olds Not in Education, Employment or Training (NEET) has, however, been increasing steadily since 2008. Although not statistically significant, the proportion of NEET exceeded the national average (15.5%) in the South West (15.9%) for the first time in 2013\(^9\). These trends will be monitored closely over the coming year:-

- Increased vulnerability to 16 – 18 year olds committing low level crime and ASB among other social impacts

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\(^7\) Deprivation is commonly measured via the Indices of Multiple Deprivation at Lower Super Output Area (LSOA) level. There are 980 LSOAs in Avon and Somerset, with an average population of around 1,500 people each. Only 14% of LSOAs in Avon and Somerset fall within the 25% most deprived nationally, while 30% fall within the 25% least deprived areas nationally.

\(^8\) Real wages are falling at an annual rate of between 1.7% (Consumer Price Index) and 2% Retail Price Index.

2.3.3 HOUSING

Demand for social and affordable housing continues to rise and outstrip supply across Avon and Somerset. Bristol and Somerset have seen further increases in the number of people assessed as homeless or ‘in priority need’ since 2009, particularly young people, and the hidden homeless population is also estimated to be increasing. The Government’s welfare reform agenda has also led to single room rent restrictions being extended from people under 25 to people under 35 in 2012 and the introduction of the under-occupancy ‘bedroom tax’ in 2013. Potential impact may include:-

- Population / housing churn, which may have implications for community cohesion
- Increased vulnerability amongst young people and people under the age of 35, and those living in Houses of Multiple Occupancy which can create increase vulnerability to crime and anti-social behaviour
- Increases in residents in private rented accommodation may lead to an increase in landlords unwilling to take action over their anti-social behaviour
- Reduction of housing available through private landlords as opportunities retracted due to rent arrears/disputes cause landlord to retract provision for social housing

2.3.4 MENTAL HEALTH

People living with mental health conditions and the costs of treating them are projected to increase steadily over the next 20 years10. Studies indicate higher prevalence of mental health issues among the homeless, victims of domestic violence, offenders, children of offenders and the prison population in particular. Increased prevalence of mental health issues may lead to:-

- Increased vulnerability to discrimination
- Increased vulnerability to physical or sexual assault
- Increased routine ‘concern for safety’ demands, and more serious safeguarding and agency requirements for places of safety provision

2.3.5 DRUGS AND ALCOHOL

Problematic drug use and drug-related deaths continue to fall across Avon and Somerset reflecting the national picture, but remain heavily concentrated in urban areas11. Cocaine, crack and heroin use is in slow decline, however the harms associated with these drugs continue to present significant risk. Welfare reforms have exposed risks to some problematic drug users receiving benefits in one monthly lump sum.

A profile of offenders managed by the Probation Service in Avon and Somerset (September 2013) found drugs to be a factor linked to offending in 38% of all offenders, 67% of theft offenders and 60% of all burglary offenders. These proportions have remained relatively static over the last year.

The profile of drug use is changing. Recent years have seen substantial increases in the use of recreational drugs in the night time economy although significant intelligence gaps remain. The use of the stimulant Mephedrone (MCAT / Meow Meow) and the dissociative anaesthetic Ketamine had been increasing at a local and national level, however findings from the 2012/13 Crime Survey for England and Wales, suggest that Mephedrone use is in decline, with estimated prevalence falling from 1.1% to 0.5% of adults in the last year. Organised Crime Groups and young people involved in Class A drug supply in the Bristol area continue to present an ongoing threat.

The use of ‘legal’ highs also continues to increase presenting health risks among young people in particular. Legal highs are readily accessible both locally and online, with new compounds thought to be appearing on the European market at a rate of one a week. Counterfeit tobacco is similarly available and prevalent in use, presenting long term risk of harm.

10 Bristol Joint Strategic Needs Assessment 2012: Dementia cases are expected to increase by 23% for females and 43% for males between 2010 and 2025
11 Heroin markets remain concentrated in Bristol and HMP Bristol
Alcohol misuse remains a significant driver of demand for many organisations and a prevalent factor in cases of ASB and violent crime. A profile of offenders managed by the Probation Service in Avon and Somerset (September 2013) found alcohol to be a factor linked to 35% of offenders, 44% of domestic abuse perpetrators and 63% of summary motoring offence perpetrators.

Local Alcohol Profiles for England (LAPE) show alcohol-related harm to be significantly higher than average in Bristol, while the city’s Quality of Life Survey identifies alcohol as a prevalent public concern. In 2012, for example, 50% of respondents felt that drunk and rowdy behaviour was a problem in the city.

Table 1. Local Alcohol Profiles for England - 2012/13 – Comparison to England Average

<table>
<thead>
<tr>
<th></th>
<th>Bristol</th>
<th>BaNES</th>
<th>North Som</th>
<th>Somerset</th>
<th>South Glos</th>
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<tr>
<td>Alcohol-specific hosp. admissions 12/13</td>
<td>+22% ▼4%</td>
<td>▲10% ▼5%</td>
<td>-8% ▲4%</td>
<td>-5% ▲5%</td>
<td>-16% ▼5%</td>
</tr>
<tr>
<td>Alcohol-attributable recorded crime 11/12</td>
<td>Sign. worse than average</td>
<td>Sign. better than average</td>
<td>Sign. better than average</td>
<td>Sign. better than average</td>
<td>Sign. better than average</td>
</tr>
<tr>
<td>Alcohol-attributable violent crime 11/12</td>
<td>Sign. worse than average</td>
<td>No sign. diff</td>
<td>Sign. better than average</td>
<td>No sign. diff</td>
<td>Sign. better than average</td>
</tr>
<tr>
<td>Alcohol-attributable sexual offences 11/12</td>
<td>Sign. worse than average</td>
<td>No sign. diff</td>
<td>No sign. diff</td>
<td>No sign. diff</td>
<td>No sign. diff</td>
</tr>
<tr>
<td>Binge drinking estimate</td>
<td>Sign. worse than average</td>
<td>No sign. diff</td>
<td>No sign. diff</td>
<td>No sign. diff</td>
<td>No sign. diff</td>
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Provisional Public Health England statistics indicate that the number of alcohol-related hospital admission began to fall at a national level in 2012/13 (-3%). This has been reflected in Bristol (-4%) and South Gloucestershire (-5%), however, admissions have continued to increase across Bath and North East Somerset, North Somerset and Somerset.

Tests for underage sales of alcohol at on-licences across Somerset identified a 42% failure in 2011/12 however no tests were undertaken in 2012/13 as result of budgetary constraints.

The potential impact of these factors may include:-

- Increases in alcohol-related violent crime, particularly domestic and night time economy violence
- Increases in alcohol-related ASB
- Alcohol-related harm risks, including impact on road safety
- Markets in counterfeit tobacco and legal and sub-legal highs are likely to further facilitate organised criminal activity at a local, regional, national and international level

2.3.6 TECHNOLOGICAL DEVELOPMENT

Recent years have seen a rapid growth in internet access, social media and use of mobile internet-enabled devices across all socio-demographic groups. It is estimated nationally that around 4 in every 5 homes now have internet access, with an average of 3 internet enabled devices in every home. While technological advances continue to enhance the way our organisations operate, communicate and engage they also create new opportunities for criminality and expose new areas of vulnerability for individuals, communities and organisations. Critical risks include:-

- Increases in cybercrimes such as phishing and attacks to systems at a local and global level
- Increases in cyber-enabled crimes, such as fraud and identity theft
- Safeguarding risks to vulnerable individuals, such as grooming and other forms of sexual exploitation
- Social media-enabled stalking, harassment and bullying
- Vulnerability to robbery and theft of hot products\(^\text{12}\) such as smart phones, tablets etc.

\(^{12}\) Hot Products are those targeted by offenders often on account of being concealable, removable, accessible, valuable, enjoyable and disposable via the stolen goods market (CRAVED)
2.4 CONCLUSIONS – CHANGING PATTERNS OF NEED

As agency resources per head of population reduce, the need to strengthen our focus on prevention becomes ever greater. Effective root cause analysis of cycles of demand, prevention and diversionary activity and multi-agency planning for new areas of anticipated demand (new communities, urban development, increases in multiple occupancy housing) will ultimately reduce both cost and harm.

The relationship between crime and the underlying risk factors for offending, such as alcohol, drug use, mental health and adverse life events is complex and multi-faceted. A broad and holistic approach should therefore be taken in providing services and developing preventative approaches that takes account of the wider social determinants of crime and disorder as opposed to issues in isolation.

Communities with the least cohesion, empowerment and capacity are at a disproportionately higher risk of victimisation and are disproportionately affected by current changes in the social and economic environment.

A sustained multi-agency focus on the most complex individuals and situations through initiatives such as Integrated Offender Management and the Troubled Families Initiative is critical. Benefits can also be maximised by focusing on preventing harm to and offending by the most vulnerable and at risks groups (young people, those living in more deprived neighbourhoods).

Demands on safeguarding agencies are increasing as a result of growing need, reducing agency resources and improvements in processes for identifying risk. Agency roles, responsibilities and provision must be clearly defined in order to further improve and tackle collectively this increasing area of risk, particularly in the areas of mental health and missing persons.

Risk in relation to financial insecurity, unemployment, housing demand and mental health are increasing, with potential implications for crime and community safety agencies. All agencies have a role to play in aligning advice and signposting to available support, to tackle problems early and prevent escalation. This may include, for example, targeted neighbourhood-level awareness-raising of the availability of free debt support, or ensuring that those being released from prison are conversant with new benefit systems and entitlements.

Increasing financial and other disadvantage are creating opportunities for criminality and exploitation (markets in stolen and counterfeit goods, sexual exploitation, illegal lending) highlighting greater potential for improved multi-agency intelligence sharing and disruption activity.

Alcohol remains a significant factor in many crime and anti-social behaviour incidents. There are significant gaps in local treatment and service provision and opportunities to develop local interventions in response to the Government’s Alcohol Strategy.

There are opportunities to strengthen cross-agency engagement with regard to significant local authority planning decisions with a view to preventing and reducing crime and serious harm.

The diversification of Avon and Somerset’s population will continue to present challenges to service providers in tackling newly recognised or growing needs particularly affecting certain communities. There are associated challenges in terms of cultural awareness and ensuring equal access to available services. Knowledge, capability, relationships and means of access should be developed collectively at the most local level in order to meet the diverse needs of local communities.

The risk of discrimination is ever present within a diversifying population. As incidents often go unreported, agencies would benefit from working together in a more co-ordinated way to identify and tackle overt and hidden discrimination and hate crime in local communities.
3. RISK AND DEMAND

3.1 WHAT THE PUBLIC ARE TELLING US

Local PACT priorities

There have been no significant changes in the community safety issues that communities deem most critical in their area over recent years. A range of Partners and Communities Together (PACT) meetings, neighbourhood beat surgeries, victim surveys and community events have consistently identified anti-social behaviour, speeding traffic and parking as the most prevalent community concerns.

The number of PACT areas reporting that they have no issues of concern continues to increase, reflecting the downward trend in reported crime and ASB and potentially indicating improvements in local problem solving and issue resolution.

The Office of the Police and Crime Commissioner conducted extensive consultation with residents between December 2012 and March 2013 on the Commissioner’s proposed priorities for 2013-17. Tackling burglary and anti-social behaviour were felt to be important to 79% and 75% of respondents respectively, with up to 84% feeling that they were important issues for residents more generally. 69% and 68% of respondents also felt that tackling domestic and sexual violence and supporting victims through the criminal justice system were important issues to them.

The consultation also explored other issues and community priorities to inform the plan. Those highlighted included road safety, which was felt to be a community priority by 20% of respondents and police visibility and patrols (15%), which was also strongly supported by local face to face consultation findings. Road safety concerns varied from speeding and other dangerous or reckless driving to cycling on pavements.

Results from the Constabulary’s ‘Public Voice’ work found that the general public’s expectation of the police service, more specifically, had not changed significantly over time. Residents generally want the police to:-

- Be there when needed
- Do what they say they are going to do
- Treat people fairly and with respect
- Keep people and victims of crime informed
- Work visibly within communities

13 1,179 people surveyed and 519 people directly engaged with face to face. The constabulary also engaged with 500 young people providing further feedback on the Commissioner’s priorities.
• Be accessible and approachable
• Tackle the issues that have greatest impact on their quality of life – such as ASB, and road safety

The public voice in relation to criminal justice is also clear, with residents displaying a desire for:
• Rehabilitation - especially with regard to drugs and alcohol
• Stiff penalties for those who cause most harm but
• Restorative and community-based reparation for less serious offending

Consultation with young people, victims of crime and other vulnerable people across Avon and Somerset has re-enforced the importance of these principles and the relationships and interactions the police and other service providers have with the public on a daily basis.

3.2 RISK OF CRIME AND ASB

The risk of personal victimisation is generally lower than the national average in Avon and Somerset; however this varies significantly across the area. Risk is greatest in urban centres where it is compounded by the presence of crime facilitators such as drugs, alcohol or aspects of the physical, social and economic environment. As the largest urban area within Avon and Somerset and a national ‘core city’, Bristol accounted for 41% of all recorded crime in 2011/12, although levels of crime in this area are falling at a higher than average rate.

![A&S Trends in police recorded crime and CSEW, 2000/01 to 2013/14](image)

Note: CSEW estimate for Avon and Somerset is based on national rates of unreported victim-based crime experienced in the 12 months prior to the interview carried out in that financial year

Risk of victimisation continues to fall. This is supported not only by trends in recorded crime, but also through longitudinal self-reported victimisation studies such as the Crime Survey for England and Wales (CSEW):-

• Risk of property crime victimisation is falling and falling at a rate greater than that nationally. Serious acquisitive crimes, in particular, are falling at a rate of almost 10% a year. Within this category, robberies have reduced by around -38% and thefts of (-14%) and from (-7%) vehicles continue to fall. Recent months have seen sporadic increases in burglaries and distraction burglaries in Bath and North East Somerset and South Gloucestershire
• Risk of violent crime victimisation - In general continues to fall, with most serious violence falling at a rate of 28% a year. Reflecting national trends, reports of sexual offences have increased, which is thought to be a result of an increased profile following the Operation Yewtree (Saville) investigation. Recorded ‘domestic’ based violence, which accounts for around 30% of all violent crime is falling, despite a local aspiration to increase confidence to report these offences.

• Risk of rural crime victimisation is falling - The National Farmers Union (NFU) Mutual Rural Crime Survey reported reductions in rural crime of almost 20% on last year, with a reduction in claims for tractor and quad bike thefts falling by 32% and 17% respectively. The items most commonly targeted by rural thieves remain unchanged. These are tools, quad bikes and oil/diesel. Offences are also more likely to be planned than opportunistic.

• Crimes against businesses - While shoplifting offenses already account for nearly 1 in 10 recorded crimes across Avon and Somerset, the actual number of offences is estimated to be much higher, with many offences going unreported to police. Rates of shoplifting have been increasing over the long and short term, particularly in Bristol and Somerset, bucking the national trend. Rates of recorded shoplifting per 1,000 population were 23% higher than the national average in 2012/13.

• Incidents of anti-social behaviour - The number reported to the police fell across all local authority areas and at a force level by around 6% in 2012/13. Levels of ASB reported were in line with the national average and findings from the Crime Survey for England and Wales indicated that around 28% of residents had experienced or witnessed ASB in the last year, compared to 29% nationally. Criminal damage offences, account for around 15% of all recorded crime and are falling at a rate of 12% a year.

A number of factors are considered locally and nationally have contributed to reductions in crime and ASB over recent years. These include:-

• Improvements in inbuilt security measures (particularly evident within the vehicle manufacturing industry) and increased levels of victims' awareness (improved access to information and affordable security) which have enabled individuals to better protect themselves from crime.

• Improved partnership working and greater co-ordination of agencies, departments and activity at local, regional and national levels. Targeted multi-agency activity, in particular, has enabled services to become more focussed on the complex needs of the most problematic cases (e.g. Integrated Offender Management, Drug Intervention Project).

• Improvements in techniques and practices, which have included:-
  ➢ Better use of intelligence and forensic recovery
  ➢ A wider range of enforcement tools available to provide ‘simple and speedy’ justice
  ➢ Development of Neighbourhood Policing model, including the introduction of PCSOs, neighbourhood-level problem solving

Despite these positive trends in overall crime, fear and perception of crime continues to have an adverse effect on social and mental wellbeing of some residents, particularly vulnerable people. There is also a significant disparity between perception and risk of crime at a local and national level.

Furthermore, while there have been reductions across most traditional crime types, cyber and internet-enabled crimes are increasing. The extent of these offences is unknown due to significant under-reporting, limitations to crime recording systems and processes and national arrangements, however, national research indicates that one in three adults have suffered crime on-line in the last year, compared to only one in five suffering crime ‘off-line’. The Federation of small businesses similarly reported that around 41% of businesses have suffered a cybercrime in the last 12 months. Recorded fraud offences increased nationally by 27% in the last year, due in part to a move towards centralised recording via Action Fraud.

Personally-directed internet and social media-enabled crimes such as cyber bullying, stalking and harassment, sexting and sexual exploitation have also increased in the last year. See section 3.4.2.

14 Police recorded ASB increased sharply in March 2013 across all areas and is thought to be a consequence of changes to recording codes and practices. This is increase currently being investigated. See section 6.2.
15 Elements considered to have contributed to reductions in crime and ASB in Avon and Somerset were explored as part of the 2012 Police and Crime Needs Assessment – Crime and Offending, p10.
16 2013 Police and Crime Survey found that 42% of respondents were worried about being a victim of domestic burglary. Risk of household victimisation stood at less than 1%.
3.3 CHANGING PROFILE OF OFFENDING

Research has shown that offenders are generally a socially isolated group who have historically been unable to access services across the eight pathways out of offending\(^{18}\). These pathways collectively form a picture of criminogenic need and are assessed as part of both Probation (OASys) and Youth Offending (known as ASSET after the nationally adopted assessment system) assessments.

Relationships is the criminogenic factor most linked to offending in Avon and Somerset, having been identified as a factor in 72% of cases (66% nationally). This is a particularly prevalent factor in BaNES (77%) and amongst perpetrators of domestic abuse (85%).

Thinking and behaviour is the second criminogenic factor most linked to offending, having been identified as a factor in 69% of cases (63% nationally), 82% of indictable motoring offences, 76% of fraud and forgery offenders, 75% of domestic violence-related offenders and 74% of burglary offenders.

This profile differs significantly by offence type, with alcohol being a more prevalent factor amongst violent and criminal damage crime offenders, and drug misuse being a more prevalent factor amongst perpetrators of acquisitive crimes such as burglary, theft and handling.

3.3.1 PROLIFIC OFFENDERS

Avon and Somerset’s most prolific offenders, predominantly those committing high volume acquisitive crimes, are generally managed through IMPACT - the Integrated Offender Management (IOM) approach. This is a well-established initiative that has received strong investment from the key partners of Police, Probation Trust, HM Prison Service, Criminal Justice Intervention Teams, Local Authorities and the Voluntary and Community Sector. IMPACT remains a significant contributory factor in achieving reductions in serious acquisitive crime in Avon and Somerset. More information with regard to re-offending outcomes can be found in section 4.3.

