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Avon and Somerset Constabulary
Avon and Somerset Criminal Justice Board
National Probation Service - Avon and Somerset
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 2014 has been developed in collaboration with local crime and community safety partner agencies. The assessment outlines the key issues, risks and threats that are likely to impact upon the crime and community safety environment between 2015 and 2017.

The key risks and influencing factors set out in the assessment will be used to inform planning and policy development for the 2015 to 2017 period, including the refresh of the Avon and Somerset Police and Crime Plan(s) and the grants and commissioning process for 2015-16.

KEY FINDINGS

- Local and national self-reported victimisation studies indicate that the risk of crime and ASB continues to fall across most crime categories. This has been supported by reductions in prolific acquisitive offending, youth offending and changes in the environment that have reduced the opportunity for offending to take place.

- Incidents of fraud and low-level acquisitive crime such as shoplifting and bilking are, however, increasing – as are the risks of being targeted on-line via cyber and cyber-enabled offending. Local and national research findings indicate that relative financial hardship, particularly amongst people under the age of 25 has increased over recent years. This has potential to stimulate demand in the market for stolen and counterfeit goods.

- Young people, people from Black and Minority Ethnic Communities and people with complex needs remain the groups at most disproportionate risk of victimisation. These groups are also least likely to report their victimisation to the police.

- Personally targeted offences such as domestic and sexual abuse, exploitation and hate crime remain substantially under-reported and as such, the true extent of victimisation remains unknown. It is these areas of ‘hidden harm’ that present the greatest safeguarding risks to vulnerable victims.

- Improvements in risk assessment, recording practices, intelligence, information sharing and confidence to report are, however, resulting in more ‘hidden harm’ and safeguarding cases being identified. Mental health demands also continue to increase as a result of growing need, improvements in the identification of vulnerable people and reductions in statutory service provision.

- These increasing demands are placing considerable strain on safeguarding agencies with demand pressures expected to increase further over the next three years. The capacity and capability of organisations to tackle and prevent crime facilitated on-line also remains limited.

- On-line activity presents some of the fastest growing areas of risk for victimisation and safeguarding. The last year has seen increases in identified cases of harmful sexual behaviour amongst young people (sexting and possession of illicit sexual images), stalking, harassment, grooming and other forms of sexual exploitation facilitated on-line - particularly via the use of social media and anonymous dating sites.

- Intelligence suggests that aspects of organised crime are becoming more diversified and sophisticated, particularly with regard to local drugs markets and criminal activity facilitated on-line. This is increasingly presenting new challenges for enforcement agencies.

- There are indications nationally that rural crime is becoming more targeted, with increases in the theft of high value farming machinery and associated rises in the value of stolen goods. Members of Rural / Farm Watch schemes are also less likely to feel that the police are dealing with the issues that matter in their area than other ‘watch’ members or local residents more generally.
• Drugs and alcohol remain significant drivers of victimisation and offending behaviour, however there are indications that substance misuse amongst those most vulnerable to being victims or offenders is in decline.

• The public’s priorities and expectations are clear and have generally remained static over recent years, with anti-social behaviour and road safety being the most prevalent community concerns. Public confidence in local policing has increased significantly over the last year, however public contacts indicate that resourcing constraints measures have potential to impact negatively on public perception.

• The number of people killed or seriously injured in the area has been increased since 2011, alongside a disproportionate increase in the number of motorcyclists killed and seriously injured on Avon and Somerset’s roads.

• The crime, community safety and criminal justice landscape continues to undergo rapid and extensive change as a result of political and economically driven reform. In some cases, this has led to the fragmentation of services, loss or dilution of specialist roles and knowledge and more complex delivery arrangements.

• Ongoing austerity measures are driving continued changes in the way local crime, community safety and criminal justice services are delivered. This is resulting in greater use technology and a tighter focus on vulnerability and priority issues, areas and neighbourhoods. Continued reductions in central government funding have potential to impact significantly upon performance and delivery over the next three years as the balance of resource and demand becomes more acute.

• Reductions in agency resources are also placing strain on capacity to undertake preventative activity which could be critical to reducing longer term future demand on all agencies. Prevention strategies could be better co-ordinated across agencies, particularly in reducing vulnerability to low level acquisitive crime and cyber-crime.

• 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 needs and cultures, and ensuring equality of access to local services.

CROSS-CUTTING PRINCIPLES

The following cross-cutting themes have been consistently highlighted throughout the PCNA and remain important components in delivering sustained improvements in crime and ASB reduction and community safety across Avon and Somerset:-

• Partnership working - With a focus on the most problematic cases and localities. Targeted multi-agency partnership approaches have been recognised as one of the main drivers of crime reduction over recent years and a clearer consensus over shared priorities and agendas will help to further improve outcomes.

• Prevention – Opportunities to improve the co-ordination of local preventative approaches are evident across all aspects of service alongside the potential for predictive analytics to improve resource allocation, prevention, early intervention and risk management. These opportunities could be maximised through improvements in the availability and quality of information and wider partnership collaboration.

• Exploiting new technology and techniques – particularly in response to the changing victim, offender and organisational environment, improving the efficiency and effectiveness of services and identifying and managing risk.

• Further alignment of strategic priorities – the priorities of statutory partner organisations are many and varied, however most partners share common strategic themes which include; supporting vulnerable victims - particularly victims of domestic and sexual abuse, reducing re-offending – with a predominant focus on acquisitive crime, and reducing the harm caused by drug and alcohol use.
KEY RECOMMENDATIONS

A shared cross-agency focus on the following factors is likely to drive further improvements in safety, public perception and wider criminal justice outcomes.

1. Supporting integrated and co-ordinated services that tackle the most problematic and complex needs of victims and perpetrators

   - Build upon learning from approaches such as Integrated Offender Management, Integrated Victim Care, the ‘Troubled Families’ initiative and the One Team Model of integrated priority neighbourhood working to ensure that diminishing resources are most effectively focused on the areas of greatest need.
   - Develop clarity and understanding across agencies with regard to roles, responsibilities and outcomes in response to priority individuals and locations, particularly with regard to the factors that drive vulnerability such as mental health, financial hardship and problematic substance misuse.

2. Strengthen prevention focus and support improvements in environmental design, safety and security to reduce risk of both traditional and on-line victimisation

   - Support the development of co-ordinated cross-agency prevention strategies and targeted education and early intervention approaches – particularly in response to emerging risks such as harmful sexual behaviour, low level acquisitive crime, cyber-crime and in areas of high demand such crime and ASB within the night time economy.
   - Maximise technology and techniques identifying, anticipating and preventing crime, victimisation and harm. Test and exploit opportunities for predictive analytic approaches across agencies.

3. Continue to improve the identification and response to ‘hidden harm’, particularly with regard to young people and BME communities

   - Work collaboratively to review and address current and future gaps in public protection and safeguarding capacity, advocacy and outreach across agencies.
   - Work with communities, local agencies and academia to develop a greater understanding of hidden harm, particularly by improving third party reporting, improving confidence amongst those least likely to report victimisation and supporting targeted training and awareness raising activity.

4. Support and empower local communities in tackling the issues that most affect them and promote targeted multi-agency problem solving approaches

   - Develop and enable volunteering and ‘active citizenship’ by promoting opportunities for engagement, ensuring initiatives such as PACT and ‘Watch’ groups have the support and information they need to be effective - particularly in tackling ASB, road safety and rural crime.
   - Raise awareness and maximise use of tools and powers available to communities and partners in preventing, tackling and responding to crime and ASB in their area, including problem solving methodologies, community trigger and the use of out of court disposals and restorative justice.
   - Work collaboratively to understand and support the needs of new and minority communities and ensure crime and community safety agencies are open, accessible and representative of their local communities and working together to empower community action through a One Team Model.
5. Ensure targeted youth provision is available, effective and focused on those most vulnerable to offending and victimisation

- Support targeted engagement activity with young people, particularly in improving trust and confidence in the police and other agencies and increasing opportunities for young people to report victimisation.
- Assess the impact and coverage of youth diversionary activities across Avon and Somerset, capture and disseminate good practice and respond to key gaps in service provision.

6. Develop understanding and responses to the threats of on-line criminality, particularly in reducing risk to those most vulnerable to harm and exploitation

- Develop understanding the scale and impact of cyber-crime and cyber-enabled crime and explore the potential for local organisations to counter these threats, particularly through education and awareness raising approaches.
- Review gaps in the technology, capacity and capability available to respond new criminal techniques and practices and seize opportunities to use technology and social media to make communities safer, including targeted engagement and greater use of open source intelligence.

7. Explore further opportunities for collaboration and partnership working to improve the resilience and effectiveness of local services as agency resources continue to reduce

- Strengthen strategic partnerships within and beyond Avon and Somerset and develop further clarity with regard to the shared vision, priorities and outcomes for crime and community safety.
- Promote innovation and maximise opportunities to work smarter – including co-location and integrated service delivery and the where there are clear benefits. In particular, support delivery of the Criminal Justice Efficiency programme and ‘ATLAS’ infrastructure programme in improving processes and use of technology, and roll out of the One Team Model supported by Home Office Innovation Funding.
- Maximise partnership opportunities to disrupt and dismantle organised criminality via local Organised Crime Partnerships, particularly in tackling the organised drug markets that impact upon the area.

8. Support continued improvements in training, standards and quality of service across crime and community safety agencies in delivering open and accessible services

- Drive improvements in the quality, recording, management and sharing of information within and between agencies, particularly in identifying and responding to vulnerability and informing our understanding of current and future risk.
- Collectively review gaps in services, specialist knowledge and expertise in view of significant changes to the crime, community safety and criminal justice environment, particularly where key roles have been lost or diluted.

The findings and recommendations included within this assessment will be used to inform development of the 2015-17 Police and Crime Plan and the Commissioners grants and commissioning process for 2015/16.
1. INTRODUCTION

1.1 PURPOSE AND SCOPE

The Avon and Somerset Police and Crime Needs Assessment (PCNA) was first produced in 2012 in line with new requirements for Police and Crime Commissioners to issue Police and Crime Plans and commission local services. Adopting an evidence-led approach, the PCNA aims to:

This is achieved by bringing together knowledge and information from a wide range of partner agencies, particularly via the environmental and organisational assessments that those agencies routinely produce. As a result, the PCNA also aims to share learning, understanding, good practice and innovation between areas and agencies. The main objectives of the PCNA 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 over the next three years
- Develop our understanding of impact and extent of victimisation and offending across Avon and Somerset, particularly with regard to vulnerable people and unmet need
- Identify shared organisational priorities, opportunities and areas for improvement by reviewing the local crime, community safety and criminal justice landscape
- Review public perceptions and feelings of safety in relation to crime and community safety to inform the Commissioner’s approach to local accountability

The PCNA is refreshed on an annual basis in line with partnership planning and business cycles.

1.2 METHODOLOGY

The PCNA was developed in line with recognised good practice for commissioning, developed in close consultation with partner agencies and compiled and co-ordinated by the Office of the Police and Crime Commissioner. The process comprised of four key phases:

Phase 1: Meta-analysis of partner agency assessment products detailed in Appendix 3.

Phase 2: Supplementary cross-agency analysis to address any significant gaps

Phase 3: Impact - Strengths, Weaknesses, Opportunities, Threats (SWOT) - assessment and prioritisation to identify key risks

Phase 4: Consultation and ratification, including partner and practitioner review comprising key service leads and professionals

For further information or to access previous versions of the Assessment please visit:


1 Including CIPFA/SOLACE, NOMS, APACE and Audit Commission guidance
2. AVON AND SOMERSET – THE CHANGING ENVIRONMENT

2.1 AVON AND SOMERSET
The Avon and Somerset area incorporates a diverse range of physical, economic and social environments spanning 1,855 square miles. It includes the cities of Bristol and Bath through to some of the most rural areas in England. 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 in identifying, understanding and responding to local need.

2.2 PEOPLE
Avon and Somerset has a resident population of around 1.63 million people which is projected to increase by 7.8% or 127,600 people by 2024. This projected population growth exceeds the national average, and is most notable in North Somerset (Weston-super-Mare and the new Weston Villages development), and amongst the populations aged 10 to 14 and aged 90 and above. Central Bristol also continues to see significant population growth as a result of new housing development and increased student accommodation.

Avon and Somerset’s overall resident population is less ethnically diverse than the national average, however diversity is increasing and there are significant differences across urban and rural areas. Bristol has several large long-standing communities from the Caribbean, Pakistan and

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2 Bristol is a national core city with a concentrated urban population of around 437,500
3 West Somerset has the sixth lowest population density of any local authority in England
4 National projected population growth rates of +7.1% between 2014 and 2024
5 2011 Census: 89% of Avon and Somerset’s resident population is White British, compared to 80.5% nationally
other Indian sub-continent areas and has seen large increases in its Somali and Eastern European population, particularly Polish residents, over recent years.

Around 96% of Avon and Somerset’s population are estimated to have English as their main language, which is higher than the national average (92%). The most prevalent non-English first languages spoken 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.

There are no reliable estimates of sexual orientation across Avon and Somerset, however the 2011 Census, found the area to have fewer same sex couples in civil partnerships per head of population than the national average - particularly in South Gloucestershire and Somerset. The proportion of same sex civil partnerships in Bristol, however, exceeded the national average by around 40%.

Levels of overall deprivation are below average in Avon and Somerset and the area as a whole has generally been less affected by economic austerity than most other areas of the country. There are however significant pockets of deprivation within Avon an Somerset, including areas of central Bristol, Lawrence Hill, Fillwood, central Weston Super Mare, Bridgwater, Taunton, Yeovil and Shepton Mallet which feature amongst the 20% most deprived areas nationally.

2.3 HEALTH

Avon and Somerset has a lower than average proportion of residents feeling that their day to day activities are limited as a result of long term health problems or disability, however reflecting the national picture, mental health needs are increasing as are the costs of treating them. While demand for mental health services is expected to continue to increase over the next 20 years, a government commitment to improving mental health service standards and available support is likely to reduce the collective impact of this rising demand on wider service providers.

Problematic drug use associated with cocaine, crack and heroin is in steady decline however the harms associated with illicit drug use continue to present significant risk - particularly in the urban areas where use is most heavily concentrated. While prevalence is in continued decline, the purity of heroin has increased locally over the last two years from around 9% to 20%.

Recent years have seen a continued increase in the use of recreational drugs in the night time economy, particularly new psychoactive substances (NPS) or ‘legal’ highs, Nitrous Oxide and Ketamine in Bristol and Somerset. NPS are readily accessible locally and online and can present an escalated risk of harm when mixed with other substances. Counterfeit tobacco is also widely available and in prevalent use, presenting long term health risks.

Alcohol misuse remains a significant driver of demand across many organisations, particularly in Bristol where alcohol-specific hospital admissions and rates of binge drinking are significantly higher than other comparable cities (Safer Bristol Strategic Assessment 2013).
higher than the national average\textsuperscript{13}. Alcohol-related hospital admissions, particularly amongst people aged 18 and under have been falling over the last three years in line with national trends, but remain significantly higher than average in BaNES, Mendip and South Somerset. Studies\textsuperscript{14} also indicate that levels of ‘binge drinking’ have fallen by around 12\% in the last year – a trend which has been attributed to both changing attitudes and reductions in the affordability of alcohol, particularly amongst the 18 to 30 age group. NHS statistics have identified significant reductions in the proportion of 16 to 26 year olds reporting that they have had an alcoholic drink in the previous week over the last decade (71\% down to 48\%).

2.4 ECONOMY

National\textsuperscript{15} and local\textsuperscript{16} research indicates many residents are facing increasing financial hardship as a result of falling household incomes\textsuperscript{17} – which have fell in real terms for the third consecutive year in 2012/13 – and rising costs of living\textsuperscript{18}. Avon and Somerset has seen above average increases in ‘hard pressed’ households - primarily those on low incomes or long term unemployed and in debt.

Demand for social and affordable housing continues to rise and outstrip supply across Avon and Somerset. The number of people assessed as homeless and in priority need has levelled off in Somerset at around 600, however, Bristol has seen increases since 2010/11, with further increases forecast for 2014/15. While there are currently around 500 traveller caravans in Somerset, a 2013 assessment identified the need for a further 341 residential pitches for Gypsy and Traveller accommodation by 2032.

The proportion of 16 to 18 year olds Not in Education, Employment or Training (NEET)\textsuperscript{19} in Avon and Somerset remains generally static and in line with the England and South West average (5.2\%). Although reducing steadily, the proportion of young people not in education, employment or training remains notably higher in Bristol (7.3\%). A government commitment to improving educational and vocational opportunities for young people is likely increase life chances for disadvantaged communities in the longer term.

2.5 TECHNOLOGY

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 with local people, they also create new opportunities for criminality and expose individuals, communities and organisations to new areas of vulnerability. Advances in encryption technology – particularly in the development of new private on-line networks or ‘darknets’ – are continuing to provide new environments for criminal activity.

