Bristol Crime and Disorder Reduction Partnership
Strategic Assessment 2013/14

DRAFT V3

For consultation

Final version to be agreed by the Safer Bristol Partnership
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Key Findings:

- Criminal justice agencies and partners in Bristol are undergoing a series of organisational changes to increase efficiency of service provision against a tougher economic climate. For public-facing agencies, the role of the victim has been placed at the centre of the restructuring and a new integrated victim care unit has been introduced with the aim of simplifying the victim’s navigation of the criminal justice system.

- The responsibility for provision of support for victims of crime has changed since October 2014. The Office for Police and Crime Commissioner now has responsibility for this. This will allow for the commissioning of local services which meet the specific needs of victims in the Bristol area.

- A revised Code of Practice for Victims of Crime was issued in October 2013. The code clearly sets out what services and information victims of crime can expect to receive and also identifies what duties are placed upon criminal justice agencies. The Code sets out provisions for specific vulnerable victims who may benefit from an enhanced service which will help them cope and recover from the crime they have been a victim of and ensure they are supported throughout the Criminal Justice System. Internal changes to management systems and the introduction of a common needs assessment tool will ensure these more vulnerable victims get timely access to the services and support they need.

- There has been a slight increase in the volume of recorded crime in Bristol, compared to the previous year, with an estimated 30,000 victims of crime. Increases in the volumes of hate crimes, sexual offences and violent crime may be linked to improved identification and recording practices of incident, rather than an actual increase in the volume of offences, suggesting victims may be more confident the police will take action.

- Levels of anti-social behaviour remain similar to the previous year. However, organisational and legislative changes introduced in October 2014 now help put victims at the heart of the response to ASB. The police and council will have increased flexibility in how they can deal with ASB incidents. If applied correctly, this should assist in reducing the impact of ASB on residents of Bristol.

- The use of predictive analytics by the police is helping to fully exploit data available to the police. Opportunities could exist for increased partnership working to help reduce risk to vulnerable victims and assist in helping to identify those most at need of support.

- Multi-agency partnership working in Bristol continues to achieve positive results and reduce harm and risk of harm. Set against a tough economic climate and a series of organisational restructuring, it remains important to ensure service level provision continues and opportunities to exploit the benefits of the changes are exploited.
Aims and Methodology:

The Crime & Disorder Strategic Assessment is a public document that seeks to provide the direction for Safer Bristol Partnership. It provides an overview of the current and future crime, disorder, and community safety issues affecting Bristol. The Strategic Assessment is also produced by Safer Bristol to meet its statutory obligation to provide:

• An accurate understanding of the current situation
• An evaluation of how the situation is presently changing
• Predictions about how the situation will change in the future

The understanding, evaluation, and predictions will enable Safer Bristol and its partner organisations to:

• Identify the current, emerging, and future opportunities and challenges
• Assess the impact these will have on our communities
• Make informed decisions on partnership enforcement activities and resource requirements
• Set strategic priorities for the partnership for 2015/2016
• Influence the production of the Crime Needs Assessment produced by the Office of the Police and Crime Commissioner (OPCC).

Structure of the Strategic Assessment:

The report provides an overview of Bristol’s demographics and reflects the organisational changes which have affected many of the key partner organisations, it then provides an overview of the following crime areas, including a breakdown of information around victims, offenders and locations where possible:

• Violent Crime
• Anti-Social Behaviour
• Hate Crime
• Domestic violence and abuse and Sexual Offences
• Alcohol and Substance Misuse
• Serious Acquisitive Crime

It concludes with sections on the PREVENT counter terrorism strategy, reducing re-offending and restorative approaches.

Information Sources:

The strategic assessment has taken information for a range of data sources from a range of partners, including:

• Avon and Somerset Constabulary
• Bristol City Council
• Avon Fire Service
• National Probation Service

1 Section 7 of the Crime & Disorder (Formulation & Implementation of Strategy) Regulations 2007; Statutory Instrument (SI) Number 1830
• The Bristol, Gloucestershire, Somerset and Wiltshire Community Rehabilitation Company
• Ministry of Justice
• Home Office
• Bristol Quality of Life Survey
• Crime Survey of England and Wales
• Youth Offending Team
• Office of the Police and Crime Commissioner
• Non-Statutory Partner Agencies

Notes:
Data used to inform this assessment has been drawn from published data sources and derived from live data sets. Whilst every effort has been taken to ensure accuracy, due to the ongoing nature of police investigations there figures may be subject to change and inconsistencies may exist between published and live data.
Bristol’s Demographics

The population of Bristol is estimated to be 437,500.² Bristol is the seventh largest city in England outside of London and the 10th largest Local Authority in England. The 2011 Census has highlighted a number of changes to the profile of Bristol’s residents which need to be considered when reviewing the crime needs of the city:

**Ethnicity:**
Bristol has a diverse population. The Black and Minority Ethnic (BME) population in Bristol has increased from 8.2% to 16% of the total population. The largest growth since 2001 has been in White Other (includes Eastern Europeans), Black African, Black Other and mixed ethnic groups. The Somali population has also increased in Bristol over recent years with estimates indicating between 8,000-10,000 Somalis are living in Bristol.³

At least 91 languages are spoken in Bristol. Polish is the main language spoken after English followed by Somali. Around 9% of people in Bristol do not speak English as their main language and of these around 1.5% cannot speak English, or cannot speak English very well.

The estimated flow of international migrants to Bristol during the 12 months to mid-2013 was 5,800 and the estimated outflow for the same period was 4,200.

**Religion and Belief:**
There are at least 45 religions represented in Bristol. The largest religion is Christian (47%), although following national trends the proportion of people stating that they are Christian has fallen from 62% of all people living in Bristol in 2001.

Bristol is ranked 7th in England and Wales for the proportion of people stating that they have no religion (37%) of the population state they have no religion, up from 25% in 2001. Since 2001 the religion to increase the most in Bristol has been Islam which increased from 2% of all people in Bristol in 2001 to 5% of all people in 2011.⁴

**Age:**
Bristol has a relatively young age profile with more children aged 0-15 than people aged 65 and over. The median age of people living in Bristol was 33.5 years old, this compares to the England and Wales median of 39.9 years. This appears to be related to the fact that the number of full time students aged 18 and over living in Bristol during the term has increased from 25,573 to 35,638. Students now make up 8.3% of the total population of Bristol. The rise of young professionals and students within the city may impact on the types of crime committed and places additional demands within the night time economy.

Aside from the student population, there are also higher projected growth rates amongst children aged five to 14. This is particularly relevant given that research has found young people to be at a disproportionately high risk of becoming both victims and offenders.⁵

People in Bristol are living longer and as a result there are higher projected growth rates amongst people aged 70+. This may present new challenges in terms of safeguarding and vulnerability to specific low volume but high impact crimes such as distraction burglary.

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² Based upon the mid-2013 population estimates published by the Office for National Statistics in June 2014.
³ In Census 2011, 2,950 people described their ethnic origin as Somali, while 4,981 people stated that they were born in Somalia. The Population of Bristol September 2014 report suggests this may be an underestimate.
⁴ Bristol Community Cohesion Statistics (June 2013).
Around 13% of Bristol’s population are aged over 65, with around 9,000 people living in Bristol who are aged over 85. The older population is growing, with an increase in the over-85 population by 22% between 2001 and 2012.\(^6\)

**Disability:**
In terms of long-term illness or disability affecting day-to-day activities, 16.7% of the population considered themselves under this category.\(^7\)

**Mental Health:**
People living with mental health conditions and the costs of treating them are projected to increase steadily over the next 20 years.\(^8\) Studies indicate higher prevalence of mental health issues among the homeless, victims of domestic violence, offenders, children of offenders and the prison population in particular. Increased prevalence of mental health issues may lead to increased vulnerability to discrimination and increased demand on safeguarding and agency requirements for places of safety provision.

**Wellbeing:**
Areas of Bristol are amongst some of the most deprived in the country. The contrast is noticeable, as deprived areas often are adjacent to some of the least deprived areas in the country. This is noteworthy as the links between living in a deprived area and risk of victimisation and susceptibility to offending are well established.

Bristol has 32 Lower Super Output Areas (LSOAs)\(^9\) in the most deprived 10% in England for multiple deprivation (compared to 39 in 2007 and 35 for 2004). Of these 32 LSOAs there are 14 in the most deprived (5%) and one in the most deprived (1%, Lawrence Hill). The number of people living in the most deprived 10% of LSOAs is 60,665 people, which is 14% of all residents living in Bristol.

There are 26 LSOAs in the most income deprived 10% nationally, of these 11 are in South Bristol, 8 are in the central area and seven in north and east Bristol. On a ward basis, more than a third of people are income deprived in Lawrence Hill (36%) and Filwood (35%). The whole of Lawrence Hill ward falls within the most deprived 10% of areas in England with the exception of Redcliffe.

One in four children in Bristol live in poverty, compared against one in five nationally and there are health and wellbeing inequalities across the city, including a persistent inequality in life expectancy between the most and least deprived areas, with an estimated gap of ten years for men and six years for women.

Whilst educational attainment is rising steadily in Bristol, there remains a gap in the attainments of different groups. Whilst success has been achieved in closing this gap, there is still much to do. There are gaps in educational outcomes for children-in-care, with too few achieving 5+ A*-C (including maths and English). Poverty continues to be correlated with educational outcomes in Bristol. There remain gaps between the educational outcomes for young people in receipt of free school meals and all pupils. There remain challenges in improving the educational attainment of children and young people from different ethnic groups.

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\(^6\) Bristol: State of the City 2013
\(^7\) 2011 Census Office for National Statistics
\(^8\) Dementia cases are expected to increase by 23% for females and 43% for males between 2010 and 2025, Bristol Joint Strategic Needs Assessment (2012).
\(^9\) LSOA is defined as a small geographical area that contains around 1500 residents.
In September 2013, the 6.8% of 16-18 year olds in Bristol were not in education, employment or training

**Recommendations:**

- Inform Joint Strategic Needs Assessment (JSNA) and PCC needs assessment to set priorities for partnership working
- Explore opportunities for overlaying datasets from partner agencies to further understand any incidents of disproportionate victimisation
Organisational Change

The Police and Crime Commissioner (PCC) and Mayor have both set out their priorities and visions for Bristol. The priorities are interconnected and support each other.