3.3.2 DANGEROUS OFFENDERS

Multi-Agency Public Protection Arrangements (MAPPA) is the name given to arrangements in England and Wales for the "responsible authorities" tasked with the management of registered sex offenders, violent and other types of sexual offenders, and offenders who pose a serious risk of harm to the public. The "responsible authorities" of the MAPPA include the Probation Trust, National Offender Management Service, HM Prison Service and England and Wales Police Forces. The IRiS project has been developed in Bristol to supplement this statutory activity by building upon the Integrated Offender Management approach. HMP Ashfield opened in July 2013 containing male category C sex offenders. This has implications for MAPPA locally in monitoring caseloads in custody and managing offenders on release.

3.3.3 YOUNG OFFENDERS

Youth offending and first time entrants into the youth justice continue to fall, due in part to the effects of prevention, diversionary and early intervention activity and increased use of out of court disposals such as restorative justice. Changes in the social and economic environment discussed in Chapter 2 continue to present potential challenges to further reductions in youth offending, alongside reductions in agency funding, youth service provision and specialist programmes and services. Avon and Somerset’s only female YOI unit (Eastwood Park) has recently closed, however the adult prison continues to operate as normal.

3.3.4 WOMEN OFFENDERS

Women offenders generally present a different criminogenic profile to male offenders, with emotional wellbeing and financial support being the most prevalent needs. As such, female offenders have been the focus of a ninth pathway in Avon and Somerset. The Eden House, based in Bristol, provides day and outreach services to adult women involved in the Criminal Justice System.

\(^{17}\) Harassment by way of electronic devices which can include text messages, mobile phones, e-mails or internet scandal (www.actagainstbullying.org)

\(^{18}\) The eight pathways comprise of ‘relationships, lifestyle and associates, thinking and behaviour, education, training and employment, attitudes, accommodation, drug misuse and alcohol misuse’. The needs of women offenders have been recognised locally as a ninth pathway.
3.4 CHANGING PROFILE OF VICTIMISATION

Although risk of personal victimisation is falling and generally lower than average in Avon and Somerset, this can vary significantly by area. Risk remains highest amongst single males aged between 16 and 25 living in deprived areas, while the lowest risk is amongst older people living in affluent rural areas.

The impact of crime can also vary according to the victim’s vulnerability. Work to establish a ‘Gold’ standard for ASB in Avon and Somerset resulted in a common definition of vulnerability being adopted. A victim should be treated as vulnerable if ‘the manner or frequency of anti-social behaviour causes significant adverse impact on their health, lifestyle, personal safety or quality of life’.

There are significant variations in levels of vulnerability to and risk of crime.

Young people in particular, are much more likely than adults to experience a range of offence types which include:-

- Personal violence – 16 to 24 year olds account for 27% of all recorded victims of violence, despite comprising only 12% of the population, with young males in particular being vulnerable to violent crime in the night time economy
- Personal property theft – Victim Support focus groups have indicated that crime, particularly property theft, can be a “fact of life” for young people
- Bullying, cyber-bullying and harassment - The Pupil Voices survey\(^\text{19}\) found that 22% of secondary pupils, 29% of male primary school pupils and 44% of female primary school pupils were afraid of going to school because of bullying at least sometimes
- Child Sexual exploitation (CSE) – New intelligence and insight has provided greater awareness of the issues and risks of child sexual exploitation, with children looked after and missing persons\(^\text{20}\) in particular, being at significantly higher risk

Young people are also:-

- Less likely to trust in the police
- Less likely to report their victimisation, often due to a feeling that they will not be believed, fear of retaliation or a lack of awareness of the services available
- Less likely to report feeling satisfied with the police service they receive (83.6% of 16-24 year olds report feeling satisfied compared to 86.7% of all other ages)
- More likely to tell their peers about their victimisation, which highlights opportunities to improve engagement with young people as witnesses of crime

Black and minority ethnic (BME) communities are over represented in almost all crime categories, in part, skewed by a higher proportion of BME communities residing in urban areas. Research has shown that BME communities are also:-

- Less likely to report their victimisation (this can be a result of language or cultural barriers)
- Less likely to report feeling satisfied with the police service they receive (81.7% of BME victims report feeling satisfied compared to 87.4% of white victims)

Women account for around 86% of known victims of rape and other sexual offences and 79% of known domestic violence-related offences, however these crimes are known to be substantially under-reported. The Crime Survey for England and Wales estimates that around 60% of domestic violence incidents are not reported to the police.

Despite being at lower overall risk, men are significantly less likely to report their victimisation of domestic and sexual violence. The proportion of male victims of sexual violence has however increased from 10% to 14% in the last year indicating potential increases in confidence amongst males to report their victimisation.

\(^{19}\) Schools Health Unit 2011
\(^{20}\) University of Bristol 2013
3.4.1 HATE CRIME

Hate crimes are offences that are seen to have been motivated by bias against a persons' social group, including racial, religion, sexual orientation, ethnicity or gender identity. Reported racially and religiously aggravated offences (+4.1%) and race/faith-flagged incidents (+2.4%) are now increasing across Avon and Somerset, potentially reflecting improvements in confidence to report such incidents. We know though local and national research, however, that a substantial proportion of hate crime incidents go unreported.

Particular groups are disproportionately affected by hate crime. These include:-

- People with mental health problems - research from Mind has shown that around 71% of people with mental health problems had been ‘victimised’ in circumstances that they perceive to be related to their mental condition. This rose to 90% amongst those in local authority housing. 30% of respondents told no-one what happened and 60% of those who reported a crime felt that authorities did not take the incident seriously. Only 9% of people were completely satisfied with the outcome of their cases

- People with disabilities - The Equalities and Human Rights Commission found that around 19% of the disabled adults they surveyed had been victims of crime in the previous 12 months

- Black and minority ethnic communities

- Gay, lesbian, bi-sexual and transgender communities

3.4.2 OTHER UNREPORTED CRIME AND UNMET NEED

Unreported crimes and unmet need are often those that have the greatest impact on the most vulnerable victims. In many areas, victimisation can remain hidden as a consequence of serious and organised criminality. Specific high impact risk areas include:-

- **Child Sexual Exploitation (CSE):** It is believed that many incidents of CSE never come to the attention of safeguarding agencies. Police in Avon and Somerset recorded 490 offences of child sexual exploitation in 2012/13. The majority of these (77%) were conducted off-line and in person by a lone offender, with a further 4% being committed by a group or gang. 19% were conducted on-line, predominantly by offenders over the age of 18 through use of mobile phones, Facebook and Kik21. In almost half of these cases, the offender requested to meet their victim in person. The recorded crime picture only provides some insight on the number of offences thought to be taking place in Avon and Somerset, with new technologies exposing significant safeguarding risks

- **Human trafficking:** Trafficking of human beings has been identified as an increasing issue nationally and globally, with links to organised crime groups having been identified in Avon and Somerset. Understanding and awareness of this issue is expected to increase locally as further intelligence is developed. The focus of human trafficking is thought to have moved from the sex trade forced labour over recent years, with local intelligence suggesting links to travelling communities. Human trafficking offences are rarely carried out in isolation and quite often linked with individuals who are involved in a range of other serious and organised crimes

- **Female Genital Mutilation (FGM):** Little evidence is available as to the prevalence of FGM in Avon and Somerset or nationally. Communities thought to be predominantly affected include Somali, Sudanese and Sierra Leonean / West African communities. Bristol City Council’s Community Cohesion and Safety Scrutiny Commission evidence session recommended that ‘data collection, retrieval, sharing and monitoring needs to be improved, in particular accessing child protection data. There needs to be commitment from all statutory and voluntary sector agencies to improve systems for gathering and acting on intelligence if referrals to the police and Crown Prosecution Service are to be increased’. Research is currently underway in Bristol to improve awareness and develop an improved understanding of the prevalence of FGM across the area.

21 Smartphone messaging facility
3.5 CONCLUSIONS – RISK AND DEMAND

Conclusions – Risk and Demand

- The general public’s expectations are clear and have generally remained static over time. Further multi-agency analysis can provide insight on extent to which issues such as anti-social behaviour, road safety concerns and parking are being resolved through the tactical PACT process and strategic-level problem-solving. These issues continue to place substantial demand on our collective agencies.

- Many under reported crimes are among the most serious which bear the greatest potential risk to vulnerable individuals and communities. Demand in more complex areas of business is increasing as a result of changes in risk management approaches, improved knowledge and awareness and changes in the profile of need (Chapter 2). Our understanding and response to these issues can be improved through the development of research, community intelligence and targeted pro-active activity.

- There are substantial opportunities for agencies to improve their engagement with witnesses of crime and ASB, and enhance third party reporting. This is particularly important amongst certain groups and offence categories (young people, domestic violence victims, those vulnerable to radicalisation) in which risk and victimisation is more likely to be identified via peers, colleagues and other non-police professionals.

- Various factors are commonly considered to have impacted upon volume crime reduction over recent years. Further reductions in crime may be achieved by maintaining a focus on these factors and extending their principles to emerging crime risks. These include:
  - Improvements in inbuilt security measures and opportunities to improve awareness and access to affordable security, particularly with regard to current ‘hot products’. This may include the promoting of ‘immobilise’ and property registration which will enable individuals to better protect their items and the police improve property recovery.
  - Improved partnership working and greater co-ordination of agencies, departments and activity at local, regional and national levels. The benefits of investing in targeted multi-agency activity that is focused on the complex needs of the most problematic cases are well understood. This includes initiatives such as Integrated Offender Management, the Troubled Families Initiative and Drug Intervention Project.
  - Improvements in techniques and practices, including better use of intelligence and forensic recovery. Make full use of the wide range of enforcement tools now available - become available to provide ‘simple and speedy’ justice (e.g. use of conditional cautioning, Penalty Notice for Disorder (PND), community resolution). Development of the Neighbourhood Policing model, including the introduction of PCSOs, neighbourhood-level problem solving and a substantial increase in the number of Constabulary Specials and volunteers across the area.

- In an environment of diminishing resources partners would benefit from a continued co-ordinated focus on ‘priority neighbourhoods’, integrated practitioner-level partnership working and effectively managing demand at first point of contact.

- Develop a coordinated framework to identify good practice and evaluate perpetrator-focused programme activity (Bristol Sexual Violence Perpetrators Project\(^{22}\)). Explore Sexual Violence Perpetrators Project for those not being managed through MAPPA (HMIC Rape Thematic).

- Evaluate and consider gaps in local prevention and diversionary activity for young people in light of cuts in public service provision. Create capacity to support existing intervention and preventative projects where possible and improve engagement with regard to significant environmental planning decisions.

- Work with partners to ensure continuity in transition between young persons and adult offender and treatment services in Avon and Somerset.

\(^{22}\) Bristol Sexual Violence Perpetrators Project: Evaluation Report June 2012
4. PARTNERSHIP ENVIRONMENT

4.1 AGENCY COMPOSITION

Avon and Somerset’s first Police and Crime Commissioner was elected in November 2012 with responsibilities for making policing more accountable to local communities and working with crime and community safety services to reduce crime and improve the efficiency and effectiveness of the Criminal Justice System.

The partnership landscape across Avon and Somerset is extensive and complex. The area comprises four unitary authorities (Bristol, Bath and North East Somerset, North Somerset and South Gloucestershire) and a two-tier authority made up of Somerset County Council and five district councils (West Somerset, Taunton Deane, South Somerset, Sedgemoor and Mendip). Each top tier authority area has a Community Safety Partnership, Youth Offending Team and Drug and Alcohol Action Team.

There are six Magistrates Courts (Bristol, North Avon, Bath, North Somerset, Taunton and Yeovil), two Crown Courts in the Avon and Somerset area (Bristol and Taunton), and four prisons (Bristol, Eastwood Park, Leyhill and Ashfield).

Avon and Somerset Constabulary comprises three operational Basic Command Units (BCUs) are divided into neighbourhood areas that are managed locally by Neighbourhood Inspectors. Two Fire and Rescue areas serve Avon and Somerset – Avon in the North and Devon and Somerset in the south.

There are a wide range of victim services across Avon and Somerset providing tailored support to meet the needs of victims outside of and at different stages within the criminal justice process. These fall into two main categories – those provided by the statutory and criminal justice services and those provided in tandem by independent agencies, usually from the Community and Voluntary Sector (CVS).
4.2 PARTNERSHIP CHALLENGES

There are a range of critical challenges currently facing the crime, community safety and criminal justice landscape. These are discussed in the following sub-sections.

4.2.1 REDUCING BUDGETS

All partners are facing significant fiscal challenges brought about by the last Comprehensive Spending Review. In Avon and Somerset, this is compounded by the effect of 'damping' which sees a proportion of the funding the area is assessed to need reallocated to other areas in order to smooth year on year fluctuations in funding. Risks and challenges brought about by reductions in partnership budgets include:

- Dis-investment and withdrawal of agency support to the multi-agency partnerships and projects that rely on them. Annual partnership funding to police fell from £400,000 in 2010/11 to £97,000 in 2012/13 while direct partner contributions to Community Safety and Voluntary and Community sector initiatives have been similarly affected. In some areas this has resulted in reductions in staff working in the areas of youth diversion, CCTV monitoring, partnership analysis and project co-ordination of drugs and Troubled Families\(^23\) Initiatives. Some areas, however, have continued to invest in the initiatives that are critical in tackling the most complex cases and preventing the escalation of crime and ASB

- Partners retracting to their core responsibilities or providing minimum services. This has exposed gaps in delivery and placing additional pressure on the Voluntary and Community sector and agencies of ‘last resort’ to respond to. Examples include; Environmental health and noise pollution, drugs and alcohol services, work with new communities and aspects of safeguarding around missing persons, mental health (places of safety). Serious crime case progression has been affected by Crown Prosecution Service (CPS) budget reductions and the availability of lawyers for face to face charging and advice appointments. A dedicated rape and serious sexual offences unit is soon to be established within the CPS in order to address this issue. Local magistrate’s courts\(^24\), court sittings\(^25\) and staffing\(^26\) have reduced. The crime prevention agenda in particular has also seen a significant withdrawal of resources, which has included the loss of crime prevention officers, Architectural Liaison and joiners providing target hardening services

- Organisational restructuring, which can have varied impacts on the scope of services and agency responsibilities within the partnership environment. Many partners are reorganising in the face of a new financial world and government led reforms. This has included a rationalisation of the Constabulary’s Basic Command Units (BCUs) from six to three areas in 2013, a formal merger of Somerset CSPs and reorganisation of youth services. Restructuring is an organizational necessity for many in the current economic climate and can bring opportunities to enhance and better co-ordinated local delivery\(^27\). With effective planning and change management processes, these organisational changes should not negatively impact upon operational delivery or partnership relationships

4.2.2 CHANGING COMMISSIONING LANDSCAPE

The crime and community safety environment continues to undergo rapid change. This has been marked by the introduction Avon and Somerset’s first Police and Crime Commissioner in 2012 who became responsible for the commissioning of Community Safety and aspects of Drug Intervention, Youth Crime and Substance Misuse. The Commissioner will also become responsible for commissioning certain victim services from October 2014. Ministry of Justice reform of the Probation Service will also see medium and

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\(^{23}\) Troubled families Initiative: A troubled family is one that has serious problems (including parents not working, mental health problems, and children not in school) and causes serious problems, such as crime and anti-social behaviour. The programme will run primarily on a payment-by-results basis to incentivise local authorities and other partners to take action to turn around the lives of troubled families in their area by 2015

\(^{24}\) The number of magistrates courts in the area fell from 10 in 2010 to 6 (Bristol, North Avon, Bath, North Somerset, Taunton and Yeovil)

\(^{25}\) Note: Bristol Crown Court have recently allocated more sitting days

\(^{26}\) Staffing reductions include administrative staff, legal advisors and include the impact of court closures

\(^{27}\) New custody crime and investigation centres are due to open in 2014 in Keynsham, Patchway and Bridgwater. These centres will aim to process detainees more swiftly and improve the level and consistency of drug and alcohol referrals.
low risk offenders transferred from Probation Trusts to the private and voluntary sector. Risks and challenges brought about by these changes include:-

- Potential for more complex delivery structures, franchising and sub-contracting
- Challenges in terms of day to day offender management and information sharing
- Potential drivers of perverse behaviour, conflicting performance cultures and the exclusion of more complex cases as a result of the Payment by Results agenda
- Gaps in commissioning skills and capability as new arrangements are developed
- Loss of local knowledge and expertise where smaller independent providers lose out to more dominant providers. This will be particularly evident in the case of Legal Aid reforms which will see defense firms in Avon and Somerset reduce from around 45.

4.2.3 TRUST AND CONFIDENCE

Government reform, national events and media attention have renewed the focus on public confidence and satisfaction in police and the criminal justice system at both a local and national level. Avon and Somerset’s Police and Crime Commissioner has set the aspiration for residents to have the highest level of confidence in their policing service and one of the highest rates of victim satisfaction in the country. The agenda presents a range of key challenges, which include:-

- Increasing levels of interest and engagement between police and their public. Despite the Commissioner’s responsibility for making the police more accountable to local people, research suggests that policing is less of a concern for the public than it used to be. A recent poll found that around 20% of people were not interested in knowing what the police do as long as they do their job. 60% wanted information but no specific involvement and only 20% were actively involved or would like more of a say in policing issues.
- Maintaining professional standards and compliance and ensuring transparency, data integrity and proper use of stop and search
- Addressing the national issues impacting upon local confidence. Although public trust in the police at a national level is the highest it has been since 2008, 28% of people still say that they wouldn’t trust the police to tell the truth.

4.2.4 SAFEGUARDING

The effective identification and multi-agency case management of vulnerable victims continues to present a significant risk to responsible agencies. This has been highlighted locally and nationally over recent years following a number of high profile events. Avon and Somerset is a ‘net importer’ of young people in care and North Somerset has a higher than average proportion of older people in social care. These risk factors are compounded by reducing agency resources and the social and demographic changes discussed in Chapter 2. Key challenges include:-

- Gaps in the standard, consistency and coverage of safeguarding arrangements. Somerset Child Protection services are working to improve standards after being assessed as ‘inadequate’ by Ofsted and Adult Safeguarding Partnership arrangements across Avon and Somerset more generally are not as strong as those for children
- Regional and localised siting of mental health facilities, which lead to disproportionate increases in demand
- Lack of sufficient section 136 places of safety provision. Plans are underway to re-locate the Callington Road section 136 place of safety to Southmead. This will result in provision increasing from 1 bed to 4. It is widely recognised that police custody is a wholly inappropriate place for people suffering from mental distress to await assessment and there remain significant opportunities for partnership early intervention in this area to improve the way service demand is managed.

28 IPSOS Mori, 2013
29 IPSOS Mori
30 IPSOS Mori Trust in Professions Feb 2013
4.3 THE CRIMINAL JUSTICE SYSTEM

The Criminal Justice System incorporates the Police, the Crown Prosecution Service, courts, prisons, probation, youth offending teams and Victim Support and other organisations and multi-agency partnerships. Overall demand on the Criminal Justice System has further fallen in the last year, primarily as a result of falling crime levels (-14%) and subsequent reductions in the number of charges and summons (-8%). The number of restorative justice disposals fell by 21% over the same period to account for 11.6% of all disposals.

