

BRISTOL CITY COUNCIL

Overview and Scrutiny Management Board

12th September 2013

Report of: Safer Bristol

Title: Crime and Disorder Strategic Assessment

Ward: Citywide

Officer Presenting Report: Peter Anderson, Crime and Substance Misuse Services, Service Manager, Safer Bristol

Contact Telephone Number: Peter Anderson – 0117 9142228

RECOMMENDATION:

That members note and consider the covering report and draft Assessment.

That members provide feedback on the content of the draft Assessment.

Summary

This report updates OSMB on the production of the annual Strategic Assessment.

The report contains the current draft of the Assessment.

The Assessment is a public document and will be completed by 30th September 2013 and will inform the Police and Crime Commissioner's annual Strategic Assessment for Avon and Somerset to be published in November 2013.

The significant issues in the report are:

- Set out in the text below

Policy

1. N/A.

This report is an update and does not impact on Council Policy. It is worth noting that under the Crime and Disorder Act 1998, Safer Bristol Partnership is required to produce an annual Crime and Disorder Strategic Assessment.

Consultation

Internal

2. N/A

External

3. N/A

Context

Background

4. Safer Bristol presented a briefing paper for OSMB in June 2013 on the purpose of the annual Crime and Disorder Strategic Assessment, enclosing the Terms of Reference.
5. It was agreed that Safer Bristol would update OSMB in September 2013 on the Assessment including the current draft. This would allow members to feedback and to be briefed on key findings and trends relating to crime and disorder prior to the visit of the Police and Crime Commissioner, Sue Mountstevens and Avon and Somerset Police's Chief Constable, Nick Gargan to full Council.
6. The draft circulated is 'work in progress'. It will be discussed at the Safer Bristol Executive in September and will be completed by 30th September 2013.
7. Key findings and local priorities will be considered by the Office of the Police and Crime Commissioner, informing the development of their annual Strategic Assessment. This will be produced in November 2013.
8. The PCC's four priorities are:

- Reduce the impact of anti-social behaviour
 - Prevent and reduce violence, particularly violence towards women and girls
 - Prevent and reduce burglary and fear of burglary
 - Ensure victims are at the heart of the criminal justice system
9. These are reflected within Bristol's Assessment, through recorded crime and through listed activity.
10. The structure of Bristol's Assessment provides an introduction including aims and methodology, a detailed section on horizon scanning, followed by thematic sections. These sections provide an overview of crime, performance, benchmarking against core cities (where possible) and a profile of victim, location and offender. Each section contains a series of recommendations.
11. This Assessment has been strengthened by providing detail on re-offending and restorative approaches that are being used and developed across all strands of work. Such work underpins the city's aim of becoming a 'Restorative City'.

Proposal

12. That members note this report. No formal proposal is being presented.

Other Options Considered

13. N/A

Risk Assessment

14. N/A

Equalities Impact Assessment (EqIA)

15. No EqIA was produced for this update report. However, equalities data across all strands of crime, disorder and community safety is being used to inform the Assessment.

Legal and Resource Implications

16. N/A

Appendices:

Appendix A - Safer Bristol's Crime and Disorder Strategic Assessment
(draft)

ACCESS TO INFORMATION

Background Papers:

None



Crime and Disorder Strategic Assessment

September 2013

DRAFT

Working Document - not for circulation

Contents:

1. Aims and Methodology
2. Horizon Scanning
3. Overview of Crime and Community Confidence
4. Acquisitive Crime
5. Violent Crime
6. Violence and Abuse Against Women and Girls: Domestic Violence and Abuse
7. Violence and Abuse Against Women and Girls: Sexual Offences
8. Violence and Abuse Against Women and Girls: Human Trafficking
9. Anti-Social Behaviour
10. Hate Crime
11. Appendices

If you would like to feedback on this draft document please contact Nasrul Ismail (Safer Bristol Partnership Analyst) on: Nasrul.ismail@bristol.gov.uk

Aims and Methodology

Aims of the Strategic Assessment

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 obligation¹ 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 2013/2014
- Influence the production of the Crime Needs Assessment produced by the Office of the Police and Crime Commissioner (PCC).

Structure of the Strategic Assessment

The Strategic Assessment is structured based on the following themes:

- Acquisitive crime
- Antisocial behaviour
- Hate crime
- Violence and abuse against women and girls
- Violent crime

Each of the themes above will be accompanied with:

- A review of performance
- A profile of victim, offender, and location, with a consideration of reoffending, repeat victimisation, substance misuse, and youth offending
- Challenges and recommendations for the partnership.

¹ Section 7 of the Crime & Disorder (Formulation & Implementation of Strategy) Regulations 2007; Statutory Instrument (SI) Number 1830.

Information Sources

The Strategic Assessment will take into account research, evidence, and intelligence from national and local sources, and will draw on the professional expertise of those working locally, particularly from the following fields:

- Avon and Somerset Constabulary
- Bristol County Council (including Public Health)
- Avon Fire Service
- Avon and Somerset Probation Trust
- National Treatment Agency
- Ministry of Justice
- Home Office
- Quality of Life Survey
- British Crime Survey
- Youth Offending Team (YOT)
- Office of the PCC
- Non-statutory partner agencies

Core city comparison data will be used, where available, to compare crime rates in Bristol with other core cities in England such as Birmingham, Newcastle, Sheffield, Leeds, Liverpool, Nottingham, and Manchester.

Horizon Scanning

Bristol's Demographics

The population of Bristol is estimated to be 432,500.² Bristol is the seventh largest city in England outside of London. 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 to over 3,000³. At least 91 languages are spoken in Bristol. Polish is the main language spoken after English followed by Somali. 34,989 (9%) of people do not speak English as their main language and of these 6,089 (1.5% of all people) cannot speak English or cannot speak English very well. 201 people living in Bristol use Sign Language as their main language.

The estimated flow of international migrants to Bristol during the year to 30 June 2012 was 5,100 and the estimated outflow for the same period was 4,600. This net migration of just over 500 was considerably lower than at any other time in the past.

Consideration needs to be given to the additional risk of victimisation for specific crime types and opportunity for community tension are challenges that we face.

Religion and Belief: There are at least 45 religions represented in Bristol. The largest religion is Christian (47%, 200,254/428,234), 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% (160,218) 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 the Muslim religion which increased from 2% of all people in Bristol in 2001 to 5% (22,016) of all people in 2011⁴.

Age: Bristol has a relatively young age profile with more children than people aged 65 and over. The

median age of people living in Bristol was 33.7 years old, this compares to the England and Wales median of 39 years, on the Census Day. 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 5 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 offenders⁵. Higher projected growth rates amongst people aged 70+ (check relevant for Bristol) - this may present new challenges in terms of safeguarding and vulnerability to specific low volume but high impact crimes such as distraction burglary

Sexual Orientation: The government estimates that 5-7% of the population are LGB, which would mean that of the 428,000 people estimated to be living in Bristol, 25,680 may be LGB. The Census does not include a question about sexual orientation but the Bristol Quality of Life survey does.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.

Mental Health: People living with mental health conditions and the costs of treating them are projected to increase steadily over the next 20 years⁷. 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

Deprivation

Areas of Bristol are amongst some of the most deprived in the country. The contrast in 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.

² Bristol City Council, '2011 Census First Release – Bristol City Council Analysis', available at: http://www.bristol.gov.uk/sites/default/files/documents/council_and_democracy/statistics_and_census_information/2011%20Census%20First%20Release%20-%20Bristol%20City%20Council%20Analysis.pdf (last accessed: 11th July 2013).

³ Census 2011: 2,950 people described their ethnic origin as Somali, while 4,981 people stated that they were born in Somalia

⁴ Reference to Bristol Community Cohesion Statistics June 2013

⁵ Avon and Somerset Police and Crime Commissioners Needs Assessment (2013).

⁶ A maximum of 89 LGBT respondents answered the Quality of Life Survey 2012.

⁷ Bristol Joint Strategic Needs Assessment 2012: Dementia cases are expected to increase by 23% for females and 43% for males between 2010 and 2025

Bristol has 32 Lower Super Output Areas (LSOAs)⁸ 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 1 (Lawrence Hill) in the most deprived (1%). 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 7 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.

Organisational Change

Bristol's Elected Mayor: Bristol's Elected Mayor George Ferguson came into post in November 2012. As the elected leader of Bristol the Mayor represents the interests of Bristol's citizens and leads the city council and its full range of services - with a turnover of around £1 billion a year. The role of elected Mayor replaced the previous role of Council Leader.

Police and Crime Commissioner (PCC): Sue Mountstevens was elected as the first Police and Crime Commissioner for Avon and Somerset in November 2012, to represent the local citizens' voice and ensure that the policing activities meet the community needs.

The first Police and Crime Plans sets out the vision for policing and community safety across Avon and Somerset for the next four years. The following four priority areas have been identified:

- Tackle anti-social behaviour
- Tackle violent crime, particularly against women and children
- Prevent and reduce burglaries and the fear of burglaries
- Ensure victims are at the heart of the criminal justice system

As Bristol accounts for 41% of all crime in Avon & Somerset the Safer Bristol Partnership has a key role to play in addressing these objectives. This Strategic Assessment will make reference to the PCC priorities throughout.

Police Chief Constable Appointed: Following on from the PCC appointment, Nick Gargan was appointed as the new Chief Constable and took up his office on 1st March 2013. This year also saw considerable change in ACPO personnel, with a new DCC, John Long, appointed in July and two new assistant chief constables being appointed.

⁸ LSOA is defined as a small geographical area that contains around 1500 residents.

Police Custody Suites: New custody and crime investigation centres are due to open in Keynsham, Patchway and Bridgwater at the beginning of 2014. The new custody suite will support the police's drive to bring more offenders to justice, improve services for victims and witnesses, process offenders more swiftly, and get police officers back onto the streets as quickly as possible.

It will be interesting to monitor the impact of this new suite in the next Crime & Disorder Strategic Assessment, especially in terms of the level of service provided regarding substance misuse, which has been reorganised to provide coverage for the whole Force area from these suites now.

Probation Service: *Further info to be included*

Geographical Focus

Neighbourhood Partnerships have been set up to provide an opportunity for local communities to have a greater say in the way services and local issues are managed by the Council, and partner agencies. There are three neighbourhood partnership areas - North, South and East Central. Each Neighbourhood Partnership has a local action plan which contains the priorities for the local area, which forms the basis of the additional work that the area delivers.

Crime Footprints containing comprehensive crime and antisocial behaviour data have been given to each Neighbourhood Delivery Team (NDT) to help inform joint-tasking and partnership problem-solving processes. Each NDT has drawn up targeted action plans to specifically address the local issues identified in their footprint data. Progress against these plans will be fed back to residents and stakeholders through the Neighbourhood Partnerships.

Further info on Neighbourhood Working to be included

Financial Climate

At a local and national level an increasing number of people are facing financial challenges. There have been above average increases in 'hard pressed' households across Avon and Somerset, who are primarily of low incomes, long term unemployed and in debt.

Several reforms are likely to have an impact in relation to crime and community safety. These include reductions in disability allowance budget as part of the transition to Personal Independence Payments, introduction of the benefit cap by September 2013 and Universal Credit being phased in from October 2013. This will result in payments being made to a single member of the household and payments being made monthly. The effect could be: increased vulnerability to committing acquisitive crime; and new opportunities for organised criminality and exploitation, including for example, increased

APPENDIX A

demand in the market for stolen and counterfeit goods and reliance upon doorstep or illegal money lenders; Increased family stresses and risks relating to domestic violence and anti-social behaviour.

Within Bristol 3.6% (10,598) of the working age population were claiming Jobseeker's Allowance⁹ (JSA) in July 2013 which compares to 3.4% nationally. On the whole the percentage of claimants has been decreasing since it peaked in Bristol at 4.5% (13,255) in February 2012. Focussing on the 18-24 year age group Bristol has a lower proportion of JSA claimants at 4.5% (2,585) compared to 6.2% nationally although this age group does have the highest proportion of claimants. The Government's welfare reform agenda also saw the abolition of the Educational Maintenance Allowance in 2012. The potential impact may include increased vulnerability to committing low level crime and ASB among other social impacts.

Legal aid: Changes to legal aid came into effect on 1st April 2013 and the impact is not yet fully evident. As some cases are no longer eligible for public funds (including divorce, child contact, welfare benefits, employment, clinical negligence, and housing law)¹⁰ this is something that the Safer Bristol partnership needs to be aware of.

Reducing Budgets: All partners are facing significant fiscal challenges brought about by the Comprehensive Spending Review. Risks and challenges brought about by reductions in partnership budgets include:-
Dis-investment and withdrawal of agency support to the multi-agency partnerships and projects that rely on them.

- Partners retracting to their core responsibilities or providing minimum services.
- Organisational restructuring, which can have varied impacts on the scope of services and agency responsibilities within the partnership environment.

Bristol's Mayor George Ferguson, is due to publish his 3 year draft budget in November 2013 for consultation. The Mayor's proposals will reflect his priorities of protecting services for the most vulnerable and addressing the city's most pressing needs as far as can be done in light of the budget constraints faced.

The Constabulary has currently delivered £34.4 million of savings since 2011 and total savings to be delivered by 2015 is projected as £44.5 million, with further savings required depending on the level of precept set by Bristol City Council. Despite this

challenge and the Constabulary having experienced an actual reduction in staff numbers, the proportion of total workforce allocated to frontline roles is projected to increase from 79% to 81% (March 2010 – March 2015). This compares with an overall increase across England and Wales from 74% to 78%.