The Avon and Somerset PCC has set out the following priorities:

- Reduce the impact that anti-social behaviour has in our communities
- Tackle domestic and sexual violence, particularly towards women and children
- Prevent an reduce burglary and fear of burglary in our area
- Ensure victims are at the heart of the criminal justice system

The mayor has set out his vision for Bristol. The vision is based on six priorities organised by three core themes of:

- People: ‘Healthy and Caring’ and ‘Keep Bristol Working and Learning’
- Place: ‘Keep Bristol Moving’ and ‘Building Successful Places’
- Prosperity: ‘Global Green Capital’ and ‘Vibrant Bristol’

Whilst each theme will have a part to play, the People directorate will be most closely linked with the crime and disorder issues. The work of the People directorate will lead on:

- Leading and championing learning and skills
- Promoting independence
- Getting involved earlier to reduce risk later, and
- Safeguarding the most vulnerable

Challenges will be faced in delivering against these priorities, including: increasing demand for services and expectations being higher; large increases in vulnerable groups; a changing national context; and, all set against a period of considerable financial challenge.

To help meet some of these challenges, there have been a series of organisational changes to the criminal justice agencies in Avon and Somerset in response to the economic climate. As such, this strategic assessment is written during a time of change, with the full impact of the changes not yet realised.

In addition, a revised Code of Practice for Victims of Crime published in October 2013 ensures the criminal justice agencies are committed to providing a level of service to victims and the role of the victim has remained central in changes of public facing organisations.

The main changes are set out here:

Operating Model:
As part of the effort to achieve cost savings and increase efficiency, Avon and Somerset Constabulary have undergoing a restructure to make the service a more efficient and smaller organisation.

The operating model aims to improve services for local people by:

- Ensuring more police officers and staff on the frontline in the right place and at the right time to be where the public need them most.
- New neighbourhood managers to work closely with partners and communities.
- Dealing with calls the first time, rather than passing people around.
- Saving money on buildings with the introduction of three new custody and crime investigation centres
- The introduction of new Catch and Disrupt teams, and
- Placing the victim at the centre of investigations

Victim Services:
Launched in October 2013, the Code of Practice for Victims of Crime sets out the services to be provided to victims of criminal conduct by criminal justice organisations in England and Wales. The code sets out a minimum standard for these services and also sets out enhanced entitlements for victims of the most serious crime, persistently targeted victims and vulnerable or intimidated victims. The application of the code by criminal justice agencies in Bristol will help to put victims first and make the system more responsive and easier to navigate.

In addition to the entitlements for all victims, the Code sets out enhanced entitlements for victims in the following categories, as they are more likely to require enhanced support and services through the criminal justice process to help reduce the risk of repeat victimisation and increase likelihood of successful prosecution and conviction of offenders:

- victims of the most serious crimes;
- persistently targeted victims; and
- vulnerable or intimidated victims.

From October 1st 2014, there has been a change in how support is provided to victims and witnesses of crime. From this date, the Office of the Police and Crime Commissioner became responsible for the commissioning of victims and witnesses services, taking over from previously nationally commissioned services.

In Avon and Somerset, this service is now being provided by an integrated victim care team, called Lighthouse. This offers an enhanced service to vulnerable, intimidated or persistently targeted victims, and victims of serious crime. Victims who meet the criteria to receive an enhanced service will be guided through the criminal justice process, from first point of contact by Victim and Witness Care officers, who also provide practical and emotional support.

The new Integrated Victim Care service aim to guide victims through the CJS; they will provide a single point of contact for victims, reducing handovers between agencies which should serve to simplify the process for victims. This will be achieved through immediate referral of vulnerable, intimidated and persistently targeted victims, as well as victims of the most serious crimes. Victims will be provided with safety and crime prevention advice, and victims will receive regular and timely updates on case progression.

To support the delivery of this new model, there has been a programme of training for key staff and internal systems have been updated to ensure consideration be given to whether victims are entitled to enhanced support.

In addition to support services accessible through the police, the Integrated Victim Care model will support a range of activities which will guarantee victims have access to support, regardless of whether they choose to report an incident to the police or not.

Probation Service:
Transforming Rehabilitation is the name given to the Government’s plans to change the way in which offenders are managed. The reforms have involved replacing the existing 35 probation trusts with a single National Probation Service, which is responsible for the management of high-risk offenders. Since June 2014, a total of 21 new government-run Community Rehabilitation Companies (CRCs) have responsibility for the management of low-medium risk offenders. In addition, CRCs also have responsibility for supervising short-sentence prisoners (less than 12 months) after release.

From April 2015, the work being undertaken by the CRCs will be contracted out by the Ministry of Justice to a new provider.

In Bristol, high-risk offenders are now managed by the National Probation Service and The Bristol, Gloucestershire, Somerset and Wiltshire Community Rehabilitation Company are responsible for low and medium risk offenders.

These changes are organisational and do not affect those on Community Orders or Licences.

Predictive Analytics:
Avon and Somerset constabulary are beginning to explore the use of predictive analytics to help manage and understand the increasing volume of data which are available to police and partners. Predictive analytics is:

- a variety of statistical techniques that analyses large volumes of current and historical data to produce a predictive score for each individual, location or other organisational entity.
- a tool that utilises large data sets to ‘train’ predictive models that ‘learn’ what is and what is not important for the purpose of prediction.
- a tool that enables predictive scores to inform actions to be taken with that individual or location. For example, a person with a high risk score of becoming the victim of a serious domestic violent crime.

Predictive analytics can be used to get ‘upstream’ insight into individual risk and behaviours at the earliest opportunity in order to minimise threat, harm, risk and to reduce demand. The use of predictive analytics can provide organisations with automated ‘safety nets’ which ensure risks are less likely to be missed and opportunities exploited. Within the public sector, predictive analytics is relatively new services platform. However, the breadth of partnership datasets held on individuals and locations provides a platform for a very powerful to support an integrated

Predictive analytics is being put to use within the Constabulary and is producing interesting results. It is being used in support of the Troubled Families, to help identify high risk ASB cases, collisions, active burglary offenders and helping to link suspects to burglaries. For the coming period, key objectives in this area of work will be:

- To better exploit the vast quantities of data we collect
- To better support the identification of risk
- To more efficiently direct resources before risk becomes reality

Recommendations:
- Explore opportunities for partnership agencies to support predictive analytics and identify areas where it could be used for early interventions with the aim of reducing risk and harm.
Overview of Crime and Community Confidence

Recorded Crime:
In 2013/14, Avon and Somerset Constabulary 40,600 offences were recorded\textsuperscript{11} in Bristol. This marks a slight increase (1.5\%) compared against the previous year. This is equivalent to a rate of 94 crimes per 1,000 residents. Bristol accounted for 42\% of the total crime recorded in Avon and Somerset in 2013/14, yet only 27\% of the force’s population live in Bristol.

Across England and Wales, crime levels are falling with 3.7 million offences recorded by police in 2013/14. Whilst this marked the lowest number of offences recorded since the introduction of the National Crime Recording Standard (NCRS) in 2002/03, the volume was similar to the previous year, whereas observed falls in previous years were greater.\textsuperscript{12}

Crime Outcomes:
In 2013/14, the overall rate in Avon and Somerset for an offence where an outcome was recorded was around 34\%. In Bristol, the overall detection rate was around 32\%. Detection rates in Bristol have remained stable, at around 32-33\% since 2010/11.

A number of changes are occurring around how outcome data are recorded by police. From April 2014, a new framework has been introduced to cover scenarios which would previously have been classed as ‘undetected’ or ‘no further action taken’. This new framework will help to increase transparency of police recorded crime data as every crime will be assigned an outcome.

The following chart provides a breakdown of outcome rates by type for Avon and Somerset and England and Wales:

\textsuperscript{11} Excluding Fraud offences
\textsuperscript{12} ONS, Crime in England and Wales, year ending March 2014.
For cases which end up in court in Bristol in 2013/14, the average time taken from the offence to completion ranged between 93-106 days per quarter in magistrates’ court and 248-302 days per quarter in Crown.

Victimisation:
Based upon information held on police systems, there were around 29,700 victims of crime incidents in 2013/14. Around 47% of victims were female and 52% were male. The following chart outlines number of victims by age and gender.
Estimates produce for the Crime Survey of England and Wales (CSEW) suggests 25% of adults in England and Wales aged 16-24 were victims of crime once or more in 2013/14 with the percentage dropping subsequent age bands. This could suggest there is under-reporting amongst younger people in Bristol.\textsuperscript{13}

By offence group, around 40% of victims had been a victim of theft and handling stolen goods offences. Around 28% were victims of violence against the person offences.

Repeat Victimisation:
For victims where information is known, around 11% had been a victim of crime within the 12 month period prior to their incident. Around 7% of victims had previously been the victim of the same offence. The introduction of improved recording practices for the integrated victim teams may help to more accurately identify persistently targeted victims.

Vulnerable and Intimidated Victims:
In 2013/14, the victims in around 1,100 crime incidents recorded in Bristol were identified as being ‘vulnerable’ as per the definition included in the Code of Practice for Victims of Crime.\textsuperscript{14} This is unlikely to be the actual extent of vulnerable victims in 2013/14, as the Code of Practice was published mid-way through the reporting period.

Of those containing markers around half were under the age of 18; a quarter had a mental disorder; a fifth had a physical disorder; and less than 10% had a significant impairment of intelligence or social functioning.

In advance of the introduction of the Integrated Victim Care teams, modelling was done to predict the volume of vulnerable victims who would require access to enhanced support services. As a result of this work, it has been estimated in Bristol around 7,000 victims a year will require these services.

Through improved recording practices and the use of predictive analytics, in 2014/15 there should be an improved understanding of the volume of vulnerable victims within the Bristol area. In addition, there will be further understanding around the support services victims are being referred to, helping to further understand need.

Intimidated Victims:
The Code of Practice for Victims of Crime includes provisions for intimidated victims. Victims are eligible for enhanced entitlements if it is considered the quality of evidence would be affected because of fear and distress about testifying in court.

In assessing whether a victim is intimidated, the following factors are considered:

- Behaviour towards the victim on the part of the accused, or people linked to the accused
- The nature of alleged circumstance of the offence. Victims of sexual offences or human trafficking are automatically considered to be intimidated.
- The victim's age and, if relevant, the victim's social and cultural background, religious beliefs or political opinions, ethnic origin, domestic and employment circumstances.