\textsuperscript{13} Local Alcohol Profiles 2014, Public Health England, \url{http://www.lape.org.uk/}
\textsuperscript{14} Shepherd (2014), National Violence Surveillance network, Cardiff University
\textsuperscript{15} \url{http://www.jrf.org.uk/publications/monitoring-poverty-and-social-exclusion-2014}
\textsuperscript{16} Avon and Somerset Police and Crime Survey 2014
\textsuperscript{17} Real wages are falling at an annual rate of between 1.7\% (Consumer Price Index) and 2\% Retail Price Index
\textsuperscript{18} Increases in Consumer Price Index over the last year have been particularly evident in the areas of housing and utilities and tobacco (ONS – September 2014)
2.6 ORGANISATIONAL LANDSCAPE

Avon and Somerset’s Crime, Community Safety and Criminal Justice landscape continues to undergo rapid and extensive change as a result of politically and economically-driven reform. This period of change is set to continue over the next three years in light of ongoing austerity measures and political uncertainty and is likely to have a varied impact upon performance and delivery. In some cases, organisational change has led to the loss or dilution of specialist roles.

Significant developments in the last year have included the establishment of Community Rehabilitation Companies and a National Probation Service as part of the Transforming Rehabilitation agenda, a major re-configuration of the way Avon and Somerset Constabulary delivers its services, the opening of a three new PFI custody suites and new commissioning arrangements for restorative justice, victim services and drug arrest referral provision.

Public sector reform and government policy has seen a renewed focus on outcomes-led strategic commissioning approaches. In many cases, this involves 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.

All public sector partner organisations are facing significant budgetary challenges brought about by the last Government Comprehensive Spending Review. This is compounded in Avon and Somerset by the disproportionate effect of the government’s funding formula. These challenges are set to continue well into the next Comprehensive Spending Review and have potential to impact significantly upon performance and delivery over the next three years as the balance of resource and demand becomes more acute.

Improved collaboration and partnership working across the area remains a key driver of improvement, with the Police and Crime Commissioner taking responsibility for commissioning victim services, developing the restorative justice landscape and exploring opportunities for collaboration and greater integration of the three emergency services. The Police Reform and Social Responsibility Act 2012 placed a 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.

The last year has also seen a renewed focus on professional standards, openness and transparency marked by the introduction of the Code of Ethics for policing and a revised Code of Practice for Victims of Crime setting out the standards of service that victims of crime can expect from criminal justice organisations.

While the priorities of statutory partner organisations are many and varied, most partnership priorities share common strategic themes which include; supporting vulnerable victims - particularly victims of domestic and sexual abuse, reducing re-offending – with a predominant focus on acquisitive crime, and reducing the harm caused by drug and alcohol use.

The wider consequences of the changing demographic, economic, social and political environmental are profiled in further detail in relevant sections of this report.

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20 Home Secretary Speech ‘Lessons of Police Reform’ – 3rd September 2014
3. CHANGING PATTERNS OF CRIME AND ANTI-SOCIAL BEHAVIOUR

3.1 TRENDS IN OVERALL CRIME

The Crime Survey for England and Wales (CSEW) indicates that incidents of crime against households and adults fell by 14% nationally in 2013/14 reaching their lowest level since the crime survey began in 1981. These long-term reductions in traditional crime types reflect international trends and have continued despite changes in economic trends, employment rates and austerity measures that have impacted upon crime and policing resources.

By contrast, levels of police recorded crime saw no overall change in 2013/14 and moderate increases during the early part of 2014/15 – marking the first year to not show a reduction nationally since 2002/03 and locally since 2006/07. This emerging trend is largely a result of improvements in the quality of crime recording standards which limit the ability to directly compare trends in recorded crime post-2013.


While traditional crime types continue to fall, there is strong evidence to suggest that on-line crime is increasing considerably and often goes unreported. Nationally, one in three adults are estimated to have suffered crime on-line in the last year, compared to only one in five suffering crime off-line.

The majority of cyber offences recorded by the police in Avon and Somerset are cyber-enabled crimes – such as harassment via social network sites. ‘Pure’ cyber-crimes – such as hacking and denial of service attacks are less commonly reported and only account for 1% of those recorded.

21 The Crime Survey for England and Wales (formerly British Crime Survey) provides the most robust indicator of long term trends in overall crime victimisation rates at a local and national level. It should be noted, however, that the survey does not provide estimates for sexual offences, homicide, crimes against businesses and that have no victim. The survey also excludes victims aged 9 and under and those that are not resident in households.


22 Prompted by the Public Administration Select Committee (PASC) inquiry into crime statistics, and the UK Statistics Authority’s decision to remove the National Statistics designation from recorded crime.

23 Self-reported estimates for Avon and Somerset are based on national rates of unreported victim-based crime experienced in the 12 months prior to the interview carried out in that financial year (CSEW).
3.1.2 PRIORITIY AREAS AND NEIGHBOURHOODS

Risk of victimisation is highest in urban centres where it is compounded by concentrated populations, social and economic deprivation and the prevalence of drugs and alcohol. As the largest urban area within Avon and Somerset and a national ‘core city’, Bristol accounted for 42% of all recorded crime in 2013/14 – but only 27% of the area’s resident population.

While night-time economy hubs, such as Bristol city centre, Bath city centre, Weston-super Mare, Kingswood, Yeovil and Taunton have clearly defined profiles of demand, six neighbourhood-based strategic locations have been identified by the Constabulary on account of the high levels of deprivation and complex crime and community safety needs that they present. These include:-

- **Trinity**, where the risk of acquisitive crime, including burglary, vehicle crime and robbery have been falling over recent years, but remains higher than average

- **Easton**, where the risk of burglary has been falling over the last year, but remains higher than average

- **Filwood**, which displays a range complex needs, including ‘troubled families’\(^\text{24}\), problematic drug use and dealing and higher than average levels of reported domestic abuse, hate crime and serious acquisitive crime. Environmental ASB such as fly-tipping remains an issue in the area and around 52% of residents feel that ASB is a problem locally (compared to a Bristol average of 30%). Bristol’s Quality of Life Survey also identifies that levels of community cohesion are significantly lower than average.

- **Hartcliffe**, which also features a higher than average number of ‘troubled families’, problematic drug use and dealing, acquisitive crime, domestic abuse, hate crime and ASB. 45% of respondents to Bristol’s Quality of Life survey feel that ASB is a problem in the area. Educational attainment at 16 years remains significantly lower than the average for Bristol, which contributes towards limiting life chances for young people in the area.

- **St Pauls / Ashley ward**, which features higher than average levels of problematic drug use and dealing and acquisitive crime. The area also has a high level of individuals subject to supervision and is a focus for work to reduce the number of young people involved in street conflict. Despite these issues, the area has a strong sense of community and high levels of community cohesion exist. 74% of respondents to Bristol’s Quality of Life survey felt that people from different backgrounds get on well together compared to a city average of 60%.

- **Southward / Bournville – Weston-super-Mare**, which features higher than average concentrations of reported domestic burglary, domestic abuse and anti-social behaviour. A high volume of offences are linked to drug use and dealing in the area. The area also features above average levels of high-risk missing persons, including those with mental health problems and children in care. See section 9.3 for further details.

Fear of crime also remains a significant issue affecting the quality of life of local residents in particular areas of Avon and Somerset, however, including Southmead and Henbury, Hillfields, Eastville and Frome Vale (Bristol Quality of Life Survey) and Weston-Super-Mare (Place Survey).

\(^{24}\) Many of the ‘troubled families’ identified in Filwood have been done so on account of having one or more members who are involved in crime and ASB; have children not in school; have an adult on out of work benefits
3.1.3 ACQUISITIVE CRIME

Estimates from the Crime Survey for England and Wales indicate that theft offences fell by a further 10% in 2013/14 while police recorded theft offences in Avon and Somerset also fell by 2%.

Domestic burglary fell nationally by between 12% (CSEW) and 7% (police recorded crime) continuing the long-term reduction seen since the mid-1990s. Burglaries recorded by police in Avon and Somerset fell by 19% during the same period supported by improvements in response times, crime scene investigation (CSI) attendance and investigative standards. While this considerably outstripped the national reduction, most recent trends indicate that these reductions are unlikely to be sustained in 2014/15. Long term concentrations in domestic burglary have been identified in the areas of Trinity, Hartcliffe, Bournville, Kingswood and Bishopsworth.

Vehicle crimes (thefts of and from vehicles) continued to fall by around 8% nationally in 2013/14 based on self-reported victimisation rates, and by 6% locally based on police recorded crime statistics. This continues the long-term downward trend seen since the 1990’s, largely attributed to improvements in vehicle security and manufacturing (e.g. central locking, immobilisers). While incident rates are reducing, there are indications that offending is becoming increasingly targeted. The National Farmers Union Rural Crime Survey, for example, identified a 2% increase in the theft of high value tractors in 2014 and increases in lower value tractors being targeted that are not fitted with high-tech security systems. The cost of stolen quad bikes is also estimated to have increased by 14% in the last year. Catalytic converters continue to be stolen sporadically for their metal value. Long term concentrations in vehicle crime have been identified in the areas of Trinity and Hartcliffe.

Shoplifting recorded by police increased by 7% nationally during the year and by 9% in Avon and Somerset. Anecdotal evidence suggests that this is likely to be a result of a genuine increase in crime rather than any change in recording practices (ONS 2014). Avon and Somerset maintains an overall shoplifting rate (per 1,000 population) that is 23% higher than the national average – largely thought to be a reflection of positive relationships developed with local business communities and pro-active policing activity.

Reported fraud offences increased by 17% nationally on the previous year, although it is unclear to what extent this reflects improved recording practices following the move to centralised recording by Action Fraud. Self-reported victimisation indicates that 5.1% of plastic card owners were victims of card fraud in 2013/14, marking a statistically significant rise from 4.6% in the previous year (CSEW).

Financially motivated cyber-crime offences continue to increase locally and nationally. Viruses, malware and spyware used to disrupt internet services and access personal information remain the most common forms of cyber-crime in Avon and Somerset and there is anecdotal evidence that the targeting of mobile devices is increasing. The true extent of cyber-crime is masked by significant under-reporting, including larger companies that may not report incidents in order to minimise the negative reputational impact.

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25 The CSEW estimates that while the vast majority of vehicle thefts are reported to the police (97%), only around 37% of thefts from vehicles and attempted thefts of and from vehicles are ever reported.
27 Avon and Somerset Fraud Profile 2014/14, National Fraud Intelligence Bureau [RESTRICTED]
3.1.4 VIOLENT CRIME

Estimates from the Crime Survey for England and Wales indicate that violent crime fell by 20% in 2013/14. While some categories of police recorded crime increased during the year, this is largely considered to be a result of increased reporting and improved recording practices.

**Homicides** recorded by the police have been falling steadily over the last decade and in Avon and Somerset now average 14 per year. 11 homicides were recorded in Avon and Somerset in 2013/14, of which 2 were domestic homicides. These figures are in line with the national average. While rates of homicide continue to fall in the long term, it should be noted that the number of people killed or seriously injured in road traffic collisions has increased since 2011 (see section 3).

**Firearms-related offences** continued to fall throughout 2013/14, reducing by 6% nationally and 19% locally. Avon and Somerset maintains the 13th lowest rate of knife-related offences nationally, with only 3.4% of serious offences involving a knife or sharp instrument.

**Robbery** fell by 11% nationally and by 19% in Avon and Somerset in 2013/14. Most recent trends indicate that these reductions will not be sustained in 2014/15, following a steady increase in recorded offences since March 2014.

**Violence against the person** offences increased by 6% across England and Wales and 5% in Avon and Somerset in 2013/14, largely a result of ongoing improvements in compliance with crime recording standards. Violence against the person offences remain heavily concentrated within the night time economy – primarily in the areas of Bristol city centre, Weston super Mare, Bath City centre, Kingswood, Yeovil and Taunton. See 3.4 for further information.

‘Domestic’ violence accounts for around 30% of all violent crime with recorded offences with incidents having increased sharply since March 2014. Improved recording practices have been a significant factor in driving this increase while the Constabulary maintains a long term aspiration to increase confidence to report victimisation. Police in Avon and Somerset recorded around 8,000 domestic violence crimes in 2013/14. Domestic homicides remain in line with national average – indicating that over the next year, around 8 cases will be considered for a Domestic Homicide Review and 4 notifications will be received for domestic homicide-related suicide.

Domestic abuse, which incorporates both recorded crimes and recorded incidents remains substantially under reported across and beyond Avon and Somerset. Extrapolations based on the most recent Home Office estimates indicate that at least 46,370 women are likely to experience some form of domestic abuse over the next year and around 40% of women will have some history of domestic abuse. While the total level of victimisation is not known in Avon and Somerset, police recorded around 18,000 domestic abuse-related crimes and incidents in 2013/14. Of those, levels of repeat victimisation were most heavily concentrated in the areas of Filwood, Hartcliffe, Trinity, Bournville and Weston super Mare. The scale and extent of ‘honour’ based violence and forced marriage also remains unknown in Avon and Somerset, however the number of cases coming to the attention of authorities nationally has fallen by 12% in the last year to around 1,300.

**Sexual offences** recorded by the police increased by 20% nationally and 28% in Avon and Somerset in 2013/14, continuing the pattern seen over recent years. Within this category, reported rape offences increased by 27% nationally and 50% locally. Recent trends have been strongly affected by more victims coming forward to report offences following the Operation Yewtree investigations and improved compliance with recording standards.

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28 The ‘Yewtree Effect’ in the wake of investigations connected to Jimmy Saville (HMIC’s 2013 report ‘Mistakes were made’)

16
The last year has seen a rise of 50% in historic serious sexual offences dating back up to 20 years and further increases in reporting amongst male victims and those aged 45 to 54.

**Personally-directed cyber-enabled crimes** such as cyber bullying\(^{29}\), on-line stalking and harassment, sexting and sexual exploitation continue to increase, reflecting the growth in on-line opportunities to offend and the increasing popularity of anonymous dating and webcam-based social media sites. See section 5 for further details.

### 3.1.5 HATE CRIME

Levels of hate crime recorded by the police in Avon and Somerset are increasing, with recorded incidents having risen by 23% to around 1,680 a year and recorded crimes having increased by 25% to around 1,290 a year. These rises are reflected across all hate crime categories, including:

- **Racially aggravated offences** (+19%) with around 1,200 reported each year. This remains the most commonly reported motivating factor in cases of hate crime, both locally and nationally.

- **Race / faith related incidents** (+21%), with around 1,600 reported each year. This remains the second most common motivating factor in cases of hate crime locally and nationally.

- **Homophobic related incidents** (+51%), with around 260 reported each year.

- **Disability related incidents** (+40%), with around 120 reported each year.

Findings from the Crime Survey for England and Wales\(^{30}\) between 2011/12 and 2012/13 indicates that the majority of hate crime involve minor assault or vandalism – which together account for around two thirds of self-reported hate crime. This stands in contrast to the police recorded hate crime picture, in which around 50% are recorded as public fear, alarm or distress – a category which does not generally include physical violence.

The Crime Survey indicates that around 40% of hate crimes come to the attention of the police – a similar level to overall crime – however, the level of reporting has fallen from around 51% over the previous four years. This is thought to be a result of reduction in the overall severity of hate crime and the lower reporting rate for less serious offences.

The most common reason for not reporting incidents of hate crime to the police was because the victim felt that the police could do little about it (43% of incidents not reported).

\(^{29}\) Harassment by way of electronic devices which can include text messages, mobile phones, e-mails or internet scandal (www.actagainstbullying.org)

\(^{30}\) Overview of Hate Crime in England and Wales, December 2013, ONS and MOJ
3.1.6 DOMESTIC EXTREMISM AND TERRORISM

Domestic Extremism

The threat of domestic extremism remains significant in Avon and Somerset in light of the area’s social, economic and political profile. A range of factors within the Avon and Somerset area create potential for extremist activity, including:

Environmental triggers: The building of a new Nuclear Reactor at Hinkley Point, Minehead and the programme of badger culls in West Somerset continue to attract protest activity which has been predominantly low key and lawful. The exploration of opportunities for fracking in Somerset also creates potential for protest activity over the next year.

Political and Economic triggers: Bristol, in particular, remains a focal point for left wing activism and extremism, while upcoming Government elections and policy decisions with regard to public sector pay, remuneration and immigration have significant potential to increase risk of public disorder, protest and extremist activity. West Somerset is likely to see a significant increase in the migrant worker population over the next year as a result of the Hinkley Point development, which has potential to impact upon community cohesion in the area. The threat of anti-establishment attacks to police and other agency property also remains significant.

Terrorism

The current International Terrorism Threat is assessed as severe – meaning that a terrorist attack is highly likely. The threat from ‘lone actors’ and radicalisation of vulnerable individuals also remains high, particularly amongst vulnerable and marginalised groups, such as people in prison and disengaged young people.

Increases in international tensions, particularly in Syria and Iraq, are increasing the risk of attacks against the West, alongside ongoing threats relating to Al-Qaeda aligned ideology. Vulnerable communities and individuals have been identified in the Avon and Somerset area, particularly in relation to the Al-Shabaab youth movements and the area’s Somali community.

Work continues in Avon and Somerset as part of the ‘Prevent’ agenda which includes WRAP training and Channel referrals to identify and engage with individuals at risk of radicalisation and Health, Education and Higher Education (HEFE) activity to safeguard vulnerable people from harm.