Housing – info on housing needs in the city to be included

Substance Misuse

Info on changes in drug use, commissioned substance misuse services in Bristol, Khat criminalisation and drugs supply work to be included.

Restorative Approaches in Bristol

Bristol aims to be the restorative city in the UK. Restorative Bristol defines restorative approaches using a set of key principles, which are¹¹:

- Facilitating dialogue between all those affected by the wrongdoing or conflict.
- Encouraging those responsible for the harm done to become accountable for their actions and responsible for putting right the wrong.
- Ensuring that all those involved or affected are given the opportunity to share their story, their feelings and their needs.
- Involving everyone affected in finding mutually acceptable ways forward.
- Repairing the harm caused by any behaviour that has a negative impact on others.
- Repairing, or at times, building relationships between those affected.

Further information to be added on the use of RJ currently within Bristol.

⁹https://www.nomisweb.co.uk/reports/lmp/la/2038431894/subreports/ccadr_time_series/report.aspx

¹⁰ <http://www.justice.gov.uk/legal-aid/newslatestupdates/legal-aid-reform>

¹¹ These principles may be amended at the Restorative Board meeting on 20th September

Overview of Crime and Community Confidence

Total crime numbers are at the lowest they have been in 12 years. This is despite the credit crunch, economic downturn and the introduction of austerity measures in 2008, where recorded crime levels in the Core Cities of England and Wales have continued to fall.¹²

In 2012/2013, there were 40,672 offences, a 16.7% reduction from 2011/2012 numbers. Figure 1 below shows the downward trend over the last 12 years, and it is anticipated that such trend will continue next year.

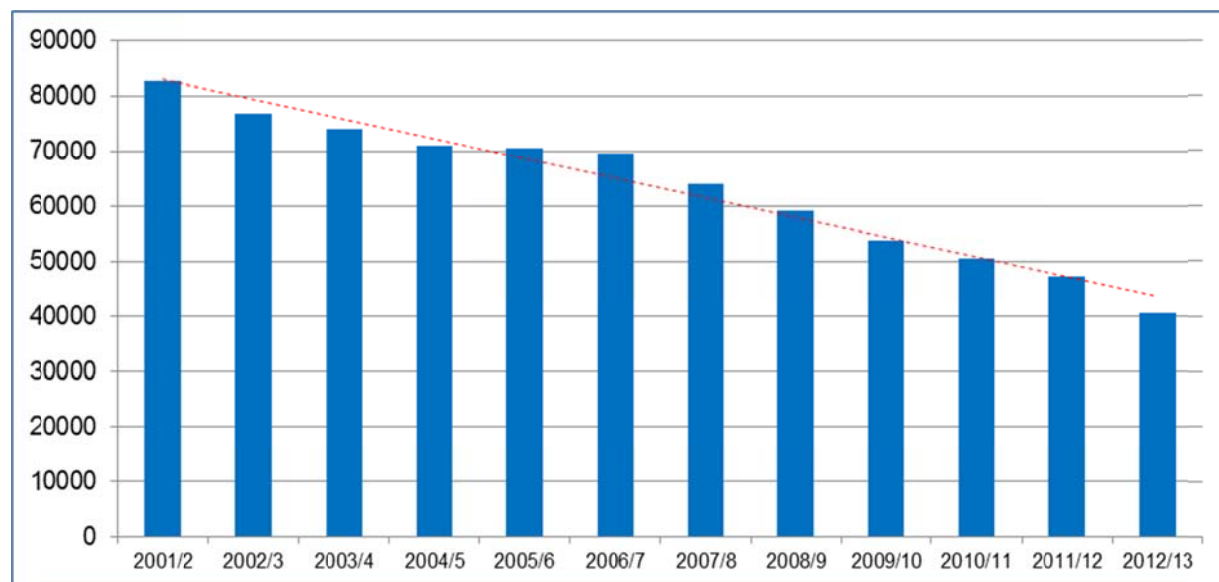


Figure 1: Recorded Crime in Bristol¹³

Each of Core Cities has experienced a reduction in crime since 2007, of greater than 28%. Table 1 below shows that it has mainly been reductions in theft from vehicles, criminal damage to vehicle and criminal damage to dwellings that have contributed to these falls.¹⁴

	Birmingham	Bristol	Leeds	Liverpool	Manchester	Newcastle	Nottingham	Sheffield
Change 2007-2012	32% ↓	36% ↓	28% ↓	31% ↓	38% ↓	28% ↓	45% ↓	37% ↓
1	Assault with injury (25%)	Theft from vehicle (22%)	Burglary dwelling (19%)	CD to vehicle (19%)	Theft from vehicle (21%)	Cd to vehicle (17%)	Theft from vehicle (17%)	Theft from vehicle (16%)
2	Cd to Vehicle (14%)	Other theft (13%)	CD to vehicle (17%)	CD to dwelling (15%)	CD to dwelling (14%)	Theft from vehicle (15%)	Burglary dwelling (13%)	CD to vehicle (16%)
3	Theft from vehicle (13%)	CD to vehicle (12%)	CD to dwelling (14%)	Theft from vehicle (14%)	CD to vehicle (12%)	CD to dwelling (15%)	CD to dwelling (12%)	Assault with injury (14%)

Table 1: Reduction in Crime Since 2007

¹² University College London (UCL) Jill Dando Institute of Security and Crime Science (2013).

¹³ Source: Avon & Somerset Neighbourhood Statistics, Recorded Crime Performance & Crime for Bristol (2013)

¹⁴ See note 14 above.

On the other hand, table 2 below shows the top three highest volume crime type contributing to the crime fall, listed in relation to the rank each crime type contributed to its city's crime fall, and an 'other' column showing proportions where this crime type was not ranked in the top three for its city.¹⁵

	1	2	3	Others
Theft from vehicle	<ul style="list-style-type: none"> • Bristol • Nottingham • Manchester • Sheffield 	<ul style="list-style-type: none"> • Newcastle 	<ul style="list-style-type: none"> • Birmingham • Liverpool 	<ul style="list-style-type: none"> • Leeds
Criminal damage to vehicle	<ul style="list-style-type: none"> • Liverpool • Newcastle 	<ul style="list-style-type: none"> • Birmingham • Sheffield • Leeds 	<ul style="list-style-type: none"> • Bristol • Manchester 	<ul style="list-style-type: none"> • Nottingham
Criminal damage to dwelling		<ul style="list-style-type: none"> • Liverpool • Manchester 	<ul style="list-style-type: none"> • Leeds • Newcastle • Nottingham 	<ul style="list-style-type: none"> • Birmingham • Sheffield • Bristol

Table 2: Top Three Highest Volume Crime Type Contributors to the Crime Fall

Figure 2 below shows the 12 year crime trend in Bristol, where on average, 111 crimes took place in the local area on a daily basis. Of these crimes, on average,

- 19 serious acquisitive crimes happened in Bristol daily
- 22 violence against person cases happened on a daily basis
- 19 domestic violence cases took place on a daily basis
- Two sexual offences were recorded daily.

In Bristol, the total crime detection rate in 2012/2013 was 33%. This is coupled with the fact that 71% of Avon and Somerset residents have confidence in their local police force.¹⁶

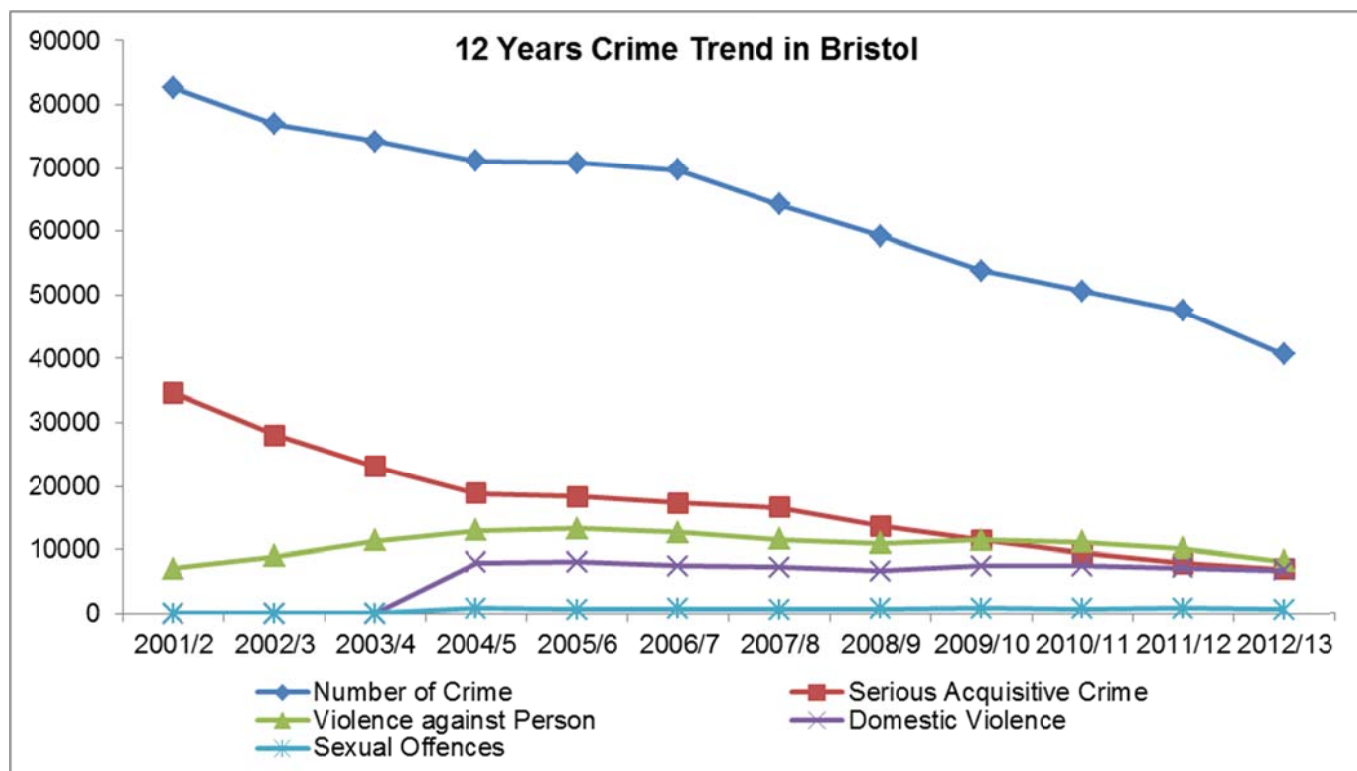


Figure 2: 12 Years Crime Trend in Bristol

¹⁵ See note 14 above.

¹⁶ Crime Survey for England and Wales (December 2012).

Public perceptions of crime have improved. This can be seen in the Quality of Life Survey 2012. This is an annual survey conducted by Bristol City Council, which provides an invaluable insight into life in Bristol. The results are used by the Council and its partners, including Avon & Somerset Constabulary to help plan local services, track change, and improve the quality of life in Bristol. Highlights on the key findings of the 2012 survey are:

- The percentage of respondents who have been victims of crime in the past 12 months corresponds with police crime data and has continually diminished since the survey began in 2005. It is now 13.6%, 9.9% lower than the 2006 percentage.
- 16.7% of respondents now feel that crime has gotten worse in the past three years. This is a reduction of 1.5% compared to the 2011 survey, and a significant improvement compared with 2006 when 36.4% of respondents felt this was an issue.
- Moreover the percentage of respondents whose day-to-day life is affected by fear of crime is now 21.2% (17.8% lower than when the survey first began in 2005).
- Public perceptions of crime have worsened in priority neighbourhood areas¹⁷ in 2012 compared to 2011 (+2.5%), in which three out of ten people feel that their day-to-day life is affected by fear of crime.

Profile of Victims –

A detailed profile of victims are included in each themed section. Looking at the Quality of Life Survey 2012, 14% of the respondents mentioned that they had been a victim of crime in the last 12 months, as illustrated by figure 3 below:

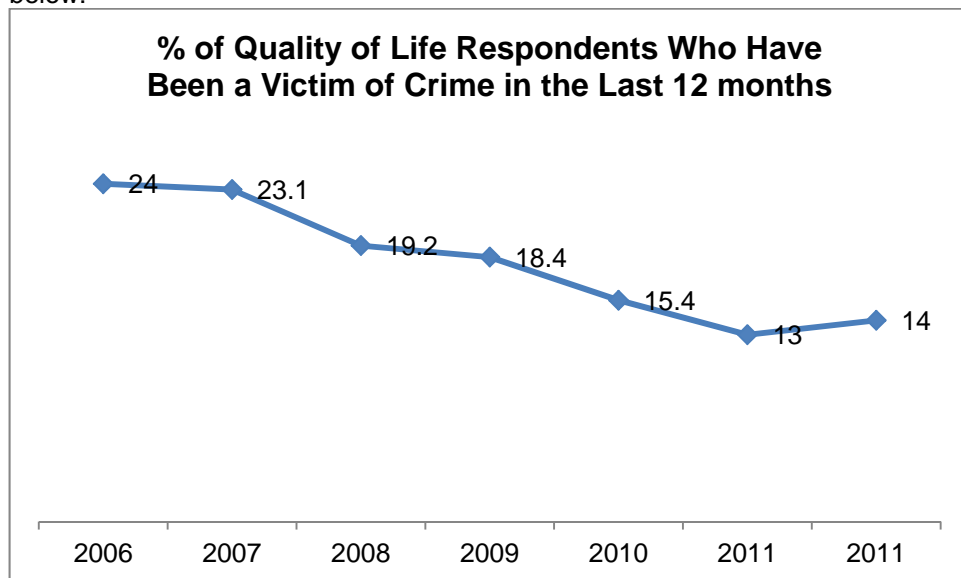


Figure 3: % of Quality of Life Respondents Who Have Been a Victim of Crime in the Last 12 Months

Profile of Offenders

Further information on reoffending to be added by probation.