\textsuperscript{13} ONS, Crime in England and Wales, Period Ending March 2014
\textsuperscript{14} You are considered vulnerable and eligible for enhanced entitlements under the Victims’ Code if you are: under 18 years of age at the time of the offence, or; the quality of your evidence is likely to be affected because i) you suffer from mental disorder within the meaning of the Mental Health Act 1983 ii) you otherwise have a significant impairment of intelligence and social functioning, or iii) you have a physical disability or are suffering from a physical disorder.
In 2013/14, around 700 victims were identified from police systems as being intimidated victims. Slightly under a fifth of these had been a victim of Assault Occasioning ABH. It is anticipated there will be an improved understanding of the extent of intimidated victims following changes and improvements to consistency in recording practices for victims of crime linked to the introduction of lighthouse.

Improved identification of intimidated victims should help increase the number of successful convictions with victims more willing to report incidents and increase the number of court trials which are able to proceed on the scheduled date and reach a conclusion. Trials which crack, or are ineffective, can lead to delays in the criminal justice system and can cause distress to victims.

Under-Reporting:
There is a discrepancy between police recorded crime figures and crime figures recorded by the Crime Survey of England and Wales (CSEW). This indicates a large volume of victims are not reporting their crimes to the police.

The CSEW asks respondents to give reasons for why they have not reported a crime. Based on a survey of respondents across England and Wales, one of the main reasons for this can include the belief by the victim that the matter is too trivial or that the police would not, or could not, do anything about the incident. This was the reason given in 72% of all CSEW crime, but it was given more often in cases of vandalism and other household theft offences, rising to 84%.

For unreported violence incidents, the reason for not reporting the incident given was ‘the matter was private or dealt with ourselves’ in 35% of cases.

Reporting crime to police remains important to ensure victims are provided with support to reduce the impact of harm and risk of further victimisation and it is important to understand the drivers behind under-reporting and to continue to work to reduce any barriers to reporting.

Impact of Crime:
The 2013 Bristol Quality of Life Survey found 12% of residents had been a victim of crime in the last 12 months. The indicator was similar in deprived and non-deprived areas and there was little variation between wards, though the east of the City was identified has having more victims of crime.

The overall percentage of respondents who feel crime has gotten worse in Bristol has fallen year-on-year since 2006, to around 15% of residents. This ranged from around 31% of respondents in the wards of Frome Vale and Hillfields, to around 3% of respondents in the Stoke Bishop and Clifton wards.

15 ONS 2011/12 Crime Survey for England and Wales
16 The Quality of Life survey is an annual survey which has been running since 2001. The survey randomly samples adult residents from the electoral register and approximately 4,500-5,000 responses are received (a response rate of 19%).
17 Bristol City Council (2014) ‘Quality of Life in Bristol: Quality of Life in Your Neighbourhood Survey Results 2013’.
Overall, around 16% of respondents feel their day to day life is affected by fear of crime. This was higher in the wards of Lawrence Hill and Filwood (35% and 38% respectively). The Survey highlights by faith, Muslim residents had the greatest fear of crime.18

Around 22% of respondents reported personal safety was an issue in their neighbourhood.

**Victim Satisfaction:**

In 2013/14 user satisfaction surveys indicates 90.1% of people were satisfied with their whole experience with the police in Bristol, marking an eight percentage point increase in comparison to the previous year. Also, 94.9% of users were satisfied with the way they were treated by the police – remaining constant with the previous year.

Current satisfaction surveys are not able to identify the satisfaction levels of vulnerable victims specifically. Understanding the experiences of vulnerable victims is important to ensure criminal justice agencies are able to meet the specific needs and to help reduce repeat victimisation and encourage reporting of incidents. With the introduction of the new integrated victim care teams, work is ongoing to develop an outcome framework for victims entitled to an enhanced service. The introduction of which will help to set a baseline for future performance.

**Recommendations:**

- Utilise information collated around vulnerable victims to confirm understanding of this group and where appropriate ensure partners agencies are directing resources into key areas appropriately.
- Conduct analysis using CSEW data in comparison with local information to determine whether under-reporting of crime is thought to be occurring

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18 The survey data note the number of Muslim responders for some questions was quite low. As such, for this question, confidence limits ranged from 24%-46%.
Violent Crime:

As with previous years, violent crime in Bristol in 2013/14 accounted for around 40% of all violent crime across Avon and Somerset. Bristol recorded 8,654 offences in 2013/14, a 6% increase compared against the previous year. Violence against the person offences occurred at a rate of 16 crimes per 1,000 residents. The following chart displays levels of recorded violence crime in Bristol since 2004/05.

Across England and Wales, Violence against the Person offences recorded by police during the same period showed a 6% increase compared against the previous year. However, this rise is in contrast to Crime Survey figures and figures on attendances at Accident and Emergency departments due to violent assaults. Within Bristol, A&E first attendances for assault in 2013 were down 19% compared against the previous year, with around 7,300 first attendances recorded. Emergency admissions due to assault were also showed a slight decrease (~2%).

The Crime Survey of England and Wales suggests therefore this rise may be linked to:

- Action taken by the police to generally improve their compliance with the National Crime Recorded Standard given the renewed focus on the accuracy of crime recording by the police, which is likely to have resulted in an increase in the number of offences recorded.

- An increase in the reporting of domestic abuse and subsequent recording of these offences by police. The majority of Police and Crime Commissioners have shown a commitment to tackling Domestic Violence, this renewed focus may have led to victims coming forward and allegations treated more sensitively.

Whilst discussed later in the report, there has been a rise in the number of domestic abuse incidents recorded by Avon and Somerset, which may in part explain this observed rise.

Victims:
There were 8,625 victims were identified through police systems who reported violence against the person offences in 2013/14. A breakdown of age and gender demographics can be seen in the following tables:
Of victims, 9% of victims had previously been a victim of the same offence, of those, 14% were female and 9% were male. Emergency hospital admissions and A&E first attendances due to assaults in 2013 were highest for both males and females in the age group 20-24.

Where recorded, assault by bodily force is listed as the main reason for the emergency admission.

Police user satisfaction data indicate 89% of users were satisfied with their experience with the police, with 92% indicating they were satisfied with the way they were treated by the police. 75% were satisfied the police had dealt with the incident.

Location:
Of Violence against the Person incidents, 20% occurred on Cabot ward, with a further 9% occurring in Lawrence Hill. A&E admission data for 2013 indicates the highest volume of emergency admissions were from the Lawrence Hill ward, with the Ashley ward having the second highest volume for male admissions.

Peak time analysis of offence times indicates peaks in activity on Friday and Saturday nights, between the hours of 23:00-03:00. A higher volume of offences is recorded on Saturday night / Sunday morning. This is likely to be linked to the night-time economy; over half of all violence against the person offences recorded in the Cabot ward occurred on Saturday and Sunday. Further work to understand the violence occurring in other parts of the city may help to drive down overall VAP offences occurring during between these hours on Friday and Saturday, which account for around 17% of the total VAP experienced in Bristol overall.

Partnership working plays an important part in ensuring the city centre remains a vibrant place which is able to be enjoyed by all at night – as evidenced by being awarded a purple flag for a fourth consecutive year in 2013.

Offender:
Where information about the offender is known, around 80% of violence against the person offenders were male, of which 38% were aged 19-29.

Recommendation:
- Continue to support targeted partnership initiatives to manage the night-time economy and re-accreditation through Purple Flag initiative.
- Continue to develop the actions being used to decrease the re-offending rates of violent offenders in the night-time economy.
- Explore opportunities for education interventions to help reduce violence linked to the night time economy.
- Conduct analysis to understand VAP offences occurring outside the city centre.
- Identify any priority areas and identify opportunities for partnership working to reduce the impact on local communities and reduce the risk of harm.
Anti-Social Behaviour:

Anti-social behaviour continues to be reported as a problem for local communities in Bristol. Avon and Somerset Constabulary and partner agencies received reports for around 36,600 Anti-Social Behaviour (ASB) incidents in 2013/14, marking a very slight increase (<1%) on the volume received in 2012/13, though there is a longer term decline in volume of these offences.

<table>
<thead>
<tr>
<th>Partner Agencies</th>
<th>2009/10</th>
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<td>4,162</td>
</tr>
<tr>
<td>BCC Housing</td>
<td>3,476</td>
<td>2,997</td>
<td>2,582</td>
<td>2,416</td>
<td>2,374</td>
</tr>
<tr>
<td>BCC Street Scene</td>
<td>1,437</td>
<td>1,231</td>
<td>1,215</td>
<td>826</td>
<td>893</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>45,259</strong></td>
<td><strong>39,790</strong></td>
<td><strong>38,320</strong></td>
<td><strong>36,411</strong></td>
<td><strong>36,611</strong></td>
</tr>
</tbody>
</table>

Table 1

In 2013/14 Avon and Somerset Constabulary recorded around 28,000 ASB incidents. Nearly three-quarters of these incidents were classified as ‘Nuisance’, around a fifth as ‘Personal’ and around 5% as Environmental. As with the wider trend, there was a very slight increase compared with the previous year, but overall, ASB has decline in recent years, with around 19% fewer incidents than in 2009/10.

From 20th October, there will be changes to the options available to partners for dealing with anti-social behaviour. The Anti-Social Behaviour, Crime and Policing Act provides additional powers for dealing with ASB and the reforms are designed to put the victims at the heart of the response to ASB and give professionals the flexibility they need to deal with any given situation.

The new legislation changes the way in which incidents of ASB are reported, no longer focussing on the behaviour, but instead considering the impact it has on the victim.

Two new measures have been introduced to give victims and communities a greater say in the way agencies respond to complaints of ASB and in out-of-court sanctions for offenders. These include:

- **Community Trigger**: which gives victims the ability to demand action, starting with a review of their case, where the locally defined threshold is met, and

- **Community Remedy**: which gives victims a say in the out-of-court punishment of perpetrators for low level crime and ASB.

In addition, some further options are available to the police and partners for dealing with ASB:

- **Criminal behaviour order**: this is aimed at tackling the most serious and persistent offenders following a conviction for a criminal offence. In addition to prohibitions, the order can include requirements which can aim to tackle the underlying cause of ASB and be tailored to the needs of each offender, for example attendance at an anger management course, or a job readiness course.