While total recorded crime rates are forecasted to fall further over the coming years, input to the Criminal Justice System is likely to be affected by a range of factors in 2014. These include:-

- Increases in summary motoring offences as a result of the re-commissioning of fixed speed cameras
- Increases in police detections. Overall police detection rates reached their highest level on record in 2013 at 36.7%. Improvements in policing practices and an organisational focus on aspects of volume crime such as burglary and vehicle crime are likely to further increase detection rates in some areas
- Proactive policing activity and operations, including days of action, pro-active drug arrests and the tackling of public order in the night time economy may also lead to sporadic increases in demand on the Criminal Justice System which will continue to require effective planning and co-ordination
- The impact of local and national events and campaigns. Increases in reported sexual offences in the last year, for example, are thought to have been affected by the focus of the Operation Yewtree investigations. Similarly, Avon and Somerset's Police and Crime Commissioner has set the aspiration to increase the reporting of domestic and sexual violence locally

4.3.1 EFFICIENCY AND EFFECTIVENESS

The efficiency and effectiveness of the Criminal Justice System is not only dependent on individual agencies fulfilling their role, but understanding their contribution in securing broader criminal justice outcomes at different stages within the criminal justice process.

The number of individual hearings per case, levels of cracked\(^{31}\) and ineffective\(^{32}\) cases and time taken between arrest/charge and first appearance all provide indicators of efficiency and effectiveness within the Criminal Justice System.

The rate of successful convictions or ‘offences brought to justice’ (OBTJ) in Avon and Somerset remains stronger than the national average at around 35.2% (2012), having increased across almost all offence categories over the previous year. In particular, this is supported by strong rates of OBTJ for serious sexual offences (72%) which exceed the national average of 39%. The rate of serious acquisitive crimes brought to justice remained average in 2012 at 9.6%.

While some cases can span a considerable period of time for legitimate and justifiable reasons, the number of individual hearings in that time should be kept to a minimum and is therefore a key measure of criminal justice efficiency. Average Magistrate hearings per case have fallen slightly to 3.34, which is below the national average of 3.73, but falling some way short of a local target of less than 2.25. Hearings per case at Crown Court remain relatively static (6.65), but marginally higher than the national average of 5.13.

Just over a third of all Magistrates Courts trials (34.1%) cracked in 2012/13, which remains lower than the national average of 39.1%. Ineffective trials during the same period remained relatively static at 13.4% and below the national average (16.6%).

In the Crown Court, ‘cracked’ trials fell to around 26.3%, remaining well below the national average of 36.6%. Ineffective during the same period also fell slightly to 16.2%, but remain higher than the national average of 13.8%.

Cracked cases can be the result of a wide range of factors, most notably:-

\(^{31}\) Cracked cases are trials that do not proceed on the day scheduled and do not require any further court time
\(^{32}\) Ineffective cases are trials that are not able to proceed on the day scheduled and require more court time
Guilty pleas being entered late (59% of Crown Court and 57% of Magistrates Court cracked cases)

Witnesses being absent or withdrawing (7% Crown Court 14% Magistrates Court)

Prosecution ending the case as a result of insufficient evidence (9% Crown, 9% Magistrates)

Ineffective cases are primarily a consequence of the:

- Cases not being reached in time – administrative issues
- Prosecution witness being absent
- Defendant being absent or unfit to proceed
- Prosecution or Defence not being ready

The Criminal Justice Efficiency Programme, which is co-ordinated by the Avon and Somerset Criminal Justice Board, is working with partners to tackle a range of factors which continue to inhibit efficiency and effectiveness. These include:

- **Lack of integrated technology**: Work continues to develop electronic case files and further efficiencies which will improve the digital capture of critical information at source (e.g. forensic, photography and other evidential case material). The use of video links in criminal proceedings and integration of criminal justice IT systems also remains in development, with progress largely reliant upon more general improvements in Police and CJ IT infrastructure.

- **File quality**: The HMIC/HMCPSI national inspection ‘Stop the Drift 2’ identified significant quality and compliance issues in relation to police file quality. This included the tendency for police to overbuild cases with unnecessary material which often had little evidential value. These national issues have been reflected locally and work is underway to improve standards.

- **Failure to secure guilty pleas early in the prosecution process**: The Early Guilty Plea Scheme (Crown Court) has been introduced nationally in the last year. The Stop Delaying Justice (Magistrates courts) fast tracking schemes, which were piloted in Avon and Somerset are to be progressed in October 2013 as part of the national Criminal Justice Action Plan.

- **Extending the remit of police** to prosecute certain specified offences including traffic offences where there is a guilty plea. This will be mandated by April 2014.

- **Extending the use of Restorative Justice and other community disposals**: Several Restorative Justice / Neighbourhood Justice Panel pilots are underway in Avon and Somerset and the Office of the Police and Crime Commissioner is currently establishing independent panels to oversee the use of out of court disposals more broadly. Bristol also aims to become one of the foremost ‘restorative cities’ in the UK.

- **Other reform is still under consideration at a national level**: This includes enabling single lay magistrates to deal with certain low-level uncontested cases, improving transparency to service users regarding the process and progress of their case and to the public on outcomes of the Criminal Justice System.

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33 Witness attendance is currently static at around 90%. In the Magistrates Courts, 73% of witnesses wait less than 2 hours (average waiting time of around 86 minutes) which is below the national average of 80%. In the Crown Courts, 48% of witnesses wait less than 2 hours (average waiting time of around 128 minutes) which is below the national average of 59%.
4.3.2 RE-OFFENDING

As is the case with offending more generally, re-offending is disproportionately skewed towards a minority of individuals. At a national level, for example, 24% of re-offenders (those committing four or more re-offences), account for 56% of re-offences. Re-offending is most prevalent amongst:

- Those committing theft offences - Ministry of Justice research indicates that around 58% of adult and 36% of juvenile offenders convicted of a theft offence go on to re-commit a similar offence within 12 months. Locally, shoplifting accounts for around 25% of all re-offences.

- Those serving short term sentences (less than 12 months) who are not subject to probation or external provider supervision - around 57% of these offenders re-offend within 12 months. The first months of an order or licence is therefore critical to reducing re-offending rates.

- Offenders with drug dependencies - drug treatment remains a critical component in reducing re-offending.

Rates of re-offending in Avon and Somerset remain around 2.6% higher than the predicted rate, however this gap has been narrowing since September 2012 and, with the exception of Somerset, is no longer statistically significantly higher than predicted. Bath and North East Somerset is the only area locally that is currently achieving the target reduction in re-offending.

At a regional level, the first reductions in re-offending compared to the predicted rate were seen in March 2013, however comparative reductions are yet to meet the -3.2% target. Nationally, re-offending has seen significant reductions since December 2012 that exceed the target reductions set (-1.9%), and performance continues to improve.

Re-offending - % difference between predicted and actual rate

It should be noted, however, that the national indicator for re-offending (OM21) measures the absolute number of re-offences without taking into account the severity of re-offence. Furthermore, the targeted proactive nature of IMPACT in Avon and Somerset results in a high number of offenders being detected for further offences at an early stage, thus inflating recorded re-offending rates as per the national measure.

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34 2012 Compendium of re-offending statistics and analysis, Ministry of Justice
4.4 CONCLUSIONS – THE PARTNERSHIP ENVIRONMENT

Conclusions – The Partnership Environment

- Agencies would benefit from a collective review of strategic priorities, roles, commitments and resources to tackle the root causes of the most critical areas of shared interest. Multi-agency impact assessments where decisions to retract or cease a service are likely to have a significant impact on delivering shared outcomes should be used.

- Ensure adequate training and capacity building in light of key changes in legislation and the new commissioning environment. Diversification of service providers will mean developing new ways of working which may require additional investment in knowledge and expertise across areas of commissioning to ensure effective delivery of services.

- Ensure effective and appropriate action at the first point of contact in order to ensure demand is managed upstream and those that need help and support are identified at the earliest opportunity.

- The Audit Commission recommended that funding streams relating to victim and witness care should be mapped and streamlined and that there should be greater co-ordination of projects that use area-based funding.

- Support the local communities to take responsibility for identifying local community safety service requirements in support of the localism agenda. Empower communities and Voluntary, Community and Social Enterprise (VCSE) organisations to build local capacity and engage in commissioning in the new landscape.

- Continue to seek opportunities for innovation and better ways to deliver to the public, particularly in areas of organisational restructure. This may include co-location and integrated services to deliver better results and a seamless service for the public.

- Explore opportunities to improve the way in which victims are kept informed of the progress of their case, both within and across agencies. This has been shown to be a significant factor in improving victim satisfaction.

- Continue to support the CJ Efficiency programme in tackling and developing or understanding of churn within the Criminal Justice System. Monitor and support improvements in police file quality locally via effective training, supervision and feedback from the CPS.

- Continue to support and maximise the appropriate and proportionate use of out of court disposals and restorative justice, which has been shown to have positive impact on victim satisfaction and are generally endorsed by the wider public.

- Improve planning and demand management models between relevant agencies, including planned enforcement activity, cycles of demand and more robust forecasting.

- The Audit Commission recommended that customer care should be reflected in the competencies and performance appraisal systems of all staff with victim and witness contact roles.

- Maintain timely refresher training to ensure consistently high standards of user-focused services. Staff training for those with a remit for victim and witness care includes an explanation of all local agency roles, responsibilities and service standards.

- Continue to support individuals working in public facing roles to effectively manage demand at first point of contact, recognising that issues such as domestic violence, vulnerable adults and missing people are not the preserve of specialist teams. Provide wherever possible a seamless service, both within and across agencies.

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35 Definition taken from the Department for Communities and Local Government
5. NATIONAL AND REGIONAL LANDSCAPE

5.1 THE NATIONAL AND REGIONAL LANDSCAPE

The national and regional landscape is changing. This is being driven, in particular by government policy, public sector reform, continuing budget pressures, new governance structures and a need to match reducing resources to changing demand and public expectations. Issues significantly impacting upon the crime and community safety environment include:

- Commissioning: There has been a sustained central government focus on outcomes-led strategic commissioning approaches to improve services and deliver savings. In many cases, this will involve greater participation of Voluntary, Community and Social Enterprise (VCSE) or private service delivery providers and may result in agencies competing to be the provider of choice.

- New delivery models: There has been continued reform and review of police and other public sector services, which include the review of the Victims Code of Practice, changes in restorative justice and police prosecution powers. Government policy and the new commissioning environment place a greater focus on privatisation and civilianisation of frontline policing duties alongside an expectation that the third sector will fill the gap in service provision brought about by reducing public sector budgets.

- Collaboration: The Police Reform and Social Responsibility Act 2012 placed a new duty on chief officers and Police and Crime Commissioners to collaborate where it is in the interests of the efficiency and effectiveness of their own and other police force areas. Collaboration accounts for 35% of savings in Avon and Somerset, compared to up to 60% in other police force areas.

- New analytical approaches: The emergence of the College of Policing and Evidence Based Policing approaches is placing a renewed focus on ‘what works’ and learning from best practice. Predictive policing models in particular are presenting new opportunities to improve preventative and early intervention tactics.

- Localism, transparency and greater public access to information: The public are having a greater say and influence over police and partnership priorities which is leading to greater accountability and transparency. The Police and Crime Commissioner role has been a significant driver, however there remains potential for longer term politicisation of policing.

- A focus on maintaining front line resources in the context of public sector budget reductions remains a central Government priority. This is clearly supported by local residents across Avon and Somerset, with the Police and Crime Survey 2013 highlighting police visibility as a priority amongst 40% of respondents.

- Further police pay and remuneration structures (Winsor / Hutton).

- The National Crime Agency (NCA) was launched in October 2013 with commands across organised crime, border policing, economic crime, child exploitation and online protection. The NCA has the ability to task regional and local resources and is working to promote its pro-active public profile. This has implications in terms of regional and local communication protocols and public perception.

- Strategic Policing Requirement: The Home Secretary’s Strategic Policing Requirement sets out the national threats to public safety such as terrorism, civil emergencies, organised crime and large scale cyber incidents, for which local police forces must demonstrate capacity and capability to respond.

- The Government’s Serious and Organised Crime was published in October 2013, placing new requirements on Police and Crime Commissioners to establish local organised crime partnerships. These partnerships will be informed by new serious and organised crime profiles. In developing this agenda, it will be important to recognise that
  
  - Organised crime groups outside of Avon and Somerset can have a significant impact on the local area – noting for example links to drug markets in London and Liverpool that are not easily disrupted via conventional police tactics.
  
  - More can be done at a community and neighbourhood level to develop intelligence around and disrupt the activity of serious and organised criminality.
6. THEMATIC PROFILES

6.1 VICTIMS AND VICTIM SERVICES

Around 69,000 victim-based crimes were reported to the police in Avon and Somerset in 2012/13, a proportion of which will have been experienced by people who do not reside within the force area. This figure is also estimated to represent less than half of all actual victims of crime in Avon and Somerset, as not all crimes are reported to police.

The risk of becoming a victim or a repeat victim of crime varies significantly by demography and lifestyle. The Crime Survey for England and Wales, for example identifies single males aged 16-25 years old living in deprived areas as being at the highest risk of victimisation, and older people living in affluent rural areas as being at the whilst the lowest overall risk. Local research has identified the over-representation of certain groups across key crime categories. For example:-

- Young people are more likely to be victims of crime, including most serious crimes (see 3.4)
- Black and Minority Ethnic (BME) Communities are over represented in almost all crime categories, particularly hate crime
- Males (78%) aged 16-35, particularly BME communities are at a proportionally higher risk of personal robbery and serious violence against the person - particularly in the night time economy
- Females account for 90% of known victims rape and other sexual offences, with those aged 20-44 in particular being disproportionately vulnerable to harassment and domestic-related harassment
- Older people (females aged 75+) are disproportionately vulnerable to distraction burglary, with a proportionately high risk of repeat victimisation

The relationship between victims and offenders can also be complex, with offenders in many cases also being vulnerable to victimisation themselves.

When crime does happen, different victims will have different needs and expectations of the services they receive, which can vary on the basis of their personal characteristics, the severity of crime or the circumstances in which a crime takes place. Some victims will want to see specific action taken swiftly by a particular organisation while others may only contact the police to inform them that an incident has taken place. The needs of a victim are likely to be more complex if they have been persistently targeted or have been identified as vulnerable.

- **Vulnerable victims**: There is currently no agreed cross agency definition of a vulnerable victim. The Victims Code of Practice, identifies victims as eligible for enhanced entitlements where:
  - you are under the age of 18 at the time of offence
  - the quality of your evidence is likely to be affected because you suffer from mental disorder, a significant impairment of intelligence or social functioning, you have a physical disability or are suffering from a physical disorder
- **Victims of serious crime**: The definition used by the police is wider and includes victims of serious crime. The police identified 5.4% victims of crime (3,738 individuals) as vulnerable in 2012/13, with the proportion increasing to between 95% and 100% of all domestic and hate crime flagged cases. In terms of volume, however, domestic-flagged victims and ASB victims form the largest overall group of vulnerable victims
- **Persistently targeted victims**: Around 8% of victims experience a repeat offence within 12 months, however this is significantly higher in the case of domestic violence in particular. It is estimated that on...
average, a woman is assaulted around 35 times before making her first call to the police. Once identified by the police, at least 18% of victims suffer a further offence within a 12 month period.

Table 2. Vulnerable and Repeat Victims - 2012/13

<table>
<thead>
<tr>
<th></th>
<th>Total recorded crimes</th>
<th>Vulnerable Victims</th>
<th>Repeat Victims</th>
<th>% Vulnerable</th>
<th>% Repeat</th>
</tr>
</thead>
<tbody>
<tr>
<td>All victim-based crime</td>
<td>68,723</td>
<td>3,738</td>
<td>5,774</td>
<td>5.4%</td>
<td>8.4%</td>
</tr>
<tr>
<td>Domestic flagged</td>
<td>7,972</td>
<td>7,924</td>
<td>1,435</td>
<td>99.4%</td>
<td>18.0%</td>
</tr>
<tr>
<td>Hate crime flagged</td>
<td>1,214</td>
<td>1,153</td>
<td>120</td>
<td>95.0%</td>
<td>9.9%</td>
</tr>
<tr>
<td>Serious sexual offences</td>
<td>1,126</td>
<td>297</td>
<td>64</td>
<td>26.4%</td>
<td>5.7%</td>
</tr>
<tr>
<td>Other sexual offences</td>
<td>610</td>
<td>84</td>
<td>8</td>
<td>13.8%</td>
<td>1.3%</td>
</tr>
<tr>
<td>Burglary dwelling</td>
<td>5,053</td>
<td>243</td>
<td>260</td>
<td>4.8%</td>
<td>5.1%</td>
</tr>
<tr>
<td>Burglary non-dwelling</td>
<td>6,679</td>
<td>57</td>
<td>459</td>
<td>0.9%</td>
<td>6.9%</td>
</tr>
<tr>
<td>Anti-social behaviour</td>
<td>65,490</td>
<td>6,605</td>
<td>n/a</td>
<td>9.0%</td>
<td>n/a</td>
</tr>
</tbody>
</table>

Local reviews indicate that agencies do not always accurately identify repeat and vulnerable victims or patterns in victimisation due to inadequate data management practices or a lack of multi-agency information sharing. This can, in turn, limit our ability to effectively profile risk, intervene at the earliest opportunity, refer victims to the most appropriate agencies and put safeguards in place to reduce the risk of harm.

Risks in these areas could be mitigated via a continued investment in data quality, multi-agency case management approaches and more holistic problem solving that aim to deal with the drivers of repeat victimisation as opposed to the incident.

6.1.1 MEETING THE NEEDS OF VICTIMS

The victim services landscape is currently under review as a result of changes in commissioning arrangements that will take effect in October 2014. As part of these changes, Police and Crime Commissioners will become responsible for commissioning local victim services, driving improvements in delivery and putting victims at the heart of the Criminal Justice System.

The victim services landscape is extensive and complex with individuals receiving support from a wide variety of agencies and specialised services at different points in time on the basis of their individual need. While this flexible and tailored approach is important for delivering effective victim services, there are few planned and co-ordinated pathways for victims through the police and Criminal Justice System.

Consequently, some services run concurrently through the Criminal Justice System and others sequentially, while victims can be contacted by up to 18 different individuals from the statutory criminal justice agencies, including Victim Support and its Witness Service in routine cases, and even more in cases involving domestic abuse or sexual violence where there is additional community sector support. These arrangements create potential for duplication, inefficiency and a disjointed experiences of the Criminal Justice System.

As part of the new commissioning framework, victims will be assessed on the basis of eight victim pathways; mental and physical health; accommodation; family, friends and children; education, skills and employment; drugs and alcohol; finance and benefits; outlook and attitudes and social interaction. Work is underway via the Office of the Police and Crime Commissioner Victims Commissioning framework and Criminal Justice Board Integrated Victims Project to map existing victim and witness services that are delivering across one or more of these pathways and identify any significant gaps in provision. Gaps and in service provision and areas of risk identified include:-

- **Limited support for medium and low risk victims of crime** – these victims can, in reality be at greater risk as a consequence of limited support and are unlikely to be eligible for specialist services as a result of new commissioning arrangements

42 Victims of any sexual offence take longer to deal with and are more complex and ‘require more support’ than other investigations or victims
Limited co-ordination of services for victims of hate crime: More research needs to be done to identify specific needs and gaps in service provision for some victims of hate crime in Avon and Somerset. This work should take account of the full range of services currently being commissioned by Community safety Partnerships across the area.