	2012/13 End of Year	Annual Target 2013/14	Q1	2013/14 YTD	Q1 2012/13 cf Q1 2013/14	Q1 2013/14 cf previous Q
Re-offending ¹⁸ (KPI-103) Re-offending - The proportion of orders and licences successfully completed	77%	73%	76%	76%	78% Cf 76%	76% Cf 77%

¹⁷ Priority neighbourhood areas are defined as the areas that the Council considered as deprived.

¹⁸ The proportion of orders and licences successfully completed for ALL probation. Source: Avon and Somerset Probation

The proportion of orders and licences successfully completed for ALL probation managed orders and licences. MoJ Target for Probation Trusts is 73% this year (up from 72% in 2012/13) Performance remains above this target. Although there is a 1 point drop from cumulative 2012/13 performance this Q1 figure matches that in Q1'12/'13

- Youth offenders

There were 965 offences committed by youth offenders in 2012/2013, compared to 1398 in 2011/2012, representing a 31% decrease. In 2012/2013, there were 517 youth offenders who came into the system in Bristol, where the largest group was found to be under the age of 17 (n=135, 26%).

Of these 517 offenders, 21 were the new entrants to the system in 2012/2013 compared to 35 in 2011/2012 (-40%). In addition, 47 had been identified as requiring substance misuse intervention (9%), a mental health programme (24%) and physical health issues (11%).

It is noted that 42% (n=218) were in employment, education and training, and 64% (n=330) were in suitable accommodation.

Youth offending and first time entrants into the youth justice continue to fall, due in part to the effects of prevention, diversionary and early intervention activity and increased use of out of court disposals such as restorative justice.

Changes in the social and economic environment continue to present potential challenges to further reductions in youth offending, alongside reductions in agency funding, youth service provision and specialist programmes and services.

Prolific offenders *(to be completed)*

- Avon and Somerset's most prolific offenders - Predominantly those committing high volume acquisitive crimes – are generally managed through the IMPACT, the Integrated Offender Management (IOM) approach. This has is a well-established initiative that has received strong investment from the key partners of Police, Probation Trust, HM Prison Service, Criminal Justice Intervention Teams, Local Authorities and the Voluntary and Community Sector. In Bristol, the IMPACT team is co-located and this has been recognised nationally as good practice.
- IMPACT remains a significant contributory factor in achieving reductions in serious acquisitive crime in Avon and Somerset.

Location

Appendix XX gives a table of all crime types by Neighbourhood Policing Team and ward level for 2012/13. This information will be updated and published on a quarterly basis.

Acquisitive Crime

Overview

During 2012-13 41% of all crime in Avon and Somerset area happened in Bristol, and almost half of which (47%) related to acquisitive crime. On average, six domestic burglaries, two robberies, three thefts of motor vehicles and eight thefts from motor vehicles took place in Bristol on a daily basis.

The 80/20 principle suggests that approximately 80% of offences will be committed by the most active 20% of criminals. The 80/20 principle mainly applies to crimes of the acquisitive types. The Ministry of Justice research shows that 57.9% of adult offenders and 36.2% of juvenile offenders convicted of a theft offence go on to re-commit a similar offence in the following year. Repeat offenders like these are most often problematic drug users who are committing crimes to sustain their drug use. They often have many other problems including homelessness, learning disabilities, alcohol abuse, and mental health problems. In order to reduce crime in the long term it is widely recognised that offenders need support to address the issues they face in order to reduce offending.

Performance

In 2012/2013, 7003 serious acquisitive crimes were recorded by the police in Bristol. This is a substantial decrease compared to the last financial year when there were just under 8000 serious acquisitive crimes recorded in Bristol. The trend continues with an 18% reduction year-to-date, with 338 fewer victims of this type of crime. Figure 4 below shows the downward trend for acquisitive crime on a yearly basis:

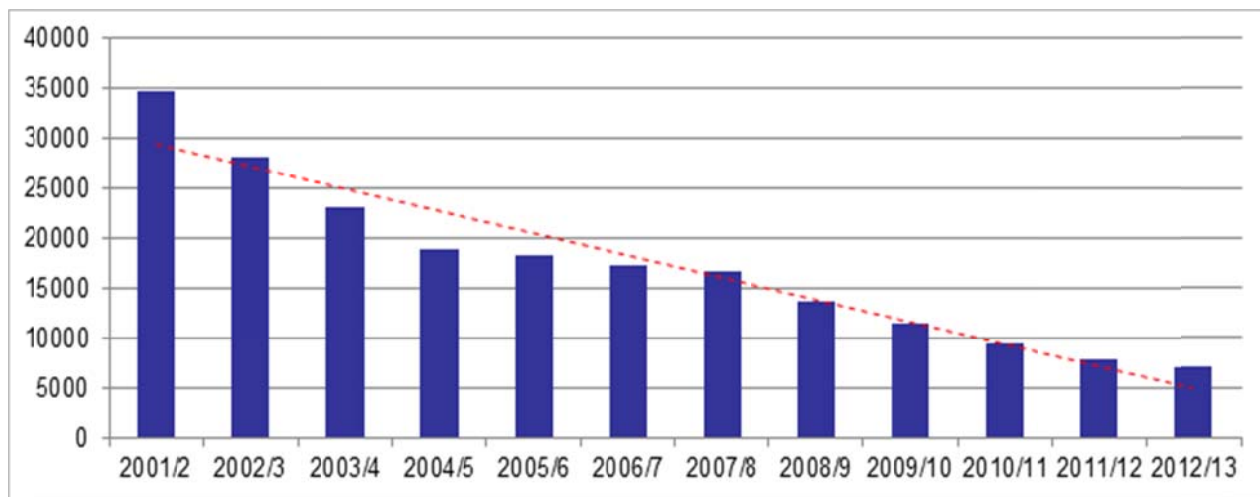


Figure 4: Serious Acquisitive Crime

Table 3 below shows the types of acquisitive crimes in Bristol, together with core city comparison ranks. Bristol performs well for serious acquisitive crime, domestic burglary, other theft and theft and handling. Robbery, shoplifting and vehicle crime worsened in 2012/2013. Looking at the average crime rate per day, 34 theft and handling cases reported to the police on a daily basis, followed by serious acquisitive crime (19 cases per day) and other theft (13 cases per day).

Offence 2012-13	Bristol Rate Per Thousand Population	Core City Average Rate Per Thousand Population	Core City Comparison Rank (Out of 8)	Bristol Average Crimes Per Day
Serious acquisitive crime	16.2	17.2	2	19
Domestic burglary	5.7	6.6	2	7
Robbery	1.5	1.9	7	2
Shoplifting	10.5	8.5	8	12
Vehicle crime	9.8	9.2	8	12
Other theft	10.6	9.6	3	13
Theft and handling	28.6	25.7	3	34

Table 3: Acquisitive Crime – Core Cities Comparison

¹⁹ Essentially Burglary, Robbery, Theft of Motor Vehicle and Theft from Motor Vehicle.

	2006/2007			2007/2008			2008/2009			2009/2010			2010/2011			2011/2012			2012/2013		
	Bristol	Core Cities Avg	% Diff	Bristol	Core Cities Avg	% Diff	Bristol	Core Cities Avg	% Diff	Bristol	Core Cities Avg	% Diff	Bristol	Core Cities Avg	% Diff	Bristol	Core Cities Avg	% Diff	Bristol	Core Cities Avg	% Diff
Domestic Burglary	3887	4852	25%	4619	4902	6%	4113	4381	-7%	3836	3926	-2%	2954	3519	19%	2446	2975	22%	2548	3574	-40%
Robbery	1389	1639	18%	1397	1473	-5%	1246	1375	-9%	995	1324	33%	833	1238	49%	677	982	45%	2458	1064	57%
Shoplifting	5381	3966	26%	4549	4149	9%	5006	4067	19%	4869	3974	18%	4811	3997	17%	4442	4070	8%	4553	4160	9%
Vehicle crime	7328	8635	18%	8468	8466	0%	5920	6679	13%	5032	5897	17%	4245	5265	24%	3896	4741	22%	4233	5077	-20%
Other theft	6913	6279	9%	6106	5568	9%	4371	4623	6%	4875	5249	-8%	5027	5717	14%	4391	4772	-9%	4572	5033	-10%
Theft and handling	1059	1420	34%	1045	1342	28%	927	1319	42%	801	1374	72%	1005	1773	76%	1108	1922	73%	12391	12918	-4%

Information on Bristol's rate of reduction to be included.

	Bristol Core City Ranking						
	2006/2007	2007/2008	2008/2009	2009/2010	2010/2011	2011/2012	2012/2013
Domestic Burglary	4	5	5	7	5	4	2
Robbery	5	5	5	5	5	5	7
Shoplifting	5	6	8	8	7	6	8
Vehicle crime	6	6	6	7	5	6	8
Other theft	6	6	6	6	5	6	3
Theft and handling	4	5	4	4	4	3	3

Tables 4 and 5: Distance Travelled for Bristol in the Last Seven Years Compared to Other Eight Core Cities²⁰

When comparing Bristol's core city ranking in 2012/13 to 2011/12 domestic burglary, other theft, theft and handling, and vehicle crime²¹ are moving in the right direction. However, robbery and shoplifting have worsened over the years. Table X above shows the rate of reduction in the last seven years for Bristol, compared to other core cities in England.

²⁰ Note that serious acquisitive crime data is not available for comparison.

²¹ Note that although there has been a reduction in vehicle crime, Bristol is still behind other Core Cities in England.

Victim

In terms of reducing repeat victimisation the Safer Homes scheme visited 93% (1509) of burglary victims across Bristol to take practical steps to reduce repeat burglary rates. In some areas of Bristol there was previously a one-in-three chance of being broken into again. The biggest portion of clients came from the 50 and above age group (n=376, 25%) and White British (n=877, 58%). Of these victims, the scheme benefited 414 domestic violence victims, 387 burglary victims, and 68 anti-social behaviour victims.

Victims profile – To be included. Also where available provide detail of vulnerable victim’s i.e. Asian Gold burglary, young people mobile phone theft.

Offender

- **Integrated Offender Management (IMPACT)**

IMPACT supports offenders to address the issues that are causing them to commit. Between January 2012 and December 2012, there were nearly 1931 IMPACT criminals in Bristol. The actual reoffending rate for these cohort of people was 10.8%. *Further info to be included*

Location

- **Strategic Hotspot Locations for Dwelling Burglaries**

In the past, dwelling burglary hotspots have been targeted through the Burglary Target Hardening Zones in Redland, Cotham, Bishopston, and Montpelier. A more recent initiative was undertaken by the police to look into the strategic hotspot location for burglaries, where eight priority areas have been identified as the hotspots for this crime and superseded the former Burglary Target Hardening Zones. These locations are Southmead, Bishopston, Stokes Croft, Bristol Central²², Bedminster, Knowle²³, Easton and Fishponds. The map below shows the strategic locations for dwelling burglaries in Bristol: *(to be finalised)*

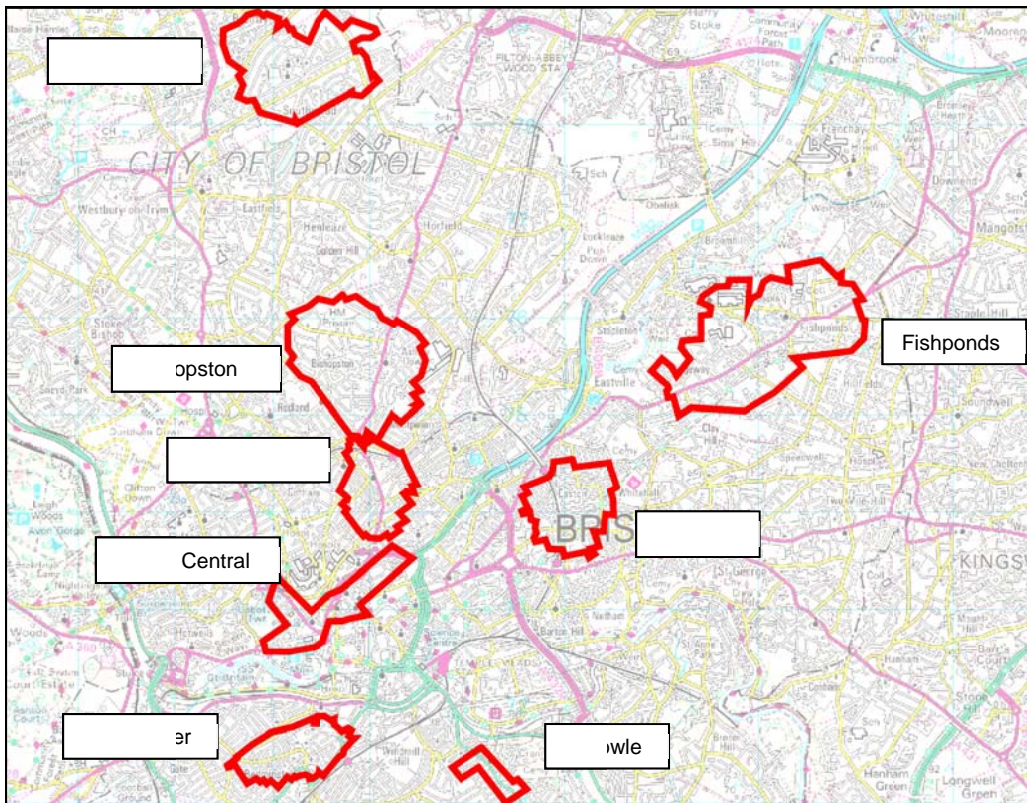


Figure 5: Strategic Hotspot Locations for Dwelling Burglaries

- **Stolen Property Initiative**

²² Encompasses immediate area around Park Street, St. Augustine’s Parade and The Horsefair.