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19 Bristol City Council, Avon Fire and Rescue Service
- **Dispersal order**; this requires a person committing or likely to commit an anti-social behaviour, crime or disorder to leave an area for up to 48 hours. It can be used to provide immediate respite to a community and an area does not need to be designated as a dispersal zone in advance.

- **Community protection notice (CPN)**; these are intended to deal with particular, ongoing problems which negatively affect a community’s quality of life. These permit a warning to be issued, if the behaviour continues a notice can be issued a breach of which can result in a fixed penalty notice or remedial action.

- **Closure power**; this permits the police or the council to quickly close premises which are being used, or likely to be used, to commit nuisance or disorder.

- **Public Space Protection Order (PSPO)**; will provide councils with a flexible power to put in place local restrictions to address a range of ASB issues in public places, where the problem is persistent, unreasonable and having a detrimental impact on the local amenity or residents’ quality of life.

- **New Grounds for Possession**; The Act provides new absolute grounds for possession for serious ASB which will mean a faster court process that better balances the needs of victims and witnesses and the rights of alleged perpetrators.

- **Civil Injunction**; will be available in the county court for adults and the youth court for 10 to 17 year olds. It will allow a wide range of agencies, including the police, local council and social landlords to make applications. The injunction may include both prohibitions and positive requirements.

**Victim:**
Of all incidents reported to the police, around 5,000 ASB incidents were classified as requiring immediate response, whilst a further 14,000 were classified as requiring a priority response. Of call cards created, around 2,500 contained a marker suggesting the victim may be vulnerable.

User satisfaction feedback has been collected in relation to victims’ experiences of the police in connection to their ASB incident. Around 82% of victims in the 12 month period ending March 2014, were satisfied with the whole experience. Around 99% were satisfied with the ease of initial contact and 95% were satisfied with their treatment by police officers/staff. However, only two-thirds of respondent were satisfied with the follow-up service. The Bristol Quality of Life survey suggests only 40% of residents in Bristol think police and local public services are successfully dealing with ASB.

Bristol City Council data indicate the average ASB case took 89 days to resolve. 73% of survey respondents were very or fairly satisfied with the way their ASB complaint was dealt with, 65% of respondents were very or fairly satisfied with the outcome of their complaint. 91% of respondents found it easy to contact a member of staff to complain about ASB.

The Bristol Quality of Life survey indicates across the whole of Bristol, around 29% of residents feel locally ASB is a problem. Since 2009, as the volume of ASB reports has decreased, the perception ASB is a problem has also decreased.

By ward there was variation in perceptions of ASB, ranging from nearly 60% of residents in Filwood and 56% of residents in Lawrence Hill, through to only 5% of residents in Henleaze.
The integrated approach to victim services will see improvements in the support and case management of vulnerable victims (including victims of ASB) 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.

Location:
ASB incidents occur across Bristol, however based on police information, Cabot ward accounted for the highest volume of reported incidents (17%) with Lawrence Hill having the second highest volume (9%).

Offender:
Dealing with the offenders of ASB, during 2013/14 The City Council’s Housing department undertook a total of 3,019 early interventions. Of the 2,348 new cases opened in the period, 1,244 were resolved by early interventions meaning around 47% required some level of escalation. Around 5% of their cases warranted formal court action to deal with offenders’ behaviour.

To help tackle repeat offenders of ASB, one initiative being undertaken is the Troubled Families agenda. Troubled Families are those which have problems and caused problems to the community around them, putting high costs on the public sector. The government is working with 152 local authorities and partners to help turn around the lives of 120,000 troubled families by 2015.

The Troubled Families programme works to:
- Get children into school
- Reduce youth crime and anti-social behaviour
- Put adults on a path back to work
- Reduce the high costs these families place on the public sector each year

Bristol has turned around its full allocation of Phase 1 families, one of 3 Local Authorities to do so. As such it has been invited to become an early adopter of Phase 2.

Bristol City Council became an early adopter of the second phase of the programme from September 2014. This will help DCLG to evidence the success of the programme in preparation for the next government spending review. We also work closely with the central government team to assist in:

1. The development of an independent national evaluation for the expanded Troubled Families Programme
2. The completion and continued improvement of the Troubled Families online cost savings calculator
3. The design and implementation of a new system of Family Progress Data
4. The refinement of the indicators suggested to identify families and the development of best proactive approaches to measuring significant and sustained progress with families
5. The introduction of a model of transparent local accountability for the success of the programme as a tool to drive greater service transformation.

The first phase used a relatively narrow set of criteria to identify families. Phase 2 in comparison has far broader criteria to allow for the creation of a much larger cohort. To be eligible for inclusion families must have at least two of the following six problems:
1. Parents and children involved in crime or anti-social behaviour
2. Children who have not been attending school regularly
3. Children who need help
4. Adults out of work or at risk of financial exclusions and young people at risk of wordlessness
5. Families affected by domestic violence and abuse
6. Parents and children with a range of health problems

The payment by results scheme has also changed to empower local authorities to make their own decisions on what ‘significant and sustained progress’ looks like. However with this will come a more rigorous internal audit scheme. Bristol City Council and Avon and Somerset Constabulary worked jointly to compose a list of suggested indicators that allow us to capture these 6 areas. Currently we are still seeking more data for category 6 from the NHS.

Predictive analytics are being used to help identify at risk families with successful results.

**Recommendations:**

- Consider looking into prolific offenders and vulnerable victims profiles, and cohort of offenders with complex needs such as mental health.
- Produce the profile of the vulnerable victims within Bristol in the forthcoming ASB Needs Assessment.
- Implementation of learning identified through multi-agency case review
- Review the use of new measures to identify good practice
- Consider mechanisms for sharing data around ASB
- Review and update (as required) ASB scorecard
- Considering reviewing and updating ASB profiles
Hate Crime:

In 2013/14 in Bristol, 750 crime incidents recorded by police contained at least one hate crime marker. This is a 13% increase on the previous year, when 665 incidents were reported to the police. By offence description, the majority of these offences were classified as public order offences (and the majority of these were public fear, alarm or distress). The following table provides a breakdown by marker:

<table>
<thead>
<tr>
<th>Hate Crime Marker</th>
<th>Total</th>
<th>% Change from 2012/13</th>
<th>% Repeat Victims</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age</td>
<td>9</td>
<td>125%</td>
<td>-</td>
</tr>
<tr>
<td>Disability</td>
<td>31</td>
<td>-6.1%</td>
<td>3.3%</td>
</tr>
<tr>
<td>Gender</td>
<td>11</td>
<td>120%</td>
<td>-</td>
</tr>
<tr>
<td>Homophobic</td>
<td>78</td>
<td>39.3%</td>
<td>9.1%</td>
</tr>
<tr>
<td>Race</td>
<td>608</td>
<td>14.1%</td>
<td>6.0%</td>
</tr>
<tr>
<td>Religion</td>
<td>45</td>
<td>36.4%</td>
<td>-</td>
</tr>
<tr>
<td>Transphobic</td>
<td>10</td>
<td>100%</td>
<td>16.7%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>750</strong></td>
<td><strong>12.8%</strong></td>
<td><strong>6.5%</strong></td>
</tr>
</tbody>
</table>

Table 2

The hate crime figures are unlikely to be representative of the true extent of the problem, it is likely a large volume of incidents remain unreported. A joint report published in 2013 estimates only around 40 per cent of hate crime incidents are reported to the police. The most common reason for not reporting a hate crime incident to the police was because the victim believed the police could not do much about it.

It is difficult to know whether increases in reporting represent an increase in the volume of incidents occurring. Efforts by the police to improve the identification of motivating factors behind crime incidents and recording practices within the police may help to explain the observed rise in offences, rather than be indicative of an actual rise in the volume of offences. Across England and Wales in 2013/14, there was a rise in recorded hate crime incidents. Overall, there was a five per cent increase in Hate Crime incidents, with large increases were observed in reported Transgender (+54%) and Religion (+45%) hate crimes.

Of all hate crime incidents, 35.2% were detected, a very slight decrease compared against the previous year (-0.9%). Of detected crimes, around 72% resulted in a charge, 11% resulted in a caution and 15% had a restorative justice disposal.

Whilst the volume of offences has increased in comparison to the previous year, this may be linked to improved recording practices or increased confidence to report these offences, rather than an increase in the actual volume of offences.

The majority of recorded Hate Crime incidents are violence against the person offences, which account for over three-quarters of the total volume of offences. Of these, over half were offences of Causing Intentional Harassment, Alarm or Distress. Around 15% of offences are criminal damage offences.

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21 Incidents may contain more than one marker; therefore sum may be greater than volume of incidents. A breakdown by policing area is contained at appendix XX

22 The Percentage of crimes whose victim had been a victim of the same offence type within the last 12 months over the total number of crimes.


Victims:
Based upon crime incidents recorded by the police, where information was known, the majority of victims of hate crime were aged between 26 and 44 (57%). The majority of victims were male (64%). Around a quarter of victims reported their ethnicity as White-British. 66 victims had previously been a victim of a hate crime in the past and 131 had been a previous victim of crime. 78 victims were considered vulnerable.

For racist incidents, 87% of victims were satisfied with their experience with the police. 94% were satisfied with the way they were treated by police.

Based upon data from the 2011/12 and 2012/13 Crime Survey of England and Wales (CSEW), the report highlights the risk of being a victim of personal hate crime was highest amongst:

- People aged 16-24 (0.5% experienced personal hate crime); in particular men (0.7% experienced personal hate crime).
- Those with religious group ‘other’ and Muslim (1.1% and 0.8% respectively).
- People with Black and Minority Ethnic backgrounds (0.6%)
- Those whose marital status was single (0.5% compared with 0.1% of married adults)
- The unemployed (0.6% compared with 0.2% of employed adults).

It also highlights the risk of being a victim of household hate crime was highest amongst people who:

- Were social renters (0.6%, compared with 0.1% of owner occupiers)
- Lived in a household with a total income of less than £10,000 (0.5%).

The report highlights higher rates of repeat victimisation for hate crime compared with CSEW crime overall. It estimated 36% of victims of household hate crime had been victimised more than once in the previous year, compared with 21% of victims of personal hate crime.