Limited co-ordination of services for young victims of crime

Lack of emergency housing provision, particularly for people with complex needs

Risk of critical small and specialised community services losing out to larger commissions

Lack of consistency across agencies in assessing risk

Lack of measurement and understanding of victim satisfaction across agencies

Our understanding of victims’ experience of the Criminal Justice System is inconsistent and incomplete, particularly since the WAVES Criminal Justice satisfaction survey was disbanded in 2010. There are no consistent measures of victim satisfaction across the criminal justice system and the experience of children and vulnerable victims, in particular, is not routinely monitored.

The Criminal Justice Board and Office of the Police and Crime Commissioner are working to improve our understanding of this picture. Where information is available, however, victim satisfaction with individual agencies remains strong:

- Satisfaction with police: Avon and Somerset Police maintain the 14th highest level of overall satisfaction amongst the 43 police forces nationally at 87.4% satisfied. More specifically, 96.7% are satisfied with ease of contact, 81.5% satisfied with actions taken, 82.7% satisfied with follow-up service and 95% satisfied with the way they were treated. ASB satisfaction has increased from 64% in 2007/08 to 84% very or fairly satisfied

- Satisfaction with Victim Liaison (Probation Trust): 98% of serious sexual and violent crime victims reported high levels of satisfaction with the service they received

Results from the Constabulary’s ‘Public Voice’ programme of work also explored victim expectations of the services they receive. It found that victims of domestic violence want their crime and criminal justice agencies to:

- Respond quickly when I first call . . . there aren’t enough female officers
- Listen, believe me and don’t judge my life choices
- Show you care and give support
- Take domestic violence seriously
- Explain the process and the next steps
- Maintain lines of communication . . . Don’t wait for me to chase
- Link me to appropriate support agencies

Victims of burglary want their crime and criminal justice agencies to:

- Respond quickly
- Take it seriously
- Take appropriate action to investigate
- Explain the process and next steps
- Keep victims informed
- Be understanding and responsive to victim concerns

43 Listening and Learning: Improving support for victims in Avon and Somerset, May 2012
44 Home Office mandated victim survey based on eligible victims of burglary, vehicle crime and violent crime
• Treat victims with consideration and respect
• Link victim to support services

The public voice in relation to Criminal Justice is also clear, with residents displaying a desire for:-
• Rehabilitation - especially with regard to drugs and alcohol and
• Stiff penalties for those who cause most harm but
• Restorative and community-based reparation for less serious offending

Consultation with young people, victims of crime and other vulnerable people across Avon and Somerset has re-enforced the importance of these principles and the relationships and interactions the police and other service providers have with the public on a day to day basis.

6.1.2 WHAT WORKS

The College of Policing conducted a study into the key drivers of victim satisfaction. The study identified that the essential drivers to victim satisfaction are:

• Ensuring the victim understands that the police are treating the crime seriously as evidenced by being supportive and sympathetic [treatment], responding in a timely fashion, and conducting some form of investigation

• Keeping victims of crime informed and providing a sense of ‘closure’, whatever the outcome of the case. This has been supported by research in Avon and Somerset that showed strong links between keeping victims informed and overall satisfaction. A victim not sufficiently kept informed is not aware of any action taken by the police and results in an overall poor experience for the victim. National research conducted by Victim Support found that even for victims who declined an offer of support, being contacted was still important to them

• Managing victim and witness expectations (Audit Commission) is important. Many victims and witnesses have no idea what to expect in court and perceptions are often based on media and dramatic portrayals. Many also perceive that the current culture of the court is not one that responds to victim and witness needs and demands as readily as it does to those of court professionals and the defence. The Audit commission recommends that expectations must be better managed by the police and the CPS, including the experience of court, and being realistic about the outcome and what will happen afterwards

• Tailoring the service to suit individuals. Some victims may require more or less information and contact than others. According to research by the Audit Commission, a cultural change is required to recognise that meeting people’s individual needs is key to improving victim and witness satisfaction. Customer care should be reflected in the competencies and performance appraisal systems of all staff with victim and witness contact roles. Staff should receive regular refresher training that ensures consistently high standards of user-focused services. Staff training for those with a remit for victim and witness care includes an explanation of all local agency roles, responsibilities and service standards

• Co-ordinated agency responses (Audit Commission) are critical. The Audit Commission highlighted that agencies achieve significant change by using existing local resources in a more co-ordinated way. Funding streams relating to victim and witness care should be mapped and streamlined. There should be greater co-ordination of projects that use area-based funding

• Restorative Justice (Sherman 2007) is a well-received approach. Restorative justice is an approach to justice that focuses on the needs of the victims and the offenders. Victims take an active role in the process, while offenders are encouraged to take responsibility for their actions. Research shows that victim participation in a restorative justice program results in higher rates of victim satisfaction
## Recommendations – Victim Services

### INTEGRATING SERVICES AND IMPROVING THE VICTIM EXPERIENCE

- Use opportunities brought about by the new commissioning framework to capture and roll out good and effective practice, holistically review the needs of victims and promote integrated multi agency working through initiatives such as MARAC and the ‘Bridge’ Sexual Assault Referral Centre.
- Building upon the Victims Code of Practice, work to promote consistency across agencies to with a view to developing a seamless service. Develop consistency with regard to case management, risk assessment, outcome monitoring and the collation of victim information.
- Support the WRVS to provide a pilot scheme offering a dedicated telephone befriending service run by WRVS volunteers to help and support vulnerable people. The aim of the service is to improve the quality of life of vulnerable adults whilst also helping to reduce demand on police services.

### ENGAGING AND INFORMING VICTIMS

- Maintain a strong victim focus on keeping victims informed (Calling 100% of high risk / vulnerable within 24 hours), Action taken, Victim Advocacy, Public First, Track-my-Crime (secure online system to update victims on the progress of their case).
- Promote the appropriate and proportionate use of restorative justice across Avon and Somerset.

### PREVENTION

- Explore the value of predictive mapping techniques in preventing and pro-actively target hardening vulnerable properties and locations. Review the Bobby Van scheme.
- Map current victim services landscape, establish good and effective practice and protect smaller or specialist community based victim projects where demonstrably efficient and effective.

### SUPPORTING VULNERABLE VICTIMS

- Support improvements in crime recording, intelligence and multi-agency risk assessment to ensure repeat and vulnerable victims are identified and supported at the earliest opportunity.
- Review gaps in services for specific vulnerable and disproportionately victimised groups, including children as victims and witnesses of crime and Black and Minority Ethnic communities.

### INFORMATION AND ANALYSIS

- Improve the crime recording and multi-agency information sharing to ensure that victims and repeat victims are identified at the earliest opportunity and receive the support they require. Publish the results of routine data quality dip sampling to improve transparency, confidence and accountability.
- Invest in research and analysis to develop a more composite picture of hidden harm, including domestic violence, child sexual exploitation, female genital mutilation and human trafficking.
6.2 ANTI-SOCIAL BEHAVIOUR

The aggregate impact of anti-social behaviour (ASB) on individuals and communities is substantial. ASB is the single most common reason for the public to contact the police, the most prevalent local priority identified through Partners and Communities Together (PACT) meetings and a core priority for the Police and by all Community Safety Partnerships in the area.

Anti-social behaviour is defined by the Crime and Disorder Act 1998 as ‘acting in a manner that causes or is likely to cause harassment, alarm or distress to one or more persons not of the same household’. While there are many variations on this definition, all categorise ASB as:-

- Relative in nature: Defined by a subjective perception of impact and therefore relative to the social context in which it takes place. Behaviour tolerated in the night time economy, for example, may not be in a residential neighbourhood by day
- Broadly defined: ASB incorporates incidents ranging from those that are personally directed, community directed or those that have a wider environmental impact. This can include indictable criminal offences such as criminal damage as well as civil offences and broader ‘anti-social’ behaviours such as low level nuisance, noise, graffiti and litter pollution

This relative and broad categorisation means that ASB can be complex and involve a wide range of agencies in individual problem-specific responses. Responses to ASB are also more likely to rely on a degree of professional judgement than most other incident types. A recent HMIC review also found that there is a wide variation in the quality of decision making associated with recording ASB.

The Government’s anti-social behaviour strategy was launched in October 2013 giving responsibilities and powers to local communities, police, health commissioning services and providers of social housing. These include community remedy, dispersal orders and injunctions to prevent nuisance and annoyance.

6.2.1 PREVALENCE AND CONCENTRATIONS

Differences in the way incidents are recorded and classified by partner agencies and substantial under-reporting mean that it is not currently possible to provide a holistic profile of ASB. Trends in ASB can also be skewed by policies to increase confidence and opportunities to report incidents.

The Crime Survey for England and Wales provides the most comprehensive estimate of experiences of ASB across Avon and Somerset based on self-reported victimisation. Extrapolations for Avon and Somerset based on this survey indicate that in the last year around:

- 372,089 people aged 16+ experienced or witnessed ASB; of which
- 133,977 experienced or witnessed drink-related ASB, and
- 66,548 experienced or witnessed groups of young people hanging around on the streets – this is around 50% lower than the rate seen nationally

Police recorded ASB incidents (STORM) provide the most comprehensive measure of reported anti-social behaviour. ASB reported to the police has been showing a long term downward trend and, reflecting the national picture (-17%), fell by 14% in 2012/13 to around 65,500 incidents. Recorded ASB per 1,000 population was slightly above the national average in, however, potentially as a result of changes in recording systems and practices over recent years.

These changes are also thought to have impacted upon recorded incident rates since March 2013 – which has seen recorded ASB levels increase sharply across all areas. Further analysis and comparison against the Crime Survey in England and Wales will indicate whether this is an emerging trend or data anomaly.

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45 Common definitions include: ‘engaging in or threatening to engage in conduct causing or likely to cause a nuisance or annoyance to persons engaged in lawful activities’ (Housing Act 1996) and ‘behaviour that unreasonably interferes with other people’s rights to use and enjoyment of their home and community’ (Chartered Institute for Housing 1995).
46 Individuals often report incidents of ASB to agencies for ‘information only’ as opposed to wanting any action taken or feeling personally threatened.
47 ASB is often unreported as a result of victims either not knowing who to report the issue to, feeling the incident was either too trivial or feeling that nothing could be done.
While police and partnership recorded ASB rates have been falling in the long term, recent years have seen a local and national focus on identifying and managing risk and vulnerability. The victim was assessed as vulnerable in around 6,605 (9%) of all (STORM) recorded ASB incidents in 2012/13.

The majority (74%) of ASB reports are for 'nuisance', which is higher than the profile nationally (65%). A further 21% of incidents are personally directed, compared to 28% nationally. North Somerset presents a slightly different profile whereby personally directed ASB accounts for around 24% of all reports however this may be, in part, due to differences in recording or service provision.

Seasonal peaks in ASB generally occur in April and the summer months and in areas such as Minehead and Burnham, are affected by seasonal tourism. Other annual events such as Halloween/Bonfire Night, exam results period, carnivals and major sporting events can result in increased levels of ASB for which responsible agencies can plan proactive responses to. ASB levels can also be affected by exceptional events and weather conditions.

ASB is heavily concentrated in the main population centres and is compounded by the presence of facilitators such as drugs, alcohol and the physical environment. Primary concentrations of ASB fall in city and town centres, correlating with concentrations in violent crime and criminal damage in the night time economy, and in neighbourhoods of high deprivation.

The profile and patterns of night time economy-related ASB are well understood, allowing for more targeted preventative interventions to be exploited. Concentrations for night time economy-related ASB fall primarily on Friday and Saturday nights in the areas of Bristol city centre, Bath city centre, Weston-super-Mare, Kingswood, Yeovil and Taunton. Concentrations of neighbourhood-based ASB are less predictable, but cluster in areas including the Bournville area of Weston super-Mare, Trinity, Minehead/Burnham (seasonal tourism), Yate, Downend and Staple Hill and Patchway

### 6.2.2 DRIVERS AND AGGRAVATING FACTORS

The drivers and aggravating factors for ASB can be complex and varied and often require a wide range of agencies working to deliver the same outcomes. These drivers can include:

- **Family Environment:** Poor parental discipline and supervision, family conflict, family history of problem behaviour, parental involvement / attitudes condoning problem behaviour
- **Schooling and educational attainment:** Aggressive behaviour (e.g. bullying), lack of commitment to school, school exclusion and truancy patterns, low achievement at school
- **Community life / accommodation / employment issues:** Community disorganisation and neglect, availability of drugs and alcohol, lack of neighbourhood attachment, neighbourhood deprivation (low income families, high unemployment, population turnover)
- **Personal and individual factors:** Alienation and lack of social commitment, early involvement in problem behaviour, illegal drugs and crime, unsupervised time spent with peers involved in problem behaviour, mental illness

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6.2.3 WHAT WORKS?

Local and national research highlights a range of approaches that have been effective in tackling and preventing anti-social behavior. These include:-

Prevention and Tackling the Drivers of ASB

- Cutting the links to alcohol and substance misuse (Baker 2003): Alcohol is a key driver of ASB. Illicit drug use and dealing can also perpetuate ASB issues in an area ranging from the environmental impact of discarded drug paraphernalia to intimidation and threatening behaviour and community disruption caused by ‘crack houses’ in an area. Integrated approaches, such as the Troubled Families initiative can contribute towards dealing with the most complex cases.

- Addressing the problems caused by Troubled Families (Home Office): Familial issues are often associated with young people committing ASB and crime. The Troubled Families initiative aims to provide intensive support to the families who have a consistent negative impact on their local communities and service providers.

- Diversionary Activities (Home Office): Boredom and peer pressure can be a significant driver of ASB. Engaging young people in positive activities in the presence of a positive peer group is an important factor in reducing risk. Mentoring programmes (Tolan 2008) have similarly been shown to reduce risk of delinquency, aggression and substance-abuse, and lead to improvements in academic results. Successful mentoring schemes were where emotional support for the mentoree was emphasised, and the mentor was motivated to take part as ‘part of professional advancement’.

- Late Night Levy and Early Morning Restriction Orders - With new legislation brought about by the Police Reform and Social Responsibility Act, licensing authorities (district or unitary councils) can decide whether to introduce these measures in their area. Assessments should be made as to the potential impact of these measures locally and if implemented, how any money raised will be re-invested on local priorities.

Targeting vulnerable and repeat victims, perpetrators and locations

- Identifying repeat and vulnerable victims at the first point of contact (HMIC): Victims who suffer ASB repeatedly are at a heightened risk of harm. Identifying repeat or vulnerable victims at the earliest opportunity involves consistently asking appropriate questions of the victim.

- Identification and targeting of persistent offenders (Farrington 1992): Providing persistent offenders with a premium service, in line with the national priority and prolific offender approach. Work in partnership to tackle the drivers of their behaviour and take appropriate enforcement action where those perpetrators chose to continue their ASB. Work with partners to ensure that all opportunities are maximised to remove re-offending risk.

- Targeting Hotspot Locations (Weisburd 2008): Targeted patrols in ASB hotspots are an effective strategy. A randomised Controlled Trial (Braga and Bond 2008) found little evidence of crime being displaced to surrounding areas when using this approach to tackle violent crime and disorder.

Adequately Resourced Local Problem Solving

- Problem Orientated Policing (POP) (HMIC): Gathering and analysing data in an effective way with a focus on repeat victims and vulnerable victims. This may require improved multi-agency data sharing in order to develop the most composite picture of need and risk. Problem solving approaches have proved successful and should involve the community where possible.

- Resourcing neighbourhood teams and monitoring what they do (HMIC): Ensuring that neighbourhood teams have procedures for implementing the tactical and problem solving options available to them, and for tracking and recording the progress of these actions. Regular reviews of risk in longer term cases of ASB and follow up contact are important for tracking progress and improving victim confidence and satisfaction.

Information Sharing

- Briefing relevant staff (HMIC): Ensuring that all relevant staff are thoroughly and regularly briefed about ASB in general, and about specific local cases that they may attend. This can result in cases being dealt with more effectively and the most appropriate action being taken.

- Providing Better Information to the Public (Wunsch and Hohl 2009): ASB problems are partly a matter of perception. Helping the public to understand the patterns of local crime and ASB in their area and what responses are in place to tackle it will also improve confidence in local agencies. This relies on ensuring residents are fully informed and have a sense of control over risk in their neighbourhood. It can also rely on fostering positive media relations to encourage the dissemination of ‘success stories’ and discourage ‘scare stories’ and the misinterpretation of isolated or unusual instances of ASB (Home Office Research Report 34).

Supporting Victims and Witnesses

- Supporting victims and witnesses (Home Office): Ensuring that victims of ASB are dealt with in a timely and professional manner, providing the correct level of support, effectively referring victims of to the relevant agency and responding to the triggers for repeat victimisation are critical. There are also opportunities in Avon and Somerset to develop the provision of support to witnesses in cases of ASB.
## Recommendations – Anti-social Behaviour

### PARTNERSHIP WORKING
- Develop a partnership wide communications strategy and delivery plan which will enable agencies to pro-actively plan for seasonal peaks in ASB, co-ordinate and share resources and maximise their impact – particularly across areas of shared priority such as environmental damage
- Continue to support the Troubled Families Initiative which aims to tackle many of the underlying drivers of ASB in the most complex cases
- Continued work at local authority level to tackle drivers of night time economy ASB and violent crime, particularly the impact of poorly managed licensed premises which can drive repeat demand

### YOUNG PEOPLE AND YOUTH SERVICES
- Detailed mapping of the need for and availability of youth diversionary activities and mentoring schemes across the area. Respond to critical gaps in services and holistically reviewing commissioning arrangements to establish what works and how existing resources can be maximised

### SUPPORTING VULNERABLE VICTIMS
- Develop consistent frameworks across agencies for assessing risk and obtaining information from victims to ensure that repeat and vulnerable victims are identified at the earliest opportunity
- Strengthen agency case management and explore opportunities for shared case management systems in order to provide a joined up service response to victims of ASB. As an interim approach, shared case management principles should be explored
- Review local ASB MARAC approaches to managing individual ASB cases at an operational level through ASB co-ordinators and share best practice across Avon and Somerset

### PERPETRATOR INTERVENTIONS
- Pilot integrated enhanced multi-agency support service for persistent perpetrators of ASB based on the principles of Integrated Offender Management

### INFORMATION AND ANALYSIS
- Explore the value of predictive mapping techniques in preventing and tackling ASB in hotspot and potential hotspot locations, particularly in the night time economy
- Improve awareness and availability of multi-agency information to support analysis, problem solving and management of repeat and vulnerable victims. The information required to inform how resources are targeted relies on a wide arrange of partner agencies

### LOCAL PROBLEM SOLVING AND COMMUNITY ENGAGEMENT
- Improve and embed problem solving approaches through the use of PACT and electronic case files. Ensure details of local PACT meetings are kept up to date and adequately promoted and develop our understanding of the impact and outcomes and resolutions being delivered
- Encourage Partnership and policing teams to engage in more detailed evaluation of local ASB responses, and tracking and recording progress. Improve the sharing and dissemination of ‘what works’, potentially via local ASB champions and review new tools and powers available to communities, police and partner agencies as a result of the Government’s ASB strategy and Anti-social behaviour, Crime and Policing Act post April 2014
- Maximise the local volunteer base to support the delivery of local activity and interventions
6.3 DOMESTIC AND SEXUAL VIOLENCE AND ABUSE

Domestic and sexual violence remain substantially under-reported across and beyond Avon and Somerset. It is not possible to accurately profile the prevalence of these offences however their combined social, physical and psychological impact is substantial.