The Government’s Serious Crime Bill 2012 also introduced new powers to reduce the potential threat posed by UK citizens and residents returning home after taking part in the Syria conflict.
3.1.7 ANTI-SOCIAL BEHAVIOUR

ASB remains the most common community safety issue faced by residents of Avon and Somerset with up to 360,900 individuals estimated to experience ASB in some form each year. By contrast, around 65,000 incidents were reported to the police locally – a figure which has fallen steadily over the last 7 years in line with national trends.

Self-reported victimisation has, however, remained relatively static over recent years with 27% experiencing ASB in the last year. More specifically, around 10% of residents have experienced ‘drink-related ASB’ in the last year (comparable to the national picture), while only 5% feel that ‘groups hanging around on the streets’ are an issue locally (9% nationally).

The majority of Police recorded ASB is classified as ‘nuisance’ (73%), with personally directed ASB accounting for around 22% of all incidents recorded. The remainder is classified as ‘environmental’. Recent years have seen a local and national focus on identifying and managing risk and vulnerability and, as such, the proportion of police recorded ASB victims assessed as vulnerable has increased from around 9% to 14% in the last year (around 8,500 recorded incidents).

ASB is heavily concentrated in the main urban 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. Specific issues and concentrations in ASB include:-

- Night time economy-related ASB in the areas of Bristol city centre, Bath city centre, Weston-super-Mare, Kingswood, Yeovil and Taunton. These are primarily concentrated on Friday and Saturday nights. The profile of night time economy-related ASB is well understood, allowing for more targeted preventative interventions to be exploited.

- Neighbourhood-based ASB concentrated in the areas of Bournville (Weston super-Mare), Trinity, Minehead/Burnham (seasonal tourism), Yate, Downend and Staple Hill and Patchway. Youth-related anti-social and intimidating behaviour in Weston super-Mare was also highlighted as a significant concern amongst residents consulted via PCC summer engagement events in 2014.

- Street drinking and aggressive begging in Bath City centre remains an area of focus for crime and community safety agencies in BaNES and a common issue of public concern.

Criminal damage offences are also estimated to have fallen by 17% in 2013/14 (CSEW), while levels recorded by the police continued to fall by around 8%.

Non-notifiable offences (e.g., being drunk and disorderly, speeding) are not included in the police recorded crime statistics or the Crime Survey for England and Wales. 1,100 Penalty Notices for Disorder were issued in relation to non-notifiable offences in 2013/14, marking a reduction of 31% on the previous year.

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31 Extrapolations based on the Crime Survey for England and Wales
32 Comparisons should be treated with caution given wide variation in the quality of decision making associated with the recording of ASB across police forces – ASB Review conducted by Her Majesty’s Inspectorate of Constabulary (HMIC). It should also be noted that ASB is a broad and often situation-specific category of incident types (A&S PCNA 2013)
33 CSEW amalgam of self-reported experience of ‘litter lying around’, people using or dealing drugs’, ‘teenagers hanging around on the streets’, ‘people being drunk or rowdy in public places’, ‘vandalism, graffiti and other deliberate damage’, ‘noisy neighbours and loud parties’ and ‘abandoned or burnt out cars’. 
3.2 ROAD SAFETY

Official statistics\(^{34}\) published by the Department for Transport indicate that the total number of road casualties have been falling steadily across Avon and Somerset since 2007, reflecting national trends. It is important to note, however that there are variances by injury type and area. While Bristol accounts for around 25% of all road collisions in Avon and Somerset, fatalities are more prevalent in rural areas due to the higher prevalence of 50mph and national speed limit roads.

Although the overall number of casualties continues to fall, the number of **People killed or seriously injured** (KSI) in road traffic collisions in Avon and Somerset increased by 4.4% between 2011 and 2013, compared to a national reduction of 6.2%. Estimates to March 2014 indicate that this trend has continued and is now being reflected nationally\(^{35}\). Although absolute numbers remain low, KSI rates have increased most notably in BaNES, South Gloucestershire and North Somerset. As the number of people slightly injured continues to fall, KSIs now account for around 12% of all reported collisions both locally and nationally. Serious and fatal collisions on 50 mph roads have also increased by 18% and 13% respectively over the last year.

**Motorcycle fatalities** have increased from 11 in 2012 to 19 in 2013. High powered motorcycles driven by those aged 40 to 50 are more likely to be involved in a collision that results in serious injury. The physical conditions of the road surface has been highlighted as a significant aggravating factor, with pot holes and utility covers creating a more hazardous driving environment for motorcycle users. Nationally, pedal cyclist and motor cyclist KSIs have both increased by 7% over the last year.

The re-commissioning of speed cameras\(^{36}\) across Avon and Somerset in 2014 and the wider use of mobile cameras is expected to impact positively on reducing excessive speed and the number of people killed and seriously injured in road traffic collisions. Research conducted by the Department for Transport (2003) found that road safety cameras directly reduced excessive speeding by 96% at fixed camera sites and 55% at mobile camera sites and led to an average reduction in those killed and seriously injured by 35% over a two year period. It is should be recognised, however, that the impact can vary significantly by site, and that factors other than speed can create potential for road traffic collisions. Other studies have similarly demonstrated the impact of vehicle activated signage (Winnett and Wheeler, 2002) and speed awareness education (Meadows, 2003) in reducing speeds and positively impacting upon driver attitudes and behaviour.

A new Avon and Somerset wide strategy and strategic lead for Roads Policing was established in 2014 which aims to reduce anti-social and criminal use of the roads, whilst working with partner agencies to improve road safety across the Avon and Somerset area and ensuring victims of road traffic collisions are provided with high quality support throughout investigations.

Work is also underway to improve the roll out, co-ordination, and support Community Speedwatch initiatives across the area, along with a programme of road safety engagement activity and problem solving approaches, jointly owned by Police and local partner organisations.

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\(^{35}\) Road deaths are estimated to have increased nationally over the last year, compared to increases in motor traffic levels of 3%

\(^{36}\) The Constabulary agreed to purchase all fixed speed cameras from each of council in Avon and Somerset in February 2014 and take over their maintenance and management. North Somerset has recently made the decision not to re-activate their cameras.
3.3 KEY INTERDEPENDENCIES – REDUCING CRIME AND ASB

A range of social, environmental and organisational factors are expected to impact positively on the reduction of crime and anti-social behaviour over the following year and should be recognised as critical interdependencies in planning and decision making. These include:-

CONTINUED MULTI-AGENCY COMMITMENT TO TACKLING MOST PROBLEMATIC AND COMPLEX NEEDS

Increasingly integrated offender management arrangements and improvements in partnership working have been identified by partners as critical factors in reducing crime and ASB since 2007 by tackling the underlying factors that drive offending. While IMPACT, IRIS, Troubled Families, MAPPA, MARAC and MASH approaches become increasingly embedded, there are clear opportunities to extend these principles through approaches such as ‘ID PARTNERS’, and multi-agency frontline working pioneered by the Halcon One Team.

EXPLOITING OPPORTUNITIES TO ANTICIPATE, PREVENT AND MANAGE CRIME AND RISK

In addition to known daily and seasonal variations in crime, predictive analytic techniques are providing new opportunities to better target resources in predicting and preventing crime and risk of harm. There are clear opportunities to maximise the benefits of these approaches through improvements in information sharing and the co-ordination of pro-active and preventative activity across agencies.

ONGOING IMPROVEMENTS IN SECURITY AND ENVIRONMENTAL DESIGN

Improvements in security have been amongst the most significant factors to drive overall crime reduction over recent years, particularly in reducing the opportunity for offenders to offend and the pay-off from offending. There are clear community and multi-agency opportunities to build upon these principles in reducing vulnerability to both physical and on-line crime through targeted prevention advice, target hardening and basic security.

Research has demonstrated the impact that environmental improvements can have on reducing risk of property crime, violent crime and ASB – and in improving road safety. Ongoing environmental improvements through approaches such as Secure By Design, street lighting and CCTV serve to further increase the risk to offenders of being of identified and improve security and surveillance within neighbourhoods (Neighbourhood Watch, Community Speedwatch) and the night time economy.

CONTINUED REDUCTIONS IN PROBLEMATIC DRUG AND ALCOHOL USE

Drug and alcohol misuse remain a significant criminogenic factors linked to the offending of in both acquisitive crime, violent crime and ASB (National Probation Service) – particularly in the Bristol and North Somerset areas. Discarded drug paraphernalia and overt drug dealing can also have a wider impact on neighbourhood perceptions and feelings of safety. Continued reductions in problematic drug and alcohol use will be supported by a sustained commitment to education and early intervention, improvements in treatment access and outcomes, drug arrest referral, appropriate use of enforcement and confiscation powers and market disruption.

37 Direct correlation between improvements in vehicle security and reductions in vehicle crime since the 1990s (Farrell et al, 2009). Homes with at least basic security (window/door locks) have nearly 10 times lower risk of being burgled than those without (Flately et al, 2010)

38 Impact of effective street lighting on burglary and car crime (Welsh and Farrington, 2008). CCTV was associated with small reductions in acquisitive crime in particular scenarios – e.g. car parks (Welsh and Farrington, 2008). A small but not significant reduction in crime was found in a number of studies evaluating the use of CCTV on public housing estates
3.4 KEY RISKS

The following factors are considered highly likely to impact upon the risk of crime and ASB over the next year.

NEW TECHNOLOGY AND TECHNIQUES FACILITATING AND INCREASING VULNERABILITY TO HARM

The offending environment is changing rapidly, with technology and on-line capability presenting new opportunities for cyber-crime, grooming, exploitation, stalking, harassment, the disposal of stolen and illicit goods and more sophisticated and organised offending. It is essential that relevant agencies have the enforcement and crime prevention tools and capability to tackle these emerging risks. While changes within Avon and Somerset Constabulary will see the introduction of Digital Media Investigators in 2014/15, opportunities should also be exploited with regard to information widely available on-line (open source intelligence), high tech crime capability and market disruption approaches to theft and handling.

INCREASING FINANCIAL HARDSHIP AND DEPRIVATION

The Avon and Somerset Police and Crime Survey indicates that the impact of financial constraints has increasingly affected spending decisions over the last year. Economic hardship, particularly where compounded by unemployment can be a significant stress factor on family relationships, a trigger for violence and abuse and a common factor impacting upon a victim’s perceived ability to leave an abusive relationship. Financial hardship can also drive demand for stolen and counterfeit goods and the markets that supply them. Recorded shoplifting and bilking offences have been rising steadily within Avon and Somerset alongside indicators of other increasing acquisitive crime pressures over recent months. There are clear opportunities to improve the support, advice, information and signposting available to those suffering financial hardship, particularly through integrated agency approaches in priority neighbourhoods.

REDUCTIONS IN RESOURCES AND CAPACITY ACROSS ORGANISATIONS

Fiscal constraints continue to severely impact upon the collective capacity of statutory agencies. These constraints are likely to become more acute over the next three years. Reductions in agency resources have impacted most notably on pro-active and preventative activity, including test purchasing and youth diversionary activity and a reduction of resources linked to neighbourhood policing teams. Opportunities should continue to be exploited to make best use of technology, volunteers and community and voluntary sector skills and capacity in building and maintaining resilience across these important areas of service.
4. VICTIMISATION AND SAFEGUARDING FROM HARM

4.1 RISK OF VICTIMISATION

The risk of being the victim of crime or anti-social behaviour is lower in Avon and Somerset than the national average, however this can vary significantly by location, personal characteristics and factors such as lifestyle and living circumstances.

Risk of victimisation is concentrated in urban centres where it is compounded by population density and higher social and economic deprivation (see strategic locations). While males account for around 78% of all recorded victims of crime, females are at higher risk of serious harm. Women for example account for 90% of all known victims of sexual offences, 77% of all known victims of domestic violence, 78% of adult safeguarding referrals and 92% of MARAC cases. It is important to note however, that males are less likely to report personal victimisation.

Risk of victimisation is also high amongst:-

- People with complex needs such as drug, alcohol or mental health issues. Research conducted by the mental health charity Mind indicates that around 71% of people with mental health problems have been ‘victimised’ in circumstances that they perceive to be related to their mental condition – a figure which rises to 90% amongst those in local authority housing. People with mental health conditions are also at disproportionately higher risk of being victims of physical (22%) and sexual assault (27%).

- Young people are at disproportionately high risk of experiencing most crime types, including serious crime. 16 to 24 year olds account for only 12% of the resident population, but make up 27% of all recorded victims of personal violence, are disproportionately affected by property theft such as theft of mobile phones. The Pupil Voices survey 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’, and children are believed to account for over 50% of all victims of rape. A focus group facilitated by the OPCC in January 2014 found that recurring ASB was seen as ‘normal’ amongst the young people taking part, with fear of retribution being a significant factor affecting a young person’s decision to report an incident to the police.

- Black and Minority Ethnic (BME) communities are over represented in almost all crime categories. This can, however be skewed by a higher proportion of BME communities residing in urban areas. BME individuals are at a proportionally higher risk of experiencing robbery, serious violence against the person, night time economy-related crime and hate crime in particular.

Lifestyle factors can significantly increase vulnerability to crime through exposure to facilitators such as alcohol consumption, particularly in the night time economy.

Web-based social media and the use of anonymous dating sites are increasingly common factors in cases of stalking, harassment, bullying, grooming and other forms of sexual

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39 Disproportionate Victimisation Problem Profile January 2012, Avon and Somerset [RESTRICTED]
40 Those with the most complex needs including the homeless, and those that are involved in sex work or prostitution are at disproportionately high risk of violence, threats of violence and other significant harms
http://www.drugscope.org.uk/POLICY+TOPICS/Prostitution+and+Substance+Use
41 Peak age of victimisation amongst reported victims of crime is 16 to 24
42 Schools Health Unit 2011
exploitation. The increase in children using and having access to social media via mobile devices also continues to present challenges in terms of safeguarding and law enforcement.\textsuperscript{43}

Other crime types, are more specifically targeted on the basis of a victims personal characteristics. BME communities, people with disabilities and gay, lesbian, bi-sexual and transgender communities, for example, are at disproportionately high risk of hate crime, while older people and people with disabilities are most likely to be targeted in cases of distraction burglary – although the prevalence of these offences remains low.

**Business Crime:** Businesses are estimated to report on average\textsuperscript{44} 10 incidents of crime each per year, with the vast majority of incidents going unreported. In Avon and Somerset, shoplifting offences account for almost 1 in 10 of all recorded crimes, and are also increasing - particularly in Bristol and Somerset. Small and medium enterprise companies are also particularly vulnerable to cyber-attacks, with many lacking target hardening expertise.\textsuperscript{45} The Federation of small businesses has reported that around 41% of businesses have suffered a cyber-crime in the last year.

**Rural crime** by nature impacts predominantly on the rural communities of Somerset\textsuperscript{46} and South Gloucestershire, but also in areas of Bath and North East Somerset and North Somerset. The 2014 Rural Crime Survey (NFU) indicates that while the overall risk of rural crime continues to fall, the risk of more targeted crime amongst rural and farming communities saw an increase in 2014. This was largely due to more targeted thefts of high value and older / less secure tractors (up by 2% nationally) and increases in the cost of livestock theft (up by around 25% nationally). The survey also reported a substantial rise in the opportunist theft of garden tools and ornaments. Fuel, tools and quad bikes remain the most commonly targeted items. The cost of rural theft is estimated to have increased by 5.2% in the last year.

### 4.1.1 VULNERABLE VICTIMS

The impact of crime can vary according to victim vulnerability, with the Victims Code of Practice setting the parameters for those that are eligible for enhanced entitlements to support.\textsuperscript{47} A victim will be identified as eligible for enhanced support if they fall into one or more of the following categories:

- The victim of serious crime, such as domestic abuse, sexual offences, hate crime, human trafficking/modern slavery, wounding kidnap or an offence endangering life
- Persistently targeted\textsuperscript{48} - Around 8% of victims experience a repeat offence within 12 months, however this is significantly higher in the case of domestic violence in particular. Once identified by the police, at least 18% of domestic abuse victims suffer a further offence within a 12 month period.
- Intimidated victim – where the service provider considers that the quality of evidence will be affected because of a victim’s fear or distress about testifying in court.

\textsuperscript{43} A&S SA 2014 [restricted]
\textsuperscript{44} 2012 and 2013 Commercial Victimisation Surveys – national estimate based on businesses surveyed across the six sectors of ‘manufacturing’ and ‘transportation and storage’ (2012) and ‘wholesale and retail’, ‘accommodation and food’, ‘arts, entertainment and recreation’ and ‘agriculture, forestry and fishing’ (2013). 7.3 million incidents of crime against businesses were recorded across England and Wales
\textsuperscript{45} National Fraud Intelligence Bureau 2013/14
\textsuperscript{46} Somerset’s population is classified as around 52% urban and 48% rural making it one of the ten most rural counties in England
\textsuperscript{47} This is based on the criteria in section 16 of the Youth Justice and Criminal Evidence Act 1999 for the court to determine eligibility for Special Measures.
\textsuperscript{48} Victims Code of Practice: Those that have been targeted repeatedly as a direct victim of crime over a period of time – particularly those deliberately targeted or are the victim of a sustained campaign of harassment or stalking
Vulnerable characteristics or where the quality of their evidence is likely to be affected on account of
- Being under the age of 18 at the time of offence –
- suffering from a mental disorder (Mental Health Act 1983) -
- having a significant impairment of intelligence and social functioning -
- having a physical disability or suffering from a physical disorder -

While the police flagged 5.4% victims of crime (3,738 individuals) and 9% (6,605 incidents) of all recorded ASB incidents as involving vulnerable people in 2012/13, predictive analytic software identified that around 27% of all crime victims in Avon and Somerset fall under one or more of the enhanced groups described in the new Victim’s Code.