The Bristol Quality of Life Survey asks residents about discrimination and harassment in relation to age, disability, religion, sexual orientation ethnicity/race and gender. Since 2006, a small proportion of the population have indicated they suffered different types of discrimination or harassment (5% or fewer). About a fifth of disabled people, people of Muslim faith and BME people report being a victim of discrimination or harassment. This rises to over a quarter of LGBT people. Generally men, compared to women experience more discrimination and harassment, except for gender discrimination.

Victims of hate crime are identified as being entitled to enhanced support in the Code of Practice for Victim. Through the introduction of Lighthouse, victims of hate crime should be quickly identified and contacted for a needs assessment within 24 hours of reporting a crime. Depending upon identified needs, Lighthouse will be able to refer victims of hate crime to specialist services within Bristol to ensure they are provided the support they need.

In September 2013 a new support service for victims of hate crime in Bristol launched. A collaboration of agencies – SARI, Brandon Trust, Bristol Mind and LGBT Bristol now form Bristol Hate Crime Services (BHCS). This partnership champions the rights for communities in Bristol who have been disproportionately targeted by hate crime. The service provides a one-stop hate crime reporting centre for all strands of hate crime. The service provides support for victims of any hate crime and provides specialist advice and support tailored to individual needs and experiences. Victims of hate crime are able to report incidents via a
new website, access a 24-hour advice line plus drop in at various access points throughout the city.

**Offenders:**
Where known, suspects of Hate Crime incidents were predominantly male (72%). Where ethnicity was known for the offender, the majority of offenders were White – North European (86%). 70% of offenders were aged 11-40. Female suspects were typically younger than male offenders, with a larger proportion of female suspects being aged 11-20 (35%), whilst a larger proportion of male suspects were aged 21-40 (51%).

Of suspects identified, around 15% were linked to more than one incident, with 3% of suspects being linked to more than 3 incidents.

**Location:**
The highest volume of hate crime incidents were recorded in the ward of Cabot. By beat, the highest volume occurred in the Trinity Beat, with Broadmead and the City Centre also experiencing a similar level.

Outside of the centre, hotspots for hate crime also emerge in Filwood and Hartcliffe.

**Recommendations:**
- Continue with multi-agency risk assessment arrangements to identify risk and harm for victims of hate crime.
- Implementation of learning identified through multi-agency case review
Domestic Violence and Abuse and Sexual Offences:

It is difficult to obtain reliable information on the volume of sexual offences, as it is known a high proportion of offences are not reported to the police. Any changes in figures may reflect reporting or recording rates, rather than actual victimisation.

In Bristol, there was a 28% increase in the total volume (1,074) of sexual offences recorded in 2013/14, a rate of 2 offences per 1,000 residents. Of those, 770 offences were reported to have occurred within the reporting period, whilst around 29% of the offences recorded had occurred in previous years.

In 2013/14, police recorded crimes figures in England and Wales showed an increase of 20% in all sexual offences compared with the previous year. This represented the highest volume recorded since the introduction of the National Crime Recorded Standard in April 2002.

Several factors are thought to have contributed to this rise, including: the effect of Operation Yewtree linked to the Jimmy Saville enquiry; a review of sexual offences guidance to provide further clarity for recording sexual offences; and investigation by Her Majesty’s Inspectorate of Constabulary and HM Crown Prosecution Service Inspectorate into the recording and prosecution of sexual offences.

Victims

549 female victims of sexual offence crimes in Bristol were recorded on police crime systems. Of these, 201 were victims of sexual assault on a female offences and 158 were victims of rape.

There were a higher number of female victims of sexual assault and rape offences than male, though under-reporting may be an issue for both, particularly male victims.

In around a fifth of reported crime incidents, the victim was a repeat victim, however it is likely the actual figure is higher as victims may have experienced incidents prior to reporting an offence to the police. Analysis of Crime Survey of England and Wales data suggests nationally, 72% of victims of most serious sexual offences will have told someone about their most recent incident, but only 15% told the police about this incident.

Multi-Agency Risk Assessment Conferences (MARACs) agree upon safety plans for victims at high-risk of serious physical injury or death from domestic violence and abuse. The CAADA DASH Risk Identification Checklist is used to identify high risk victims. This checklist covers issues such as levels of fear, use of weapons, threats to kill, sexual violence, depression and suicidal thoughts. MARAC conferences offer greater opportunity to identify victims at an earlier stage.

In 2013/14, 1398 cases were discussed at MARAC, of which 164 were repeat cases. The reported cases also concerned 1,011 children in households across Bristol. There has been a nearly 50% increase in the total number of cases discussed compared against the previous year. Of referrals into MARAC, 62% came from the police, a further 21% came from Independent Domestic Violence Advisors.

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26 Caution should be used when interpreting these figures, as reporting behaviour is subject to external influences, such as the media, government/police initiatives and public opinion.
Owing to the high volume of cases referred into MARAC in Bristol, it is necessary to operate a pre-MARAC meeting, which is attended by fewer agencies. In 2013/14, 813 cases were discussed in pre-MARAC, of which 540 were not put through to the MARAC (of which 186 were repeat cases) as the agencies present were able to offer sufficient support without the need to discuss at a full MARAC panel.

Location
For sexual offences which occurred in 2013/14, the highest volumes occurred in the wards of Eastville and Lawrence Hill, though this was driven by solicitation offences.

For the most serious sexual offences the highest volume of offences (68) occurred in the ward of Cabot, with the majority of offences (47) being sexual assault on a female offences. For rape of a female aged 16 and over offences, the highest volume of offences occurred in Lawrence Hill (18), Cabot ward had a similar level (14)

Offender
Integrated Service Integrated Response (IRiS) is a joint partnership between Avon and Somerset’s Probation Trust, Police Service and Wiltshire’s Mental Health Partnership NHS Trust. It aims to provide an integrated approach to the management and rehabilitation of offenders over the age of 18, who are at high risk of causing serious harm to the public or their previous victims in central Bristol. All agencies work together towards a single risk management plan to avoid duplication and make the process more efficient.

The scheme had been running as a pilot between July 2012 and March 2014. In October 2014, IRiS had a caseload of 199.

The evaluation of the pilot identified IRiS as being an innovative approach to end-to-end offender management and strengthens the existing probation, police and third party management and rehabilitation structures. IRiS provides a set of robust support, intervention and disruption processes which have created a successful way of managing compliance and risk of harm. At time of writing, the evaluation identified IRiS had a re-offending rate of - 38.5% against its set target.

In 2013/14, 51 sex offenders completed accredited programmes in Avon and Somerset.

Domestic Violence and Abuse:
Domestic violence includes physical violence, psychological, sexual, financial and emotional abuse involving partners, ex-partners, other relatives or household members. Domestic Violence is frequently repeated by the perpetrator and the violence can escalate over time.

Based on a population of 432,500 (ONS 2012 Mid-Year Population Estimate), the Home Office estimates around 14,000 women and girls aged 16-59 in Bristol have been a victim of domestic abuse in the past year.

It is important all victims of Domestic Violence and Abuse have the confidence to report these incidents. Around 7,000 domestic violence and abuse incidents were reported to the police in Bristol in 2013/14, which is considerably below the ONS estimates. Of these 3,200 were categorised as crimes, marking a 5.8% increase compared against the previous year. In around a third of all crime incidents flagged as domestic violence, alcohol was believed to be a factor and drugs were a factor in around 10% of incidents, though it is possible this does not reflect the true extent.

27 Rape and Sexual assault
The increase may be linked to efforts in force to increase confidence in reporting of domestic violence incidents, rather than being indicative of a rise in the overall volume of offences. A review of cases indicates around 3% of DV incidents reported in 2013/14 related to historic offences. In addition, internal improvements in recording may also explain the rise.

Domestic violence is recognised to be an under-reported crime, whilst the impact on the victim is great. The 2012/13 Crime Survey of England and Wales indicates of violent crime victimisation, victims of domestic violence experienced the greatest emotional reaction with 92% of victims being emotionally affected and 49% affected very much. It is thought a victim will have experienced multiple domestic violence assaults before contacting the police.

Incidents of domestic violence and abuse offences were highest in the wards of Lawrence Hill, Hartcliffe and Filwood, which represent some of the more deprived wards within Bristol.

The Bristol Quality of Life survey indicates across Bristol, around 14% of residents agree that domestic abuse is a private matter. This figure increases up to 27% of residents in the ward of Filwood and 23% of residents in Horfield. The overall rate for Bristol has been decreasing since 2011.

Since 2nd June 2014, Avon and Somerset constabulary have been able to use Domestic Violence Protection Notices (DVPNs) and Domestic Violence Protection Orders (DVPOs) for all domestic abuse incidents, not just those which result in an arrest. The DVPN lasts for 48 hours. In that time, the notice has to be served on the suspects and the police have to apply at magistrates’ court for the notice to be extended into a DVPO. The order can last for anything between 14-28 days.

With DVPOs, a perpetrator can be banned with immediate effect from returning to a residence and from having contact with the victim for up to 28 days, allowing the victim time to consider their options and get the support they need. Research shows that many victims of domestic abuse need time away from the perpetrator to think clearly about what their options are and to make safer choices.

Between June and mid-October, a total of 26 DVPO applications made in Bristol have been successful. Of these, 6 offenders have been arrested for breaching the order.

Probation data indicate 122 offenders successfully completed accredited domestic violence programmes in 2013/14 in Avon and Somerset.

**Domestic Homicide Reviews:**
A domestic violence incident which results in a death of the victim is often not a first attack and is likely to have been preceded by psychological and emotional abuse. It is possible people and agencies may have been aware of these prior incidents which makes serious violence and homicide in domestic violence preventable with early intervention.

In incidents where the death of someone aged 16 or over has, or appears to have, resulted from violence, abuse or neglect by someone related to or with whom the victim has had an intimate personal relationship, or a member of the same household as the victim, a domestic homicide review (DHR) may occur.

The purpose of the DHR is to establish:

what lessons are to be learned regarding the way in which local professionals and organisations work individually together to safeguard victims;
- identify clearly what those lessons are both within and between agencies and agree timescales they will be acted on;
- apply lessons to service responses; and
- prevent domestic violence homicide and improve service responses for domestic violence victims.

Since 2011 the Safer Bristol partnership have been notified of eight deaths for consideration for a domestic homicide review. To date, three of these cases have been progressed to a statutory DHR.