Domestic and sexual violence have been identified as core priorities for the Police, and by local Community Safety Partnerships (Bristol, North Somerset) and Health and Wellbeing Boards (South Gloucestershire, Bristol and Bath and North East Somerset). All crime and community safety agencies similarly share a priority to support and protect our most vulnerable victims.

The Home Office focus on ‘ending violence against women and girls’ more recently been expanded to include men, boys and transgendered people in recognition of the full scope of victimisation and vulnerability. The Government strategy aims to:

- **prevent** victimisation by changing attitudes and improving safeguarding;
- ensure adequate **provision** is in place in the form of key support services; and
- **protects** victims as they progress through the criminal justice system

The Government expanded the statutory definition of domestic violence and abuse in March 2013 to include; “Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality. This can encompass, but is not limited to, the following types of abuse: psychological; physical; sexual; financial; emotional.”

Sexual violence is by contrast defined\(^49\) as “Any sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic, or otherwise directed, against a person’s sexuality using coercion by any person regardless of their relationship to the victim, in any setting, including but not limited to home and work”. This can include offences such as rape, grooming and sexual exploitation, indecent exposure and sexual harassment.

Improving the known picture of domestic and sexual violence is critical to improving local responses. This, in turn, is dependent on a range of factors which include:-

- **Building confidence to report incidents**: Domestic and sexual violence is known to be vastly under-reported both locally and nationally, which can be a result of victims feeling that they will not be taken seriously or believed, that nothing can be done, that incidents are too trivial or feeling that they are themselves to blame. High profile cases and activity such as Operation Yewtree is widely considered to have contributed to increases in reported sexual assault over the last year. Reported domestic violence incidents have conversely being falling since 2011, however referrals to domestic abuse support agencies and Multi Agency Risk Assessment Conferences (MARACs) remain high

- **Improving information sharing between partner agencies**: Limited information sharing outside of the MARAC framework for dealing with the most complex and vulnerable cases – this is particularly the case with regard to GP data

- **Ensuring full and accurate recording**: Accurate recording of domestic and sexual violence is critical, not only for developing clear picture of what is reported, but also for ensuring intelligence is captured, victims get the support they need and those at risk of harm are identified at the earliest opportunity.

Local reviews highlight significant opportunities to improve the recording in these areas, particularly in the areas of crime recording and primary care medical records.  

- **Investing in research and analysis:** To develop a more composite picture: Some victims will never report their victimisation to the police, research and analysis can help to improve our collective understanding of risk and prevalence.

### 6.3.1 PREVALENCE AND CONCENTRATIONS

The vast under-reporting of domestic and sexual violence means that it is not possible to provide a composite profile of prevalence across the area. Extrapolations based on the most recent Home Office estimates indicate that in Avon and Somerset in the 12 months, around:-

- 46,370 females aged 16 to 59 are likely to experience some form of domestic abuse
- 185,460 women aged 16 to 59 (40%) will have some history of domestic abuse
- 3 women will be killed by a partner, ex-partner or lover

By contrast, Police in Avon and Somerset recorded around 8,000 domestic violence crimes, 10,000 domestic violence flagged incidents, 1,500 sexual offences, including around 400 rapes. There have also been on average of 2.6 domestic homicides recorded a year since 2010/11.

Reflecting the national picture, reports of rape and other sexual offences have increased steadily over recent months, with evidence suggesting a substantial “Yewtree effect” in the wake of investigations connected to Jimmy Savile, whereby more victims have come forward to report historic sexual offences.

Research has identified the particular groups to be at a disproportionately higher risk of domestic and sexual violence victimisation. These include:-

- **Females** – Women account for 77% of police recorded domestic violence victims, 78% of adult safeguarding referrals and 92% of MARAC cases. Despite this profile, it is also recognised that male victims may less likely to report their victimisation to the police.
- **Children** – The physical, psychological and emotional effects of domestic violence on children can be severe and long-lasting. Children are believed to account for over 50% of all victims of rape nationally, while studies have found that children were also directly abused in over 50% of known adult domestic violence cases. Children can also be severely affected as witnesses of domestic abuse - research in Bath and North East Somerset, for example, found that around 66% of adult victims of domestic abuse had children under the age of 5.
- **Older people** – Although people under the age of 45 comprise the majority of police recorded victims of abuse, around half of all Adult Safeguarding referrals are for people aged 64 years and over.
- **Ill health or disability** - Estimates generated by the Home Office tool suggest women who suffer from ill-health and disability are almost twice as likely to experience domestic abuse as those who do not. Mental health statistics indicate that victims of domestic abuse are at least 3 times more likely to experience depression or anxiety disorders than other women (Women’s Aid). Research from Mind found that around 27% had been sexually assaulted and 22% had been physically assaulted.

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50 Avon and Somerset has a relatively high ‘no-crime’ rate for rape, indicating local differences in recording policy. National studies carried out by the Health Foundation have revealed that in only around 15% of women who suffered from domestic abuse 2010-2011 had any reference to this fact in their primary care medical record.

51 HMIC’s 2013 report ‘Mistakes were made’

52 The British Crime Survey 2010/11 indicates that only 19% of male domestic violence victims told someone in authority about their victimisation compared to 44% of women.

Sex workers and people involved in prostitution – Research\(^{54}\) has demonstrated the significant harms, including mental health, physical health and violence and threats of violence experienced by this marginalised group.

An incident of domestic violence itself can be a strong indicator of future risk. It is estimated, for example that on average, a woman is assaulted around 35 times before making her first call to the police. Even after an initial report, domestic violence carries one of the highest repeat victimisation rates of any crime type, with around 2 out of every 3 incidents being experienced by repeat victims.

It is not known to what extent levels of reporting for domestic and sexual violence varies by area, however of the incidents that come to the attention of police, many are concentrated in the more urban areas and areas of higher social and economic deprivation. Reports of domestic violence are therefore evident in Lawrence Hill, Avonmouth, Hartcliffe, Filwood and Cabot areas of Bristol; Weston-super Mare, Keynsham (North and South) and Radstock; the Twerton, Odd Down and Combe Down areas of Bath; and central Taunton and Yeovil areas of Somerset and Kingswood / Staple Hill areas of South Gloucestershire).

6.3.2 DRIVERS AND AGGRAVATING FACTORS

The most common feature of domestic violence is an imbalance of power and control, however neither those that experience violence or perpetrate it fall into distinct categories. Some factors have, however, been shown to increase vulnerability to domestic violence. They include:

- Alcohol: A profile of offenders being managed by the Probation Service in Avon and Somerset in 2013 found alcohol to be a factor linked to offending amongst 44% of domestic violence perpetrators, which compared to 28% amongst non-domestic violence perpetrators.
- Pregnancy: It is estimated that 30% of domestic violence cases either starting or intensifying during pregnancy.
- Witnessing or being the victim of abuse as a child: Research shows that those who grow up in a household in which domestic violence takes place are more likely to become either perpetrators or victims of intimate partner violence as adults.
- Recent separation: A study in London found that 76% of domestic abuse murder victims had recently ended the relationship.
- Mental health: Evidence indicates that violent intimate partners may be more likely to have personality disorders and are also more likely to be depressed and have low self-esteem.
- Being isolated socially from family and friends.
- Poverty, unemployment or poor living situations.

\(^{54}\) http://www.drugscope.org.uk/POLICY+TOPICS/Prostitution+and+substance+use
6.3.3 WHAT WORKS

Local and national research highlights a range of approaches that have been effective in tackling and preventing domestic and sexual violence. These include:

- **Routine Enquiry / Screening (Home Office):** Routine enquiry allows women to disclose their experiences of domestic violence so that they may be given the appropriate health care or be referred to other agencies. It is an approach that flows from the recognition that women are more likely to disclose domestic violence if they are specifically asked. This may effectively be carried out by health and other practitioners regularly seeing women on their own. **Outreach (Home Office):** Outreach workers regularly visiting community groups and agencies to discuss domestic violence and publicise local projects / support. Black and other minority ethnic women, in particular have been identified as a key target group for outreach where appropriate.

- **Dedicated multi-agency resource for the investigating and supporting victims of Sexual Assault - Operation Bluestone:*** Avon and Somerset has proved effective in increasing rates of offenders brought to justice and identifying unknown suspects, while providing comprehensive services to victims of serious sexual assault. The **Independent Sexual Violence Advisors (ISVA):** have been effective locally in supporting victims of sexual abuse in improving safety, empowerment and criminal justice outcomes.

- **Advocacy and support (Home Office):** Together advocacy and support should be wide ranging, pro-active, holistic and comprehensive, and preferably based on a one-stop-shop. Advocates should help women navigate the criminal and civil justice systems and other agencies as they attempt to access needed resources. Women should have the same advocate or support worker available over time who may focus on their specific needs and enable them to deal with fear and safety issues. The **Independent Domestic Violence Advisors (IDVA):** have been effective locally in supporting survivors of domestic abuse in improving safety, empowerment and criminal justice outcomes.

- **Supporting women to report to the police (Home Office):** Increased numbers of women reported domestic violence to the police when they were supported to engage with the criminal justice system, for example through legal advocacy. **Legal support, including workers with minority language skills, focusing specifically on Black and other minority ethnic women, increased engagement with the criminal justice system.** The use of photographic evidence appeared to improve arrest rates, increase the number of witness statements and reduce the number of victims withdrawing their statements. A study of more than 2,500 domestic violence victims concluded that calling the police had a strong deterrent effect on repeat victimisation, even when the police did not make an arrest.

- **Supporting women through the courts (Home Office):** Having close links with good family law solicitors, a legal worker and police officers all enhance the use of civil remedies. This approach has reduced attrition in the criminal justice system to some extent. Advocacy involving intensive legal and other support enable women to support the prosecution. Research completed found that women find it particularly useful when they were accompanied to court and when services were built around a ‘one-stop-shop’ model. The provision of training for magistrates led to a higher proportion of custodial sentences.

**Education and awareness-raising**

- **Publicity Campaigns (Home Office):** These should use a wide range of media such as radio, television, posters and stickers. They should aim to educate local residents and staff across agencies that domestic violence is a public crime and indicate local sources of support. Targeted publicity for Black and other minority ethnic women should be included.

- **Primary prevention: raising awareness and challenging attitudes among young people (Home Office):** Research has found that primary prevention for children and young people in schools across a range of age groups is an effective approach. It was found that this work was particularly valued when it was student-centred and interactive with visual input such as drama. There were indications that pupils had increased their awareness of factual information regarding domestic violence.

- **Training:** Courses directed at staff and volunteers to support identification, response and signposting in cases of domestic violence and abuse have been effective in improving victim confidence and levels of reporting.

**Enforcement, protection and ‘target hardening’**

- ** Providing victims with emergency protection and services after an assault (POP Policing):** Shelters protect vulnerable people from further harm after an assault, sometimes on referral from the police and sometimes not. Typical services include a domestic violence hotline, temporary housing, information and referrals to other social services, safety planning, victim advocacy for emergency benefits or at court proceedings, and referrals for legal services.

- **Reducing Repeat Victimisation (Home Office):** Research suggests that target hardening measures reduce repeat victimisation and all use women’s confidence and sense of safety. Having both a panic alarm and home security had the most impact, but it is important that target hardening measures are offered within a wider framework of support and alongside regular risk assessments.

- **Police presence and pro-active Arrest Policy (Sherman and Berk 1984):** Research has found that just calling the police has a strong deterrent to repeat DV offending. Research also shows that arrest is associated with less repeat offending. However, offenders’ employment status appears to be an important variable with arrest. Unemployed offenders have less at stake (they will not lose their jobs) if they re-offend and thus are less deterred by arrest.

- **Estimating the impact of ‘batterer’ arrest in reducing re-victimisation (Cho and Wilke 2010):** Study that found that victims whose partners were arrested suffered less repeat victimisation than those whose partners were not arrested. The action taken as a result of an arrest is also likely to impact upon risk of future victimisation.

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specialist unit developed to investigate all cases of rape and serious sexual assault in Bristol
Recommendations – Domestic and Sexual Violence

PARTNERSHIP WORKING

- Continue to support the development of integrated multi-agency initiatives such as MARACs, Safeguarding Co-ordination Units, SARCs and Bluestone to tackle domestic and sexual violence, including co-located teams to provide a single point of contact for victims where appropriate.

- Continue to develop and promote consistency and best practice across services working to tackle domestic and sexual violence, particularly in areas such as case management, risk assessment, standards and the collation of victim information.

- Work to establish continuity and stability of funding for key services and harmonise where beneficial monitoring and delivery frameworks.

EDUCATION AND AWARENESS RAISING AND COMMUNITY ENGAGEMENT

- Develop a cross-agency media and marketing strategy to maximise opportunities at a force, regional and national level to raise awareness of the issues and services available to victims of domestic and sexual assault in order to build confidence in reporting to police and other agencies.

- Work in partnership to raise the awareness of domestic and sexual violence issues amongst young people, particularly via work in schools and delivery of the ‘Only Yes Means Yes’ educational package in every secondary school in Avon and Somerset.

- Consider raising the profile of a local victims advocate in Avon and Somerset.

DEDICATED SUPPORT FOR VULNERABLE VICTIMS

- Strengthen agency case management and explore opportunities for shared case management systems in order to provide a joined up service response to victims of domestic violence and abuse. As an interim approach, shared case management principles should be explored.

- Review local MARAC approaches to managing individual domestic abuse cases and share best practice across Avon and Somerset.

- Work with CPS to build a hub of specialist Rape and Serious Sexual Offence (RASSO) lawyers who are ring fenced to this work and able to work in close.

- Review Bobby Van service with a view to extending support to vulnerable victims of domestic violence in the aftermath of an abusive incident.

PERPETRATOR INTERVENTIONS

- Evaluate perpetrator-focused interventions, including the IRIS integrated approach to managing dangerous sexual offenders, Domestic Violence Protection Orders and the introduction of Claire’s Law and consider their wider application where appropriate.

- Review gaps in domestic violence perpetrator projects and opportunities to promote learning, consistency and best practice.

INFORMATION AND ANALYSIS

- Explore the value of predictive mapping techniques in preventing and tackling domestic and sexual violence in high risk communities.

- Improve the quality and consistency of data recording and information sharing to ensure that victims and repeat victims intimate partner and wider familial domestic abuse and violence are identified at the earliest opportunity and receive the support they require.

- Invest in research and analysis to develop a more composite picture of hidden harm, including domestic violence, child sexual exploitation, female genital mutilation and human trafficking.

- Continue to develop a local understanding of satisfaction with domestic and sexual violence services, building upon the ISVA satisfaction survey developed in 2013.
6.4 BURGLARY

Burglary is categorised according to two primary Home Office classifications:-

- **Domestic / dwelling burglary** - These offences bear an estimated cost to victims and agencies across Avon and Somerset of over £21m per year\(^{56}\). Although domestic burglary may be reported by a single person, it is important to recognise the wider impact of these offences on households, neighbours and communities.

- **Non-domestic burglary** - These offences relate solely to the situation in which an offender enters a building other than a dwelling (such as a shed, garage, public or commercial building) with intent to steal. Non-domestic burglaries are estimated to cost victims and agencies in Avon and Somerset around £32m per year.

**Commercial burglary** is not a recognised crime type, but sits within the broader non-dwelling burglary Home Office category. Identifying commercial burglaries requires the accurate completion of premise type codes, which have not historically been completed in all cases. Recent changes have been made to recording practices to enable a more accurate understanding of the issue.

**Distraction burglary** is a further sub-category of burglary. Although low in volume and sporadic in nature, distraction burglaries can have a particularly high impact on their vulnerable victims.

6.4.1 PREVALENCE AND CONCENTRATIONS

Burglary has been falling steadily since a peak in 1995, reaching the lowest level ever recorded in Avon and Somerset in 2013. The rate of reduction has been strong compared to the national average and that of other similar areas. In the last twelve months there were:-

- 4,800 domestic burglaries, marking a 5% reduction on the previous year
- 6,200 non-domestic burglaries, marking a 20% reduction on the previous year

Socio-demographic groups at disproportionate risk of domestic burglary include:-

- Properties with a young head of household, particularly full-time students
- People living in areas of high deprivation
- Older people and people with disabilities, particularly in the case of distraction burglary. Once an elderly or distraction burglary victim is established, they are more likely to be a repeat victim

There are marked seasonal variations in rates of domestic burglary and other acquisitive crime which enable agencies to plan proactive communications and target advice. Risk of victimisation generally increases during the summer months, particularly as a result of increases in insecurity burglaries. University fresher’s weeks also offer targeted opportunities to provide advice and information to this vulnerable community.

Residential hotspots for burglary are primarily centred in areas of high deprivation and reflect complex socio-economic and environmental factors that require a long term partnership solution\(^{57}\). While approximately 50% of domestic burglary occurs in Bristol, more specific long term hotspots are evident in:- Southmead, Stokes Croft and Bishopston, Central Bristol, Bedminster and Knowle, Easton and Fishponds, Halcon Estate (Somerset West), Central Yeovil (Somerset East), Bourneville Estate (Weston Super Mare), Kingswood / Staple Hill (South Gloucestershire).

Concentrations of commercial burglary are naturally evident within commercial and district centres, major retail parks and large supermarket outlets. The night time economy and public houses are also vulnerable to theft from gaming and cigarette machines.

\(^{56}\) Estimated unit cost of £3,925

\(^{57}\) Avon and Somerset Constabulary Problem Profile – June 2012 notes correlations between increases in recorded burglary offences and benefit claimants in Bristol East, low employment and concentrations of local drug users in the Halcon area and similar socio economic factors in Kingswood and Central Yeovil.
Findings of repeat and near repeat burglary (highest risk over 48 hours within 400m decreasing over 6 week period) have consistently been found in different police regions around the world. Farrell and Pease (2003) found that:

- A victim once has an 18.5% chance of being a victim again
- A victim twice has a 33.9% chance of being a victim again
- A victim three times has a 44.4% chance of being a victim again
- A victim four times has a 50% chance of being a victim again

There are therefore clear benefits to target hardening properties that have experienced more than 1 burglary dwelling offence. Repeat victimisation for domestic burglary is lower than the national average (14%) in Avon and Somerset at 8.7%.

Perpetrators are typically males in their mid-teens to early twenties who offend within 5 miles of their home address, however in Bristol, this age profile is considerably broader. Perpetrators are commonly engaged in a range of related acquisitive behaviours including shoplifting and thefts from vehicles. Local offenders who travel less than 10 miles have the greatest impact on acquisitive crime rates.