²³ Includes the following streets: Lillymead Road, School Road and Somerset Road.

A new initiative has been launched in Bristol to comprehensively understand the disposal routes of stolen property taken in priority crime offences. The focus is on the stolen goods market, particularly second hand outlets, where it is believed stolen property may be sold. The plan for the second hand outlets is to create a structured system in which officers will carry out regular coordinated visits to offer assistance and advice and check that they are complying with current 'due diligence' legislation. Training packages will also be created for both officers and the outlets that agree to join up with the scheme.

An intelligence gap in this part of the stolen goods market has also been identified. By setting up official information sharing channels among the outlets, the police, and partner agencies, further information will be available. The information received will open up a new avenue for intelligence around second hand goods locations and SAC Offenders using them.

As well as focusing on second hand outlets, it was highlighted that there is a need for getting more people to register and mark their valuable property such as laptops, phones, bikes, and jewellery. This aspect of the project will give the police a greater chance of identifying property as lost or stolen resulting in the reduction of crimes, a disruption of potential outlets used by offenders to dispose of stolen items, and an increase in the return of property to its lawful owner.

One obstacle faced is the lack of legislation around the second hand goods market; therefore visits will rely on the cooperation and good will of the outlets involved. The police have been in dialogues with Bristol City Council about the possibility of creating local legislation as councils in other areas have already done.

Include core cities mobile phone work.

Recommendations

- Further exploration of the acquisitive crimes that Bristol is under performing on in comparison to core cities (Robbery, shoplifting and vehicle crime) is 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.
- Explore the possibility of local legislation around the second hand goods market, to ensure that the second hand shops conduct the necessary due diligence process before accepting goods from the members of the public.
- Consider the impact of the new strategic hotspot locations for burglary and how Safer Bristol could work together with the Police to support the initiative to combat acquisitive crime.
- Continue to support and resource links with Core Cities analysis.

Violent Crime

Overview

Violent crimes are those where the victim is intentionally stabbed, punched, kicked, pushed, jostled, etc. or threatened with violence whether or not there is any injury.²⁴

Violence in Bristol ranges from common assault to more serious grievous bodily harm.

Just under 40% of Avon and Somerset Police Force recorded violent crime occurs in Bristol (8193 crimes in Bristol and 21123 crimes across the Force). 22% of Bristol's Violence occurs at the weekend in the city centre.²⁵ Bristol City Centre is a regional hub for night-time entertainment, attracting a transient population of students and visitors. It is estimated that there are over 220 venues within the city centre which operate after 5pm. This statistic is a driver in the establishment of targeted tactical operations and services to reduce violence and anti-social behaviour.

Violent crime reduction initiatives are co-ordinated through by the Neighbourhood Police Teams. Partnership activity and responses are delivered by a number of multi-agency delivery groups: Violence and Substance Misuse Strategy Group; Licensing Development Group; Neighbourhood Delivery Teams and IRiS.

Performance

In 2012/2013, the rate of violent crime declined by 5% (9665 as opposed to 10176 in 2011/2012). Figure 6 below shows the trend of violent crime for the last 12 years:

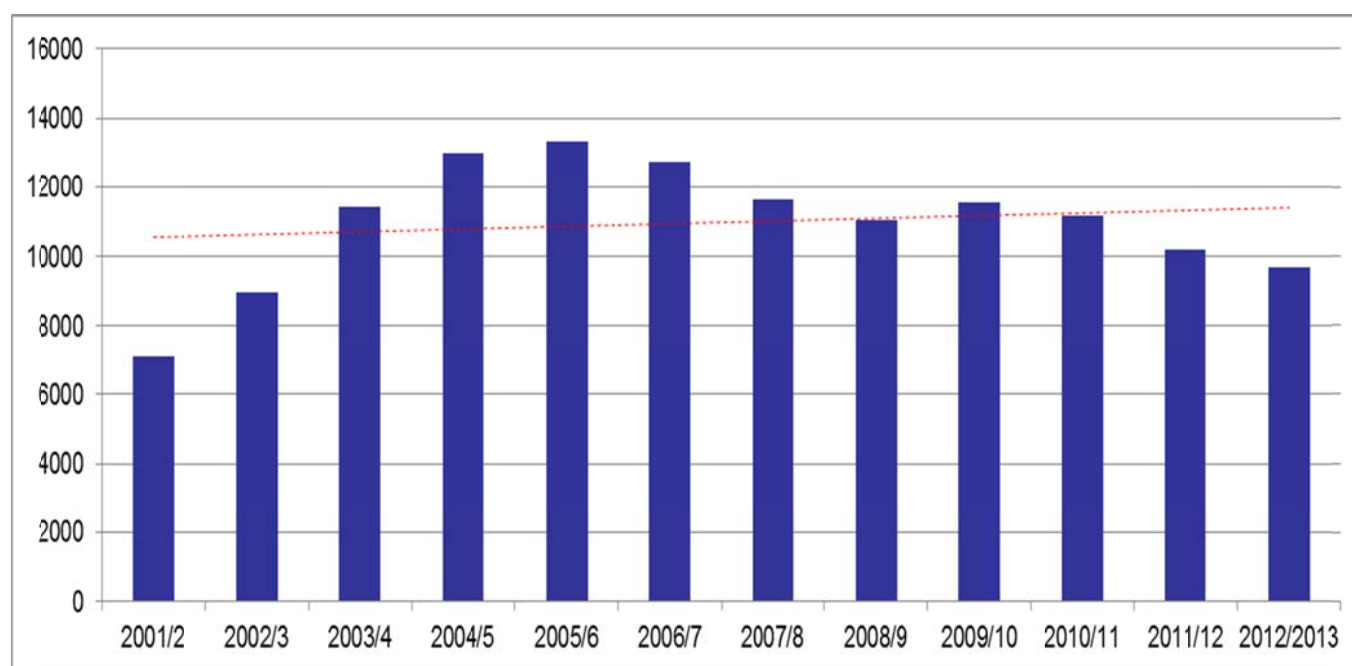


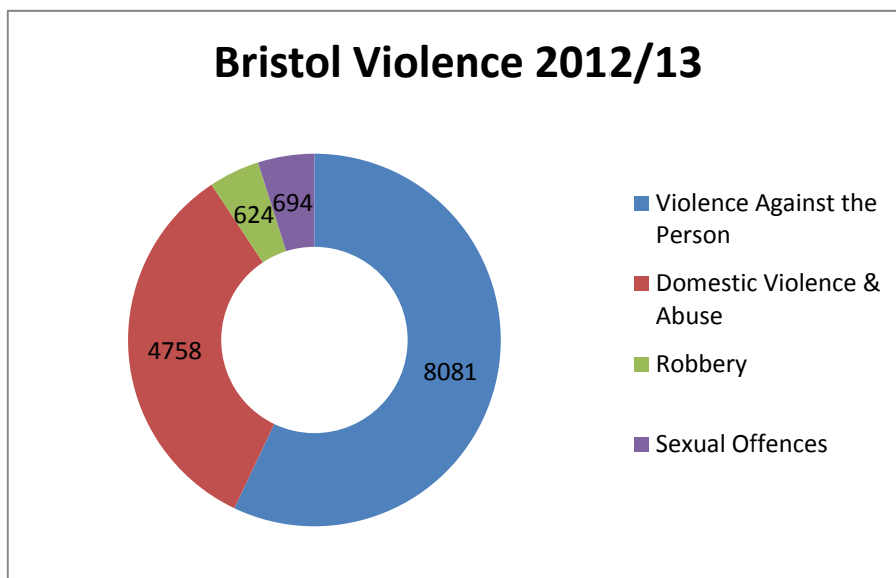
Figure 6: Violent Crime

Bristol continues to benchmark itself against the performance of its Core Cities peers (Nottingham, Birmingham, Manchester, Liverpool, Leeds, Newcastle and Sheffield). Based on crimes per thousand population, Bristol has reported a -16% decrease in Violent Crime (per thousand population). [Graph – using the financial year period](#)

Figure X shows the offence types that contribute to violent crime. As demonstrated Violence against the person accounts for 58% (8081/13,977) of violent crime and Domestic Violence and abuse accounts for 33% (4578/13,977).

²⁴ User Guide to Home Office Crime Statistics October 2011

²⁵ Based on figures recorded 1/8/12-31/7/13



Recorded Incidents
8081
4758
624
694

Figure 7: Violence Against Person in Bristol 2012/2013

Domestic Violence & Abuse and Robbery are dealt with under the appropriate section of this document.

The Quality of Life Survey 2012 contains a number of questions which monitor how citizens feel about crime in their communities. From the 2012 survey;

- 50% of respondents thought drunk and rowdy behaviour was a problem in the city
- 59% of respondents felt safe outside in their neighbourhood at night
- 38% of respondents who agree the police and local public services are successfully dealing with crime and anti-social behaviour.

Victim

Victim profile to be included.

Offender

Offender information to be included.

Location

Figure 8 below shows the recorded violence against a person in Bristol, by Neighbourhood Partnership Area:

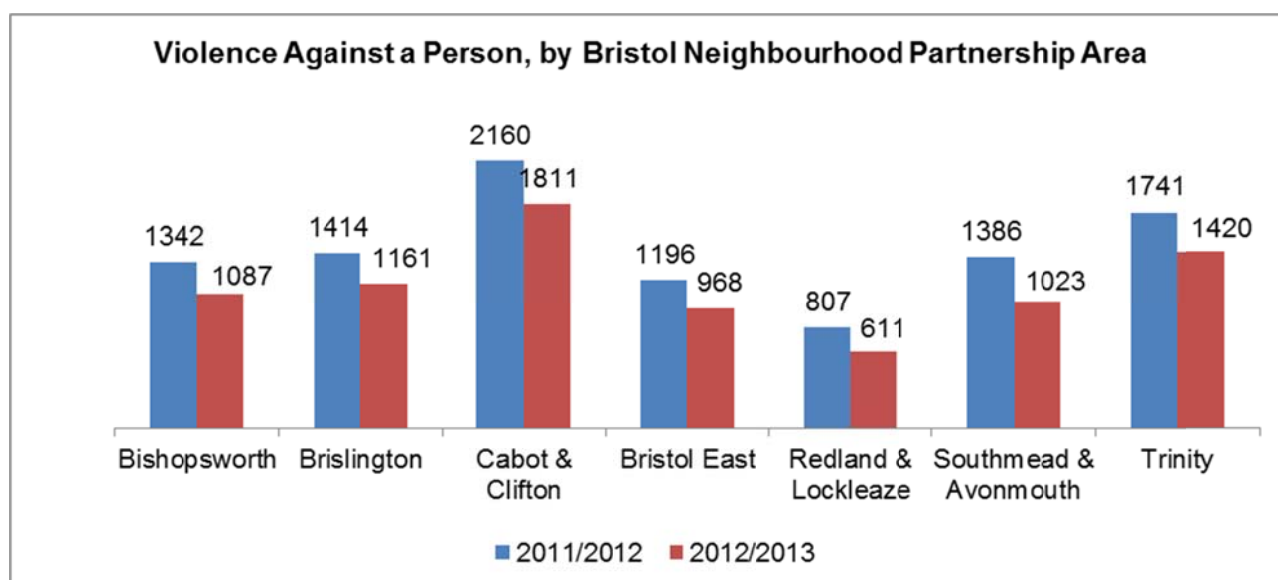


Figure 8: Violence Against a Person by Neighbourhood Partnership Area²⁶

As the links to night time economy are clear a Taxi Marshal service has been established to maintain a well-managed, orderly and fair queuing system for two city centre taxi ranks. On average 2500 people per weekend are assisted through the taxi ranks by the marshals.

Also the introduction of the Gold Standard Taxi Driver status to all taxi drivers in Bristol is intended to improve overall standards and promote engagement between Bristol City Council and the taxi trade. *Further data to be included.*

Bristol City Centre has been awarded, for the second year, the prestigious national Purple Flag as a well-managed and vibrant place to visit and enjoy. The award followed a joint bid by Bristol City Council, Avon and Somerset Constabulary and Destination Bristol. The Purple Flag Award scheme is awarded by the Association of Town Centre Managers. The award recognises the wide choice of entertainment and leisure attractions and the huge range of restaurants, hotels, bars and clubs and the strong partnership working towards making the city centre safer. A recent inspection of the city centre established that standards have been maintained and improved.

Further information on location based activity to be included.

Recommendations

- Introduce the minimum operating standards for licensed premises to all areas of Bristol (initially target problem areas and premises).
- Continue to develop the actions being used to decrease the re-offending rates of violent offenders in the night-time economy.
- Increase participation of licensed premises in the Purple Flag activities to provide a common platform for engagement with businesses working towards a positive outcome for the area.
- Investigate any links to offender management programmes which are working with offenders/potential offenders e.g. IMPACT, Troubled Families and Family Intervention Projects.