**Modern Slavery:**
During 2013, the term Modern Slavery was introduced into the UK to describe all offences previously described as, human trafficking, slavery, forced labour and domestic servitude. Globally, an estimated 29.8 million people are in modern slavery. Traffickers and slave masters will use whatever means they have at their disposal to coerce, deceive and force individuals into a life of abuse, servitude and inhumane treatment. Victims are not always forced to come to the UK. Many victims from the European Economic Area report their first contact with a trafficker began with the offer of an apparently legitimate job and so they travel willingly to the UK. A report by the National Crime Agency does highlight the country of origin of potential victims who encountered exploitation in the South West region, where known, was from the UK.

Modern slavery is a largely hidden crime and it is very challenging to understand the extent, impact and scale of the problem. According to information and referrals received, nationally there were 2,744 potential victims of human trafficking were encountered in 2013, an increase of 22% compared to the previous year.²⁹

In 2013/14 Avon and Somerset Police made 23 referrals to the national referral mechanism. Of these, 13 were adult referrals and 10 were minors.³⁰

In June 2014, the Modern Slavery Bill was introduced in the House of Commons. The bill marks the first of its kind in Europe and sends a strong message domestically and internationally the UK is determined to put an end to modern slavery.

Within Avon and Somerset the anti-slavery partnership exists with mission to support and enable the discovery of, and response to, incidents of modern slavery and exploitation.³¹ This is an advisory and an operational body which exists to make recommendations to the relevant agencies and decision making bodies concerning relevant trafficking and slavery police issues. The partnership meets quarterly with a series of sub-groups working on specific issues of:

Champions: gathering a group of passionate individuals across multiple agencies who can be an advocate for trafficking in their organisation. These individuals liaise directly with the anti-slavery partnership, share information and access training and support for their staff.

²⁹ National Crime Agency Strategic Assessment: The Nature and Scale of Human Trafficking in 2013
Problem profile: develop and implement a plan to gather intelligence, analyse data and prepare a problem profile about areas where slavery may be occurring in our locality.

Training: develop standardised training models to be used by a variety of agencies as a basic introduction to slavery and trafficking.

Expansion: Increase the breadth of membership of the ASP and expand further into the Avon and Somerset force area to share expertise and learning.

Female Genital Mutilation
Female Genital Mutilation (FGM) is practiced in over 28 African Countries. It is estimated there could be as many as 140 million women worldwide who have undergone FGM. FGM is illegal in the UK and as such it is a secretive practice. It is generally performed on girls aged 8-14, but can be done at any age. In Bristol, it is estimated there are approximately 1,200 girls who come from communities where FGM has been practiced.

Since 2009 there have been six cases of FGM and it is likely FGM is an under-reported offence. In the summer of 2014, a national poster campaign was launch to help raise awareness of this issue and highlight FGM is child-abuse. Increase coverage of the issue within the media may help to encourage reporting to understand the true extent of this problem. In addition, the PCC has commissioned a research report on the prevalence of FGM in Bristol.

Safeguarding:
During 2013/14, First Response was established as a single point of contact for all referrals and contacts with Children’s social care. During December 13 and January 14, First Response went live for the whole city. The rate of referrals in Bristol was slightly above the Core City average and well above the England average for the year ending March 2013.

Over 2014/15, work is planned to be progressed with police about the number of referrals and also to engage in work around developing a MASH.

In 2013 Bristol had a high level of re-referrals compared with other local authorities. This was identified as an issue and an audit was undertaken. The audit identified a series of factors which may contribute to higher re-referrals and awareness of these has been raised to ensure awareness and address issues.

The number of children subject to a Child Protection Plan rose slightly during 2013/14 to 441. The rate per 10,000 population at March 2013 was 44.7, which compare to an England average of 37.9 and a South West average of 37.3.

The number of children in care has reduced at the end of 2013/14 to its lowest point since October 2012, marking the lowest number of children in care since spring 2011. At the end of 2013/14 the rate of Looked After Children per 10,000 was 77, a reduction compared to the previous year’s rate of 82.

There was an increase in the number of care proceedings issued in 2012/13, with the figure spiking in Q1 2013. In the first quarter of 2014 there has been a noticeable drop in the number of care proceedings issued, but this is offset by an increased number of cases in the pre-proceedings process. Emotional abuse has remained the most frequent reason for initiating proceedings followed by Neglect, Physical Abuse and Sexual Abuse.
Recommendations:
- Compare the cohort of perpetrators with other types of crime, to see whether there is any overlap, to facilitate joint approach between stakeholders.
- Continue to raise awareness and encourage reporting of Human Trafficking through the National Referral Mechanism
**Alcohol and Substance Misuse:**

Drug and Alcohol misuse is a complex issue. The volume of people with a serious problem is relatively small; however, substance misuse and dependency effects can have a societal impact with many problematic users having links to criminal activity. The links between substance misuse and criminality are complex, often involving many other factors; however, a number of offences are committed whilst the offender is under the influence of drugs or alcohol.

In November 2013, Bristol’s Recovery Orientated Alcohol and Drugs Service (ROADS) was launched. ROADS provides a varied and integrated service for individuals wishing to access support and treatment for their drug and alcohol use. ROADS is delivered by BDP (Bristol Drugs Project), St Mungo’s, BSDAS (Bristol Specialist Drug and Alcohol Service), DHI (Developing Health and Independence), and ARA (Alcohol Recovery Agency).

ROADS is responsible for achieving the national Public Health Outcome 2.15 Successful Completion of Drug Treatment.

In 2013, Bristol performed above both the regional and national average of this national public health indicator for both opiate clients (8.7%) and non-opiate clients (47.8%)

In 2013/14, a total of 2,849 opiate users accessed treatment, 561 of these clients accessed treatment through a criminal justice referral source (DRR, CJET, Police etc). 549 non-opiate users accessed treatment during the same period of which 133 were from a criminal justice referral source.

**Substance Misuse:**

In Bristol, latest estimates (2011/12) suggest there are around 4,200 opiate users and around 4,300 crack users. The Bristol quality of life survey indicates a quarter of residents think drug use is a problem in their area. A higher percentage of residents reported drug use was a problem in more deprived wards with Filwood (64%) and Lawrence Hill (58%) having the highest levels.

In 2013/14, around 2,700 drug offences were recorded in Bristol, a 5% decline compared with the previous year. Of these, over half (53%) were possession of cannabis offences. Drug offences occur in more deprived wards, the highest volumes occurred in Cabot and Lawrence Hill (36% of total) with 10 wards accounting for around 70% of all offences. Of the 559 Class A drug offences, nearly half (46%) occurred in Cabot and Lawrence Hill.

Public health outcome data indicates in Bristol between January – December 2013 a total of 2,829 opiate users were in treatment. Of those 245 (8.7%) completed their treatment and did not re-present within 6 months. Many offenders are drug users; 3,470 offenders were drug tested in 2013/14 whilst in custody. Of these:

- 634 tested positive for Cocaine and Opiates (+3% compared to 2012/13)
- 614 tested positive for Cocaine (-3%)
- 169 tested positive for Opiates (-0.3%)

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33 Cabot, Lawrence Hill, Ashley, Easton, Hartcliffe, Filwood, Eastville, Southmead, Kingsweston, Southville
Since April 1st 2014, the Arrest Intervention and Referral Service (AIRS) has been commissioned by the PCC. AIRS is available to all prisoners in custody with problematic alcohol or drug use issues and is delivered from the four Police Centres. The service will help people who use Class A, B and C drugs, alcohol, ‘legal highs’ and party drugs in addition to prescribed and over the counter medication. The service is available to those mandated to engage with AIRS through receiving a positive drug test and those who volunteer to undertake an assessment and intervention.

Within the first 6 months of the service, force wide AIRS had contact 6,567 detainees and completed 973 full assessments. Of these, 378 were provided interventions within custody and deemed suitable for closure with no onward referral. The remaining 595 detainees were deemed suitable for onward referral to partners in the community and prison.

**Drug Related Deaths:**
Drug related deaths in Bristol, in line with the observed national trends, continue to decline, from 22 in 2009/10 to 5 in 2013/14. Heroin remains the most common substance identified within coroner’s reports as cause of death.

The provision of Naloxone (the opiate overdose antidote) is targeted at Bristol’s most at-risk clients, primarily centred on the residents of homeless hostels. Protocols are currently being developed to increase the distribution opportunities to further reduce deaths attributed to heroin use.

The review of drug related deaths are carried out on a regular basis by a sub-group of the Standards and Governance Committee to identify learning and influence changes to practice. This group is comprised of Police, Probation, voluntary and statutory treatment providers and the Local Authority.

**Serious Adverse Incidents**
Serious Adverse Incidents are monitored by the Standards and Governance Committee and, in the case of incidents relating to clients’ opiate substation therapy, the Shared Care Monitoring Group. It has not been necessary to carry out a formal review into any reported serious adverse incident in the last 12 months.

**Alcohol Misuse:**
It is estimated nearly 20,000 people over the age of 16 in Bristol are drinking more than alcohol guidelines and are experiencing harm. An estimated 16,000 people are thought to be dependent drinkers. In 2013/14, 925 people were in Alcohol treatment.

The most recent Local Alcohol Profiles for England (LAPE) estimate in Bristol in 2012/13, there were 3,500 alcohol-related crimes, a rate of 8.08 offences per 1,000 population. Most recent estimates suggest alcohol-attributed crime has a higher rate in Bristol than the South West (4.90) and England (5.74), though rates have fallen year-on-year since 2008/09. However, these national statistics do not record the true extent of alcohol-related crime on society as they do not capture non-notifiable offences such as drunkenness, drink-driving and ASB linked to alcohol. The Bristol Quality of Life survey indicates since 2010 around half of Bristol resident think drunk and rowdy people in public places is a problem. By ward, a higher percentage of residents think this is a problem in Cabot (80.3%) and Lawrence Hill (79.9%).

34 Safer Bristol (2012) Bristol Alcohol Strategic Needs Assessment
35 Public Health England - National Drug Treatment Monitoring System: Alcohol Treatment Performance Reports
Safer Bristol undertook a Strategic Needs Assessment in 2012 to identify the needs of people living in Bristol in relation to the harm caused by alcohol misuse and set out an action plan to address issues relating to alcohol misuse. Delivery against these actions has gone well, with the majority of actions either complete or in progress.