The Lighthouse Integrated Victim Care approach will see improvements in the support and case management of vulnerable victims in an addition to a common needs assessment tool that will be used across agencies supporting victims in 2014. This will enable improvements in the profiling of vulnerable victims and their needs in 2015.

4.1.2 UNREPORTED CRIME AND HIDDEN HARM

A significant proportion of crime and ASB goes unreported to the police and other agencies. Reasons range from being perceived as too trivial, feeling that nothing could/would be done, feeling afraid of the consequences of reporting, feeling embarrassed, ashamed or that a victim will not be believed or taken seriously. Personally targeted offences that carry the greatest risk to vulnerable victims can often go unreported. Those least likely to report their victimisation include:-

- BME communities, particularly where there language or cultural barriers
- Male victims of personally targeted abuse, including domestic and sexual violence – although there are indications\(^{49}\) that this disparity is reducing
- Young people - often due to a feeling that they will not be believed, fear of retaliation or a lack of awareness of the services available. Findings from the CSEW 2012 indicate that while only 15% of 10 to 17 year olds report crime to the police, around 60% report incidents to teachers
- People with mental health conditions – research conducted by the mental health charity Mind indicates that around 30% of self-reported victims told no one about what had happened
- Larger businesses – who can experience high rates of low level crime and may be less likely to report cyber-crime or data theft on account of the potential reputational impact.

Local and national self reported victimisation surveys, research and intelligence has identified the prevalence of ‘hidden harm’ across the following offence types in particular:-

**Modern Slavery / Human Trafficking:** The number of human trafficking incidents reported to police has increased from 3 to 16 in the last year. While few in number, the number of identified cases involving the trafficking human beings for labour and sexual exploitation has been increasing locally, nationally and internationally over recent years. The police intelligence picture relating to modern slavery has improved significantly over the last year, particularly with regard to organised crime groups operating in Bristol and Yeovil. Offences are rarely carried out in isolation and are often linked with individuals who are involved in a range of other serious and organised crimes. The Anti-slavery Partnership is working to improve multi-agency information sharing and responses to modern slavery in Bristol, which continue to improve as awareness and intelligence is developed.

\(^{49}\) The proportion of male victims of sexual violence has increased from 10% to 14% in the last year
**Child Sexual Exploitation (CSE):** Crimes relating to Child Sexual Exploitation recorded by police in Avon and Somerset have doubled between 2012/13 and 2013/14 reaching just over 100 annually. This increase reflects improvements in identification, investigation and confidence to report victimisation – impacted in part by the national focus brought about by offences committed in Rotherham over the previous ten years. Prevalence estimates based on national research and a range of known risk factors indicate that at least 550 children are likely to be at high risk of CSE across Avon and Somerset, and over 220 children experiencing or having recently experienced CSE at any one time. Where victims are identified, they are most likely to be female (80%) and aged between 13 and 15. The majority of cases dealt with by police in 2012/13 were conducted off-line (77%), however research conducted by the University of Bedfordshire suggests that ‘it is rare to identify a case of CSE where technology is not a factor’ and the use of social media can often provide a gateway to offending. The NSPCC estimate that 5% of children in the UK suffer sexual abuse at some point during their childhood.

**Female Genital Mutilation (FGM)** understanding and intelligence is improving, marked by an increased local focus and targeted academic research in Bristol. Although there have been no FGM-related prosecutions to date, incidents reported to the police have increased by a third in the last year (16 cases). The majority or reported cases are identified as a result of medical complications, indicating that the true extent of victimisation is likely to be significantly higher. Communities thought to be predominantly affected include Somali, Sudanese and Sierra Leonean / West African communities.

Improving intelligence, understanding and awareness across all areas of hidden harm is critical to reducing risk, particularly through improvements in third party reporting. The Crime Survey for England and Wales estimates that 9% of victims of violent crime report their victimisation to other authorities, while young people are also more likely to tell peers about their victimisation.

4.1 **SAFEGUARDING**

Demands on safeguarding agencies are increasing as a result of growing need, reducing agency resources, improvements in processes for identifying risk and gaps in the consistency and coverage of safeguarding arrangements. Most notably:

- **Mental Health**-related ‘concern for safety’ have increased significantly over recent years impacted, in part, by increased need, reductions in statutory services and the citing of regional and local mental health facilities. 7 hospital based places of safety have now been established across Avon and Somerset for people picked up under S136 Mental Health Act. This has been bolstered by the opening of an additional 24 hour place of safety facility at Southmead Hospital in the last year.

- **Harmful sexual behaviour** amongst young people is increasing both locally and nationally, particularly where facilitated by the use of web-based communications and mobile phones (‘sexting’ etc). The increase in the number of young people with access to on-line adult material continues to present a significant safeguarding risk (see section 5)

- **Child protection** cases have increased by 19% over the last year, with over 6,500 crimes recorded annually. Around two thirds of child protection related crimes relate to domestic violence, with the NSPCC estimating that over 50% of known adult domestic violence cases involve children who are also directly abused. For children, the impact of witnessing domestic abuse can also have long term damaging effects, including a greater risk of those individuals perpetrating domestic abuse in later life.

50 Female Genital Mutilation in Bristol: An exploration of available data – Public Health England Where is the Trust, Barton Hill Settlement, March 2014
51 NSPCC (1997) - 55%; Farmer and Owen (1995) - 52%
Adult safeguarding cases have also increased by almost 70% in the last 12 months, with around 1,200 now being recorded each year.

Missing person demands have reduced by around 22% in the last year, primarily reflecting improvements in case and risk management processes. The volume of missing persons cases in Avon and Somerset, however, remains high, particularly in North Somerset – which has a higher than average proportion of older people in social care. Avon and Somerset is also a ‘net importer’ of young people in care – with this group in particular being at a significantly higher risk.52

Civil emergencies remain an ongoing risk within the Avon and Somerset Constabulary area which can include the risk of major incidents on the road networks and cyclical risks of localised flooding – as evidenced across the Somerset Levels in 2013/14. The management, mitigation and response to risk in these areas is co-ordinated through Avon and Somerset’s Local Resilience Forum, which includes agency mobilisation plans across local authorities, Health Organisations and voluntary agencies with a view to safeguarding the welfare and health of the public affected.

Harmful drug use: Illicit markets in new drug compounds and counterfeit tobacco continue to present risks in terms of public health in addition to facilitating organised criminal activity at a local, regional, national and international level

In many cases, the police are unlikely to be the first agency to identify cases safeguarding issues such as CSE. There are clear opportunities to:-

- Improve the use of community intelligence, partner agency information sharing and the quality of data and data management within and between agencies to ensure that safeguarding measures are effective53.

- Improve training and cultural awareness across key agencies within Avon and Somerset.

- Improve the assessment of victim needs and co-ordination of pathways for victims: The Lighthouse Integrated Victim Care approach is working to embed a common risk assessment tool amongst victim service providers and develop more consistent referral and support pathways54

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52 University of Bristol 2013
53 Bristol City Council’s Community Cohesion and Safety Scrutiny Commission highlighted, in relation to FGM that 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
54 Victims can be contacted by up to 18 different individuals from the statutory criminal justice agencies in routine cases, and even more in cases involving domestic abuse or sexual violence
4.3 KEY INTERDEPENDENCIES – VICTIMISATION AND SAFEGUARDING FROM HARM

A range of social, environmental and organisational factors are expected to impact positively on the reducing victimisation and safeguarding from harm over the following year and should be recognised as critical interdependencies in planning and decision making. These include:-

**BETTER INTEGRATION AND CO-ORDINATION OF VICTIM SERVICES**

Avon and Somerset’s pioneering Lighthouse Integrated Victim Care approach is working to reduce duplication, gaps in provision and improve the victim care through a single point of contact model. This will see improvements in signposting, referral to key services and support across the identified pathways of need for victims of crime – particularly amongst those that are vulnerable, intimidated, persistently targeted or victims of serious crime. Three Multi-agency Safeguarding Hubs (MASHs) will also be introduced in 2015 with embedded core partner staff, including Social Services, Health, Education and voluntary sector staff. ISVAs and IDVAs continue to be effective in supporting and empowering vulnerable victims of sexual and domestic abuse.

**IMPROVED IDENTIFICATION AND MANAGEMENT OF VICTIMS AND VULNERABILITY**

Organisational training, understanding and identification of hidden harm continues to increase, supported by the Lighthouse Integrated Victim care approach. The last year has seen significant improvements in crime recording practices, Primary Care records, assessment processes such as DASH and screening for domestic abuse which have resulted in more victims being identified and supported. Predictive analytic techniques are also being used to improve identification and management of vulnerable and repeat victims at the earliest opportunity. There are, however, clear opportunities to improve training and information sharing outside of the MARAC framework, roll out learning from well-embedded partnerships such as the Bristol Anti-slavery Partnership, improve case management for the most vulnerable victims of ASB and improve outreach, advocacy and support particularly amongst black and other minority ethnic women.

**INCREASED CONFIDENCE TO REPORT VICTIMISATION AND HIDDEN HARM**

Confidence amongst victims to report certain offences is increasing locally and nationally as a result of greater awareness and understanding and the high profile investigations in areas such as sexual abuse (Operation Yewtree55 and Child Sexual Exploitation (Rotherham - Metropolitan Council Report 2014). 2014 also saw the first UK prosecutions for FGM (London). While greater awareness and reporting serves to reduce the likelihood of offending and risk of victimisation, it is not known to what extent confidence to report is increasing across other areas of hidden harm, such as domestic violence and hate crime. There are clear opportunities to improve this understanding by encouraging third party reporting, supporting targeted research and analysis and evaluating the impact of education and awareness raising activity.

**GOVERNMENT POLICY AND LEGISLATIVE REFORM AND WIDER USE OF TOOLS AND POWERS**

Changes in legislation and national focus on enhanced protection for vulnerable victims of crime have included the Victims Code of Practice (December 2013), the EU Directive on the rights, support and protection of victims (to be implemented by November 2015), Ministry of Justice commitment to supporting victims of crime, the Modern Slavery Bill and Home Office proposals (August 2014) to strengthen the law to include an offence of domestic abuse. New tools and powers to protect and empower vulnerable victims have included have included Domestic Violence Protection Orders, Domestic Violence / Child Sex Offence Disclosure Schemes and Community Trigger, while the MOJ focus on extending community and restorative

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55 Mistakes were made. HMIC. 2013, Crime in England and Wales, ONS, 2014
justice approaches has clear potential to improve outcomes for and satisfaction amongst victims. It will be important to ensure that these approaches are rolled out in a co-ordinated and consistent manner and that their impact is maximised through relevant and effective training.

4.3 KEY RISKS

The following factors are considered highly likely to impact upon the risk of victimisation and harm over the next year.

REDUCTIONS IN RESOURCES AND CAPACITY ACROSS ORGANISATIONS

Fiscal constraints continue to impact severely upon the collective capacity of statutory agencies. These constraints are likely to become more acute over the next three years. Dis-investment and withdrawal of agency support to the multi-agency partnerships and projects that rely on them remains a significant risk as agencies are forced to retract to delivering their core responsibilities or providing minimum services. Reductions in organisational capacity as a result of increased demand and government austerity measures – particularly with regard to missing persons and mental health.

NEW TECHNOLOGY AND TECHNIQUES INCREASING RISK OF VICTIMISATION AND HIDDEN HARM

The offending environment is changing rapidly, with technology and on-line capability presenting new opportunities for cyber-crime, grooming, exploitation, stalking, harassment, the disposal of stolen and illicit goods and more sophisticated and organised offending. It is essential that relevant agencies have the enforcement and crime prevention tools and capability to tackle these emerging risks.

INTERIM IMPACT OF CHANGES IN VICTIM COMMISSIONING LANDSCAPE

Significant changes in victim commissioning arrangements and service providers are likely to impact upon local delivery in the short term as new processes and ways of working are embedded. It will be important to safeguard against the loss or dilution of specialist skills and knowledge where possible.

INCREASING VULNERABILITY AS A RESULT OF SOCIAL AND DEMOGRAPHIC CHANGE

Mental health demand is predicted to increase steadily over the next ten years which is likely to impact on levels of vulnerability to harm and abuse. The Mental Health Concordat was agreed in 2014 and a supporting action plan developed in recognition of this risk. Rapid growth in new migrant communities and increasing financial hardship also have potential to impact upon risk of victimisation, community tensions and ASB. Continued growth in on-line activity and vulnerable road users across Avon and Somerset also continue to present new areas of vulnerability. There are clear opportunities to further improve integrated public protection arrangements, multi-agency data sharing and planning and co-ordination in areas such as highways and housing policy.
5. CHANGING PATTERNS OF OFFENDING

5.1.1 OFFENDER LANDSCAPE

The profile and extent of known offending in Avon and Somerset continues to change in response to the changing environment. In the last year, this has been marked by:-

Youth offending (-19%) and the number of first time entrants into the youth justice system (27%) continue to fall across Avon and Somerset and nationally, reflecting a shared multi-agency focus on prevention and early intervention and increased use of out of court disposals such as restorative justice. Although population forecasts indicate that the 10 to 14 year old population will increase disproportionately over the next five years – particularly in Bristol – there is no evidence to suggest that this will impact upon youth offending rates.

Prolific offending is in steady decline in Avon and Somerset and nationally, due in part to improvements in the management of prolific offenders, reductions in problematic drug use and a multi-agency focus on the criminogenic factors that are most commonly liked to their offending - relationships, thinking and behaviour, alcohol and drug misuse. The number of prolific offenders being managed statutorily by the IMPACT programme has fallen by 7% over the last two years, but levelled off over recent months at around 700.

Dangerous offending: The number of dangerous offenders managed within the area has increased by around 21% over the last two years as a result of improved intelligence and risk management arrangements, changes in technology, policy and legislation\(^56\) and the citing of national institutions\(^57\). While this has implications for the resources required to manage dangerous offending locally, Registered Sex Offender caseloads and violent offender caseloads have only increased by 3% in the last year.

Local\(^58\) and national evidence\(^59\) suggests that perpetrators of sexual offending, Harmful Sexual Behaviour and in possession of indecent images are becoming younger. Bristol and Somerset Youth Offending Teams have identified increases in Harmful Sexually Behaviour amongst their caseloads – primarily low threshold cases, and almost half of those identified for grooming offences in the last year were under the age of 25.

Organised criminality: Improvements in the quality of intelligence and information sharing have seen the scope of known organised crime extend beyond the traditional focus on drug activity to include burglary, sexual offending and human trafficking. Avon and Somerset Constabulary, the Regional Zephyr Serious and Organised Crime Unit and the National Crime Agency continue to actively monitor and tackle over 50 organised crime groups (OCGs) comprising more than 400 key individuals within the area.

Intelligence suggests that organised criminality continues to become more sophisticated and diverse – with groups often involved in a range of criminal activity\(^60\). New offending methods and techniques continue to present new challenges for law enforcement agencies, including for example, the smaller cannabis factories spread over a greater number of sites

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\(^{56}\) The last year saw amendments to the Sexual Offence Act 2003 which enable lifelong registered sexual offenders to apply to be removed from the register

\(^{57}\) 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

\(^{58}\) Bristol and Somerset Youth Offending Team

\(^{59}\) Child Exploitation and Online Protection Agency (CEOP)

\(^{60}\) Offending groups previously linked to distraction burglary, for example have been linked to targeting of high value gold jewellery, ATM machines and burglaries targeting gaming and cigarette machines in public houses
Women offenders: Females account for around 20% of all crime suspects identified by the police – a proportion that has seen no significant change over the last three years. The extent of female offending, however, varies by crime type, with women more likely to commit low level acquisitive crimes (29% female), including shoplifting. By contrast, less than 3% of identified suspects of sexual offending were female in 2013/14 - and only 7% of identified suspects for burglary were female. Women offenders generally present a different criminogenic profile to male offenders, with emotional wellbeing and financial support being the most prevalent needs.

5.1.2 RE-OFFENDING

Re-offending is disproportionately skewed towards a minority of individuals. At a national level, for example, 24% of those who re-offend on four or more occasions account for 56% of all re-offences. Re-offending is most prevalent amongst those that:-

- Commit 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. In Avon and Somerset, shoplifting accounts for around 25% of all re-offences

- Serve 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

- Have drug-related needs – most notably opiates or cocaine. Drug treatment, therefore, remains a critical component in reducing re-offending

Proven reoffending rates across Avon and Somerset are broadly in line with the national average, with 26% of all offenders committing a further offence within 12 months and an average of 2.9 offences per re-offender. Although re-offending rates remain highest in Taunton, re-offending is reducing in this area, supported by targeted enforcement activity. Repeat offences amongst those being actively managed through integrated offender management programmes are often lower in severity than the initial offence, with offenders often being identified at an early stage as a result of intense supervision.