Where data exists to show the method of detection, these are most commonly a result of forensic evidence (76% of usable hits) or the suspect being known to the victim. Anecdotal information indicates that cases where the offender is caught in the act are relatively rare (5% of detections), although a prompt police response substantially increases the likelihood of forensic recovery. Crime Scene Investigator (CSI) attendance in Avon and Somerset is strong at almost 100% and response within 24 hours stands at 87% (31% within four hours). Attendance rates vary, however, by local policing area.

Local data indicates that of around 2,000 potentially trackable items stolen in cases of burglary in 2012/13, only 5% were recovered. Improvements can be made in the use of open source data and tracking software and promotion of tools such as immobilise. This can impact upon both victim satisfaction and provide new opportunities to disrupt and dismantle and destroy the markets in stolen goods. Items most commonly stolen in cases of domestic burglary are small electrical appliances and cash and jewellery, although other concealable and disposable items are also particularly vulnerable.

Intelligence has linked a number of serious organised crime groups (OCGs) to burglary offences and the metal theft in particular, many of which are associated with the travelling community.

### 6.4.2 DRIVERS AND AGGRAVATING FACTORS

The drivers and aggravating factors for burglary can be complex and varied, but include:

- **Criminogenic factors**: A profile of offenders being managed by the Probation Trust in 2013 found the criminogenic factors most strongly associated with burglary offending to be Lifestyle and associates – this was a factor in 87% of cases compared to 66% of the general offending population in Avon and Somerset; Education, training and employment – 74% (compared to 59% of all offenders); Drug misuse was shown to be a factor in 60% of cases (38% of all offenders)

- **Environmental factors**: Opportunity\(^{58}\) insecurity burglaries, where offenders have gained access to a property via doors or windows left unlocked or insecure account for around 30% of all domestic burglaries and are easily preventable; The absence of someone or something capable of safeguarding the property at risk. This can include for example, CCTV or Neighbourhood Watch arrangements, wardens and security staff; poorly designed neighbourhood spaces, poor lighting and a lack of natural surveillance

- **Suitable targets - A lack of basic home security has been identified as the single most common factor associated with risk of victimisation (Home Office); Property that is easily disposed of via an available market in stolen goods. These are primarily items that provide maximum reward at minimum risk

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58 Concealable, removable, accessible, valuable, enjoyable and disposable (CRAVED), including for example I-pads, smart phones and games consoles

59 This criminological theory is based on Cohen and Felson (1979), Felson (1994), and Eck (1994) – Conjunction of criminal opportunity and the problem analysis triangle as a basis for environmental criminology
6.4.3 WHAT WORKS

Local and national research highlights a range of approaches that have been effective in tackling and preventing burglary. These include:

**Security and Target Hardening**

- **Basic home security**: A lack of basic home security was identified by the British Crime Survey as the factor most strongly independently associated with a higher risk of burglary victimisation. Improvements in home security are also considered to have been a significant contributory factor to long term reductions in domestic burglary at a national level.

- **Targeting Repeat Victimisation** (Grove et al 2012): found that the impact on repeat burglary victimisation varies with the effectiveness of prevention tactics and their implementation. Tactics can include target hardening of premises already burgled, the introduction of guardianship such as cocoon watch and the installation of CCTV or silent alarms in previously victimised premises. Appropriately tailored situational crime prevention tactics appear to be most effective. On average programmes designed to prevent repeat burglaries decreased burglary by one fifth.

- **Predictive mapping** (Bowers and Johnson 2004): The principal that burglary clusters in space and time and that the risk of a burglary is much greater closest to a previously burgled house in the immediate period after that burglary. This can be used to predict where future burglary hotspots will be. This technique called prospective hotspotting can more accurately predict where future hotspots will be than the traditional methods (Bowers and Johnson 2004) and is based on an optimal forger theory. The effectiveness of predictive mapping techniques has been demonstrated via Evidence Based Policing methods by Greater Manchester Police.

**Offender-based interventions**

- **Targeting Prolific Offenders** (Farrington 1992): A small proportion of prolific offenders account for a disproportionate amount of all crime. Effective identification and management of these offenders can have a considerable impact on offending rates. A number of various sanctions (stop and search, raids, bail enforcement, etc.) can be applied to prolific offenders to decrease the opportunity for crime, increase the effort and increase the risk of deterrence. Accurate intelligence (supplied by SACIT team) daily on the active offenders and rapid deployment through local tasking – deployable resources made available.

- **Deter and provide effective pathways out of crime** - Tackling the drivers of burglary and acquisitive crime: This can include drug testing on arrest, disrupt, divert and enforcement against those committing crime.

- **Increasing the effort to commit crime** (Flately et al 2010): This creates a discouraging effect on offenders by controlling the potential environment of crime. Flately et al (2010) found that houses with at least basic security (defined as window locks and deadbolts on doors) are at nearly 10 times lower risk of being burgled than those without. Bowers et al (2005) found that the fitting of gates to alleyways running round the back of terraced houses to restrict access to local residents reduced burglary in the areas with alley gates by a net 37% in comparison to similar areas without gates. Armitage and Smithson (2007) revisited the Alley-gating schemes of Liverpool and found that impacts are sustainable.

- **Increasing the risks of crime** (Welsh and Farrington 2008): This increases the chance of an offender being detected whilst carrying out an offence. Welsh and Farrington (2008) found that the use of CCTV was associated with small reductions in particular types of crime in certain types of locations. The strongest evidence of CCTV causing crime reductions was found when it was used on car parks and the reduction of car crime. However, a small but not significant reduction in crime was found in a number of studies evaluating the use of CCTV on public housing estates.

**Investigation and Processes**

- Prompt CSI attendance at all forensically viable scenes.

**Community and Environmental Interventions**

- **Designing out crime** (Borough of Enfield), Partnership based operation to tackle high dwelling burglary offence rates through designing out crime.

- **Street lighting**: Welsh and Farrington (2008) in a systematic review of street lighting found evidence that in the UK street lighting reduced property crime in particular burglary and car crime.

- **Neighbourhood Watch**: Bennett, Holloway and Farrington (2008) found that a meta-analysis of neighbourhood watch schemes suggested they were associated with a relative reduction in crime of between 16-26%.

- **Market Reduction Approach** (Sutton 2001): A Market Reduction Approach focuses on the methods used to dispose of stolen goods provides a valuable alternative way of tackling property offenders. Increased information about the local stolen goods markets can enable targeting of individuals central to the market structure, with potential for significant impact on criminal networks.
Recommendations – Burglary

PARTNERSHIP WORKING

- Develop a partnership wide communications strategy and delivery plan. This will enable agencies to pro-actively plan for seasonal peaks in burglary, co-ordinate and share resources for maximum impact.
- Continue to support the IMPACT Integrated Offender Management Programme which aims to tackle many of the underlying drivers of acquisitive crime and plan for changes in the management of offenders as a result of national reform.
- Continued activity in priority hotspot areas to design out crime and make environmental improvements that reduce risk and opportunity to offend.

ACTIVE CITIZENSHIP AND REDUCING FEAR OF CRIME

- Promote and improve co-ordination of Watch initiatives, including Neighbourhood and Farm Watch.
- Ensure relevant and timely information is made available to support local communities in reducing crime and fear of crime in their area.

SUPPORTING VULNERABLE VICTIMS

- Develop consistent frameworks across agencies for assessing risk and obtaining information from victims to ensure that repeat and vulnerable victims are identified at the earliest opportunity. There is potential to extend aspects of the ProQA call handling protocol to other partner agencies.

PREVENTION

- Ensure hotspot locations, key offenders and outlets for stolen property are recognised and prioritised.
- Explore the value of predictive mapping techniques in preventing and pro-actively target hardening vulnerable properties and locations. Review the Bobby Van scheme.
- Target hardening, Neighbourhood Policing Team visits, crime awareness, patrols.

STOLEN PROPERTY AND THE MARKET IN STOLEN GOODS

- Promote the registration of all vulnerable items and trackable devices through home visits, Fresher’s weeks and point of sale opportunities.
- Ensure all identifiable property is captured at earliest opportunity all communications staff are made aware of stolen trackable asset procedures (Stolen Smartphones, Laptops and Tablets).

CRIMINAL JUSTICE

- Improve criminal justice responses to burglary by monitoring and minimising use and length of pre-charge bail, the position between police remand and court remand at first hearing and breach of court bail and subsequent remand status. Also support work to improve file quality through the use of the file quality review database (FQRD).
7. RECOMMENDATIONS

The Police and Crime Needs Assessment outlines a range of issues, risks and threats that are likely to impact upon the crime and community safety environment over the next three years. In addition to the conclusions drawn in each substantive chapter of the assessment, this section highlights a number of cross key recommendations that will be used to inform planning and policy development for 2014. This includes:

Engaging communities in resolving issues of local concern: ASB and road safety remain the most prevalent crime and community safety concerns for the public and the most common reasons for member of the public to contact the police. Given the scale and extent of these issues in the context of diminishing agency resources:

- **Target activity for greatest impact**: Agencies should work collectively to case manage and reduce risk to the most vulnerable individuals and locations, particularly through established mechanisms such as the Troubled Families Initiative, PACT and MARACs
- **Shared responsibility**: The Commissioner should foster improvements in partnership working and information sharing particularly through improvements in joint communications and planning and embedding a sense of shared responsibility
- **Resolving problems and reducing demand**: Work should be undertaken to develop a better understanding of the outcomes being delivered for the public against these priorities, including local evaluation and tracking and recording progress. Agencies should also continue to develop and identify meaningful community engagement opportunities
- **Empowering local communities** to take responsibility for the issues affecting them. Continue to develop Voluntary, Community and Social Enterprise capacity through PACT, the Community Action Fund and the use of volunteers and Specials

Safeguarding from serious harm is a growing risk agenda both locally and nationally as a consequence of the changing demographic and technological environment and diminishing agency budgets. While improvements in knowledge, awareness and risk management processes are also driving demand, vulnerability is greatest in areas of unreported serious crime (sexual exploitation, human trafficking, domestic and sexual violence, FGM, hate crime) and in ensuring effective initial responses to cases presenting (mental health, domestic abuse).

- **Invest in understanding the issues**: Further research, community intelligence, agency information sharing and work with victims and witnesses to increase reporting will help to improve the intelligence picture and response to high risk and under reported cases
- **Shared responsibility**: Agency roles, responsibilities and provision should be clearly defined with a shared recognition that effective and appropriate action at the first point of contact can reduce demand upstream and ensure that those in need of support are identified at the earliest opportunity
- **Define and supporting vulnerable victims**: Further cross agency work is required to determine who our vulnerable victims are and how we prioritise and respond to their needs in the context of diminishing resources and wider priority crime types
- **Support young people** who remain the most vulnerable group to both offending and victimisation. Improve confidence amongst young people to report victimisation through targeted engagement activity
- **Continue to invest in technology and expertise to keep ahead of new criminal opportunities**, particularly in areas such as cyber-crime and online exploitation

Building and retaining capacity and resilience remains a significant challenge facing all partner organisations, with resource constraints inhibiting the speed, extent and quality of progress made against local priorities.

- **Integrated Services**: Ensure organisational restructures and new commissioning areas maximise the benefits of integrated working, collaboration and co-location where beneficial
- **Agree and maintain critical services**: Agree minimum standards and support in areas of critical multi-agency focus (e.g. Integrated Offender Management and Troubled Families initiatives, Drug Intervention Project, Integrated Victim Services and priority neighbourhoods). Implement impact assessments where decisions to retract or cease services are likely to impact significantly on the delivery of shared
outcomes. Partners may also benefit from a shared understanding of where risk, demand and need is reducing

- **Shared learning:** Develop a co-ordinated framework to identify and share good practice and gaps in training and collectively plan for changing demand

- **Empowering local communities** to take responsibility for the issues affecting them. Continue to develop Voluntary, Community and Social Enterprise capacity through PACT, the Community Action Fund and the use of volunteers and Specials

**Invest in prevention to reduce potential harm and demand.** Demonstrating the effectiveness of prevention activity remains problematic, however, new technologies and analytical techniques are enabling agencies to better target remaining prevention activities and resources. This presents new opportunities to reduce harm and demand.

- **Tackle drivers and facilitators of offending, particularly alcohol and other drug use which underpin many priority crime and ASB issues.** Ensure a broad and holistic approach is taken to tackling the social determinants of crime and respond to critical gaps in service provision, including alcohol. Agencies will also benefit from a better understanding of newly emerging drugs, including ‘legal’ highs and their impact

- **Support diversionary activities, particularly for young people:** Identify, review and respond to critical gaps in service and align commissioning responses to local need

- **Predictive analysis and pro-active target hardening:** Invest in new technology and techniques for predicting victimisation and reducing risk through targeted prevention activity

- **Tackle organised crime for maximum impact:** Develop local intelligence and tactics to disrupt, dismantle and destroy the markets in organised markets organised crime, including stolen and counterfeit goods and drug markets. Intelligence – community and agency

- **Engage communities in crime reduction:** Promote use of measures available to secure vulnerable property, including ‘immobilise’ and property registration, which will improve opportunities for property recovery and offender detection

**Improve confidence in and the victim experience of the Criminal Justice System.** Organisational change and the changing commissioning environment is creating new opportunities to improve the victim experience of the criminal justice system.

- **Keeping victims informed:** Deliver continued improvements in the way victims are kept informed of the progress of their case, both within and across agencies, particularly through the new PCC commissioning arrangements. This is critical to driving improvements in victim satisfaction

- **Improve efficiency, effectiveness and quality:** Support all agencies and the Criminal Justice Efficiency programme in delivering better outcomes for victims, including improvements in technology, processes, community outcomes, quality and standards

- **Reducing re-offending:** Re-offending remains a shared partnership priority and an area in which considerable improvements have been seen over recent years. Probation reform and the emergence of new private sector providers and performance cultures create significant risks to aspects of offender management that need to be recognised and planned for

- **Maximising available enforcement tools:** Ensure full use of enforcement tools, techniques and practices, including new ASB powers and community resolution

The recommendations set out in the assessment will be used to inform development of the Police and Crime Plan 2014-17. It is anticipated that ownership of priority issues, risks and threats and co-ordination with local activity will be set out in subsequent police and partnership delivery plans.
### Drivers and Influencing factors

- Connecting Families (Troubled Families Agenda)
- Enhance the quality of life of our communities by reducing ASB
- Creating a safe, strong and vibrant City economy
- Night Time Economy – alcohol-related violent crime and disorder
- Increasing the protection for the most vulnerable victims of crime
- Varied Victim Support Services across the area leading to duplication of activity and cost
- Domestic violence: under-reporting (17-20% reported) and increases in number of children with ‘notifications of children with domestic violence’
- Reducing crimes of local concern by working with communities
- Areas of higher than average deprivation: South West Bath
- Crime levels in geographic hot-spot of Twerton/Southdown
- Minimising the harm that substance misuse causes communities, families and individuals
- Re-offending and management of IMPACT offenders
- Serious acquisitive crime
- Areas of rural isolation
- Retail crime concentrations - Southgate Centre
- Welfare reform and the changing economic environment
- Fear of crime: Young people - 22% of secondary pupils, 29% of male primary school pupils and 44% of female primary school pupils afraid of going to school because of bullying a least sometimes (Pupil Voices – Schools Health Unit 2011)
- Safeguarding young people and to prevent them becoming victims or perpetrators of crime
- Fear of crime: Young people - 22% of secondary pupils, 29% of male primary school pupils and 44% of female primary school pupils afraid of going to school because of bullying at least sometimes (Pupil Voices – Schools Health Unit 2011)
- Fear of crime: Older people (26% of those aged 70 or over feeling very or fairly unsafe in their area at night)
- Safeguarding young people and to prevent them becoming victims or perpetrators of crime
- Purple Flag status for excellence and a better city centre at night. Partnership Street and Taxi Marshal schemes for day and night time economy continue to make the city and towns feel safe. Taxi Marshalls supported 171,000 in returning home safely in 2012/13. The multi-agency Licensing Enforcement Group checks and tests licensing conditions. A multi-agency approach using ID Partners is also helping to respond to public concern over street drinkers.

### Examples of Local Initiatives and Activity

- Hate crime Case Review Panels: Multi-agency group who dip sample cases for lessons learned
- Domestic Abuse: Southside Project providing professional support through 7 trained IDVAs and 100 registered volunteers to over 4,800 domestic abuse victims since 2009. The project gained CADA leading light accreditation as best practice and continues to develop the service through budding schemes and improved referral processes via the walk-in centre and victim support
- Interpersonal Violence and Abuse Strategic Partnership, Case Review Panels Partnership Against Hate Crime, Victim Advocates, VA WG (men & boys), single victim support and hate crime service, Community Champions, Voluntary and Resident groups and Charities supporting Victim Advocates through volunteers
- The ‘Yes means Yes’ programme has been offered to all Senior Schools in BANES. The area is piloting the delivery of a Parents’ Cascade titled “Digital Parenting”, working in partnership with South West Grid for Learning.
- We continue to support local towns such as Midsomer Norton to tackle alcohol related ASB via the Community Alcohol Partnership. This has included the use of Street Marshalls and designated public place orders which allow for the seizure of alcohol being consumed on the streets. The area has seen a 21% reduction in reported violence and 81% reduction in criminal damage since 2012.
- Bath City Centre was the first area in the South West to be awarded Purple Flag status for excellence and a better city centre at night. Partnership Street and Taxi Marshal schemes for day and night time economy continue to make the city and towns feel safe. Taxi Marshalls supported 171,000 in returning home safely in 2012/13. The multi-agency Licensing Enforcement Group checks and tests licensing conditions. A multi-agency approach using ID Partners is also helping to respond to public concern over street drinkers.
- 35 Safe Zones were introduced across Keynsham, Midsomer Norton and Bath City to provide support for vulnerable people.
- PCC funding has also supported 85 young people who are misusing a range of hard, soft and illegal drugs in 9 of the towns around B&NES.
- 160 farms across the area have signed up to Farm Watch. Campaigns have been funded by proceeds from crime. 29 Volunteer Police Cadets have been recruited with a full programme of activities has been planned and mapped out for the first year.
- Skate/bike park introduced in Peasedown St John aims to divert young people from crime and ASB and encourage early engagement with the Police.