²⁶ Figures measured between 1st August 2012 to 31st July 2013

Violence and Abuse Against Women and Girls: Domestic Violence and Abuse

Overview

In February 2013, the Home Office reviewed the definition of domestic violence and abuse. The term 'domestic violence' constitutes 'any incident or pattern of incidents of controlling, coercive, or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality'.²⁷ This can encompass, but is not limited to, psychological, physical, sexual, financial, and emotional abuse.

Research conducted in 2013 shows that in Bristol, the estimated total cost of domestic violence cases is £58.1 million per annum which is comprised of physical and mental health care, criminal justice, social services, housing and refuges, legal services, and lost economic output costs.²⁸ In addition, human and emotional costs were estimated to be £91.5 million.

There are a number of victim support services in Bristol that aim to increase confidence in reporting and provide support to those experiencing DV. As under reporting is an issue in this area the number of victims seen by support services has been included to further our knowledge of the need across the city.

Performance

There were 6819 incidents reported to the police in 2012/2013, compared to 7165 reported incidents in the previous year. Breaking down 6819 figure into crimes and incidents, 2986 domestic violence cases fall under crime (44%) whilst the remaining (n=3833, 56%) were classified as incidents. The overall number of cases represents a 5% reduction in the reported incidents to the police. Figure 9 below shows the trend of domestic violence in the last nine years.

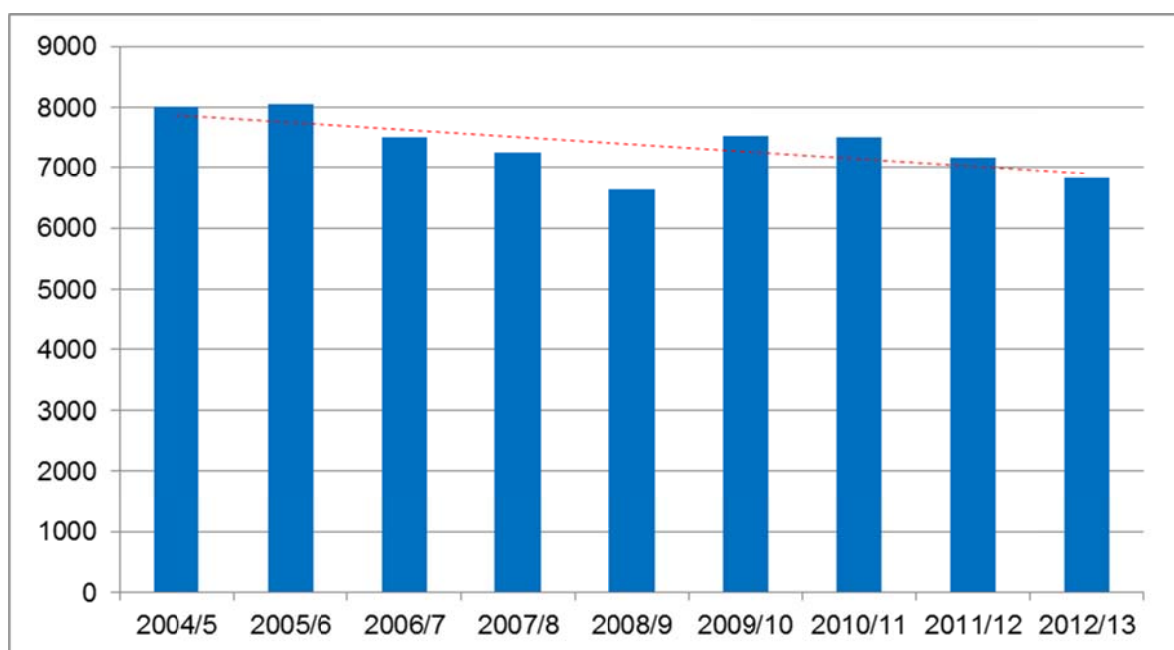


Figure 9: Domestic Violence Trend 2004/2005 – 2012/2013

In 2012/2013, 81% of the victims were female (n=1991), and another 19% (n=473) were men. There were 2917 (43%) incidents in which children are linked to the domestic violence cases.

Note that there is no core cities comparison data for domestic violence available from the police.

²⁷ Home Office Circular 003/2013, 'Circular: New Government Domestic Violence and Abuse Definition' (14th February 2013)

²⁸ 'Costs for Domestic Violence Per Local Area', available at: <http://www.avaproject.org.uk/media/60461/costs%20of%20dv%20by%20local%20authority.pdf> (last accessed: 23rd July 2013). Professor Sylvia Walby of Lancaster University.

Victim

Underreporting: It is widely acknowledged that domestic violence is underreported by victims. The British Crime Survey 2010/2011 estimated that 23.5% of adults aged 16 – 59 experienced domestic abuse. Using this percentage as an estimate, it is projected that 33,119 adults suffered from domestic violence in Bristol. On the other hand, 2674 people reported to the police in 2012/2013, which is remarkably lower than the projection of domestic violence cases in Bristol. This is illustrated by figure 10 below which shows the number of domestic violence victims in contact with the Police:

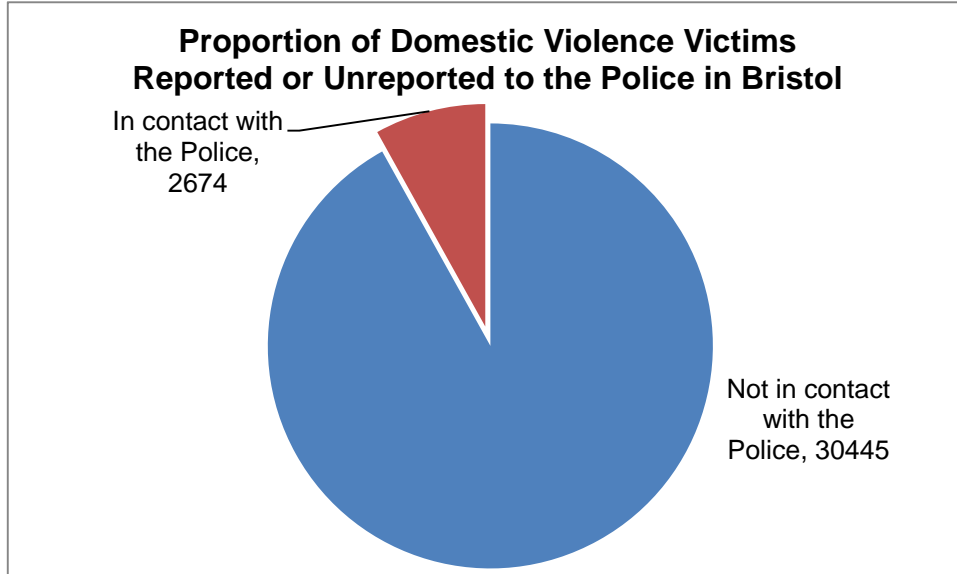


Figure 10: Proportion of Domestic Violence Victims Reported or Unreported to the Police in Bristol

Looking at the demographics of the victims, the majority of the victims who reported to the police fall under aged 25 – 34 (32%) and aged 35 – 44 (33%), as detailed by table X below.

Age Group	Number of Victims
16 and under	23
17 - 24	329
25 - 34	868
35 - 44	617
45 - 54	499
55 - 64	204
65+	134
Total	2674

Table 6: Age Group of Victims

The top locations for reported domestic violence, by ward, are:

- Lawrence Hill – 263 victims
- Avonmouth – 213 victims
- Hartcliffe – 172 victims
- Filwood – 166 victims
- Cabot – 153 victims

Looking at the top five locations above, it can be concluded that at least three out of ten domestic violence victims who have reported to the Police live in the wards noted above. However, it must be noted that domestic violence and abuse is not a geographical issue and happens across the city. This data reflects the numbers of victims who have reported to the police only.

○ **Repeat Victimization**

In Bristol, 22% of the victims in the last financial year were considered as repeat victims by the Police. This means that two out of ten domestic violence victims reported violence on more than one occasion.

Mental Health and Domestic Violence

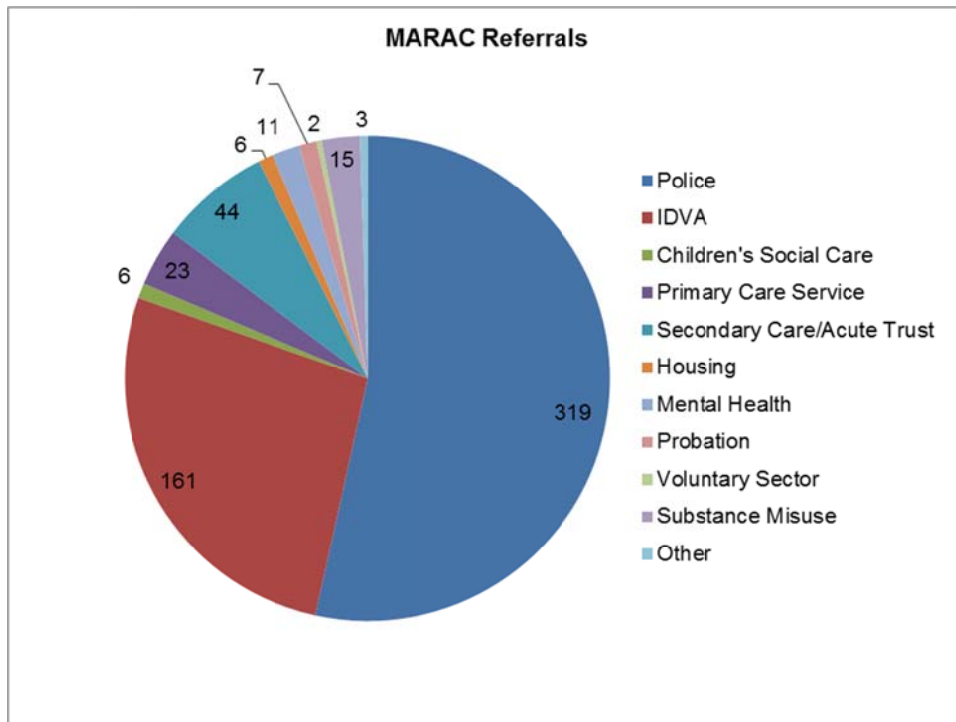
Joint research between King’s College London and the University of Bristol found that men and women with mental health disorders, across all diagnoses, are more likely to have experienced domestic violence than the general population. Compared to women without mental health problems, women with depressive disorders were around two and a half times more likely to have experienced domestic violence over their adult lifetime (prevalence estimate 45.8%); women with anxiety disorders were over three and a half times more likely (prevalence estimate 27.6%); and women with post-traumatic stress disorder (PTSD) were approximately seven times more likely (prevalence estimate 61.0%).²⁹ This research reflects the strong link between domestic violence and abuse and mental health issues. Research shows that domestic violence and abuse causes significant mental health problems and the more severe or frequent the abuse, the greater the risk of mental distress.

Men with all types of mental disorders were also at an increased risk of domestic violence. However, prevalence estimates for men were lower than those for women, indicating that it is less common for men to be victims of repeated severe domestic violence.

- **Multi Agency Risk Assessment Conferences (MARACs)** – MARACs were established to agree upon safety plans for victims at high risk of serious physical injury or death from domestic violence. Victims are considered to be high risk if they tick 14 or more boxes on the CAADA DASH Risk Identification Checklist. The checklist covers issues such as levels of fear, use of weapons, threats to kill, sexual violence, depression and suicidal thoughts. In 2012/2013, there were 23 meetings held, at which 595 cases were discussed by practitioners. Of these cases, 133 (22%) repeat cases were discussed. The reported cases also concerned 695 children in households across Bristol. Of the cases discussed at MARAC, 54% of the referrals came from Avon & Somerset Constabulary, whilst the remaining were referred to by partner agencies.

Bristol MARACs receive a very high number of referrals. For this reason, it has been necessary to introduce a pre-MARAC process to discuss referrals that are assessed at the lower end of high risk. In 2012-13, 576 cases were discussed at pre-MARAC, 351 of these were not referred on to MARAC. This means that there was a total of 946 high risk victims discussed at MARAC or pre-MARAC during the year.

MARAC’s referrals come from a range of sources, which are illustrated in the chart below:



Victim Support Services *Review presentation of the following service information*

²⁹ Trevillion, K. et al, 'Experiences of Domestic Violence and Mental Disorder: A Systematic Review and Meta-Analysis', available at: <http://www.plosone.org/article/info%3Adoi%2F10.1371%2Fjournal.pone.0051740> (last accessed: 23rd July 2013).

- **Resettlement service** – In 2012/2013, the average caseload was 155 individuals per quarter, with 114 children supported in Resettlement services.
- **Independent Domestic Violence Advisers (IDVA) Victim Support** –specialist staff funded to work with high risk victims and survivors and develop safety plans. During the period 2012/2013, the service worked with 92 service users. 48 of these service users were supported through the MARAC process and 32 through the criminal justice process. 46 service users mentioned that they felt safer at the end of the service.

During 2012/2013, the IDVA relocated to Kenneth Steele House to join the Safeguarding Coordination Unit within the Police. This has resulted in far better information sharing and the quality of the referrals has improved.

- **Black and Minority Ethnic IDVAs** –a specialist service for Black and Minority Ethnic victims, although victims of all ethnicities can access all support services. 75 clients received a service and were risk assessed. Safety plans were subsequently put in place and they engaged with the support. All service users reported an increase in well-being and self-empowerment, whilst 74 reported an improvement in their safety.
- **IDVA A&E** – This service, located within Bristol Royal Infirmary's Accident & Emergency department received 261 referrals, from 240 women and 21 men. Of these referrals, 112 were supported through the MARAC process.
- **Survivor Groupwork** – There were 229 groupwork sessions provided, where 132 women completed the course. 250 women reported that they had increased confidence, whilst 264 women reported that they had increased knowledge about domestic violence and abuse.