5.1.3 UNIDENTIFIED OFFENDING

The proportion of offenders that are identified and charged for recorded crimes in Avon and Somerset has remained relatively static at around 32% and fallen in volume in line with reductions in recorded crime over recent years. New categories for monitoring crime outcomes indicate that around 47% of investigations in Avon and Somerset are closed on account of no suspect being identified – which is broadly in line with the national picture. The likelihood on an offender being identified and charged can vary significantly by offence. New technology, improvements in intelligence, forensic capability and surveillance all have significant potential to increase the chance of an offender being identified.

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61 2012 Compendium of re-offending statistics and analysis, Ministry of Justice
62 The Offender Rehabilitation Act 2014 extends statutory supervision to offenders released from short term sentences
64 The likelihood of an investigation closing because no suspect has been identified is generally lower than average in Avon and Somerset - particularly in cases of robbery (44%) and criminal damage (63%) where around 56% and 73% of investigations nationally are closed for this reason
Burglary: 84% of burglary offences result in no suspect being identified. An audit of burglary suspects in 2014 demonstrated that identification relies heavily on the availability of intelligence relating to previous offending. Previous intelligence existed amongst 90% of suspects identified, with IMPACT offenders accounting for 24% of all suspects identified.

Organised Crime Groups: A HMIC Report in 2012 found the number identified in Somerset to be significantly lower than expected – indicating opportunities to improve the local intelligence picture. 21% of the Organised Crime Groups identified in Avon and Somerset are based in Somerset, despite the area representing 45% of the population and third of all recorded crime.

5.2 KEY INTERDEPENDENCIES – CHANGING PATTERNS OF OFFENDING

A range of social, environmental and organisational factors are expected to impact positively on tackling and reducing offending over the following year and should be recognised as critical interdependencies in planning and decision making. These include:-

CONTINUED MULTI AGENCY COMMITMENT TO TACKLING MOST PROBLEMATIC AND COMPLEX NEEDS

The Integrated Offender Management approach continues to receive strong support from the key partners of Police, National Probation Service, Community Rehabilitation Company, HM Prison Service, AIRS – Arrest Intervention Referral Service, Local Authorities and the Voluntary and Community Sector and remains a significant contributory factor in crime reduction – particularly in reducing acquisitive offending through the IMPACT model. There are clear opportunities to further embed these approaches outside of Bristol.

NEW TECHNOLOGY AND TECHNIQUES FOR IDENTIFYING AND TACKLING CRIMINALITY

Ongoing improvements in technology, forensic capability and surveillance continue to provide new opportunities to identify perpetrators of crime and ASB, including for example, improvements in ANPR infrastructure, property marking and predictive analytics to support targeted patrols and the use of body worn video. There are clear opportunities to improve the use of open source information, tracking software and the availability of intelligence particularly from local communities.

CONTINUED REDUCTIONS IN PROBLEMATIC DRUG AND ALCOHOL USE

Drug and alcohol misuse remain a significant criminogenic factors linked to the offending in acquisitive crime, violent crime and ASB (National Probation Service) – particularly in the Bristol and North Somerset areas. Avon and Somerset’s new force-wide Arrest Intervention and Referral Service (AIRS) has been working since April 2014 to consistently identify and refer problematic drug using offenders into treatment. Ongoing reductions in problematic drug and alcohol use also rely on a sustained commitment to education and early intervention, improvements in treatment access and outcomes and appropriate use of enforcement, market disruption and confiscation powers.

GOVERNMENT POLICY, LEGISLATIVE REFORM AND WIDER USE OF TOOLS AND POWERS

New legislation and wider enforcement tools and powers are helping to improve our capacity to tackle and reduce offending. This has included provisions brought about by the Serious Crime Act (Serious Crime Prevention Orders, Organised Crime Partnerships, overseas powers in relation to FGM, new tools to tackle cyber-crime and the drug trade), Modern Slavery Bill (Slavery and Trafficking Prevention Orders, increased sentences and stronger asset confiscation arrangements), ASB, Crime and Policing Act 2014 (new powers and responsibilities for local communities, police, health commissioning services and providers of social

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65 Around 2,000 potentially trackable items stolen in cases of burglary in 2012/13, only 5% were recovered
housing). The National Crime Agency (NCA) which was launched in October 2013 is also strengthening the local, regional and national response to organised crime, border policing, economic crime, child exploitation and online protection.

5.3 KEY RISKS

The following factors are considered highly likely to impact upon the risk of offending over the next year.

**REDUCTIONS IN RESOURCES AND CAPACITY ACROSS ORGANISATIONS – INCLUDING PREVENTION**

Fiscal constraints continue to severely impact upon the collective capacity of local organisations to manage and prevent offending. These constraints are likely to become more acute over the next three years. Particular areas of risk include the National Probation Service, Youth Offending, Community Rehabilitation Company and Constabulary resourcing and reductions in pro-active and preventative activity – including education and youth diversionary activity.

**NEW TECHNOLOGY AND TECHNIQUES EXTENDING THE REACH OF CRIME AND ORGANISED CRIME**

The offending environment is changing rapidly, with technology and on-line capability presenting new opportunities for more sophisticated and organised cyber-crime, grooming, exploitation, stalking, harassment, disposal of stolen and illicit goods and transfer of illegal assets via digital currencies. While changes within Avon and Somerset Constabulary will see the introduction of Digital Media Investigators in 2014/15, there are clear opportunities for agencies to improve their enforcement and preventative capability to tackle these emerging risks, and in particular exploit opportunities presented by the wealth of open source information available to identify dangerous, prolific and organised criminality on-line.

**CHANGES IN OFFENDER MANAGEMENT ARRANGEMENTS AND ORGANISATIONAL REFORM**

The offender management landscape continues to be affected by significant organisational reform, including the Transforming Rehabilitation agenda and the implementation of the Constabulary’s new operating model where offender management services are to be integrated under a new ‘MANAGE’ workstream. The interim impact upon delivery, information sharing and offender management outcomes are as yet unknown. Further changes will be implemented in 2015, include a shift towards a payment by results framework for those managed by the Community Rehabilitation Company.
6. THE CRIMINAL JUSTICE SYSTEM

6.1 THE CRIMINAL JUSTICE LANDSCAPE

The Criminal Justice System and the organisations that it comprises continue to undergo rapid and extensive change as a result of legal and political reform, increased austerity and a major programme to improve the efficiency and effectiveness of the services it delivers. This has included the disbanding of the Avon and Somerset Probation Trust, which has been replaced by Community Rehabilitation Companies with responsibility for low and medium risk offenders and the National Probation Service to work with high risk offenders, changes in the way victims are supported through the criminal justice system and a programme of work to improve the availability and take up of restorative justice approaches.

The Criminal Justice System is becoming more efficient and effective. In the last year, for example, the proportion of cracked cases in the Magistrates Courts fell from 34% to 32% while the number of individual hearings per case and the time taken between arrest/charge and first appearance have similarly shown improvements. This has been supported by improvements in case file quality, the digitalisation of the case file process and the streamlining of processes between agencies. Despite these improvements, the proportion of ineffective cases has increased from 13.4% to over 15% in the last year.

The use of Restorative Justice (RJ) is increasing within Avon and Somerset, supported by criminal justice and offender management services and Bristol’s ambition to become a restorative city. The development the RJ landscape has been relatively inconsistent and uncoordinated to date and there is a recognised need to address an imbalance of RJ maturity across organisations and areas, improve agency communication, information sharing and knowledge of RJ and increase public knowledge and awareness of RJ as an option which is available to them.

While the use of restorative and community justice is increasing, it is likely that demand on the CJS will increase over the next 12 months and be impacted by the re-commissioning of fixed speed cameras, further increases in reported sexual offences - particularly historical cases with longer trial lengths and increases in the reporting and identification of other vulnerable victims as a result of the Lighthouse Integrated Victim Care approach.

6.1.1 CRIMINAL JUSTICE OUTCOMES

Outcomes from police recorded crimes in Avon and Somerset are broadly reflective of the national picture with:

- 32% resulting in either a charge, caution, offence taken into consideration, Penalty Notice for Disorder, Cannabis Warning or a Community Resolution
- 22% not being progressed due to prosecution or evidential issues, or for not being in the public interest and
- 47% of investigations being closed on account of no suspect being identified. It should be noted, however, that this can vary significantly by offence type

[66 Cracked cases are trials that do not proceed on the day scheduled and do not require any further court time
67 Ineffective cases are trials that are not able to proceed on the day scheduled and require more court time – often as a consequence of administrative issues or prosecution witnesses or defendants being absent or unfit to proceed
68 Development of Restorative Justice in Avon and Somerset, Restorative Solutions, 2014
The rate of successful convictions amongst those that do reach the Crown or Magistrates courts has remained relatively static over the last three years at around 80%, but continues to exceed the national average by around 2%.

There is a recognised need in 2014/15 to maintain a focus on:-

- **Improving file and data quality:** An organisational focus on improving the quality of police case files resulted in the number meeting all 43 quality standards increasing from 25% to 73% in 2014. A continued focus will be required if these improvements are to be sustained. Similarly, the quality and accuracy of crime and incident recording, particularly in cases such as hate crime, domestic and sexual abuse is critical in ensuring victims are identified and cases are progressed through the criminal justice system.

- **Improving the effectiveness of criminal justice processes in court** by reducing unnecessary delays, the time taken for cases to reach trial, adjournments, and waiting times, and improving the ability for victims to give Victim personal Statements in court.

- **Improving outcomes for victims of domestic abuse:** 20% of domestic abuse crimes do not proceed to prosecution due to the victim declining to prosecute. A third that could proceed are then discontinued or withdrawn before they get to court, with the most common reason relating to the victims’ relationship with the perpetrator / not wanting to proceed because of their emotional or familial attachment.

2014/15 will also see Transforming Summary Justice introduced to the Magistrates Court System and consolidation of the digital working programme as it is moved into the court room.

### 6.1.2 SATISFACTION WITH THE CRIMINAL JUSTICE SYSTEM

Victim and witness satisfaction with the Criminal Justice System is complex given the range of interdependent organisations that have roles and responsibilities at different stages within the criminal justice process. Our understanding of victim experience is inconsistent and incomplete, particularly with regard to children and vulnerable victims. As there is a high degree of variation in the methodologies used to assess satisfaction, results are not directly comparable across services. In 2013/14, however:-

89% of victims of burglary, vehicle crime and violent crime were satisfied with the service they received from the police – with notably high\(^{71}\) rates of satisfaction amongst victims of burglary (94%) and with ease of contact (98%) and treatment (95%). **Satisfaction rates are lower amongst young victims of crime** (78%) and **victims with disabilities** (78%).

Satisfaction rates amongst Black and Minority Ethnic victims have increased over recent years to the extent that they are now broadly in line with that of non-BME victims (87%). Work is underway to improve our understanding of vulnerable victims of crime who are not included in the wider Home Office mandated victim survey.

Research indicates that the most significant drivers of satisfaction within the Criminal Justice System include treatment (being taken seriously and taking action), being kept informed, having expectations appropriately managed and the tailoring and coordination of services to meet individual needs.

There is a recognised need to **improve the qualitative understanding of victim satisfaction** across criminal justice services and amongst specific organisations.

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\(^{70}\) Avon and Somerset Domestic Abuse Problem Profile – September 2013

\(^{71}\) Satisfaction rates across these domain are within the top quartile of police forces nationally
6.2 KEY INTERDEPENDENCIES – CRIMINAL JUSTICE

A range of social, environmental and organisational factors are expected to impact positively on efficiency, effectiveness and outcomes within the CJ system over the following year and should be recognised as critical interdependencies in planning and decision making. These include:

ONGOING IMPROVEMENTS IN CRIMINAL JUSTICE PROCESSES AND FILE QUALITY

The Transforming Summary Justice plan continues to drive efficiencies within the Magistrates court improving case management, ensuring first hearings are more effective and securing more guilty pleas guilty pleas at an early stage in the prosecution process (Stop Delaying Justice fast tracking scheme). A similar programme of work continues with in the Crown Court, including the Early Guilty Plea Scheme. Dedicated training in response to the national HMIC/HMCPs inspection ‘Stop the Drift 2’ resulted in a sharp increase in the proportion of police case files meeting all 43 quality standards – this rose from 25% to 73% in 2014. Implementation of the Constabulary’s new Operating Model will see improvements in the way that the organisation is configured to ‘catch and convict’ offenders. There will also be a move towards digital working in the court room as the culmination of a three year digitalisation project.

ONGOING MODERNISATION AND IMPROVEMENTS CRIMINAL JUSTICE IT INFRASTRUCTURE

It is expected that the Digital Evidence programme to improve the digital capture of critical information at source (e.g. forensic, photography and other evidential case material) will be largely completed by 2016/17. Further improvements and integration of Police and CJ IT infrastructure will also result in live video links to court for police officers giving evidence in criminal proceedings, a new Case in Custody System, a new common platform for Courts and CPS and three new custody suites providing a more modern environment for managing and processing offenders.

EXPANSION OF RESTORATIVE AND SUMMARY JUSTICE

Legislative and policy reform is enabling a broader range of organisations and individuals to deal with the consequences of offending in more efficient and effective ways. This includes enabling single lay magistrates to deal with certain low-level uncontested cases. The use of Restorative Justice is increasing, with a number of pilots underway and independent panels being established to oversee the use of out of court disposals more generally. Bristol aims to become one of the foremost ‘restorative cities’ in the UK.

IMPROVEMENTS IN SUPPORT, COMMUNICATION AND VICTIM CARE

Work continues to improve the information available to victims regarding the process and progress of their case and the information the public need to inform their opinions on the quality and effectiveness of services provided in the area. Advice and advocacy roles, including IDVAs and ISVAs, continue to provide critical support to vulnerable people, while the Lighthouse Integrated Victim Care approach aims to better co-ordinated care and support across the Criminal Justice System. The re-commissioning of the Witness Service is also likely to have significant impact on available support.

IMPROVEMENTS IN EVIDENCE, INVESTIGATION AND FORENSIC RECOVERY

New technology, improvements in open source intelligence, forensic capability and surveillance are expected to impact positively upon the quality of available evidence. Avon and Somerset’s dedicated multi-agency resource for the investigating and supporting victims of Sexual Assault (Operation Bluestone) continues to provide an effective and victim-focussed approach to improving evidential opportunities criminal justice outcomes in cases of serious sexual assault.
6.3 KEY RISKS

The following factors are at risk of impacting negatively on criminal justice efficiency and effectiveness over the next year.

**REductions in Resources and capacity across organisations**

Fiscal constraints continue to severely impact upon the criminal justice system, most notably through reductions in court sittings. These limitations in capacity are likely to be exasperated over the coming year in light of potential increases in demand.

**Interim impact of major organisational change on performance and delivery**

Rapid and extensive change continues to affect all criminal justice agencies, with varied impact on staff, culture, and performance. The disbanding of the Probation Trust to form a Community Rehabilitation Company and the National Probation Service presents new challenges in terms of the management of individuals and information and engagement as the National Probation Service moves towards a wider regional (South West and South Central) geographic boundary. The practical and cultural impact of private offender management provision and the Payment by Results agenda are as yet unknown. CPS will also move to two operating bases and shift from a geographical structure to a more regionalised thematic one.

**Increased demands on the criminal justice system**

While the use of restorative and community justice is increasing, it is likely that demand on the CJS will increase over the next 12 months and be impacted by the re-commissioning of fixed speed cameras, further increases in reported sexual offences - particularly historical cases with longer trial lengths and increases in the reporting and identification of other vulnerable victims as a result of improvements in Avon and Somerset’s approach to Integrated Victim Care. CRCs will also be affected by new requirements to provide statutory supervision for those released from short term sentences which will significantly increase offender management workloads. Further court closures are also expected over the next year which will result in increased travel requirements – particularly for those in rural areas of Avon and Somerset.

**Gaps in services resulting in fragmentation of provision and delivery arrangements**

New commissioning arrangements could result in limited support for medium and low risk victims of crime who can be at greater risk as a consequence of limited support and are unlikely to be eligible for specialist services. Cuts to civil legal aid in 2013 have resulted in reductions in provision and the loss of some local knowledge and expertise. Proposals for changes to criminal legal aid are currently in consultation.
7. PUBLIC PERCEPTION AND COMMUNITY ENGAGEMENT

7.1 PUBLIC PERCEPTIONS AND PRIORITIES

Agencies within Avon and Somerset have consulted extensively over the last year on the perceptions and priorities of local people through targeted engagement events, routine correspondence and bespoke formal consultation such as the PCC’s Police and Crime Survey and Active Citizen’s Survey, and local authority level surveys and resident’s panels. This section explores some of the key findings from those consultation mechanisms.