In 2013/14, police recorded crimes indicate around 4,400 involved alcohol. Of these, 2,400 Violence against the Person (VAP) offences contained an 'alcohol' marker. However, this is likely to be an under-representation of the true extent of VAP incidents where alcohol was present. Alcohol or drugs are likely to be a contributory factor in much of the violence associated with the night time economy, however the true extent of this is unknown.

Interventions:
The Criminal Justice Engagement Team (CJET) service offer community engagement and treatment for CJ clients in Bristol. The service offers service in 5 key areas:

- AIRS engagement – Providing a SPOC for clients assessed in custody by AIRS as needing further interventions in the community. Although referrals have been steady, averaging over 40 during Q2 of 2014, the Did Not Attend (DNA) rate remains high at over 85% over the same time period. As of November 2014, dedicated recovery workers are now in post to better aid the transition for clients from custody to community. More appointments have been made available by the CJET service to meet demand and offer more timely slots for community engagement. Breach protocol has also been tightened to ensure clients who DNA are picked up quickly and the appropriate measures taken. Communication between Swanswell and CJET has remained good throughout the transition process and the recent measures put in place to reduce DNA rates should yield good results in the New Year.

- Rapid Prescribing – Providing rapid access to prescribing for Bristol clients leaving prison and Bristol IMPACT clients. This service receives around 45 referrals a month, mostly from HMP Bristol. The service requires close liaison between prison staff, notably the SMT in Bristol prison and IMPACT. The DNA rate is low at under 30% and provides a valuable service for those continuing substitution treatment in the community.

- Restrictions on Bail (RoB) – CJET have a continued presence in Bristol Magistrates Court (BMC) picking up those clients given RoBs. Close working between CJET and Probation means that clients can be seen quickly and their community treatment plan organised promptly. Numbers of RoBs issued by magistrates has declined significantly over recent years although the commitment from CJET and other partners remains high.

- Alcohol Treatment Requirements (ATR) – CJET work closely with Probation assessing clients in the BMC for suitability for ATRs. This includes preparing information for pre-sentence reports as well as co-ordinating the client’s transfer into community treatment. Numbers remain consistent at around 7 a month as of Q2 2014.

- Prison pick-up – CJET are working with DHI and ARA, providers of the Support and Housing Support clusters of ROADS, to deliver a peer led prison pick-up service for Bristol clients leaving Bristol prison. This service is aimed at reducing DNA numbers for clients accessing community treatment services post release. The service offers a person-centered individual approach, allowing clients the chance to meet with community peers pre-release and have all their subsequent community appointments agreed and facilitated on release. This requires a whole system approach involving
IMPACT teams as well as ROADS providers to make the often difficult community transition as easy as possible and in doing so reducing the revolving door effect.

Recommendations:

- Ensure that the new Arrest Referral and Intervention Scheme within the new Detention Centres links effectively with IMPACT and CJET.
Serious Acquisitive Crime:

Serious acquisitive crime is defined as offences where the offender derives material gain from the crime and includes the following offence types: dwelling burglary, car crime (theft of a motor vehicle, theft from a motor vehicle) and robbery.

In 2013/14 in Bristol 6,449 serious acquisitive crime offences were recorded. This was a 7.9% fall compared with the previous year. There have been year-on-year declines in the volume of recorded offences since 2004/05.

Robbery:
In 2013/14, there were 483 robbery offences in Bristol, a rate of 1 offence per 1,000 residents. The volume of robbery offences in Bristol has declining year-on-year since 2008/09. There was a 20% reduction in the volume of offences between 2012/13 and 2013/14. The detection rate for robbery offences was 2014 was 18.5%, a slight decline compared against the previous year.

In 2013/14, 498 victims of robbery offences were identified through police systems. As with previous years, around three-quarters of victims are male. Of those, nearly 70% are aged 16-34.

The highest volumes of offences occurred in the wards of Cabot (19%), Lawrence Hill (12%) and Ashley (10%).

Dwelling Burglary:
Nationally, there has been a decrease in the volume of recorded domestic burglary in a dwelling offences, with current totals representing the lowest reported total since 1981.

In Bristol, around 2,000 dwelling burglary offences were recorded in 2013/14, of which 15.4% were detected. Domestic burglary offences occurred at a rate of 11 offences per 1,000 households. Compared with the previous 12 month period, there was 17.5% decline in the volume of offences and a 5 percentage point rise in detections. There have been year-on-year decreases in the volume of offences since 2007/08 and the recent volume is under half the volume recorded in 2009/10.

By ward, the highest volume of dwelling burglary offences occurred in the ward of Cabot (5%), with the wards of Hillfields, Cotham, Eastville, Frome Vale and Ashley each accounting for 4% of the total.

In 2013, the police undertook a comprehensive analysis of burglary locations across Bristol and identified 8 priority hotspots across the city.

Offender:
Avon and Somerset’s most prolific offenders are predominantly those committing high volume acquisitive crimes. These offenders are managed through IMPACT, using the Integrated Offender Management (IOM) approach. IMPACT is a multi-agency team, including the Police, Probation, Prison and Recovery Workers.

IMPACT works with statutory, voluntary, and community organisations to ensure a holistic approach to supporting individuals. This includes utilising volunteers and mentors to assist offenders with their rehabilitation in the community.
Pathway support ensures that the most appropriate intervention and service is available to address the causes of the individual's offending and in turn support them towards getting out of a life of crime and becoming a productive member of society.

One of the most effective ways to cut crime is to focus the effort on people who are committing most of the crimes in Bristol. The offenders are selected based on offending history, lifestyle, and substance misuse. If the offenders do not co-operate with their orders, licences and support, the IMPACT team can implement enforcement action. IMPACT has received a strong investment from the key partners of the Police, Probation Service, Safer Bristol, Prison Service, Criminal Justice Engagement Team and the voluntary and community sector.

As of October 2014, there are 534 IMPACT criminals in Bristol. The majority of the offenders were male (89%). The actual re-offending rate for IMPACT Nominals in any three-month period during Jan – Dec 2013 was 24%. The current IMPACT cohort is categorised by the needs of the offenders. 196 offenders were classified as red, demonstrating high needs of the offenders. The average age of these offenders is around 33 years old, and around 40 offenders received intervention from the CJET as part of their drug recovery.

In Bristol, the IMPACT team is co-located; comprising Police, Probation and CJET workers and this has been recognised nationally as a good practice. IMPACT remains a significant contributory factor in achieving reductions in serious acquisitive crime in Avon and Somerset. With forthcoming changes to how the Police operate, Bristol IMPACT has amalgamated with South Gloucestershire and B&NES IMPACTs. This has seen a review of the cohort and greater focus on those committing serious acquisitive crime. It is anticipated further changes may be required through the Transforming Rehabilitation agenda affecting the Probation service.

Avon and Somerset Police currently runs a project on the use of restorative justice as part of IMPACT. This has been in place for more than two years, and all IMPACT offenders who have been sentenced are referred to the project on a weekly basis, for consideration on the use of restorative justice. Since April 2013, there have been 57 IMPACT referrals to the project, where 10 referrals progressed to the ‘victim-contact’ stage. Of these 10 referrals, three resulted in face-to-face meetings between the offenders and the victims. The referral stage is used to assess the suitability of the cases and whether they are appropriate for restorative justice intervention.

**Shoplifting:**
There were around 5,100 Theft from a Shop offences recorded in 2013/14, a 12% increase compared against the previous year. In Bristol, around a third of all incidents occurred in Cabot ward, with the second highest volume of offences occurring in Southville (8%). Goods totalling approximately £430,000 are reported to have been stolen during 2013/14.

The Crime Survey for England and Wales reports the longer term trend in shoplifting offences is different to that seen for other theft offences, which have observed a steady decline over the past decade.

It is possible this rise is linked to a number of factors, including: an increase in reporting of offences by retailers; changes to police recording practices; or, a real increase in the volume of offences.

It is difficult to assess the true extent of the problem. The 2013 Commercial victimisation survey showed no statistically significant change in the estimated level of shoplifting
compared with the 2012 survey, estimating there were around 3.3 million incidents across England and Wales, but a British Retail Consortium survey indicated their members were experiencing higher levels of shoplifting.

Probation data indicate offenders who commit shoplifting offences have the highest rates of re-offending. Data for the period ending March 2013 suggest around 32% of shoplifters re-offended.

**Vehicle Crime:**
In Bristol in 2013/14, there were 3,116 Theft from Motor Vehicle (TFMV) offences. An 8.2% increase compared against the previous year. Following a period of decline in TFMV offences since 2005/06, the volume of offences has levelled-off, with around 3,000 offences occurring annually in Bristol since 2011/12.

Theft of Motor Vehicle (TOMV) offences fell by around 23%, from 1,023 to 791. Offences occurred in all wards; Hillfields and Cabot accounted for the highest volume of TOMV offences (6%). TOMV offences have been declining year-on-year since 2004/05.

**Recommendations:**

- Further exploration of the acquisitive crime areas (robbery, shoplifting and vehicle crime) that shows Bristol is under-performing in comparison to core cities, needed to improve performance in these areas. Depending on existing structures it is suggested that task and finish groups are established to adopt a problem solving approach.
- Continue to support the multi-agency partnership delivery of offender management through the IMPACT and IRiS programmes
- Consider layering the data across projects such as Troubled Families, IRiS and IMPACT, to see whether there are cohort of offenders that can be jointly targeted.
- Investigate any links to offender management programmes which are working with offenders/potential offenders e.g. IMPACT, Troubled Families and Family Intervention Projects.
Prevent

Prevent is one of the four strands of CONTEST, the UK strategy for countering terrorism. It is aimed to work closely with individuals who are likely to adopt extremist views, and work in partnership with other agencies and our communities to identify individuals who may need our support.

The government has developed a training session called ‘WRAP’ (Workshop to Raise Awareness of Prevent) for frontline public sector staff to explain how people become radicalised and what to look out for, as part of the Prevent agenda. Training sessions were held in 2013 for police staff and in the early part of 2014 for Bristol City Council staff. However, Bristol City Council no longer has their dedicated WRAP trainer, and this is something that is being considered through the Prevent Partnership, Building the Bridge (BTB). Training for Bristol police officers and staff will commence in 2015 which is a 2 year rolling cycle.