Offender

In 2012/2013, 2167 domestic violence perpetrators were identified by the Police. Figure 11 below shows the number of perpetrators by incidents. For example, 28 perpetrators were each responsible for eight domestic violence incidents. The majority of them (51%) committed one domestic violence incident.

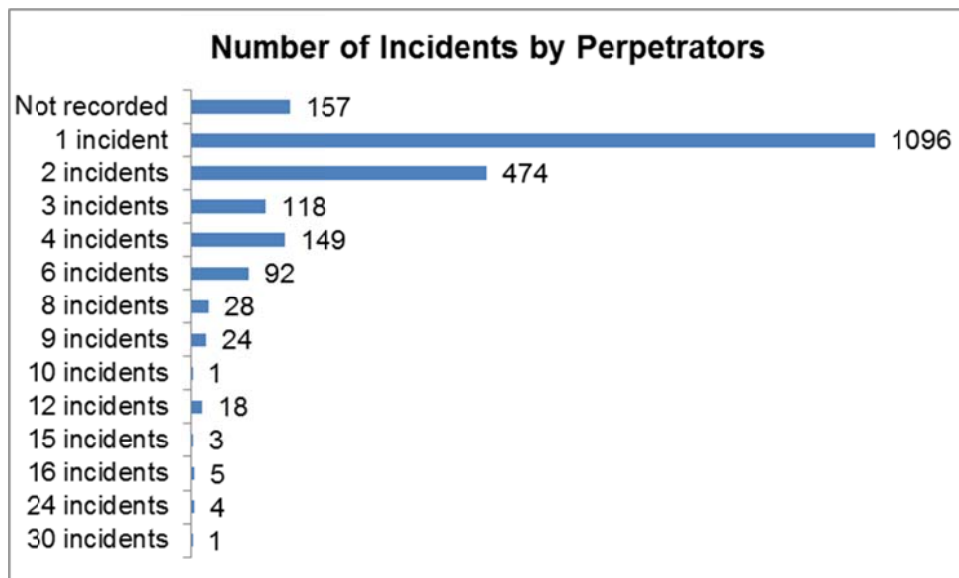


Figure 11: Proportion of Domestic Violence Victims Reported or Unreported to the Police in Bristol

About 83% (n=1801) perpetrators were male. The ethnicity data was not fully recorded. However, looking at the present state of the data, three out of ten perpetrators were from White backgrounds.

In terms of the police's suspect risk rating, a large portion of the perpetrators (44%, n=961) were considered as medium risk. This is followed by low risk perpetrators (30%, n=652) and high risk perpetrators (10%, n=226). The risk rating is defined below:

- Low risk – Current evidence does not indicate likelihood of causing serious harm.
- Medium risk – There are identifiable indicators of risk of serious harm. The offender has the potential to cause serious harm. The offender has the potential to cause serious harm but is unlikely to do so unless there is a change in circumstances, for example failure to take medication, loss of accommodation, relationship breakdown, and drug or alcohol misuse.
- High – There are identifiable indicators of risk of serious harm. The potential event could happen at any time and the impact would be serious.

There are a total of 27 questions asked in total to determine the risk, with regard to the following factors:

- Injury
- Financial issues
- Substance misuse
- Breach of bail, injunction
- Children and pets
- Criminal history
- First and repeat offence
- Mental health and suicidal tendency

Integrated Domestic Abuse Programme

The Integrated Domestic Abuse Programme (IDAP) is a probation-accredited programme for working with domestic violence offenders being supervised by the probation service. The programme tackles issues such as the misuse of power and control and is designed to help offenders stop their violence. Support is also offered for the partners of men attending IDAP. In 2012/2013, 54 offenders successfully completed the programme in Bristol.

Voluntary Perpetrator Programme

The “Stopping Violence Programme”, is a voluntary perpetrator programme, which was established in October 2010. This is aimed at men who are seeking help to change violent, controlling, or harmful behaviour (all referrals are effectively self-referrals). Partners/ex partners of these men are also offered support from a women’s safety worker. In 2012/2013, 28 men enrolled in the programme and 19 of them successfully completed the programme. The Women’s Safety Worker also offered a service to all female partners and/or ex partners of the men who were offered and accepted a place in a programme, with 20 accepting support.

Location

Community Support Services

Bristol Northern & Southern Arc Community Support Service. There were 428 individuals who made initial contact with the service. The satisfaction level of the service users was as follows:

- 94% of service users felt safer in their home and community
 - 83% of service users were supported to remain in secure accommodations
 - 92% of service users reported an improvement in their health and wellbeing
 - 85% of service users reported an improvement in their economic status
- Safe House Provision - During 2012/2013, the service increased its capacity to 33 bed spaces, and was generally operating at capacity throughout the year. 119 women and 53 children were supported by the Safe House service.

Consideration can also be emphasised on the Quality of Life Survey 2012 results on areas of which respondents believe domestic violence is a private matter. In particular, residents from the Filwood (32%) and Lawrence Hill, Hartcliffe and St George East (all 23-24%) agreed with this statement. Awareness raising in these wards is desirable to encourage better reporting of incidents across Bristol. It is also important to know that domestic violence can happen across the City as it is not linked to a locality factor, such as area of deprivation. *Graph/table to be included.*

Recommendations

- Review and improve support available for victims of domestic violence and abuse with complex needs, for example enduring mental health needs or substance misuse issues.
- Undertake an in-depth needs analysis into the extent of domestic violence and abuse in Bristol, including a review of referral thresholds and accessibility of services.

- Review activities to support victims and increase their resilience to further domestic violence and abuse, and review interventions for perpetrators.
- Consider alternatives to benchmark our performance with core cities.
- Support the review of Pre MARAC process to enable the partnership to respond to high risk victims.
- MARAC to continue reviewing referral sources to ensure cross partner involvement
- Review offenders against other known caseloads i.e. Troubled Families, IMPACT etc.

Overview

According to the Home Office classification, 'sexual offences' constitute the following crime:

- Solicit another for the purpose of obtaining their sexual services as a prostitute in a street/public place
- Sexual Assault on female or male
- Rape of male and female aged 16 and over
- Assault on female by penetration
- Exposure
- Attempt Rape of Female aged 16 and over
- Offender 18 and above engage in penetrative sexual activity with a girl 13-15
- Sexual Assault on male and female child under 13
- Cause sexual activity with female, no penetration
- Cause/incite child Female 13-15 years engaging with sexual activity
- Controlling prostitution for gain
- Sexual grooming
- Rape of female aged under 16
- Sexual Activity with Female under 13
- Sexual Act with Child under 13
- Sexual Activity Involving a Female Child under 13

The British Crime Survey 2010 estimated that only 11% of victims of sexual offences reported that assault to the police. This is the latest estimate data available on sexual offences.

From September 2009, a dedicated police team to tackle rape and sexual assault was put in place in Bristol called 'Operation Bluestone'. The team has increased its capacity and enabled more reporting channels to encourage the victims to come forward to report sexual offences.

Performance

In 2012/2013 there were 662 sexual offences in Bristol, 70% (n=463) of which were of a serious nature. Reported sexual offence figures in Bristol decreased by nearly 24% between 2011/2012 and 2012/2013, which suggests that victims are continuing to fail to report, as depicted by Figure 12 below.

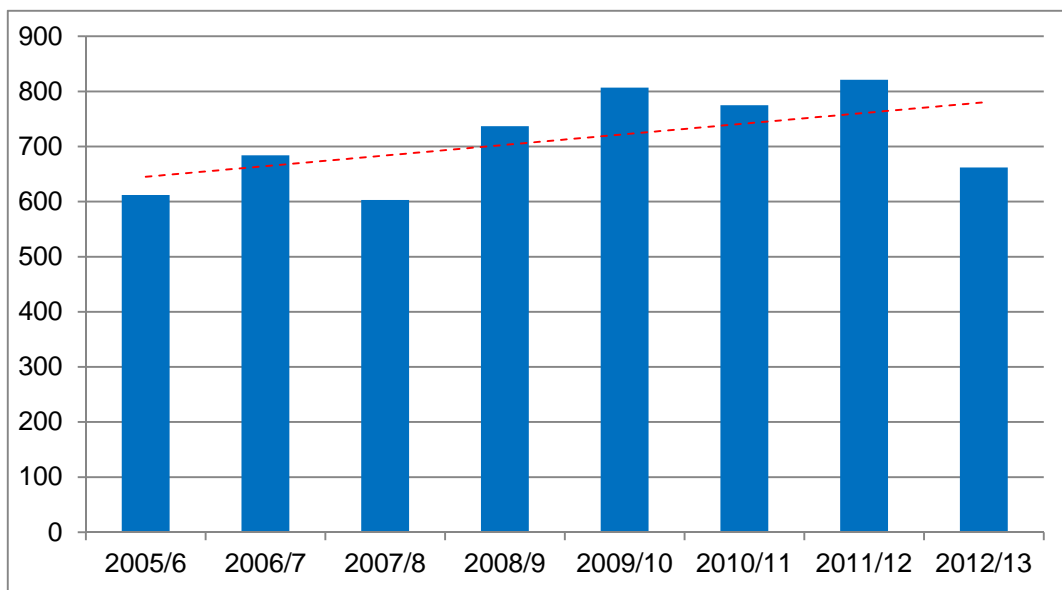


Figure 12: Sexual Offences in Bristol 2012/2013

In terms of serious sexual offences, 135 offences were detected (29%), whilst for rape, 49 offences were detected (25%). The detection for rape offences may take longer (between six and 12 months, with an additional three months waiting for the Crown Prosecution Service (CPS) to prepare for prosecution, unless the offenders were considered as dangerous offenders, which could trigger emergency procedures).

Compared to other core cities in England, Bristol is ranked the third highest reported for sexual offences per thousand population, as illustrated in table 7 below. Whilst this indicates that the reporting of such offences is moving in the right direction in Bristol, more work needs to be done to increase awareness of the people to report such offences when they occur.

Core Cities	Rate Per Thousand Population
Sheffield	0.6
Newcastle	0.9
Liverpool	1.1
Leeds	1.2
Birmingham	1.2
Bristol	1.3
Nottingham	1.5
Manchester	1.7

Figure 7: Sexual Offences Core Cities Comparison

Victim

Further information on the profile of victims of sexual offences to be included.

- **Underreporting**

Underreporting issues will be improved through partnership work between the police (Op Bluestone) and third sector agencies such as Independent Sexual Violence Advisors (ISVA) and Bristol Rape Crisis Centre. This is particularly important as an analysis of violent offences against sex workers in Bristol identified that sex workers are 167 times more likely to be a victim of rape and 67 times more likely to be a victim of attempted rape than a non-sex worker female in Bristol.

Victim Support Services

Independent Sexual Violence Advisors (ISVA) specialist staff are co-funded by Safer Bristol to work with survivors and victims of sexual violence by helping them to pursue justice and find closure through the court system. In 2012/2013, 187 adult victims of sexual abuse and 59 children were supported by the service in Bristol.

Bristol Rape Crisis provides specialist telephone and face-to-face support services for women and girls who have experienced sexual violence at any point in their lives. In 2012/2013, the agency received 539 calls through its helpline, with 56 individuals who received on-going support from the centre.

One25 Street Sex Work Options Project (SSWOP) offers a professional befriending service to women who are or have been engaged in street based sex work. In 2012/13 the project worked with 109 women. 68 women engaged with an exiting plan, 63 women were offered post exit support and 86 were being provided some accommodation support. Furthermore, 16 women exited street sex work, 10 completed a drug/alcohol detox programme and 27 women were on a drug/alcohol stabilisation programme.

The bridge is one of the first Sexual Assault Referral centres (SARC) to open in South West England and provides comprehensive support to women, men and children of the Avon and Somerset area. *Further Info needed*

The Sexual Violence MARAC meets monthly and through a multi agency conference they risk assess and safeguard individuals who are vulnerable to repeat sexual assault. *Further data to be included.*

Street sex workers: Avon and Somerset Police are currently in the process of improving their approach to tackling on-street prostitution. The safeguarding of on-street sex workers is a current priority, with a risk assessment of known sex workers currently being developed to help identify the most vulnerable and also to try to divert those of a lower risk before they become high risk.

Offender

To address the perpetrators of sexual offences, the following programmes are currently being undertaken in Bristol:

IRiS, the integrated offender management approach being used to manage dangerous violent and sexual offenders who pose a high risk of harm and re-offending. IRiS consists of a team of professionals from various organisations such as Probation, Police, Prison and Mental Health. As at December 2012, there were 176 live cases being intensely managed through IRiS. From 07/2012-08/2013, 51 offenders have been successfully migrated out of IRiS.