7.1.1 PUBLIC EXPECTATIONS

Results from the Constabulary’s ‘Public Voice’ work found that the public’s expectation of the police service has not changed significantly over time in that 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
- Be accessible and approachable
- Tackle the issues that have greatest impact on their quality of life (ASB, road safety)

The ‘public voice’ in relation to criminal justice is also clear, with residents supporting:-

- 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 within Avon and Somerset has re-enforced the import ance of these principles and impact of daily interactions that service providers have with local people on a daily basis.

7.1.2 PUBLIC PRIORITIES

Public priorities for Policing and Community Safety have similarly seen no significant change over recent years, with little variation between residents randomly selected to respond to the PCC’s Police and Crime Survey\(^\text{72}\), people consulted via local engagement events and residents more actively engaged in processes such as Partners and Communities Together (PACT). The issues consistently highlighted include:-

- **Reassurance policing and police visibility:** 30% of residents responding to the Police and Crime Survey between April and September 2014 identified this as a priority – and around 35% of all respondents that were over the age of 65. Police visibility is strongly linked to public confidence, with 35% of those feeling that they did not have confidence in the police citing visibility as the main cause

- **Speeding traffic:** 23% of respondents to the Police and Crime Survey identified this as a priority in addition to 11% highlighting road safety more generally. Concern is significantly

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\(^{72}\) Avon and Somerset Police and Crime Survey 2013-2014: Randomised telephone survey of around 3,000 local residents
higher in the Somerset areas of Taunton Deane, Sedgemoor and South Somerset, where over 43% of respondents highlighted the issue as a priority. Concern about speeding traffic has increased marginally over the last year and remains one of the most significant issues identified through the PACT process.

- **Drug-related crime**: 10% of respondents to the Police and Crime Survey identified this as a priority. Drug use and dealing was highlighted as a prevalent priority amongst Bristol residents in particular consulted as part of PCC engagement events at via St Pauls’ Carnival, Bristol Pride and Harbourside Festival.

- **Anti-social behaviour**: 8% of respondents to the Police and Crime Survey identified ASB, vandalism and graffiti or litter / rubbish as a priority, with a further 4.5% identifying parking as a local priority. People aged 25 and under and residents within the South Somerset area are significantly more likely to list ASB as a local priority – with 18% highlighting the issue respectively. ASB also remains the most significant issue identified through the PACT process and is reflected as core priority through local Citizens Panel consultation.

- **Burglary**: 8% of respondents to the Police and Crime Survey identified burglary as a priority, with a similar proportion of residents identifying burglary and theft as a concern via PCC public consultation events. Although not statistically significant, BME residents, South Gloucestershire residents and people aged 25 and under appear more likely to list burglary as a local priority, with 16%, 12% and 10% highlighting the issue respectively.

Priorities can vary significantly by area with residents consulted in more rural areas of Avon and Somerset increasingly identifying theft of farmyard equipment and other rural crime as a local priority (OPCC 2014 engagement events in Frome and Dunster).

**Local Priorities – Police and Crime Survey 2014**
Reflecting national findings, around 24% of all residents do not have any priorities for policing and do not feel that there is anything that the police and council need to do to make their community safer. By contrast, only 4% of PACT areas reported that they had no priorities or issues of concern in 2013/14.

There are indications that neighbourhood satisfaction has been increasing over recent years, with Bristol’s Quality of Life Survey (2013) indicating that resident satisfaction with their neighbourhood has reached the highest level since the survey began in 2001 (84% satisfied). Similarly the proportion of people perceiving anti-social behaviour to be an issue in their area has reduced.

7.1.3 TRUST AND CONFIDENCE

The Crime Survey for England and Wales indicates that public confidence in the police in Avon and Somerset has risen sharply since December 2012 from 71% feeling confident that the police are dealing with the issues that matter locally to 79% in 2014 – placing the Constabulary amongst the top performing police forces nationally. These improvements have been sustained despite adverse media attention brought about by national issues such as policing standards, data integrity, the management of vulnerable people and police relationships.

Reflecting these findings, 77% of people consulted via the PCC engagement events in 2014 felt confident that the police were dealing with the issues that matter locally, as did 71% of Community Speedwatch members and 69% of Neighbourhood Watch members consulted via the PCC’s Active Citizen’s survey. Amongst members of Rural Watch schemes consulted, however, only 48% felt that the police were dealing with the issues that matter locally.

While the factors that have driven improvements in public confidence are not fully understood, the last year has seen a sustained focus on openness, transparency and improving local accountability. Work also continues to improve levels of engagement with local communities, particularly in promoting and supporting the Partners and Communities Together (PACT) process.

The impact of reductions in organisational capacity has potential to impact upon levels of public confidence over the coming year. Complaints against the police made to the PCC have increased by around 34% in the last 12 months, due in part to an increase in officers stating that they do not have the time or resources to deal with the complainants issue. Similarly, 35% of those feeling that they did not have confidence in the police cited ‘lack of visibility’ as the main cause.

7.2 COMMUNITY ENGAGEMENT AND ACTIVE CITIZENSHIP

Neighbourhood Watch: There are in the region of 1,900 Neighbourhood Watch Schemes in operation across Avon and Somerset covering an estimated 57,000 households. Around 28% of Neighbourhood Watches hold a meeting at least every six months, while more than two thirds of all watches meet either very occasionally (20%) or never (52%). The 2014 Active Citizen’s Survey found that while around 78% of watch members had confidence in the police, only 58% felt that

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73 IPSOS Mori, 2013 - around 20% of people polled 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
74 https://www.avonandsomerset.police.uk/your-area/report
75 Each Neighbourhood Watch scheme covers an average of around 30 households
their scheme had an effective relationship with the police and only 47% felt that the police deal with the issues that their watch identifies.

**Community Speedwatch:** There are in the region of 120 Community Speedwatch schemes in operation across Avon and Somerset, with over a third operating at least once a week in their area. The Active Citizen’s Survey 2014 found Community Speedwatch members to generally have a high level of confidence in the police (83%), however, only 58% felt that their scheme had an effective relationship with the police and just under a half (49%) felt that the police deal with the issues their watch identifies.

**Rural Watch / Farm Watch / Horse Watch:** There are in the region of 2,200 Farm Watch, 1,040 Horse Watch and 390 Rural Watch members across Avon and Somerset. This group was identified via the Active Citizen’s Survey 2014 to have a significantly lower level of confidence in the police (61%), be less inclined to feel that the police are dealing with the things that matter (48%) and be less likely to agree that the police deal with the issues their watch identifies (29%).

There are indications that levels of ‘active citizenship’ are steadily increasing across Avon and Somerset. The proportion of people involved in voluntary work for a charity or community organisation in Bristol (28%), for example, has been increasing steadily over the last eight years, while around a quarter of adults are estimated to volunteer at least once a month in South Gloucestershire.
7.3 KEY INTERDEPENDENCIES – COMMUNITY ENGAGEMENT AND PERCEPTION

A range of factors are expected to impact positively on community engagement and perception over the following year and should be recognised as critical interdependencies in planning and decision making. These include:

TARGETED LOCAL PROBLEM SOLVING ACTIVITY

Targeted locality-based activity and problem solving, such as the Halcon One Team (One team approach) and the ‘ID PARTNERS’ methodology have significant potential to improve neighbourhood perceptions and public confidence in areas of greatest need.

IMPROVEMENTS IN THE AVAILABILITY OF INFORMATION - KEEPING RESIDENTS INFORMED

Avon and Somerset Constabulary continues to develop and review its approach to community engagement, with recent developments including an Engagement Strategy. Providing Better Information to the Public has been identified as a key driver of public confidence (Wunsch and Hohl 2009). The introduction of CrimeMapper and automated processes for providing communities with relevant and timely information are helping to keep local people informed and updated. The Constabulary launched a new website in 2014.

TECHNOLOGICAL IMPROVEMENTS INCREASING AGENCY VISIBILITY AND ACCESSIBILITY

Investment in technology such as mobile data is working to increase the visibility, availability and accessibility of officers within local communities. This is being supplemented by the increased use of tools such as social media to improve engagement and accessibility as central government funding reduces.

ORGANISATIONAL IMPROVEMENTS IN CULTURE, STANDARDS, OPENNESS AND TRANSPARENCY

Audit, inspection and community feedback processes continue to highlight areas for improvement in the way Avon and Somerset Constabulary serves local communities. A programme of work to review the culture of the service in line with the new Code of Ethics commenced in 2014. The Police and Crime Commissioner role continues to ensure that the voice of communities is heard in policing and increase the level of public influence over police and partnership priorities. There remains significant potential, however for greater politicisation of policing as part of the current political climate.

IMPROVEMENTS IN SUPPORT AND CO-ORDINATION OF VOLUNTEERS AND ACTIVE CITIZENSHIP

Initiatives such as Neighbourhood Watch and Community Speedwatch play important roles in keeping communities safe and reducing fear and the impact of crime. The Constabulary is working to review the way it supports these groups in line with the new Engagement Strategy and in response to a 2014 Active Citizen’s Survey. The Commissioner is also working with the Constabulary to increase opportunities and take up of roles within the Special Constabulary and volunteering roles.
7.4 KEY RISKS

The following factors are at risk of impacting negatively on community engagement and perception over the next year.

**REDUCTIONS IN AGENCY RESOURCES AND CAPACITY – WITHDRAWAL OF PARTNERSHIP FUNDING**

Fiscal constraints continue to severely impact upon the criminal justice system, most notably through reductions in court sittings. These limitations in capacity are likely to be exasperated over the coming year in light of potential increases in demand. HMIC identified that nationally, ‘the police workforce plans reduce by over 34,000 people by March 2015; this means that over the spending review period, three posts in every 20 would have been removed.....However, reductions of this magnitude have an adverse effect on the amount of work that can be done to prevent crime and protect the public.’ (HMIC, Meeting the Challenge VtP4 Report)

**THE LOSS OF EMBEDDED NEIGHBOURHOOD POLICING TEAMS AS PART OF THE NEW OPERATING MODEL**

HMIC identified ‘growing concerns...that neighbourhood policing risks being eroded in some places’ (HMIC, Meeting the Challenge VtP4 Report). Complaints against the police made to the PCC have increased by around 34% in the last 12 months, due in part to an increase in officers stating that they do not have the time or resources to deal with the complainants issue. Similarly, 35% of those feeling that they did not have confidence in the police cited ‘lack of visibility’ as the main cause.

**INTERIM IMPACT OF MAJOR ORGANISATIONAL CHANGE ON PERFORMANCE AND DELIVERY**

Rapid and extensive change continues to affect all criminal justice agencies, with varied impact on staff, culture, and performance.
8. CONCLUSIONS AND RECOMMENDATIONS

8.1 KEY FINDINGS

- Local and national self-reported victimisation studies indicate that the risk of crime and ASB continues to fall across most crime categories. This has been supported by reductions in prolific acquisitive offending, youth offending and changes in the environment that have reduced the opportunity for offending to take place.

- Incidents of fraud and low-level acquisitive crime such as shoplifting and bilking are, however, increasing – as are the risks of being targeted on-line via cyber and cyber-enabled offending. Local and national research findings indicate that relative financial hardship, particularly amongst people under the age of 25 has increased over recent years. This has potential to stimulate demand in the market for stolen and counterfeit goods.

- Young people, people from Black and Minority Ethnic Communities and people with complex needs remain the groups at most disproportionate risk of victimisation. These groups are also least likely to report their victimisation to the police.

- Personally targeted offences such as domestic and sexual abuse, exploitation and hate crime remain substantially under-reported and as such, the true extent of victimisation remains unknown. It is these areas of ‘hidden harm’ that present the greatest safeguarding risks to vulnerable victims.

- Improvements in risk assessment, recording practices, intelligence, information sharing and confidence to report are, however, resulting in more ‘hidden harm’ and safeguarding cases being identified. Mental health demands also continue to increase as a result of growing need, improvements in the identification of vulnerable people and reductions in statutory service provision.

- These increasing demands are placing considerable strain on safeguarding agencies with demand pressures expected to increase further over the next three years. The capacity and capability of organisations to tackle and prevent crime facilitated on-line also remains limited.

- On-line activity presents some of the fastest growing areas of risk for victimisation and safeguarding. The last year has seen increases in identified cases of harmful sexual behaviour amongst young people (sexting and possession of illicit sexual images), stalking, harassment, grooming and other forms of sexual exploitation facilitated on-line - particularly via the use of social media and anonymous dating sites.

- Intelligence suggests that aspects of organised crime are becoming more diversified and sophisticated, particularly with regard to local drugs markets and criminal activity facilitated on-line. This is increasingly presenting new challenges for enforcement agencies.

- There are indications nationally that rural crime is becoming more targeted, with increases in the theft of high value farming machinery and associated rises in the value of stolen goods. Members of Rural / Farm Watch schemes are also less likely to feel that the police are dealing with the issues that matter in their area than other ‘watch’ members or local residents more generally.

- Drugs and alcohol remain significant drivers of victimisation and offending behaviour, however there are indications that substance misuse amongst those most vulnerable to being victims or offenders is in decline.

- The public’s priorities and expectations are clear and have generally remained static over recent years, with anti-social behaviour and road safety being the most prevalent community concerns. Public confidence in local policing has increased significantly over the last year, however public contacts indicate that resourcing constraints measures have potential to impact negatively on public perception.
The number of people killed or seriously injured in the area has been increased since 2011, alongside a disproportionate increase in the number of motorcyclists killed and seriously injured on Avon and Somerset's roads.

The crime, community safety and criminal justice landscape continues to undergo rapid and extensive change as a result of political and economically driven reform. In some cases, this has led to the fragmentation of services, loss or dilution of specialist roles and knowledge and more complex delivery arrangements.

Ongoing austerity measures are driving continued changes in the way local crime, community safety and criminal justice services are delivered. This is resulting in greater use technology and a tighter focus on vulnerability and priority issues, areas and neighbourhoods. Continued reductions in central government funding have potential to impact significantly upon performance and delivery over the next three years as the balance of resource and demand becomes more acute.

Reductions in agency resources are also placing strain on capacity to undertake preventative activity which could be critical to reducing longer term future demand on all agencies. Prevention strategies could be better co-ordinated across agencies, particularly in reducing vulnerability to low level acquisitive crime and cyber-crime.

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 needs and cultures, and ensuring equality of access to local services.

CROSS-CUTTING PRINCIPLES

The following cross-cutting themes have been consistently highlighted throughout the PCNA and remain important components in delivering sustained improvements in crime and ASB reduction and community safety across Avon and Somerset:

- **Partnership working** - With a focus on the most problematic cases and localities. Targeted multi-agency partnership approaches have been recognised as one of the main drivers of crime reduction over recent years and a clearer consensus over shared priorities and agendas will help to further improve outcomes.

- **Prevention** – Opportunities to improve the co-ordination of local preventative approaches are evident across all aspects of service alongside the potential for predictive analytics to improve resource allocation, prevention, early intervention and risk management. These opportunities could be maximised through improvements in the availability and quality of information and wider partnership collaboration.

- **Exploiting new technology and techniques** – particularly in response to the changing victim, offender and organisational environment, improving the efficiency and effectiveness of services and identifying and managing risk.

- **Alignment of strategic priorities** – while the priorities of statutory partner organisations are many and varied, most partnership priorities share common strategic themes which include; supporting vulnerable victims - particularly victims of domestic and sexual abuse, reducing re-offending – with a predominant focus on acquisitive crime, and reducing the harm caused by drug and alcohol use.
8.2  KEY RECOMMENDATIONS

A shared cross-agency focus on the following factors is likely to drive further improvements in safety, public perception and wider criminal justice outcomes.

1. Supporting integrated and co-ordinated services that tackle the most problematic and complex needs of victims and perpetrators

   - Build upon learning from approaches such as Integrated Offender Management, Integrated Victim Care, the ‘Troubled Families’ initiative and the One Team Model of integrated priority neighbourhood working to ensure that diminishing resources are most effectively focused on the areas of greatest need.
   - Develop clarity and understanding across agencies with regard to roles, responsibilities and outcomes in response to priority individuals and locations, particularly with regard to the factors that drive vulnerability such as mental health, financial hardship and problematic substance misuse.

2. Strengthen prevention focus and support improvements in environmental design, safety and security to reduce risk of both traditional and on-line victimisation

   - Support the development of co-ordinated cross-agency prevention strategies and targeted education and early intervention approaches – particularly in response to emerging risks such as harmful sexual behaviour, low level acquisitive crime, cyber-crime and in areas of high demand such crime and ASB within the night time economy.
   - Maximise technology and techniques identifying, anticipating and preventing crime, victimisation and harm. Test and exploit opportunities for predictive analytic approaches across agencies.

3. Continue to improve the identification and response to ‘hidden harm’, particularly with regard to young people and BME communities

   - Work collaboratively to review and address current and future gaps in public protection and safeguarding capacity, advocacy and outreach across agencies.
   - Work with communities, local agencies and academia to develop a greater understanding of hidden harm, particularly by improving third party reporting, improving confidence amongst those least likely to report victimisation and supporting targeted training and awareness raising activity.