### Opportunities

- Continue to work closely with the Bath and District Business Crime Reduction Partnership to reduce fear and impact of crime and ASB on businesses.
- Fully support the delivery of the Integrated Victim Services for B&NES – placing people at the heart of a better and stronger local victim service and listen to the quiet voices.
- Make better use of local intelligence through community/voluntary groups, Neighbourhood Watch, Town/Parish councils/PACT’s, Resident groups, and Registered Social Landlord services.
- Maxitimise the potential of “Connecting Families” and “Connecting Communities” to improve the lives for families with complex needs and reduce crime.
- Enhance working relations with LA Environmental service – Licensing, Trading Standards, Public Health, Noise services to further reduce ASB
- Continue the robust and effective management of offenders (IMPACT) to include the most prolific ASB offenders.
- Police and Curo ASB Teams will take the lead to streamline a partnership approach in tackling ASB and disorder focusing on reducing risk to the most vulnerable and repeat victims, embracing Victims Voice and providing accessible services for all
- Police and Probation will continue the management of offenders through IMPACT (IOM), to include the most prolific ASB offenders.
- Work with partners to rebrand Community Safety Zones in Avon and Somerset as ‘Safe Places’ and achieve even greater consistency locally, to extend the scheme in the Twerton area.
- Develop partnership responses to recurring problems of a) street crime/aggressive begging; b) ASB in Keynsham, using the innovative ID PARTNERS problem solving method.
- Explore the benefits of adopting the Community Budget approach to tackle Domestic Violence and Abuse – learning from other pilot areas e.g. West Cheshire ‘All Together’ model aiming to reduce the risks, demand and costs while supporting better outcomes for victims, perpetrators and children.
- Scooping activity is currently underway for introducing street watch within Radstock NPA. This would allow volunteers to become our eyes and ears in areas that have been identified as problem areas for crime or ASB.
- Support Westfield local Council in setting up a youth cafe to encourage engagement with young people and help to reduce crime and ASB.
- Formalise an agreement with Oxford Mental Health Trust providing a 24hr helpline - this can be accessed by Officers dealing with young people in crisis.
- Continue to support PAHC in raising awareness of hate crime and how to report it and check and test service delivery to victims of hate crime.
- Continue to play a role in the NTE steering group, which is a multi-agency approach to making Bath City Centre a safe and stronger environment during night time economy hours. Success here should ensure we maintain a purple flag status.
BRISTOL

Drivers and Influencing factors

- Bristol is the seventh largest city in England outside of London and the largest city in the South West. Crime in Bristol accounts for 41% of Avon and Somerset’s total recorded crime.
- Almost half (47%) of the crime in Bristol relates to serious acquisitive crime (domestic burglary, robbery and vehicle crime). This is influenced by an estimated 4,777 opiate and/or crack users in Bristol which equates to approximately 1 in 73 people aged over 16 using heroin and or crack.
- Some areas of Bristol are amongst the most deprived in the country. Bristol has 32 Lower Super Output Areas (LSOA) in the most deprived 10% in England. 14% of all residents living in Bristol (60,665) live within the most deprived 10% of LSOA.
- Just less than 40% of Avon and Somerset’s recorded violent crime occurs in Bristol with 22% of Bristol’s violence occurring at the weekend in the city centre. Bristol City Centre has a transient population attracted to the various leisure facilities and evening venues which results in a prevalence of alcohol related disorder at peak closing times.
- According to the Bristol City Council’s 2012 Quality of Life Survey, overall public perceptions of crime have improved. 21% of respondents feel their day to day life is affected by fear of crime; this is 17.8% lower than when he survey first began in 2005. However, disparity is seen as public perceptions of crime in priority neighbourhood areas have worsened in 2012 compared to 2011 (+2.5%).
- Bristol aims to be a Restorative City where individuals, agencies and services see restorative approaches as the first option for dealing with conflict. Restorative approaches are being promoted across all partners, communities and the public.
- There have been fewer first entrants to the youth justice system (936 Jan 12-Dec 12 compared to 1,124 Jan 11-Dec 11) and the use of custody has reduced (1.03 custodial disposals per 1,000 population in April 2011-March 2012 compared to 1.60 in April 2012 – March 2013). Youth reoffending rates show a slight increase (39.5% July 2009-june 2010 cohort compared to 41.2% July 2010 – March 2013). Youth reoffending rates show a slight increase.
- Domestic violence and abuse accounts for 33% of violence against the person. The Violence and Abuse Against Women and Girls (VAAWG) work streams also include sexual offences, human trafficking, female genital mutilation, sex work and forced marriage.
- Response to Domestic Extremist activity (the activity of individuals or groups carrying out criminal acts of direct action to further their protest campaign). This includes the Channel Process which involves a multi-agency approach to supporting individuals vulnerable to radicalisation.
- Organised crime must be tackled to protect the most vulnerable within our communities from fraud and offences of sexual and labour exploitation. Its impact often has hidden costs and undermines public confidence in the police and partners.

Examples of Local Initiatives and Activity

- IMPACT Integrated Offender Management Scheme supports offenders to address the issues that are causing them to commit serious acquisitive crime. The proportion of identified offenders accessing substance misuse treatment increased in 2011/12.
- IRIS is being used to manage dangerous violent and sexual offenders who pose a high risk of harm and re-offending.
- The Troubled Families agenda will be working with ASB offenders. In Bristol there are 1,355 families that have been identified as part of the scheme. This approach is successful in reducing substance misuse, nuisance behaviour, criminal damage and vandalism.
- Operation Beacon: street level up approach to tackling drug misuse. Co-ordinated the seizure of £12m+ worth of drugs, seriously disrupted a number of Organised Crime Groups, raided 922 Cannabis Factories and closed 29 Crack Houses.
- Operation Bluestone and The Bridge (Sexual Assault Referral Centre) are in place to focus on sexual offences.
- Night time economy: Awarded Purple Flag status for excellence and safety in the management of the city centre (www.purpleflag.org.uk): Operation Brio, targeted patrols of hotspot locations, involving enforcement and reassurance activities.
- Neighbourhood Forums and Neighbourhood Delivery Teams are organised to facilitate community engagement and action at a local level. Tackling local priorities has led to reductions in crime and ASB, with increased levels of community confidence.
- Having recently completed a commissioning exercise the new Bristol Recovery Orientated Alcohol and Drugs Services are due to be delivering services in November 2013 (ROADS).
- Streetwise IMPACT (Aggressive begging / street drinking) reduces the number of High Impact Users in A&E, violent crimes between street drinkers and arrests of street drinkers based on eight care pathways.
- Alcohol Arrest Referral Scheme – evaluated by Home Office and found to reduce re-offending and levels of alcohol misuse. For every 100 alcohol brief interventions given there were 6 less re-arrests compared to those that had no intervention. 75% success rate amongst those who have been through the whole referral and detox journey.
- Safer Bristol has recently awarded grant funding to S.A.R.I, Brandon Trust, Bristol Mind and Bristol LGBT to work in collaboration to deliver a hate crime support service across Bristol. The Strategic Partnership Against Hate Crime is developing a risk matrix and case management system to manage high risk cases and reduce repeat incidents.
- A co-ordinated partnership approach to support the most vulnerable victims through a new Safeguarding Co-ordinating Unit (including Police, Council’s Children’s Service & Adult and Social Care Teams).
- Over 250 front line staff have attended the Workshop to Raise Awareness of Prevent (WRAP) which explains how people become radicalised, what to look out for and how to access support.
- Extending Our Reach: Implemented an effective plan for managing organised crime groups locally, using neighbourhood teams and partner agencies to improve intelligence and maximise opportunities for intervention. Regularly disruption through multi-agency enforcement.

Opportunities

- Joint tasking and direct deployment of PCSO role by the Police and Council to improve neighbourhood delivery and community confidence outcomes across Bristol.
- Expand the IRIS scheme to further improve management of high risk offenders.
- Maximise the appropriate use of restorative justice across thematic areas.
- Focus on significant repeat offenders (volume), via crime type and undertake further analysis to identify known repeat offenders across Bristol including key work streams e.g. IMPACT, Troubled Families, DVA, Hate Crime and Substance.
- Review factors that make a person vulnerable to crime – place, age, ethnicity.
- Develop action plans to address intelligence gaps across partnership and increase the opportunities for reporting with specific focus on themes that under reporting is an issue for.
- The crime and Disorder Strategic Assessment will be used to raise the profile and understanding of the breadth of activity that impacts on communities and partnership working.
- Develop Neighbourhood profiles to assist priority setting and reviewing progress as part of ‘Neighbourhood Working’ (Police and Council’s joint approach to better co-ordinated enforcement activity).
- Widely communicate the changes that have taken place within substance misuse services to achieve a recovery orientated model.
- Promote the Hate Crime Support Service and embed the use of the case management and risk matrix.
- Exploit the work under the “Troubled Families” agenda to improve the lives for families with complex needs and in some cases further reduce crime and related ASB. Maintaining partnership working with the social care and health sectors in particular with mental health, residential care facility and casualty/emergency response areas.

POLICE AND CRIME NEEDS ASSESSEMENT 2013
NORTH SOMERSET (NS)

Key Drivers and Influencing factors

- Population Need: North Somerset reported an 8% increase in population from 2001 to 2011 census (+14,500 people). Particular demands from increasing proportions of residents aged 5 to 14 and 70 years and older.
- Population Need: North Somerset has areas in the most deprived 1% nationally and the least deprived 1% nationally. This results in North Somerset having the 3rd largest inequality gap in the country. According to the indices of deprivation crime indicator Weston-super-Mare has 16 lower super output areas in which victimisation is in the 20% highest nationally.
- Population Need: In March 2013 North Somerset had the highest rate of youth unemployment in Avon and Somerset with 4.7% of youths (16-24 yrs) claiming unemployment benefits which although below the figure for March 2012 (5.4%) remains higher than Bristol 4.6% and the England and Wales average of 3.9%
- Violence against the person: In 2012/13, 23% of all North Somerset crime was violence against the person. In Avon & Somerset in the same year only Bristol had a higher rate of assaults with less serious injury per 1,000 population. North Somerset’s level of incidents was also above the Most Similar Group of CSPs average.
- Alcohol misuse and disorder: one sixth of all North Somerset assaults occur in Weston town centre on Friday or Saturday nights. In total 38% of all assaults occurred in the Town Centre during 2012/13.
- Domestic Abuse: 35% of violent crime offences recorded by police are classified as domestic abuse. Within North Somerset the Town Centre and Bournville wards experience a high volume of reported domestic violence. Under reporting of abuse in rural and more affluent areas remains a challenge.
- Domestic Abuse: Facing the challenge of under reporting (12% decrease in 2012/13) and achieving outcomes (successful conviction rates for Domestic Violence have fallen from 87.6% in 2011/12 to 77.1% in 2012/13).
- Anti-Social Behaviour (ASB): Significant hotspots (in terms of volume of calls / incidents) exist with five wards accounting for half of all reported ASB incidents, Weston-super-Mare town centre is the most significant hotspot with a strong link to alcohol and the night time economy. Other identified hotspots are located in Weston-super-Mare, Clevedon and Portishead.
- Drug Treatment: The drug user prevalence estimates, produced by Glasgow University in 2009/10 show that North Somerset has a higher rate of opiate and crack users than both the South West and England. Local community treatment services were re-commissioned in 2012; this improved provision has resulted in a higher rate of successful treatment completions. Opiates remain the main problematic substance for treatment service users however there has been a slight decline in the number of new opiate users entering treatment coupled with an increase in the use of other substances.
- Budget Challenge: Partnership funding has fallen from £400,000 in 2010/11 to £75,000 in 2012/13. Key projects have been mainstreamed however residual gap in funding for ASB, reducing re-offending and domestic abuse work.

Examples of Local Initiatives and Activity

- Success in spite of challenges: Improved partnership working and greater coordination of agencies to target priorities has seen North Somerset achieve a further 14% drop in recorded total crime per 1,000 population in 2012/13 and a total 45% drop since 2006/07 against a 30% drop regionally and 25% drop nationally.
- IMPACT Integrated Offender Management (IOM) Scheme: A study in North Somerset during 2011/12 showed a significant % of IOM cohort experiencing a reduction in risk level (twice the level of those whose risk level increases) once engaged in the programme. In 2013/14 IMPACT cohort has been refresh to re-focus on offenders of serious assaultive crime. This has also resulted in 25 offenders being deselected due to no known offending.
- MAPS: The Multi Agency Problem Solving (MAPS) action plan for the night-time-economy (NTE) in Weston-super-Mare has seen various new initiatives progress including a mass capture of new information by local agencies and local businesses on the problem, a new hub for personnel from across the partnership and development of a traffic light system for licensed premises based on their positive/negative impact to the local community.
- ASB case worker: North Somerset has a partnership funded case worker to manage complex high risk cases, act as a single point of contact for victims and undertake problem solving for hotspot locations, additionally work in this area has benefited from having an ASB support officer.
- Domestic Abuse Joint Working: There has been an increase in the number of MARAC referrals from 204 to 267 during 2012/13. This is in line with the PCC ambition that victims have the confidence to report domestic abuse to us. Our MARAC repeat victimisation in 2012/13 was 28%, down from 35% in 2011, and within the CAADA recommended range.
- Victim risk assessment scorecard: A universal scorecard is now used by all partner agencies to assess the level of risk posed and ascertain if a referral to the MARAC is required
- Drug related offending: Offenders are effectively supported to address their drug use problems through the North Somerset Drug Intervention Programme (DIP) which offers rapid access into treatment and support throughout the Criminal Justice System. North Somerset DIP is also an integral part of IMPACT, delivering drug related interventions to the most prolific and high risk of re-offending individuals.
- Developing pathways out of re-offending: The Early Intervention Accommodation Project (EIAP) – innovative scheme meeting the housing needs of offenders and individuals with substance related issues. In 2012/13 referrals to the scheme continued to increase.

Opportunities

- Improving the quality, availability and aggregation of data to inform domestic violence profiling. This includes improved information sharing to enable earlier identification of repeat and vulnerable victims and offenders.
- Develop better links with third party agencies including the voluntary sector that work with victims of domestic abuse, encouraging and providing confidence to victims to come forward to the police and report their abuse.
- Improve the way we work with young people in schools and academies across the region, in particular by delivering education packages such as ‘Only Yes Means Yes’.
- Maintain and develop a joined up partnership response to ASB. This includes improving the quality of incident recording and improving the sharing of information between agencies to enable earlier identification of repeat and vulnerable victims and offenders.
- Set up and run local multi-agency ASB panels to provide support to victims and deal with offenders. Prioritise anti-social behaviour hotspots, such as Grove Park in Weston-super-Mare.
- To use opportunities for increasing reporting and awareness of support services for ASB, hate crime and domestic violence and look for opportunities to increase reporting and awareness of support service especially among identified hard to reach groups.
- Continue to provide crime prevention advice, especially to those most vulnerable, and sign as many vulnerable residents in North Somerset up to the ‘No Cold Call’ register to reduce the chance of vulnerable residents becoming the victim of distraction burglaries.
- To ensure we sustain current drug treatment provision especially for offenders and that changes in drug use patterns are responded to effectively.
- To ensure we sustain current drug treatment provision especially for offenders and that changes in drug use patterns are responded to effectively.
- Development of pathways out of re-offending similar to those already developed for provision of accommodation.
- To use processes such as the Multi Agency Problem Solving group (MAPS) to build on recent success by ensuring that we focus multi-agency resources on repeat and/or high priority victims/offenders and locations for recorded crime and levels of confidence.
- To further develop alternative responses to offending through community sentencing such as Restorative Justice and Community Payback.

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POLICE AND CRIME NEEDS ASSESSMENT 2013

SOMERSET

Drivers and Influencing factors

- Between 2009/10 and 2011/12, the rate of alcohol specific rated admissions to A&E increased by around a third, although levels are still statistically significantly lower than the national average.
- There has been no significant change in drugs misuse between 2010/11 and 2011/12 except for a decline in the use of amphetamines (from 1.1% to 0.8% of adults).
- 46% of all offenders in Somerset in 2012 were identified by the Probation Trust as having alcohol misuse issues, and 30% of all offenders were identified as having drug misuse issues.
- No change of Somerset’s rate of re-offending.
- Whilst overall crimes has fallen over last 5 years there are increases in some categories of shop lifting and reports of domestic abuse and sexual offences due to a number of factors including changes in offending patterns, as well as increased enforcement and improved confidence in reporting.
- Domestic abuse impacts upon a significant number of young people.
- Somerset YOT figures illustrate a decrease in crime committed by young people.
- Risks relating to areas of rural isolation and higher concentration of older residents, including disproportionate fear of crime.
- Significant net importer of children in care from other authority care. Reports of missing children cause high demand on services.
- Increased use of social media, particularly amongst young people: increased risk of malicious communication, cyber bullying, grooming.
- The first half of 2012 saw a rise in fatal road collisions but figures now look stable.
- Public concern about speeding and parking remains a consistent presence in PACT priorities.
- Development of two new Nuclear Reactors at Hinkley C: Significant demographic change as a result of economic migration with potential impact on hate crime and community cohesion.
- The issue of discarded drugs paraphernalia has recently been reported in the local press in Taunton Deane and South Somerset.

Examples of Local Initiatives and Activity

- Introduction of street pastor schemes in many towns to reduce incidents and harm in the NTE.
- Identification and Brief Advice (IBA) - Pilot scheme (Musgrove Park Hospital and Yeovil District Hospital) to reduce A&E attendances and hospital emergency admissions for alcohol related issues.
- Alcohol Arrest Referral Worker at Yeovil Custody Suite. Identifies individuals with misuse problems and delivers appropriate interventions.
- In 2013/14 SDAP is re-commissioning all drug and alcohol services in Somerset.
- Somerset IMPACT and beginnings of MASH in Taunton.
- Increased work by current providers of specialist service to work with children experiencing/witnessing domestic abuse.
- Partners provide an ASB Gold Standard service delivery supporting victims and targeting offenders. Central to this is a risk assessment grading process to determine victim vulnerability feeding into a MARAC process to address the risk posed by persistent and prolonged anti-social behaviour.
- Youth provision and diversionary activity including purpose built skate park and centre for young people in Minehead.
- Partners working to roll out Safe Places Scheme across Avon and Somerset to help vulnerable adults feel safe in their community.
- Specialist hate crime service commissioned by the Community Safety partnership to support victims of all types of hate crime.
- A third part hate crime reporting scheme has been introduced across Somerset to encourage victim confidence in reporting.
- There are over 200 Community Speedwatch sites across the County and the scheme has been recognised nationally. At these sites speed detection rates have fallen from 42.7% to 9.6% since 2008.
- Work with Somerset Drug and Alcohol Partnership to develop an effective response to drug paraphernalia / needle waste finds.

Opportunities

The Community Safety Partnership have agreed the following priorities and lead agencies for the coming year:

- Reducing the impact of alcohol and drug use (Drugs and Alcohol Partnership).
- Reducing re-offending (Probation).
- Reducing acquisitive offending (Police).
- Protecting vulnerable people against violence, harm and victimisation (SCC).
- Reducing road casualties (Somerset Road Safety).
- Addressing environmental crime (District councils).

SOUTH GLOUCESTERSHIRE

Drivers and Influencing factors

<table>
<thead>
<tr>
<th>Examples of Local Initiatives and Activity</th>
</tr>
</thead>
<tbody>
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<tr>
<td>Work with Somerset Drug and Alcohol Partnership to develop an effective response to drug paraphernalia / needle waste finds.</td>
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</tbody>
</table>
### Opportunities

- Continued the robust and effective management of offenders through the Integrated Offender Management scheme (IMPACT).
- The IMPACT scheme to be extended to high risk ASB offenders.
- Sustained work to encourage accommodation providers to meet the supported housing needs of the offending population.
- Maintain a focus on prevention of alcohol misuse through the implementation of the alcohol strategy.
- Ensure consistency amongst agencies in identifying and assessing risk relating to vulnerable people.
- Ensuring all high risk vulnerable people are referred to the anti-social behaviour panel. The referral panel to be extended to high risk ASB offenders.
- Continued work across all tenures to encourage community cohesion, support families settling in to new communities and prevent anti-social behaviour issues from developing. Specific bids have been entered against Sec 106 for funding of community PCSOs for new developments.
- Close liaison with planners regarding the new Bristol Rovers football stadium including: CCTV cameras, Silver command post and briefing rooms. And with Ops regarding crowd control between Parkway station and the new ground.