Juvenile Offenders - Be Safe is a multi-agency, multi-disciplinary partnership service in Bristol managed by North Bristol NHS Trust with staff from NBT, CYPS Social Care, Bristol Youth Offending Team, and Barnardos. The service works with children and young people aged eight to 17 years where there are concerns about their problematic/harmful sexual behavior and offers advice, consultation, and training to professionals. It also provides direct assessment and intervention services to children, young people and their families. Be Safe is accountable to the Be Safe multi-agency Partnership Group with representatives from each of the agencies seconding staff to the service as well as to Avon and Somerset Police, and to the Bristol Children's Safeguarding Board. *Review data to be included.*

Kerb crawling - a total of 372 kerb crawling offences were recorded in 2012/2013. Of those offences, 111 were dealt with through Acceptable Behaviour Contracts. 173 were given conditional cautions, whilst 74 were charged or reported for summons and another 14 were dealt with under various routes such as caution, breach of anti-social behaviour orders, deportation and reprimands. In addition, 193 offences of soliciting for prostitution were handled within the same period of time. Street warnings were given to 183 offences, whilst nine were given conditional cautions and one was charged for the offence.

(Present as pie chart)

Location

On-street Sex markets: The top five citywide hotspots for sexual offences are all located around local sex markets in Trinity Neighbourhood Policing Area (NPA) and Bristol East NPA. A fortnightly tactical assessment produced for Operation Bluestone now identifies crimes committed against known sex workers in Bristol. All offences including sexual offences committed against sex workers are hot-spotted in order to help task and deploy resources used to tackle vice-related crimes. The dedicated vice team is made aware of victims of crime who are sex workers and of current hotspots for offending.

Recommendations

- Ensure support services are promoted and relevant for victims of recent sexual assault and more historical sexual assault.
- Continue interventions with perpetrators of sexual offences.

- Ensure campaigns and information to prevent sexual offences place the blame for such offences on the perpetrator. Monitor whether this increases the likelihood for victims to report incidents.
- Further develop the IRiS scorecard to assist in the evaluation of the effectiveness of the approach. Secure analytical support to build offender profiles and improve reporting.

Review the following:

FGM - Female Genital Mutilation

Estimated number of victims	<ul style="list-style-type: none"> • Circa 24,000 girls under 15 at risk of FGM in the UK (Forward 2007) • In 2009-2012, 24 incidents of FGM recorded by Avon & Somerset Police 	June 2013 – 11 cases recorded by CYPS	Police/ CYPS/Health
<p>From June 2013, CYPS began recording FGM safeguarding concerns separately from other abuse categories. There were 11 individual children who were perceived to be at risk recorded in June and July</p>			

Violence and Abuse Against Women and Girls: Human Trafficking

Overview

The commonly accepted definition of 'human trafficking' by governments, law enforcement bodies, and agencies derives from the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons (commonly referred to as 'the Palermo Protocol'). According to the Article 3, human trafficking means:

'The recruitment, transportation, transfer, harbouring, or receipt of persons, by means of a threat or use of force or other form of coercion, of abduction, of fraud, of deception, of the abuse of power, or of a position of vulnerability, or the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.'

Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude, or the removal of organs'.

Various analyses have attempted to estimate the number of victims of labour and human trafficking, and they differ from each other rather significantly. For example, an analysis of 2,770 articles captured by LexisNexis in 2012 found 263 victims of forced labour and human trafficking were identified by the UK media in Britain last year. On the other hand, the United Kingdom Human Trafficking Centre (UKHTC) found 1,186 potential victims of forced labour and trafficking in 2012. The sexual element is the most commonly reported motivation under the human trafficking agenda.

Avon & Somerset Constabulary undertook some research to try to fill this knowledge gap. The police recently undertook a three-month intelligence capture in order to generate a baseline snapshot across the force area. During this exercise, 53 information reports were received, where 29 cases of sexual exploitation, nine labour exploitation, four forced marriage, and five immigration cases were identified, including six unknown causes.

A recent figure by the Metropolitan Police suggested that there could be up to 75 houses where women and men are traded for sex in Bristol.

Nationally data is gathered on trafficking victims who are referred through the National Referral Mechanism. In 2012 there were 25% more victims referred than in 2011, and in the first 3 months of 2013, there is a 37% increase from referrals during the same period in 2012. Using this NRN data for 2012 44 children and 120 adults were trafficked for reasons of domestic servitude, 271 adults and 99 children were trafficked for labour exploitation, 379 adults and 79 non-uk children and 22 UK children were trafficked for sexual exploitation purposes and 44 adults and 127 children were trafficked for other forms of exploitation. The top ten countries of origin for known trafficking victims are Nigeria, China, Czech Republic, Romania, Hungary, Slovakia, Albania, Ghana, Uganda and Vietnam. (It Happens Here – 2012) *present in a graph/pie chart*

In 2010 research was undertaken in off-street prostitution sector to identify potential victims of sexual exploitation trafficking which identified around 30 000 women were working within this sector, of whom 17 000 were migrant women. Out of the migrant women 2 600 were considered to be trafficked, 80% of whom were from Asia and 20% from Eastern Europe (Setting the Record- 2010).

The National Referral Mechanism (NRM) is a system where agencies classified as first responders can refer people if they show indicators that they could have been trafficked. Decisions on whether they are trafficking victims are made by UK Human Trafficking Centre and the Home Office. Extra help is available to trafficking victims if they are in the NRM and have been identified as a victim.

Performance

Bristol is the first European city committed and acting corporately upon its commitment to raise staff awareness on types and the scale of human trafficking as well as safe and effective ways of combating it. At two recent European workshops on human trafficking held in Brussels, Bristol City Council was hailed as an excellent example of good practice.

At the recent Human Trafficking conference at Bristol City Council, which was held on 4th July 2013, the NRM referrals showed that there were 27 human trafficking cases in Bristol.

Victim

In 2012, research undertaken by the Centre for Social Justice identified that human trafficking is widely under reported due a large proportion of cases not being recognised or reported by UK agencies and due to high levels of fear/reluctance from the victims, both children and adults. For victims who do not have immigration status there are additional fears of reporting to statutory agencies for fear of being deported. Nevertheless reporting is increasing year on year. In a bid to increase opportunity for reporting Bristol's Children's and Adults safeguarding policies include trafficking indicators and pathways.

As previously mentioned Avon and Somerset Constabulary reviewed identified 53 information reports relating to 27 potential victims of trafficking. Of the 27 potential victims, 18 were of Vietnamese origin and 4 of UK origin, with other victims originating from the Czech Republic, Romania, China, Malaysia and Poland.

Safer Bristol works closely with Unseen UK to raise awareness of human trafficking amongst agencies. The Salvation Army has a national contract to assist victims that have been through the NRM and are identified victims. Unseen UK is the provider in the South West and they have a safe house in Bristol, which takes people from Bristol and other areas.

Since the Unseen Safe House was opened in May 2011, 50 women have been accommodated through this route. Of these 50 women, 13 have been moved on to the next step of working with a resettlement worker in Bristol, four are currently living in Bristol and the rest have moved on to other areas of the UK. The Unseen Safe House also takes in people who have been trafficked from other areas of the country.

Offender

Further info to be added

Location

It is important to note that the police will tend to identify victims from the prostitution sector and from cannabis factories as these are crime related environments but will have less day to day contact with other workplaces which can be used for trafficking purposes – nail bars, car washes, food outlets and farms. The Safer Bristol Partnership will raise awareness with agencies who are more likely to encounter potential victims in these sectors.

Recommendations

Focus on publicity materials aiming at Bristol residents to increase awareness of human trafficking, how to report suspected trafficking cases, and how to get help, through various media.

Produce case studies to enhance understanding of human trafficking issues, along with its impact on the local community.

Since there is a strong correlation between human trafficking and sexual offences, explore targeting information and efforts towards areas with high propensity of sexual offences and sex markets.

Consider responding to the government proposal on plans to charge non-EU migrants more for NHS care, which could put vulnerable women and victims of sex trafficking at risk.³⁰

³⁰ 'Victims of Trafficking at Risk Over NHS Charging Plan', available at: <http://www.independent.co.uk/news/uk/politics/victims-of-sex-trafficking-at-risk-over-nhs-charging-plans-8688788.html> (last accessed: 7th August 2013).

Anti-social Behaviour

This section needs further work – consider as an early draft.

Overview

There is an increasingly high emphasis being placed by the Government on anti-social behaviour (ASB) and methods to tackle it. ASB was defined in the Crime and Disorder Act 1998 as "acting in a manner that caused or was likely to cause, harassment, alarm or distress to one or more persons not of the same household". People's understanding of what constitutes ASB is determined by a series of factors including context, location, community tolerance and quality of life expectations. Often, this understanding is subjective, in that a person may regard an act as anti-social whilst another person may view the same act as acceptable.

The Anti-Social Behaviour, Crime and Policing Bill 2013 is currently being considered in the Committee Stage of pre-legislative scrutiny. It is anticipated that the Bill will become law towards the end of this parliament and provisions will be enacted in the autumn of 2014. Safer Bristol has been actively involved in shaping the development of the Bill and responding to queries that have arisen through pre-legislative scrutiny.

ASB in Bristol ranges from low-level activity such as street drinking and hoax calls to more serious types such as drug dealing and violence. The most significant types of ASB in Bristol are disturbance and nuisance, harassment and threats, assault, and domestic disturbance/violence which account for 88% of ASB reported to the City's authorities.

ASB occurs all year round in the city however, similar to national trends, offending in Bristol is marked by strong seasonality, with peaks experienced between April-October (typically associated with the summer months and Halloween).

Performance

Similar to the downward crime trend in Bristol in 2012/2013, levels of ASB reported to the city's authorities have also decreased by nearly 5% over the same period with 36411 incidents reported.

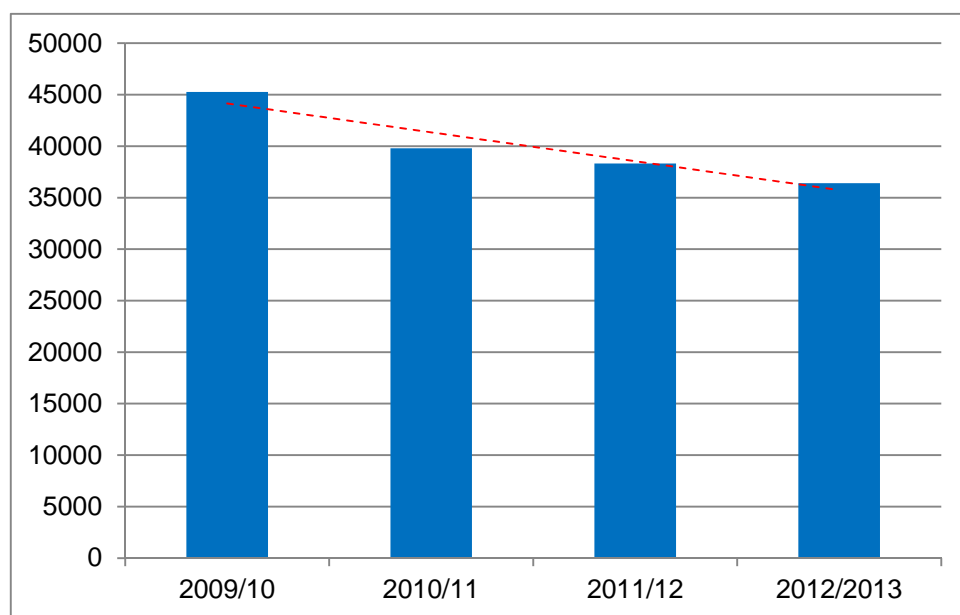


Figure 13: Antisocial Behaviour in Bristol

In addition, overall public perception and confidence in the response to ASB is improving in Bristol. In the Quality of Life Survey 2012, 28.8% of residents thought anti-social behaviour was a problem in their local neighbourhood. Figure 14 below indicates the year-on-year decrease since the survey began and shows a significant improvement compared with 2005 when 49.2% of residents felt this issue was a problem locally. Looking at the demographics of the respondents, it is apparent that the number of disabled, LGBT and BME respondents was disproportionately high compared to other respondents.

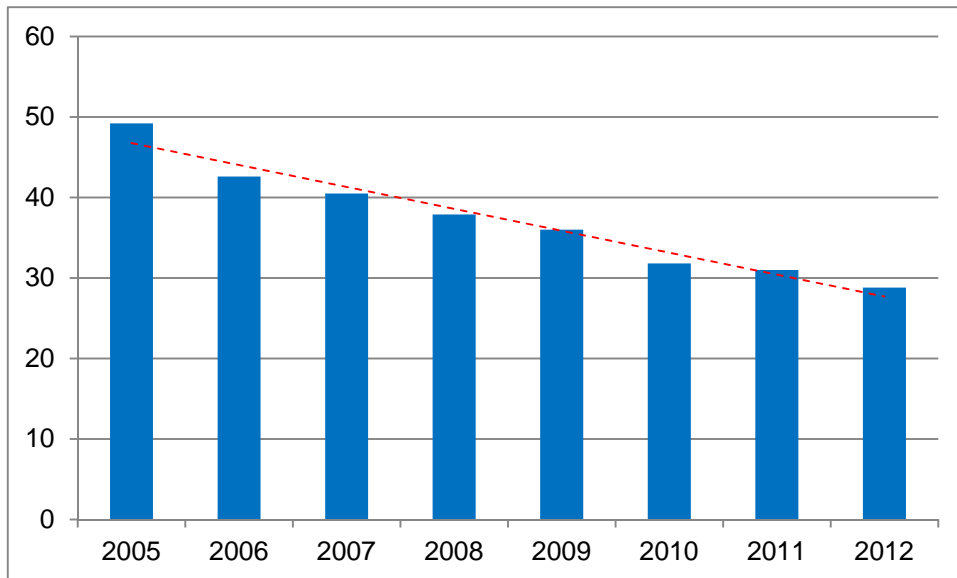


Figure 14: Quality of Life Measure on ASB

On the other hand, in the most recent British Crime Survey interviews (year ending March 2013) 52.7% of respondents 'agreed' or 'strongly agreed' that: 'The police and local council are dealing with the anti-social behaviour and crime issues that matter in this area', a 2.9% reduction from the same period in 2009. In addition, at least seven out of ten service users felt satisfied with the overall services provided by the Police for ASB incidents (77.2%).