4. Support and empower local communities in tackling the issues that most affect them and promote targeted multi-agency problem solving approaches

   - Develop and enable volunteering and ‘active citizenship’ by promoting opportunities for engagement, ensuring initiatives such as PACT and ‘Watch’ groups have the support and information they need to be effective - particularly in tackling ASB, road safety and rural crime.
   - Raise awareness and maximise use of tools and powers available to communities and partners in preventing, tackling and responding to crime and ASB in their area, including problem solving methodologies, community trigger and the use of out of court disposals and restorative justice.
   - Work collaboratively to understand and support the needs of new and minority communities and ensure crime and community safety agencies are open, accessible and representative of their local communities and working together to empower community action.
5. Ensure targeted youth provision is available, effective and focused on those most vulnerable to offending and victimisation

- Support targeted engagement activity with young people, particularly in improving trust and confidence in the police and other agencies and increasing opportunities for young people to report victimisation.
- Assess the impact and coverage of youth diversionary activities across Avon and Somerset, capture and disseminate good practice and respond to key gaps in service provision.

6. Develop understanding and responses to the threats of on-line criminality, particularly in reducing risk to those most vulnerable to harm and exploitation

- Develop understanding the scale and impact of cyber-crime and cyber-enabled crime and explore the potential for local organisations to counter these threats, particularly through education and awareness raising approaches.
- Review gaps in the technology, capacity and capability available to respond new criminal techniques and practices and seize opportunities to use technology and social media to make communities safer, including targeted engagement and greater use of open source intelligence.

7. Explore further opportunities for collaboration and partnership working to improve the resilience and effectiveness of local services as agency resources continue to reduce

- Strengthen strategic partnerships within and beyond Avon and Somerset and develop further clarity with regard to the shared vision, priorities and outcomes for crime and community safety.
- Promote innovation and maximise opportunities to work smarter – including co-location and integrated service delivery and the where there are clear benefits. In particular, support delivery of the Criminal Justice Efficiency programme and ‘ATLAS’ infrastructure programme in improving processes and use of technology, and roll out of the One Team Model supported by Home Office Innovation Funding.
- Maximise partnership opportunities to disrupt and dismantle organised criminality via local Organised Crime Partnerships, particularly in tackling the organised drug markets that impact upon the area

8. Support continued improvements in training, standards and quality of service across crime and community safety agencies in delivering open and accessible services

- Drive improvements in the quality, recording, management and sharing of information within and between agencies, particularly in identifying and responding to vulnerability and informing our understanding of current and future risk.
- Collectively review gaps in services, specialist knowledge and expertise in view of significant changes to the crime, community safety and criminal justice environment, particularly where key roles have been lost or diluted.

The findings and recommendations included within this assessment will be used to inform development of the 2015-17 Police and Crime Plan and the Commissioners grants and commissioning process for 2015/16.
9.1 BATH AND NORTH EAST SOMERSET

ENVIRONMENTAL FACTORS

Crime concentrated in the areas of Twerton/Southdown
Retail crime concentrations - Southgate Centre
Public concern over street drinking in Bath City Centre
Burglary levels in City Centre hotspot
Areas of higher than average deprivation in South West Bath and areas of rural isolation
Changing demographic profile and greater demand for interpretation/language services
Alcohol-related violent crime and disorder concentrated in the Night Time Economy
Significant under-reporting of domestic violence: It is estimated that only 17-20% is reported
Increases in the number of children with ‘notifications of children with domestic violence’
Varied Victim Support Services across the area leading to duplication of activity and cost
Fear of crime amongst older people (26% of those aged 70 or over feel unsafe in their area at night) and young people (22% of secondary pupils, and between 29% and 44% of primary school pupils afraid of going to school because of bullying at least sometimes - Pupil Voices – Schools Health Unit 2011)

KEY ACTIVITY

Connecting Families (Troubled Families Agenda) - significant progress has been made in the last year in delivering against the Payment By Results framework

IMPACT offender management tackling re-offending amongst the most prolific and persistent offenders

Hate crime Case Review Panels: Multi-agency group who dip sample cases for lessons learned

Southside Project providing professional support to survivors of domestic violence through 7 trained IDVAs and 100 registered volunteers to over 4,800 domestic abuse victims since 2009. The project gained CADA leading light accreditation an test practice and continues to develop the service through buddyng 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, VAWG (men & boys), single victim support and hate crime service. Community Champions, Voluntary and Resident groups and Charities supporting Victim Advocates through volunteers

Through Bath & North East Somerset’s membership of the Public Service Transformation Network, partners have been brought together in a series of service redesign workshops to map the process of tackling domestic abuse, with a view to ensuring more focused services for victims. This work has built on the highly-regarded Domestic Abuse Problem profile which contained high-quality data relating to Safeguarding and Domestic Abuse (highlighted in last year’s report). The outcomes of this material have been refined into a Draft Business Case which focuses on earlier intervention and better data sharing. This has formed the basis for an Expression of Interest to the Government’s Transformation Challenge to link with the Integrated Victim Care programme which has now been progressed to “full bid” stage

The delivery of the “IRIS” programme to create a clear referral pathway for domestic violence for GP surgeries. Initially IRIS has been jointly funded by the PCC and CCG for a period of 3 years. The IRIS approach is endorsed by the Royal College of Practitioners and by the NICE Guidelines on domestic abuse 2014.

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.
Bringing together community safety, adults and children’s safeguarding professionals to explore new ways of working, including information sharing through the “Multi Agency Safeguarding Hub” concept

MARAC sub group of IVASP runs quarterly multi agency domestic abuse awareness training, issues covered during 2013/14 include honour based violence and forced marriage. The next session will run in October 2014

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
- Integrated Victim Care: BaNES has been working with the Lighthouse Integrated Victim Care programme to transform approaches to victims of DV, placing people at the heart of a better and stronger local victim service and listen to the quiet voices
- 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
- Community Engagement - The Public Service Board’s Connecting Communities programme provides a platform for all public services to engage with local people and seek solutions to community issues and concerns. In the pilot area of Somer Valley, this has allowed for community safety/policing issues to be raised at a single forum meeting.
- Make better use of local intelligence through community/voluntary groups, Neighbourhood Watch, Town/Parish councils/PACT’s, Resident groups, and Registered Social Landlord services
- Maximise the potential of “Connecting Families” 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
- 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
- Scoping 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 café 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
9.2 BRISTOL

**ENVIRONMENTAL 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 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 the 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%).

There have been fewer first time 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 0.60 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 – June 2011 cohort). Given the predicted population increase in the number of 10-17 year olds this remains an area of focus.

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.

**KEY ACTIVITY**

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.

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 economy awareness: 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.

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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
The population of North Somerset has increased steadily over recent years, with disproportionate increases in residents aged 5 to 14 and 70 years and older.

North Somerset includes communities that fall within the 1% most deprived and 1% least deprived areas nationally and consequently has the 7th largest inequality gap in the country.

Weston-super-Mare South Ward is one of the most deprived areas in England, with two “Lower Super Output Areas” that are classified in the most deprived 1% of area in England. Weston-super-Mare also has 16 lower super output areas in which crime / victimisation is in the 20% highest nationally.

In January 2014 North Somerset had the highest rate of youth unemployment in Avon and Somerset with 4.2% of young people (18-24 years) claiming unemployment benefits, in comparison to a South West average of 3.7%.

Police recorded violence against the person offences increased by 4% in 2013/14 compared to the North Somerset compared to 2012/13. The violent crime rate is amongst the highest in Avon and Somerset and significantly above the average for similar comparable local authority areas. Violent crime rates increased further during the first part of 2014/15, largely affected by improvements in police crime recording practices.

Alcohol-related violent crime and disorder: 1 in 6 of all North Somerset assaults occur in Weston town centre on Friday or Saturday nights. In total around 38% of all assaults occur in the Town Centre.

Domestic Abuse: 35% of violent crime offences recorded by police are classified as domestic abuse. Within North Somerset the Weston-super-Mare town centre and southwards experience a high volume of reported domestic violence. Under-reporting in rural and more affluent areas remains a significant challenge. Facing the challenge of under reporting and achieving outcomes with regards perpetrators remain key drivers of our approach. Despite an increase in reporting of Domestic Abuse to police in 2013/14 there has still been an 18% decrease in reports since 2008/09.

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 North Somerset drug treatment system has gone from strength to strength over the period between April 2013 and July 2014 with excellent performance in relation to successful treatment completion rates for opiate users and re-presentation rates for both opiate and non-opiate users. The current solid foundation for drug treatment in North Somerset, has allowed the focus of future work to shift towards ensure sustainability within the treatment system.

Budget Challenge: Partnership funding has fallen from £400,000 in 2010/11 to £138,800 in 2013/14. Key projects have been mainstreamed however there is a residual gap in funding for ASB, reducing re-offending and domestic abuse work.

Success in spite of challenges: Improved partnership working and greater co-ordination of agencies to target priorities has seen North Somerset achieve a further 4% drop in recorded total crime per 1,000 population in 2013/14 and a total 45% drop since 2006/07 against a 30% drop regionally and 25% drop nationally.

IMPACT Integrated Offender Management (IOM) Scheme: In North Somerset during 2013 showed a 15% 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 refreshed to refocus on offenders of serious acquisitive crime. This has also resulted in 25 offenders being deselected due to no known offending.

Hate Crime: The completion of our first hate crime needs analysis, which is being used to inform a new strategy and 12-month multi-agency action plan. The needs analysis used police data and quantitative and qualitative information from local support agencies and national research. Key findings were that hate crime is happening but is under-reported by possibly as much as 86% especially hate motivated by sexuality and disability.

Domestic Abuse IRIS Project: In support of our work to tackle under reporting and domestic abuse victims accessing support is the development of a North Somerset Identification and Referral to Improve Safety (IRIS) of women experiencing domestic violence project to help GPs to identify victims of domestic abuse and ensure that they get the support that they need.

Local Alcohol Action Area (LAAA): Weston-super-Mare was chosen by the Home Office in February 2014 as one of 20 LAAA areas in the country. We have a 12-month multi-agency action plan aimed at promoting a vibrant night-time economy and addressing persistent crime and disorder issues. The Home Office support us in achieving our actions and provide us with opportunities to share best practice with other LAAA areas. Initiatives within our LAAA plan include Purple Flag accreditation; a communications plan; a multi-agency safe hub and taxi drop off zone.

Night economy data captures: Weston-super-Mare NTE data captures completed in December 2013 and August 2014 and analysis completed to improve local knowledge of the night time economy and take findings to MAPS meeting(s) where issues will be discussed and actions made to make the town’s NTE a safer place.

Increasing victim’s confidence to report Domestic Abuse: During 2013/14 reports of Domestic Abuse to police increased by 12% and there was a 13% increase (237 to 267) in the number of MARAC referrals.

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. Recently the caseworker has co-ordinated the implementation of an anti-social behaviour dispersal zone in Weston-super-Mare town centre.
POLICE AND CRIME NEEDS ASSESSMENT 2014

ASB MARAC meetings: Established in 2011 bringing partner agencies together to generate a multi-agency action plan with the aim to effectively support victims, and/or manage the risk posed by persistent perpetrators. Full review of the ASB MARAC referral process, meeting structure and minute format to be more efficient and streamlined.

Multi-Agency Problem Solving: The bringing together of officers from local agencies to discuss and develop an action plan to tackle emerging crime and disorder issues. In the last 6 months this has included a focus on street drinkers involved in anti-social-behaviour in Weston-super-Mare town centre and issues of concern associated with young peoples’ use of new psychoactive substances (legal highs).

ASB and Hate Crime drop in’s: The implementation of Anti-Social Behaviour (ASB) and hate crime drop sessions across North Somerset. One session a month is held in Weston-super-Mare Central and Southward, Worle, Portishead, Clevedon and Nailsea in partnership with victim support and supported by SARI and EACH. In the last month an additional drop-in has been initiated for the 15,000 or more students who attend Weston College.

Early interventions for young people: In the last 12 months we have focused on early interventions for young people involved in ASB and low-level crime. This has included crime and consequence courses run throughout the summer, revised educational packages delivered by PCSOs in schools and the ASB caseworker supporting partnership practitioners use of Anti-social-behaviour Contracts including those involved in high-impact families.

Respect Project Sports Active Seagull Community Trust: Joint work by the trust and the CSDAT ASB Caseworker to setup a 5 week project which brought together a group of young people involved in ASB and/or crime and identified by agencies as needing early intervention to a series of workshops based around community respect and engagement.

Drug related offending: The treatment of the drug related needs of offenders in North Somerset has produced some excellent results with re-presentation rates for offenders remaining at 0% for several quarters. The new integrated drug and alcohol treatment service will build on the, already effective, interventions available to offenders and will improve the relationships between drug treatment, IMPACT North Somerset, and the High Impact Families programme.

Developing pathways out of re-offending: During 2013/14 there were 336 referrals into the North Somerset Early Intervention Accommodation Project (EIAP). 129 individuals provided with accommodation, 187 helped to find accommodation and 58 other positive outcomes.

OPPORTUNITIES

- Further development of IMPACT over the next 12 months alongside the new Constabulary operating model and transforming rehabilitation agenda. This will include further work to allow the introduction of domestic abuse and anti-social-behaviour offenders into the programme.
- The One Team Model: To support the One Team Model which is looking to roll out key elements of the Taunton Halcon approach in the Weston-Super-Mare South Ward area to reduce long term crime and disorder issues, increase opportunities for young people and improve on the health inequalities in the area.
- Tackling Hate Crime: To implement a new Hate Crime strategy and operational 12-month action plan for practitioners based upon the key findings of the recently completed needs analysis. These were based around a need to increase awareness especially amongst young people and increase specialist support.
- High Impact Adults: To develop a troubled families style approach around a shortlist of individuals put together by local agencies who are involved in alcohol aggravated crime and disorder across North Somerset.
- Awareness raising and education of young people: New ways of engaging with young people in schools and academies with regards our priority community safety work areas. This includes delivering healthy relationship education packages such as ‘Only Yes Means Yes’.
- Implementation of new ASB tools and powers: Process planning for North Somerset Council-led tools such as the Community Trigger, multi agency training and awareness for using the new tools and powers. This includes a full review of our ‘partnership response’ to potentially include a weekly victim, offender, location meeting attended by all local agencies.
- Reoffending pathways: The development of pathways out of re-offending similar to those already developed for provision of accommodation.
- Multi Agency Problem Solving (MAPS): Continue to build on recent success of partnership problem solving by ensuring that we jointly manage emerging crime and anti-social behaviour issues which are having a significant impact on local agencies resources.
- To increase reporting and take up of support for victims: Identification of new opportunities for increasing reporting and signposting of victims to support services for domestic violence, hate crime and anti-social behaviour especially among identified hard to reach groups. This includes further development of our IRIS project in GP services and the new ASB/Hate Crime drop in sessions across North Somerset.
- The commissioning of an integrated drug and alcohol treatment service: An integrated service which improves the provision of services for all individuals with drug related problems but with a strong focus on making improvements for offenders. The new service will also play a key role in the development and provision of the positive requirement elements of the new ASB orders.
- Management of the Weston-super-Mare Night Time Economy: To achieve those aims set out in our 12 month LAAA action plan and plan for progress once it is finished in order to achieve a more vibrant and diverse night-time economy and address the persistent crime and disorder issues.
- Human Trafficking: Developing our knowledge around the extent of human trafficking in North Somerset and using it to inform education/awareness packages for officers from across local agencies.
Increased use of social media has led to an increase in malicious communication with a clear possibility that this will increase further.

Public concern about speeding traffic remains a consistent presence at community meetings and PACTs.

Increased reports of drug supply and use would indicate that drugs are widely available in the area.

Concern is being shown by communities where new psychoactive substances (‘legal highs’) are being sold in retail outlets and their unknown impact on young people.

Introduction of the new tools and powers being covered by the media could result in additional calls on services and raise expectations.

The fear of crime is still greater than the reality of actual crime especially amongst the elderly community.

Problem families that are responsible for crime are still being identified for support services.

Levels of ASB in certain geographical areas can cause tensions that need to be dealt with at the root cause.

Night time economy continues to present challenges in the main centres mainly related to alcohol and other substance misuse.

Under reporting of incidents can create a false impression of the issues and confuse the allocation of resources and services.

Areas of rural isolation influencing access to services.

Retail related crime, street drinking and ASB in Yeovil Centre and main tourist locations

Areas of high deprivation where crime related activity is not being reported or identified

Demographics creating a language barrier and mistrust in communities

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

Budget Challenge – with all partners required to make savings against increasing demand for service. Community Safety partners having to restructure due to financial restraints could create gaps in service which will need to be closely monitored.

Domestic Abuse – Since 2011, recorded domestic abuse incidences have increased year on year. This is not necessarily a negative as a main priority for all partner agencies is to promote services and increase reporting in the knowledge that domestic abuse is an under reported crime nationally and locally. Between 2011 and 2014 we have seen an increase of just over 10% in reported crimes with current figures of 6110 (April 2013 – March 2014)

ASB – reports of ASB to the police have reduced year on year since 2007, however, it is anticipated with the improved services for victims with the introduction of the IVC, an increase of reports may begin. In addition, with the introduction of new tools and powers to combat ASB, also in October, partner agencies and the police may see increased reporting and demands on service. Sedgemoor Crime and Anti-Social Behaviour Survey 2013 highlighted a disproportionately higher fear of crime in the town centres during hours of darkness.