A process called ‘Channel’ has been developed to support people at risk of being drawn towards terrorism and violent extremism. Bristol City Council, Avon & Somerset Police and other partners, including Probation, health agencies, community organisations and individuals within local communities work together to support vulnerable individuals who are prone to radicalisation and revised tailored safeguarding measures to support their needs are taken. A range of options is available including mentoring, welfare support and access to key services. These services often prevent people from becoming involved in crime.

Since April 2012, there have been a total of 7 Channel referrals for Bristol and they are predominantly Al’Qaeda (AQ) inspired cases but there has also been one case relating to extreme right wing (XRW). The majority of referrals are male but the age range differs dependent on the ideology. The age range for the majority of AQ inspired cases is between 22 to 29 years of age, which is 47% of referrals. The age range for XRW is under 21 years old, with 31% being aged between 11 and 15 years old. Channel is approximately 10 – 20% of cases dealt with by Prevent and other cases can be dealt with as prevent case management (PCM). There is a relatively new analysis tool for PCM but there have been approximately 41 cases since April 2014, 11 relating to AQ and 2 to XRW. The analysis of PCM cases corroborates the analysis from Channel.

The greatest priority for Prevent is the current situation in Syria and Iraq. There have been referrals relating to people who have expressed support and interest in joining AQ groups due to this situation. There has been engagement with community members around highlighting the risk to the community and individuals in relation to travelling to conflict zones. Information has been requested in relation to fundraising, travel of humanitarian aid convoys, and highlighting concerns around any travel to Syria. The Governments messaging relating to Syria being unsafe and that travel is not recommended is being provided to the community. The counter terrorist local profile (CTLP) has been produced in April 2014 and recommendations have been adopted under this process and are being monitored by BTB.

Recommendations

- Improve the data collection on the potential victims, offenders and locations to understand opportunities and threats under this theme.
- Mainstream the Prevent strategy through safeguarding adults and safeguarding children policy to ensure that vulnerable people are adequately protected which should also include e-safety.
- Ensure that the Prevent strategy is linked to other areas of crime prevention strategies such as hate crime and Troubled Families.
Reducing Re-offending

Adult Re-offending:
The National Probation Service - who manage offenders assessed as posing a high risk of harm - have a total Bristol caseload of 982 cases. Of these, 567 are in the community with the remainder in custody.

The Community Rehabilitation Company manages offenders assessed as posing a medium or low risk of harm. In 2013/14, CRC had a total Bristol caseload of 1,663. Of these 1,334 are in the community and the rest are in custody. It is important to note risk of harm is different from risk of reoffending. Many of the offenders most likely to reoffend are managed by the CRC not the NPS.

The latest re-offending data (for the 12 months ending December 2013) indicate the level of re-offending of probation managed offenders is improving, with a decline observed between predicted and actual offending. However, re-offending has not improved as much as the England and Wales and South West region averages.

Re-offending rates vary by index offence. Re-offending is higher amongst those convicted of shoplifting and burglary offences (32% and 18% respectively). Other research carried out by Probation shows 25% of all re-offences are for shoplifting. This rises to close to 50% for women offenders.

Risk assessment of 971 of the offenders on the CRC Bristol caseload shows that Drug misuse, Financial Mis-management, Lifestyle & Associates and Pro-criminal anti-authority attitudes all are areas that are significantly higher amongst those most likely to reoffend.

Youth Re-offending:
The Youth Justice System comprises statutory agencies such as Avon & Somerset Police, Children’s Services, Education and Health, and voluntary and community organisations. These organisations form the multi-agency Youth Offending Team (YOT) Board Partnership which governs the system and oversees the delivery of activities by Bristol YOT.

The performance of the youth justice system is monitored through three key result areas, namely numbers of first time entrants into the youth justice system, rates of custodial sentences and rates of re-offending.

- First time entrants (FTE) into the youth justice system – A reduction of 24.7%
- Custodial sentences – A reduction of 38%
- Rates of re-offending – A reduction of 19% in the proportion reoffending; a reduction in numbers of re-offences of 22.9%

The reduction in full-time entrance and custody is a national trend, and there are three potential explanations for such trend:

- Shift by the Police from prosecution to using restorative solutions (youth restorative disposal). This has produced some good results, with about 18% re-offending and offers better victim satisfaction with the outcome.
- The historic impact of central government funded positive prevention projects.
- The demographics of the young people between 10 and 17 years population at their lowest in Bristol for more than a decade.
Caseloads supervised by the YOT have reduced over the past five years, from a daily average snapshot caseload of 280 to 165. Some of the reduction has been mirrored in reductions in resources and staffing in the YOT. Like other YOTs, we have seen a steady fall in first time entrants, custody and re-offending rates, but a rise in the complexity of the young people with whom we work.

The Youth Justice Board measures the Reoffending Frequency Rate. The Reoffending Frequency rate, is based on offences committed within 12 months from original offence. The cohort consists of all young people who received a pre-court or court disposal or were released from custody between 1st July 2011 to 30th June 2012. There were 696 Young people in this Cohort, of whom 258 offended (31.7%) committing 703 further offences. Bristol’s Frequency rate is lower than the National Average, and the third lowest when Compared with the Core Cities Compared with the same period the previous year (Jul10-Jun11) where the frequency rate for Bristol was 1.19, representing a -0.18 change from this baseline.

The Youth Justice Board also measures the Reoffending Binary rate, which is based on the proportion of offenders who commit one or more Re-offences in 12 months. Compared with the same period the previous year (Jul10-Jun11) where the binary rate for Bristol was 41.2%, this represents a 4.2% reduction from this baseline.

Starting in 2015 the YOT will be using tools and frameworks in view of moving to the new Assessment framework, AssetPlus. AssetPlus is a new assessment and planning interventions framework developed by the Youth Justice Board (YJB) to replace Asset and its associated tools. AssetPlus has been designed to provide a holistic end-to-end assessment and intervention plan, allowing one record to follow a child or young person throughout their time in the youth justice system.

**Recommendations**

- Ensure the availability of resources for prevention and early intervention to reduce and contain the numbers of young people who go on to high cost care or custody solutions.
- Ensure that planning over the next three years is in place to meet the demographic challenge and the likely increased demands on the system that will follow.
Restorative Approaches:

Restorative processes bring those harmed by crime, and those responsible for the harm, into communication enabling everyone affected by a particular incident to play a part in repairing the harm and finding a positive way forward.

Restorative Justice (RJ) offers victims an opportunity to be heard and to have a say in the resolution of offences, including agreeing restorative or reparative activity for the offender. It can provide a means of closure and enable the victim to move on.

RJ also provides an opportunity for offenders to face the consequences of their actions, recognise the impact that it has had upon others and where possible make amends. In this way, RJ has the potential to help rehabilitate offenders and enable them to stop offending. It has the potential to motivate them to change and become responsible, law-abiding and productive members of society.

Restorative Bristol acts as an umbrella for all restorative practitioners and services to come together and develop innovative and ground-breaking approaches to tackling conflict in the city. The vision of Restorative Bristol is for a city where individuals, agencies and services see restorative approaches as the first option for dealing with conflict. To achieve this, Restorative Bristol aim to:

1. Develop a range of communication tools to promote our efforts, good practice and learning.
2. Develop a standard for organisations and individuals to meet to become part of Restorative Bristol.
3. Identify training needs, developing and implementing a training package to meet these needs across our diverse population within Bristol.
4. Make restorative approaches available to everyone, with a skilled and diverse workforce across the city.
5. Work collaboratively with key Partners in different organisations adopting a multi-agency approach to strengthen the use of restorative approaches across the city.
6. Continue to develop innovative ways of using restorative approaches in Bristol with special emphasis on hate crime, substance misuse, homelessness and workplace tension, animal cruelty, anti-social behaviour and neighborhood disputes.
7. Develop a clear set of performance measures to record the number of restorative approaches being used across the city and evaluate their effectiveness.

Strategic steer for RJ in Bristol is provided to the Restorative Bristol project officer by the Restorative Bristol board. The board consists of partner agencies from the public, private and voluntary sectors. Their role is to: provide strategic leadership for delivering a restorative Bristol; champion restorative approaches across the community; ensure clear standards are in place for the delivery restorative approaches; ensure effective communication mechanisms are in place; maximise the use of restorative approaches across the city; and, ensure restorative approaches are only use where appropriate.

Supported by Restorative Solutions and Safer Bristol, the Police in Bristol introduced the use of Restorative Justice (RJ) as a problem solving tool with the introduction of Neighbourhood police in 2005.

Further information about Restorative Bristol’s progress in 2013/14 may be found here: http://restorativebristol.co.uk/restorative-bristol-1-year-on/
In 2013/14, a total of 1,290 incidents were resolved by use of restorative justice. Of these, 421 were for youth RJ and 869 for adults. By offence group, RJ was most commonly used for theft and handling of stolen goods offences – accounting for over half (53%) of all RJ. Around a third of incidents were violence against the person offences.

In 2013/14, the Neighbourhood Justice project - a volunteer led project which assists policing teams and partner agencies to deliver restorative justice to the community - received 172 referrals with 65 Restorative Justice conferences/interventions during this period.

RJ is being used across all wards, but had most frequently been used for offences occurring in Cabot (29%), the majority which relate to Theft and Handling Stolen goods offences. Both Lawrence Hill and Southville each accounted for around 7% of RJ disposals.

RJ can occur throughout the criminal justice process. The aims of pre-sentence RJ are: to provide victims with an opportunity to take part in a RJ activity at an early stage of the criminal justice system; provide victims greater direct involvement in the criminal justice process, giving victims and voice and increase victim satisfaction; reduce re-offending.

Bristol is involved in a pre-sentence RJ Pathfinder programme and has recently begun RJ interventions. The programme is running for 12 months as part of a wider trial at locations across England and Wales. The Pathfinder programme is a proof of concept of the model and not of RJ. The full report into the programme is due for publication in Summer 2015. The initial ambition would be to identify up to 100 referrals for RJ interventions where offences are serious acquisitive offences and violent crime.

The RJ interventions take place during a 6 week adjournment between the guilty plea and sentencing. A report about the intervention is then provided to the court alongside the pre-sentence report, though an offender’s participation in a RJ intervention will not automatically affect the sentence the offender receives as this remains a matter for the sentencing court.

Recommendations:

- Ensure restorative justice approaches are recognised as a core intervention within offender management to help reduce re-offending

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38 Serious enough to be sentenced by Crown Court
39 Excluding Homicide, crimes of a sexual nature, and domestic violence or abuse