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| Welfare reform and the changing economic climate |
| Night time economy and alcohol-related violent crime (Kingswood and Yate/Chipping Sodbury) |
| Areas of higher than average deprivation: Kingswood, Patchway, Filton, Yate, Cadbury Health and Staple Hill |
| Crime levels in geographic hot-spot of Kingswood, Patchway and Filton |
| Re-offending and serious acquisitive crime |
| Cribs Causeway – retail crime concentration |
| Bristol Rovers 20,000 seat stadium under development |
| Areas of rural isolation |
| Disproportionately high levels of fear of crime |
| Problematic drug user penetration rates 29% compared to an A&S average of 46% - where is this from? |
| Growth in problem drinkers (estimated to rise to over 80,100 by 2020) and alcohol-related hospital admissions |
| Drug related hospital admissions in priority neighbourhoods, notably Filton |
| Cross-border offending, noting concentrations in the neighbouring Staple Hill policing area |
| Increasing accommodation needs and limited provision for supported housing |
| South Gloucestershire Core Strategy caters for 26,500 new homes to be built by 2026. This will increase the resident population by up to 55,000 (+20%) with impacts and demands upon policing services. Within the development will be the construction of new communities particularly in the area of the existing Filton Airfield as well as effective co-terminosity with Bristol at Lockleaze/ Stoke Park |
| As part of the City and Region deal, South Glos will have 3 Enterprise Zones at Cribs Causeway, Severnside and the Bristol Bath Science Park, attracting significant commercial, industrial and business investment and growth in the area. Infrastructure development around the road network, Broadband and other technologies will bring opportunities and new demands for and on policing. |
| Public concern about speeding remains a consistent SSGC (PACT) which are administered by the Council. They have a wider remit than crime and are also involved in delivering solutions |
| Formal Perceptions Strategy has reduced % of residents feeling ASB is a problem in their local area from 16% to 10% in 3 years and has increased % believing Police and other public services are successfully dealing with anti-social behaviour and crime in the local area from 25% - 32% over same period. |
| South Glos Community Safety Unit has fully engaged with South Glos Planning Department to ensure new developments are built to "secure by design" principles including inbuilt ANPR facilities and police posts within community buildings. |

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### Police and Crime Needs Assessment 2013

- Licensing Enforcement Group – partnership management and response to violence and disorder in the night time economy
- IMPACT Integrated Offender Management Scheme – serious acquisitive crime reduction
- Integrated Drug and Alcohol Treatment services (IDTS)
- Partnership Alcohol Conditioning Scheme facilitated by CJIT, Alcohol arrest referral scheme and Alcohol Impact Programme
- Pilot area for A&E Brief Advice and Harm Reduction for those with substance-related presentations
- Cannabis Intervention Programme / Awareness raising sessions
- Predictive mapping (domestic burglary) UWE Evaluation Pilot
- Partnership Working is very strong at the LSP level with an effective Safer Stronger Partnership accountable to it. The emerging style is one of integration and co-location e.g. Joint ASB Team; One Stop Shop Enquiry Office at Kingswood Civic Centre
- Safer and Stronger Community Groups (PACT) which are administered by the Council. They have a wider remit than crime and are also involved in delivering solutions
- Continued the robust and effective management of offenders through the Integrated Offender Management scheme (IMPACT).
## APPENDIX 2. KEY STATISTICS: VICTIMISATION, CRIME AND DETECTION IN AVON AND SOMERSET

<table>
<thead>
<tr>
<th>VICTIMISATION</th>
<th>RECORDED CRIME</th>
<th>OVERALL DETECTION RATES (%)</th>
<th>Estimated costs of crime (£m)</th>
</tr>
</thead>
<tbody>
<tr>
<td>TOTAL CRIME</td>
<td>60,844</td>
<td>9%</td>
<td>100%</td>
</tr>
<tr>
<td></td>
<td>20,307</td>
<td>4.25%</td>
<td>20.1%</td>
</tr>
<tr>
<td></td>
<td>259</td>
<td>4.25%</td>
<td>0.2%</td>
</tr>
<tr>
<td>Violent crimes without injury</td>
<td>7,358</td>
<td>11.99%</td>
<td>6.8%</td>
</tr>
<tr>
<td>Robbery (Personal)</td>
<td>827</td>
<td>4%</td>
<td>0.7%</td>
</tr>
<tr>
<td>Serious Sexual Offences</td>
<td>1,121</td>
<td>4%</td>
<td>1.0%</td>
</tr>
<tr>
<td>Domestic Violence</td>
<td>7,943</td>
<td>26%</td>
<td>6.9%</td>
</tr>
<tr>
<td>Hate Crime (racially/relig aggrav.)</td>
<td>790</td>
<td>9%</td>
<td>0.8%</td>
</tr>
<tr>
<td>Serious acquisitive</td>
<td>13,640</td>
<td>5%</td>
<td>12.8%</td>
</tr>
<tr>
<td>Domestic burglary</td>
<td>4,851</td>
<td>5%</td>
<td>4.4%</td>
</tr>
<tr>
<td>Theft from vehicle</td>
<td>6,075</td>
<td>6%</td>
<td>5.9%</td>
</tr>
<tr>
<td>Theft of vehicle</td>
<td>1,864</td>
<td>6%</td>
<td>1.7%</td>
</tr>
<tr>
<td>Fraud and Forgery (excl bilking)</td>
<td>918</td>
<td>3%</td>
<td>1.4%</td>
</tr>
<tr>
<td>Shoplifting</td>
<td>90</td>
<td>-</td>
<td>9.1%</td>
</tr>
<tr>
<td>Non-domestic burglary</td>
<td>4,420</td>
<td>10%</td>
<td>5.8%</td>
</tr>
<tr>
<td>Theft from person</td>
<td>1,562</td>
<td>4%</td>
<td>1.4%</td>
</tr>
<tr>
<td>Other theft</td>
<td>14,276</td>
<td>6%</td>
<td>15.2%</td>
</tr>
<tr>
<td>Drug offences</td>
<td>n/a</td>
<td>n/a</td>
<td>5.7%</td>
</tr>
<tr>
<td>Public Order</td>
<td>n/a</td>
<td>n/a</td>
<td>4.4%</td>
</tr>
<tr>
<td>Criminal damage</td>
<td>11,991</td>
<td>13%</td>
<td>14.0%</td>
</tr>
</tbody>
</table>

Crime Categories will not total 100% as some are sub-categories. Multipliers and Unit Costs of Crime –2010/11 Prices
Difference to Most Similar Group (MSG) average is based on an average of the following comparator group areas: Staffordshire, Derbyshire, Essex, Hampshire, Hertfordshire, Kent and Sussex
APPENDIX 3: REFERENCES

2011 Census Topic Report, Community Cohesion Statistics, Bristol City Council, July 2013

Impact of Welfare Reform, Christine Kenny, South Gloucestershire Citizen’s Advice Bureau


Crime in England and Wales 2012/13, Office for National Statistics - July 2013


District Demographic Review, Avon and Somerset Constabulary, January 2013


Quality of Life in Bristol, Survey results 2012, May 2013


Safer Bristol Partnership Crime and Disorder Strategic Assessment, 2013

Somerset Children and Learners Needs Analysis 2013

Somerset Community Safety Strategic Assessment 2013 [Restricted]

South Gloucestershire Community Safety Strategic Assessment, 2012


Understanding and Predicting Future Organisational Demand, Avon and Somerset Constabulary, 2012 [Restricted]
APPENDIX 4: GLOSSARY OF TERMS

Anti-social Behaviour (ASB): Anti-social behaviour was defined by 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’

Basic Command Unit (BCU): Policing district or division. Most police forces are divided into at least three BCU areas

Bilking: Making off without payment

The Bridge: See Sexual Assault Referral Centre

Circles South West / Circles of Support: Charity comprising representatives from criminal justice agencies and the wider community working in partnership with Probation Trusts and Police Authorities across the region. The scheme enables volunteers to work within their communities to substantially reduce the risks posed by sex offenders

Criminal Justice Intervention Teams (CJIT): Tailored solutions to meet the needs of offenders

Criminal Justice System or Criminal Justice Services (CJS)

Community Safety Partnerships (CSPs): A local authority level statutory partnership established by the Crime and Disorder Act 1998 to co-ordinate action on crime and disorder. Community safety is not just about tackling crime but about improving quality of life and reducing the fear of crime in communities

Domestic Abuse, Stalking and Harassment (DASH): Risk assessment form

Domestic abuse is the misuse of physical, emotional, psychological, sexual or financial control by one person over another who is or has been in a relationship. Domestic violence usually forms part of a pattern of offending and can transfer from generation to generation as part of a repeated cycle of behaviour.

Drug Intervention Programme (DIP): Pro-active drugs testing and intervention service for those arrested for trigger offences

Hate Incident: ‘Any incident, which may or may not constitute a criminal offence, which is perceived by the victim or any other person, as being motivated by prejudice or hate’. (ACPO Hate Crime Manual 2005)

Hate Crime: Any criminal offence that is motivated by hostility or prejudice based upon the victim’s: disability, race, religion or belief, transgender identity, or sexual orientation

Her Majesty’s Inspectorate of Constabulary (HMIC): Statutory body responsible to the Home Office for inspecting police forces in England and Wales

IMPACT: Integrated Offender Management approach to perpetrators of serious acquisitive crime

Independent Domestic Violence Advisor (IDVA): Specialist support to high risk victims/survivors of domestic violence to provide advice and develop and put in place safety plans

Independent Sexual Violence Advisor (ISVA): Specialist support to victims of sexual violence helping to pursue justice and find closure through the courts

Integrated Offender Management (IOM): Multi-agency management of the most serious offenders aiming to support and rebuild lives and provide swift intervention and enforcement should they continue to offend. Key partners include Police, Prison, Probation, Drugs workers, Youth Offending Teams, Local Authority and Private Sector. See IMPACT and IRIS

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60 BCS: Repeat victimisation accounted for three quarters (73%) of all incidents of domestic violence. Just under one-half (44%) were victimised more than once and nearly one-quarter (24%) were victimised three or more times.
IRIS (Integrated Response, Integrated Services): Integrated Offender Management approach to dangerous offenders

Key Individuals Network (KIN) - Key individuals are the people within local communities who communicate widely and influence local opinion. This might be because of their role - as a councillor, teacher or faith leader - or just because of their community knowledge and local connections

MARAC – Multi-Agency Risk Assessment Conferences are part of a co-ordinated community response team that deal with severe domestic violence and child abuse cases

MAPPA – Multi-Agency Public Protection Arrangements is the name given to arrangements in England and Wales for ‘responsible authorities’ tasked with the management of registered sex offenders, violent and other dangerous offenders who pose a serious risk of harm to the public

National Intelligence Model (NIM): Intelligence-led, problem solving approach to crime and disorder.

Operation Bluestone: Avon and Somerset Constabulary's dedicated Rape Investigation Team

Police and Crime Commissioner (PCC, Commissioner): Elected individual with responsibility for identifying local policing needs, setting priorities that meet those needs, agreeing a local strategic plan, holding the Chief Constable to account, setting the force budget and precept and hiring and if necessary dismissing the Chief Constable


PESTELO: Approach to scanning and considering service and governance issues based on Political, Economic, Social, Technological, Environmental, Legislative and Organisational factors

ProQA: Emergency call taking protocol used within the Avon and Somerset Police Communications department that links with the STORM Command and Control system. ProQA has a patented logic system that presents questions to the call taker in order to obtain all of the necessary information accurately and in a logical sequence

Private Finance Initiative (PFI)

Serious Acquisitive Crime (SAC): Home Office category of offences comprising domestic burglary, robbery, thefts from vehicles and thefts of vehicles

Strategic Policing Requirement: Issued ‘from time to time’ by the secretary of State setting out current national threats and appropriate national policing capabilities to counter those threats.

Serious Violence Against the Person (SVAP) comprises a range of Home Office crime categories including serious wounding with intent (s18), possession of firearms with intent to injure, causing death by dangerous driving, murder, attempted murder and manslaughter.

Sexual Assault Referral Centre (SARC): ‘The Bridge’ SARC opened in February 2009. Based in Bristol and led by the PCT and Police, the centre and comprises two counselling rooms and two dedicated forensic examination suites with consultation rooms and shower facilities for clients undergoing a forensic medical examination following a recent sexual assault

Violent crime is a Home Office defined category of offences which comprises violence against the person, sexual assaults and robbery

Youth Offending Team (YOT): Multi-agency statutory bodies under the 1998 Crime and Disorder Act.
APPENDIX 5: INDECES OF MULTIPLE DEPRIVATION – VULNERABLE LOCALITIES
## APPENDIX 6: INFORMATION SOURCES

### Analytical Products

<table>
<thead>
<tr>
<th>Product</th>
<th>Details</th>
<th>Lead Agency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constabulary Review and NIM Strategic Assessment</td>
<td>The Constabulary Review is a SWOT of the Constabulary based on PESTELO and identifies the organisational development required to support delivery of priorities. The NIM Strategic Assessment is developed by the Constabulary every twelve months and drives the business of Strategic Tasking and Co-ordination. It provides an assessment of the current, emerging and long-term issues affecting a BCU, force or region. The strategic assessment makes key judgments and recommendations concerning the direction of future policing strategy and tactics. It is used to set a control strategy and intelligence requirement. NIM became policy of the Association of Chief Police Officers (ACPO) in 2000. Under the Police Reform Act (2002) it provides a statutory basis for the introduction of minimum standards and basic principles.</td>
<td>Avon and Somerset Constabulary</td>
</tr>
<tr>
<td>District Threat Assessments</td>
<td>Mid-year refresh of the NIM Strategic Assessment, including Partnership input where possible.</td>
<td>Avon and Somerset Constabulary</td>
</tr>
<tr>
<td>CSP Strategic Assessments</td>
<td>Section 7 of the Crime and Disorder Regulations 2007 (statutory instrument number 1830) require community safety partnerships to develop an annual strategic assessment which includes: Analysis of the levels and patterns of crime, disorder &amp; substance misuse; Changes in the levels and patterns of crime, disorder &amp; substance misuse; Analysis of why these changes have occurred; and Predictions as to how the situation is changing The assessment should enable partners to understand current and future patterns and trends in these areas, set clear and robust priorities, deploy resources effectively and present value for money.</td>
<td>Community Safety Partnerships: Bath and North East Somerset, Safer Bristol, South Gloucestershire CSP, Somerset CSP, North Somerset CSP</td>
</tr>
<tr>
<td>Joint Strategic Needs Assessments</td>
<td>The Local Government and Public Involvement in Health Act (2007) places a duty on upper tier local authorities and PCTs to undertake Joint Strategic Needs Assessments (JSNA). JSNA is a process that will identify the current and future health and wellbeing needs of a local population, informing the priorities and targets set by Local Area Agreements and leading to agreed commissioning priorities that will improve outcomes for local people. JSNAs are highly inclusive and far reaching documents that are linked not only to Community Safety strategies, but also consider wider determinants of crime and anti-social behaviour, including trends in population, deprivation, lifestyles, economy, health and inequalities.</td>
<td>Relevant Lead Officers Local Authority / NHS</td>
</tr>
<tr>
<td>Local Economic Assessment</td>
<td>Section 69 of the Local Democracy, Economic Development and Construction (LDEDC) Act required Local Authorities to prepare an assessment of local economic conditions. The Assessment should equip local authorities and partners with a common understanding of local economic conditions and economic geography and the economic, social and environmental factors that impact on economic growth.</td>
<td>Relevant Lead Officers Local Authority</td>
</tr>
<tr>
<td>Drug and Alcohol Needs Assessment</td>
<td>District Assessment of the drug (and alcohol) treatment system, including prevalence, trends and unmet need with regard to drug and alcohol treatment services. Developed in line with the 2007 Clinical Guidelines on Drug Misuse and Dependence to ensure consistent evidence-based commissioning.</td>
<td>Relevant lead officers</td>
</tr>
<tr>
<td>Children and Young Persons (Child Poverty) Needs Assessment</td>
<td>The Child Poverty Act 2010 (Part 2, Section 22) requires local authorities to prepare and publish an assessment of the needs of children living in poverty in its area. Each Child Poverty Needs Assessment must be locally determined and locally relevant. The Police and Crime Commissioner has a statutory duty to co-operate in tackling child poverty in the area.</td>
<td>Relevant Lead Officers Local Authority</td>
</tr>
<tr>
<td>Avon and Somerset Probation Trust Annual Report</td>
<td>Including operational, performance finance and governance review. Published in June/July each year.</td>
<td>Avon and Somerset Probation Trust</td>
</tr>
<tr>
<td>Strategic Policing Requirement (Gap Analysis)</td>
<td>The Strategic Policing Requirement (SPR) is published by the Home Secretary from time to time setting out the Government’s view of the national threats (e.g. terrorism, civil emergencies, public disorder and organised crime) that the police must address and the national policing capabilities required to counter those threats. The police and crime commissioner and chief constable must have regard to the SPR in planning and allocating resources. The needs assessment has been informed by the SPR and the local gap analysis of capacity and capability.</td>
<td>Avon and Somerset Constabulary</td>
</tr>
</tbody>
</table>
## Analytical Products

<table>
<thead>
<tr>
<th>Product</th>
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<th>Lead Agency</th>
</tr>
</thead>
</table>
| Listening and Learning: Improving support for victims in Avon and Somerset | Report researched and developed by the victims’ services advocates (VSA) Project, commissioned by the former commissioner for victims and witnesses and delivered by Victim Support. The report aims to  
- Provide a picture of the current support for victims in A&S  
- Identify what victims need from local services  
- Propose a course of action by the PCC to meet these needs  
The projects consulted a range of stakeholders and victims, with a focus on victims of ASB, domestic abuse, sexual violence, hate crime, people bereaved by murder and manslaughter and young victims of crime. | Victim Support, Ministry of Justice                                                                                 |
| CTLPs                                                                   | CTIU analysis of CT risk / threat at district level                                                                                              | CTIU                       |

## Additional Information Sources

<table>
<thead>
<tr>
<th>Product</th>
<th>Details</th>
<th>Agency</th>
</tr>
</thead>
<tbody>
<tr>
<td>I-Quanta Comparisons</td>
<td>Home Office published comparative crime, detection and satisfaction information</td>
<td></td>
</tr>
<tr>
<td>NOMS / CJS</td>
<td>Performance Outliers: OBTJ, throughput profile</td>
<td>CJ Board</td>
</tr>
<tr>
<td>Review of Strategic Risk / Threat Registers</td>
<td>Assimilation of agency strategic risk registers and profiles, including SPR</td>
<td>OPCC / Constabulary</td>
</tr>
<tr>
<td>Public Consultation</td>
<td>Public perception and consultation and engagement outcomes (Detail)</td>
<td>OPCC / Constabulary</td>
</tr>
<tr>
<td>Voluntary Sector Input</td>
<td>Public perception and consultation and engagement outcomes</td>
<td>Relevant Lead Officer</td>
</tr>
</tbody>
</table>