Very high percentage of families that have been part of the Family Focus programme in Somerset have also experienced domestic abuse.

Crime stats – Overall recorded crime rates in Somerset are reducing. Between 2011/12 and 2013/14 crime rates reduced by a little over 20%. Hate Crime – data suggests that rates of reported hate crime have increased between 2011/12 and 2013/14 by 27% with an increase of 32 recorded crimes.

Priorities
- Reducing the impact of alcohol and drug use
- Reducing re-offending
- Reducing acquisitive offending
- Protecting vulnerable people against violence harm and victimisation
- Reducing road casualties
- Addressing environmental crime

In addition we will:
- Working in partnership in key identified areas across the County and adopting a collaborative ‘One Team’ approach to service delivery
- Continue to promote community reporting of incidents.
- Continue partnership working in our localities.
- Supporting the Somerset Community Safety Partnership and county wide initiatives.
- Support regional developments where possible.
- Continue to respond to the direct needs of our communities.
- Develop the use of new range of tools and powers where they can help or reduce victims.
- Develop a Sedgemoor Independent Advisory Group (Police)

KEY ACTIVITY

One Team Model of integrated priority neighbourhood working

Work with partners to raise awareness of the dangers and law relating to social media.

Support the activities and future development of Community Speed Watch and other road safety initiatives in the area.

Continue to manage reports from the public and pass information to the relevant organisation or service.

Work with partners and services to minimise the effect of harmful substances on our communities.

Developing the range of new tools and powers to help victims and where possible prevent persons from becoming victims of crime and ASB

Work with partners to minimise gaps in service and identify opportunities and possibilities of shared services such as Mendip “Shape Mendip Hub”.

Work with partners to help vulnerable people in our communities

Help identify families that may benefit from the Family Focus Support Service
Work with partners to identify and resolve the issues of most significant local concern. Work closer with partners in retail crime reduction initiatives across the county to reduce crime and related issues. Maintain links and support to the business community through Business Crime Reduction Partnerships and the schemes being delivered. Respond to community needs by engaging the relevant service or services. Support voluntary organisations and other services that deliver in our communities to improve quality of life. ie. Street Pastors, CCTV, Shop Watch, Pub Watch, community associations, Somerset Community Justice Panel. Sedgemoor Night time Safety audits Sedgemoor Crime and Anti-social behaviour survey 2015 Re-commissioning of Domestic Abuse services to reflect CAADA findings - the PCC is supporting the use of IDVAs in hospital settings in 2014/15 Needs Assessment for hate crime being undertaken by SCC ASB workshops and review of steering group – partnership arrangements to deal with ASB case work Considering co-location of specialist services/staff with IVC/Get Set etc Embedding Somerset’s Early Help Strategy to improve responses to families in need of intervention and support Continues development of the MASH as an effective mechanism for early and appropriate intervention

**OPPORTUNITIES**

- Improve understanding and awareness of CSE, Honour based violence, including improving quality and availability of A&E data
- Implement holistic DA service arrangements
- Consider domestic abuse as part of Family focus/early help
- Further development of IMPACT: Over the next 12 months development of IMPACT alongside the new ASC operating model and transforming rehabilitation model. This will include further work to allow the introduction of domestic abuse and anti-social-behaviour offenders into the programme.
- New use of Police software tool i2 / Anacappa to map problem addresses inputting data from other agencies through the One Team Model to identify complex issues, to help direct operational activity, future needs and strategies
9.5 SOUTH GLOUCESTERSHIRE

ENVIRONMENTAL FACTORS

Crime levels in geographic hot-spot of Kingswood.
Re-offending and serious acquisitive crime, also negatively affecting public perceptions
Cribbs Causeway – retail crime concentration
Bristol Rovers 20,000 seat stadium planned at University of Western England
Reductions in community intelligence gathered and recorded.
Issues around data collection and data sharing taking time to resolve
Areas of rural isolation

Disproportionately high levels of fear of crime
Anti-Social Behaviour associated with large new developments
Cross-border offending
Potential shift in alcohol consumption trends from licensed premise to home
Drug related hospital admissions in priority neighbourhoods, notably Filton
Increasing accommodation needs and limited provision for supported housing
Successes in increasing the reporting of domestic and sexual violence, with almost 1,000 extra cases reported in 2013/14, masking ongoing reductions in the overall crime rate
Welfare reform and the changing economic climate (Kingswood has lowest rate of paying the living wage of any constituency in the UK)

Increase in complex cases of ASB which require significant agency time to deal with
Gating orders have been successfully used in South Gloucestershire but are amongst the powers replaced as part of the new Tools and Powers for dealing with Anti-Social Behaviour

Night time economy and alcohol-related violent crime (Kingswood and Yate/Chipping Sodbury)
Areas of higher than average deprivation: Kingswood, Patchway, Filton, Yale, Cadbury Heath and Staple Hill

Identifying and supporting problematic drug user – current ‘penetration rates’ are 29% compared to an A&S average of 46%
Problem drinkers (estimated to rise to over 80,100 by 2020) and alcohol-related hospital admissions, with a particular issue around alcohol-specific admissions for men

Highest number of young people involved in offending also experiencing the highest rates of economic deprivation
South Gloucestershire Core Strategy caters for 22,500 new homes to be built by 2027. 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 Cribbs 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) priority in many areas.

Redevelopment of Oldbury Powerstation is likely to proceed, with initial completion in 2026. Involving a garrison of 7,000 workers during the development.

Further reductions in public funding will mean reductions in Council services which support the crime and disorder agenda.

Perpetrators and victims presenting with complex needs, especially mental health issues. Additionally problematic where these issues do not meet the threshold for mental health services

An increase in vulnerable victims and communities being identified by numerous agencies

KEY ACTIVITY

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

Priorities

- Be safe and feel safe
- Prooting equality and improving community cohesion
- Priority neighbourhoods
- Engaging communities in decision making
- Supporting each other
- Be cleaner and greener
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

Formal Perceptions Strategy has reduced the percentage of residents feeling ASB is a problem in their local area from 16% to 10% in 3 years and has increased the percentage 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.

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.

**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 continue to be referred to the anti-social behaviour panel.
- 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 Section 106 for funding of community PCSOs for new developments.
- Continue to work closely with Planners and other partners to identify and address policing need during the development phase of Oldbury Powerstation.
- Continue to prioritise early intervention amongst children and young people at risk of continued involvement in offending / ASB
- Continue to develop drug and alcohol referral pathways in Accident and Emergency, building upon the A&E pilot
- Deliver against the Alcohol Strategy with all partners nominating an alcohol ‘champion’ in their organisation who will drive the agenda forward
- Continue to promote the reporting of hate crime and improve engagement and awareness amongst Social Landlords and large employers
- Ensure integrated thinking in planning and supporting new developments with a view to designing in community safety and the drivers of cohesion
- Maximise opportunities for community safety from the inward investment occasioned by the City and Region Deal
- New Tools and Powers for dealing with Anti-Social Behaviour
- Further develop appropriate data-sharing across agencies
- Ensure mental health services are available and able to cope with the increase in need for both perpetrators and victims
## POLICE AND CRIME NEEDS ASSESSMENT 2014

### APPENDIX 1A. POLICE RECORDED CRIMES IN AVON AND SOMERSET

<table>
<thead>
<tr>
<th>Victim-based crime</th>
<th>Avon &amp; Som Est (1)</th>
<th>Avon and Somerset Recorded Crime / Forecast</th>
<th>2013/14 Actual</th>
<th>2014/15 Forecast</th>
<th>2015/16 Forecast</th>
<th>2013/14 Offences per 1,000 pop (2)</th>
<th>2013/14 % Change on previous year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total recorded crime – excluding fraud(3)</td>
<td>n/k</td>
<td>96,867</td>
<td>60</td>
<td>62</td>
<td>53</td>
<td>-1</td>
<td>-1</td>
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<tr>
<td>Violence against the person</td>
<td>38,191</td>
<td>16,932</td>
<td>10</td>
<td>11</td>
<td>10</td>
<td>5</td>
<td>6</td>
</tr>
<tr>
<td>Homicide</td>
<td>11</td>
<td>11</td>
<td>circa 14</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>-4</td>
</tr>
<tr>
<td>Violence with injury</td>
<td>17,306</td>
<td>8,498</td>
<td>5</td>
<td>6</td>
<td>5</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Violence without injury</td>
<td>19,777</td>
<td>8,423</td>
<td>5</td>
<td>6</td>
<td>5</td>
<td>7</td>
<td>8</td>
</tr>
<tr>
<td>Sexual offences</td>
<td>n/k</td>
<td>1,869</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>28</td>
<td>20</td>
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<tr>
<td>Robbery</td>
<td>3,517</td>
<td>731</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>-19</td>
<td>-11</td>
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<tr>
<td>Theft offences</td>
<td>129,844</td>
<td>48,727</td>
<td>30</td>
<td>33</td>
<td>26</td>
<td>-2</td>
<td>-3</td>
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<tr>
<td>Burglary</td>
<td>19,744</td>
<td>10,218</td>
<td>6</td>
<td>8</td>
<td>6</td>
<td>-13</td>
<td>-4</td>
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<tr>
<td>Domestic burglary</td>
<td>11,433</td>
<td>4,080</td>
<td>3</td>
<td>4</td>
<td>2</td>
<td>-19</td>
<td>-7</td>
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<tr>
<td>Non-domestic burglary</td>
<td>9,351</td>
<td>6,138</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>-8</td>
<td>-1</td>
</tr>
<tr>
<td>Commercial burglary*</td>
<td>n/k</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Vehicle offences</td>
<td>21,910</td>
<td>9,024</td>
<td>6</td>
<td>7</td>
<td>5</td>
<td>-6</td>
<td>-4</td>
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<tr>
<td>Theft from the person</td>
<td>11,392</td>
<td>1,516</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>-4</td>
<td>-10</td>
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<tr>
<td>Bicycle theft</td>
<td>5,910</td>
<td>2,887</td>
<td>2</td>
<td>2</td>
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<td>0</td>
<td>0</td>
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<tr>
<td>Shoplifting</td>
<td>n/k</td>
<td>11,459</td>
<td>7</td>
<td>6</td>
<td>6</td>
<td>9</td>
<td>7</td>
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<tr>
<td>All other theft offences</td>
<td>39,621</td>
<td>13,623</td>
<td>8</td>
<td>9</td>
<td>8</td>
<td>0</td>
<td>-6</td>
</tr>
<tr>
<td>Criminal damage and arson</td>
<td>44,342</td>
<td>14,666</td>
<td>9</td>
<td>9</td>
<td>9</td>
<td>-8</td>
<td>-4</td>
</tr>
<tr>
<td>Drug offences</td>
<td>n/k</td>
<td>6,344</td>
<td>4</td>
<td>4</td>
<td>3</td>
<td>-4</td>
<td>-5</td>
</tr>
<tr>
<td>Possession of weapons offences</td>
<td>n/k</td>
<td>516</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>8</td>
<td>4</td>
</tr>
<tr>
<td>Public order offences</td>
<td>n/k</td>
<td>5,269</td>
<td>3</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>2</td>
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<tr>
<td>Misc. crimes against society</td>
<td>n/k</td>
<td>1,813</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>39</td>
<td>7</td>
</tr>
<tr>
<td>ASB</td>
<td>64,853</td>
<td>64,853</td>
<td>40</td>
<td>37</td>
<td>34</td>
<td>-2</td>
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</tbody>
</table>

(1) Experimental estimate of actual crime and ASB based on extrapolations from the CSEW 2013/14 (standardised rates per 1,000 population)

(2) Mid 2012 Population Estimate

(3) Action Fraud have been recording fraud offences on behalf of individual police forces since March 2014
### APPENDIX 1B. VICTIMISATION IN AVON AND SOMERSET - EXPERIMENTAL ESTIMATES

<table>
<thead>
<tr>
<th>Victim-based crime</th>
<th>Avon and Somerset - 2013/14 Estimated Number of Victims (1)</th>
<th>Avon and Somerset - 2013/14 Police Recorded Victims</th>
<th>Vuln. victims</th>
<th>% Victims vulnerable</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>CYP aged 10-14</td>
<td>Adults aged 17+</td>
<td>Estimated Total</td>
<td>All CYP victims (10 &amp; under)</td>
</tr>
<tr>
<td>Total victims</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Violence against the person</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Homicide</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Violence with injury</td>
<td>6,804</td>
<td>24,681</td>
<td>31,485</td>
<td></td>
</tr>
<tr>
<td>Violence without injury</td>
<td>4,769</td>
<td>13,151</td>
<td>17,921</td>
<td></td>
</tr>
<tr>
<td>Sexual offences</td>
<td>n/k</td>
<td>n/k</td>
<td>n/k</td>
<td></td>
</tr>
<tr>
<td>Robbery</td>
<td>774</td>
<td>4,125</td>
<td>4,899</td>
<td></td>
</tr>
<tr>
<td>Theft offences</td>
<td>6,470</td>
<td>164,159</td>
<td>170,629</td>
<td></td>
</tr>
<tr>
<td>Burglary</td>
<td>-</td>
<td>18,424</td>
<td>18,424</td>
<td></td>
</tr>
<tr>
<td>Domestic burglary</td>
<td>-</td>
<td>13,542</td>
<td>13,542</td>
<td></td>
</tr>
<tr>
<td>Non-domestic burglary</td>
<td>-</td>
<td>5,193</td>
<td>5,193</td>
<td></td>
</tr>
<tr>
<td>Commercial burglary*</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>Vehicle offences</td>
<td>-</td>
<td>23,862</td>
<td>23,862</td>
<td></td>
</tr>
<tr>
<td>Theft from the person</td>
<td>779</td>
<td>15,358</td>
<td>16,137</td>
<td></td>
</tr>
<tr>
<td>Bicycle theft</td>
<td>738</td>
<td>8,130</td>
<td>8,868</td>
<td></td>
</tr>
<tr>
<td>Shoplifting</td>
<td>-</td>
<td>n/k</td>
<td>n/k</td>
<td></td>
</tr>
<tr>
<td>All other theft offences</td>
<td>4,614</td>
<td>24,733</td>
<td>29,347</td>
<td></td>
</tr>
<tr>
<td>Criminal damage and arson</td>
<td>906</td>
<td>29,252</td>
<td>30,158</td>
<td></td>
</tr>
<tr>
<td>Fraud / Plastic Card Fraud</td>
<td>-</td>
<td>47,169</td>
<td>47,169</td>
<td></td>
</tr>
<tr>
<td>Domestic-flagged crimes</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Hate-flagged crimes</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>ASB</td>
<td>354,495</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

(1) Experimental estimate of actual victimisation rate based on extrapolations from the Crime Survey for England and Wales 2013/14 (self-reported victimisation rates in E&W)
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GLOSSARY OF TERMS

**AIRS – Arrest Intervention Referral Service:** Tailored solutions to meet the substance misuse needs of offenders

**Anti-slavery Partnership:** Initiative between the Police, Bristol City Council, National Probation Service, Health Service the charity UNSEEN and a wide range of other agencies that are likely to come into contact with trafficked victims.

**Anti-social Behaviour (ASB):** 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’. This can include personally directed and community directed incidents and incidents that have a wider environmental impact. ASB 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. There are many variations in the definition of ASB across agencies.

**ATLAS Project:** Project to deliver integrated technology to manage investigations, intelligence, and criminal justice processes enabling officers and staff to focus their time on service delivery to the public

**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 System or Criminal Justice Services (CJS) -** incorporates the Police, the Crown Prosecution Service, courts, prisons, National Probation Service, Community Rehabilitation Company, youth offending teams and Victim Support and other organisations and multi-agency partnerships.

**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. 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.

**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

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76 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).
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.\footnote{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.}

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.”

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 seen to have been motivated by hostility or prejudice towards a persons’ social group, including their race, ethnicity, gender, religious belief, sexual orientation, or disability.

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: Well-established initiative which aims to tackle offending and the factors that drive offending amongst persistent perpetrators of serious acquisitive crime. The initiative 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.

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, National Probation Service, Community Rehabilitation Company, Drugs workers, Youth Offending Teams, Local Authority and Private Sector. See IMPACT and IRIS


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

MASH – Multi-Agency Safeguarding Hubs provide a single point of contact for all professionals to report safeguarding concerns
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. The “responsible authorities” of the MAPPA include the Probation Trust, National Offender Management Service, HM Prison Service and England and Wales Police Forces.

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

Prolific offenders / offending: predominantly those committing high volume acquisitive crimes - generally managed through IMPACT - the Integrated Offender Management (IOM) approach.

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) – Three new PFI custody suites were opened in Avon and Somerset in October 2014 in the areas of Keynsham, Patchway and Bridgwater (Express Park).

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

Sexual violence is by contrast defined⁷⁸ 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.

**Troubled Families Initiative:** Intensive multi-agency support to the families who have a consistent negative impact on their local communities and service providers

**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.