User satisfaction regarding follow up service by the police for ASB has improved slightly at 63.6%, whilst satisfaction with overall service (77.2%) declined significantly in 2012/2013. Nevertheless, both measures are meeting the Police Authority target for the year. Looking into the equality strands of the service users, younger respondents (aged 16 – 24) were more satisfied with the quality of services provided by the police with regard to ASB compared to other age groups (10.7% difference).

Victim

Profile of victims needed

Vulnerable Victims

Since May 2011, Avon and Somerset Constabulary have been using a new ASB call handling process called ProQA, the only force in England and Wales to do so. ProQA aims to identify the nature of the reported incident quickly and effectively ensuring the most appropriate outcome for the victim. As soon as the victim is highlighted as vulnerable, ProQA prioritises the call as 'immediate' or 'priority' for response. In 2012/2013, 1529 (21%) incidents were classified as requiring immediate response, whilst another 3506 (48%) incidents were classified as requiring priority response from the Police.

The Landlord Services of Bristol City Council also conducted risk assessments on 1649 victims. Based on history of the incidents, their vulnerability towards hate crime, and the support that they need, the victims will be categorised into high, medium or low risk victims.

Victim Contact

The Police have implemented call backs for all ASB calls as part of their ASB Gold Standard. The call back rate has increased significantly since it started and most areas are now meeting the 90% call back target.

The Council's Landlord Service have also implemented a service improvement plan that has tightened up on case acknowledgements and action plans. In the last financial year, 97% of the ASB cases were actioned, with action plans, within 10 working days. 90% of the closed cases were successfully resolved, with an average case duration of 83 days. 86% of the service users satisfied with the service provided and 84% of the users satisfied with the outcome of their cases.

Data from Victim Liaison Unit needed

Offender

Profile of offenders to be included

Repeat Offenders

Repeat offenders are monitored through case management systems with an incremental, partnership approach to tackling their behaviour being taken.

Landlord services - In 2012/2013, there was a 28% decrease in the number of antisocial behaviour orders in force (n=445). The number of injunctions in force by the end of the financial period, and tenancy actions were more or less the same (+/-2), with more Notice of Possession Proceedings being served and outright possession orders undertaken by the Council recorded. Two undertakings were also obtained.

In addition, the ASB indicator (**clarify**) of the Council shows that there was a reduction in the number of high street drinkers up to 24.5% and reduction in the impact of street drinking, as measured by the Quality of Life survey (50.3%).

To tackle repeat offenders on ASB, one of the initiatives currently being undertaken is through the Troubled Families agenda. The Troubled Families agenda is a national programme that requires the local authorities across England to identify families with the following characteristics:

- No parent in the family is in work;
- Family lives in overcrowded housing;
- No parent has any qualifications;
- Mother has mental health problems;
- At least one parent has a long-standing limiting illness, disability or infirmity;
- Family has low income (below 60% of median income);
- Family cannot afford a number of food and clothing items.

Unless helped, these problems can prevent a family from moving forward, and drain public purse by £9 billion per annum.

In Bristol, there are 1,355 families that have been identified as part of the Troubled Families scheme for the next three years. A team of 27 key workers, 11 specialists and three supervisors is currently working closely with 697 families. So far, the team claimed 82 successes under the payment by result, and will be expected to claim 300 additional successes in July 2013. The team continues to work around the family approach by focusing on root causes, whole family life changes, and working closely with police, health services, job centres, and schools to create intensive, tailor-made interventions.

The programme has recently been extended by five years, which has now become an eight-year programme. Due to this extension, it is likely that the team will be working with up to 4,400 families. The criteria will be developed and it is expected that adult crime, looked after children, and earlier support for troubled families will be included in the new criteria but this has not yet been announced.

Along with the Troubled Families Agenda, the Family Intervention Project went live in March 2013, operating on an area basis of North, South, and East Central Bristol, to take a holistic, whole family approach to managing repeat offenders and perpetrators of anti-social behaviour.

The Neighbourhood Justice Project went live in May 2012, to ensure that Acceptable Behaviour Contracts (ABCs) are completed in a restorative way. The team consists of 23 volunteers and a trainer. To date, 88 referrals have been made to the project, with 35 progressed to the case conference stage. Of those 35, 34 cases were successful in securing outcome agreements.

Location

• Priority Locations

In terms of ASB priority locations, thematic hotspots are currently being identified and addressed through Neighbourhood Working. Neighbourhood Partnerships are currently being asked to identify priority areas for Neighbourhood Working Teams to focus on over the coming year. The other strategic priority areas Safer Bristol will focus on are:

- Areas that have been identified as 'public confidence cold spots' as measured by the Quality of Life survey, such as Ashley, St. George, Bishopsworth and Stockwood.

- Areas with high perceived levels of ASB, such as Lawrence Weston, Bishopsworth, Filwood, Hartcliffe, Henbury, Southmead, Kingsweston, Easton and Frome Vale.

There was also an increase in the number of ASB orders in Cabot (+25%) and Lawrence Hill (4%) wards, along for those with no fixed abode. In addition, injunctions against those offenders with no fixed abode also increased by 40%.

Geographical analysis of all ASB in Bristol highlights a number of locations that act as a focus for offending across the city. The Top 5 of these, based on the top STORM incident locations for the last 12 months, are:

1. Witch Hazel Road, Whitchurch
2. Prewett Street, Redcliffe
3. North Street, Bedminster
4. Ashley Road, Montpelier
5. Druetts Close, Horfield

There are also several other priority hotspots which will be tackled within each of the seven neighbourhood delivery teams.

Recommendations

- Map the locations of ASB incidents against the Troubled Families in Bristol to see whether there is any correlation between these two strands.
- Consider increasing the use of mediation for minor ASB cases.

Restorative justice info needed

Links to neighbourhood working

Include RJ work

Overview

Hate crime is defined as a criminal offence that is perceived to be motivated by hostility on grounds either of race, religious belief, sexual orientation, disability, or gender.

In recent years, Bristol has undergone a major demographic change, more so than any other city in Britain, making it one of the most diverse cities outside of London. Between Census 2001 and Census 2011, there had been an increase in the number of people from Black and minority ethnic communities in Bristol (+7.8%), along with an increase in the number of people who were born outside of the UK (+6.5%), and an increase in people of all other religions except Christian. 12.4% of people of working age are disabled which rises to 16.7% of the population as a whole. The 2011 Census did not record whether people are lesbian, gay or bisexual and there is a local agreement to estimate that between 5-7% of the population is lesbian, gay or bisexual. Whilst many people enjoy living in a diverse city, the city does recognise that there are a number of community tensions which need to be managed to mitigate escalation. Managing hate crime is an essential part of maintaining safety in the city.

Hate crime responses in Bristol are governed through the multi-agency partnership known as Strategic Partnership against Hate Crime (SPAHC). Avon and Somerset Police chair this group. Membership includes Bristol City Council (Safer Bristol, Estate Management, Children and Young People Services), provider representation, and Victim Support. Partnership activities that are delivered to help support victims of hate crime and improve community confidence include the city's Tension Monitoring Group, Hate Crime Case Review Panels and voluntary sector providers, delivering hate crime community-based support services to address race hate, and disablist and homophobic incidents and crimes.

Safer Bristol has recently awarded grant funding to S.A.R.I , Brandon Trust, Bristol Mind and Bristol LGBT to work in collaboration to deliver a hate crime support services across Bristol. The service commenced on 3rd June 2013 and runs until 31st May 2016. Key elements of service delivery include:

- Risk assessments of referrals
- A case management service which is victim centred
- Practical support including additional security, support to take action against the perpetrator and confidence building
- Offer one-off advice or signposting
- Provide out of hours response for victims
- Deliver awareness/ empowerment sessions and cohesion projects in schools and communities
- Develop a Service User Strategic Group (SUSG) to influence responses to hate crime

An official launch of the new service is set for September 2013

Performance

Underreporting

The Governments Hate Crime Action Plan 2012 identified a number of reasons for under reporting, and these issues are familiar to people working with hate crime victims in Bristol:

- Incidents happen too often to report each one
- Victims doubt whether the abuse or attack is serious enough to bother reporting it, or do not know whether it qualifies as a crime offence
- Fear of being further victimised
- Concern that the police will not be able to do anything
- Concern that the organisations will not do anything because they are prejudiced and/or unsympathetic
- Victims fear that they will be 'outed', for example as being gay or having mental health needsLack of access makes reporting too difficult, for example, interpreters are not available or a person using a wheelchair does not have adequate access to premises.³¹
- SPAHC has developed the Hate Crime Strategy 2010-2014. One of its high priority strategic aims is to increase victim confidence in reporting and signposting the various support agencies and third party reporting centres that exist in Bristol.

³¹ HM Government, 'Challenge It, Report It, Stop It: The Government's Plan to Tackle Hate Crime' (2012), available at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97849/action-plan.pdf (accessed: 29th July 2013)

In line with the concerted efforts to improve hate crime reporting, Safer Bristol has commissioned a web-based case management system (called Theseus) to capture incident reports and the activity of the hate crime support service. The intention is for Theseus to be used by the police and housing to facilitate seamless data sharing and to provide improved intelligence in relation to hate crime incidents in Bristol. It is anticipated that the reporting of the incidents will commence from November 2013 onwards.

It is recognised that hate crime incidents are under reported. Across the Avon & Somerset area, reported racially and religiously aggravated offences (+4.1%) and race/faith-flagged incidents (+2.4%) are now increasing, potentially reflecting improvements in confidence to report such incidents.³²

The Bristol Strategic Partnership Against Hate Crime which monitors reports of incidents to the Avon & Somerset Constabulary, Bristol City Council’s Estate Management and the hate crime support services have noted a decrease in reports in Bristol.

Figure 16 below shows overall hate crime trend in 2012/2013, by quarter and by partner agencies, whilst figure 17 shows the number of hate crime incidents by strands, where race hate made up the largest number of incidents, followed by disability and homophobic (note that there might be potential overlap in terms of the number of clients seen by the agencies):

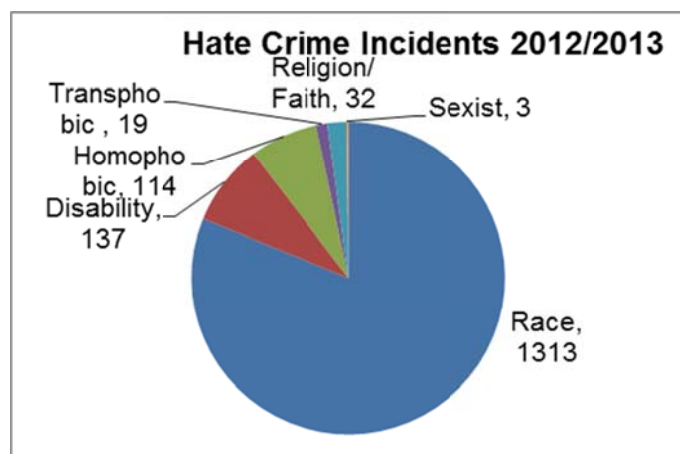
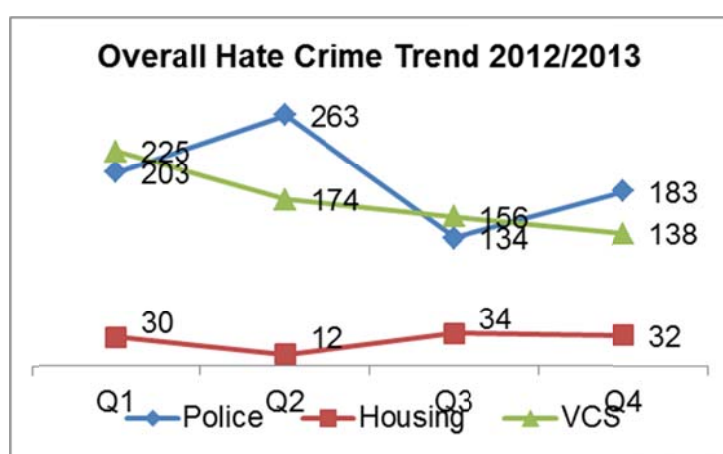


Figure 16: Overall Hate Crime Trend 2012/2013

Figure 17: Overall Hate Crime Trend 2012/2013

There were 657 hate crime incidents reported to the police in Bristol in 2012/2013, a 27% decrease compared to 2011/2012 (n=837), which suggests that hate crime is still significantly underreported. 54% of hate crimes reported to Avon and Somerset Police occurred in Bristol. Nevertheless, the number of hate crime incidents reported to the Police shows that two incidents happen on a daily basis. It is anticipated that the Service User Strategic Group can offer valuable insights into why reporting to the police has declined so significantly and what can be done to increase reporting.

The number of incidents reported to the support agencies decreased by 2%. In 2012/2013 (693 incidents as opposed to 704 incidents the year before). In addition, there were 108 incidents reported to the Estate Management of Bristol City Council during the same period of time, by Council tenants. This represents a 6% increase in the number of incidents reported to the Council compared to 2011/2012.

Among the core cities in England, Bristol has the second highest rate reported crime for racially/religiously aggravated offences per thousand populations in 2012/2013, illustrated by table X below:

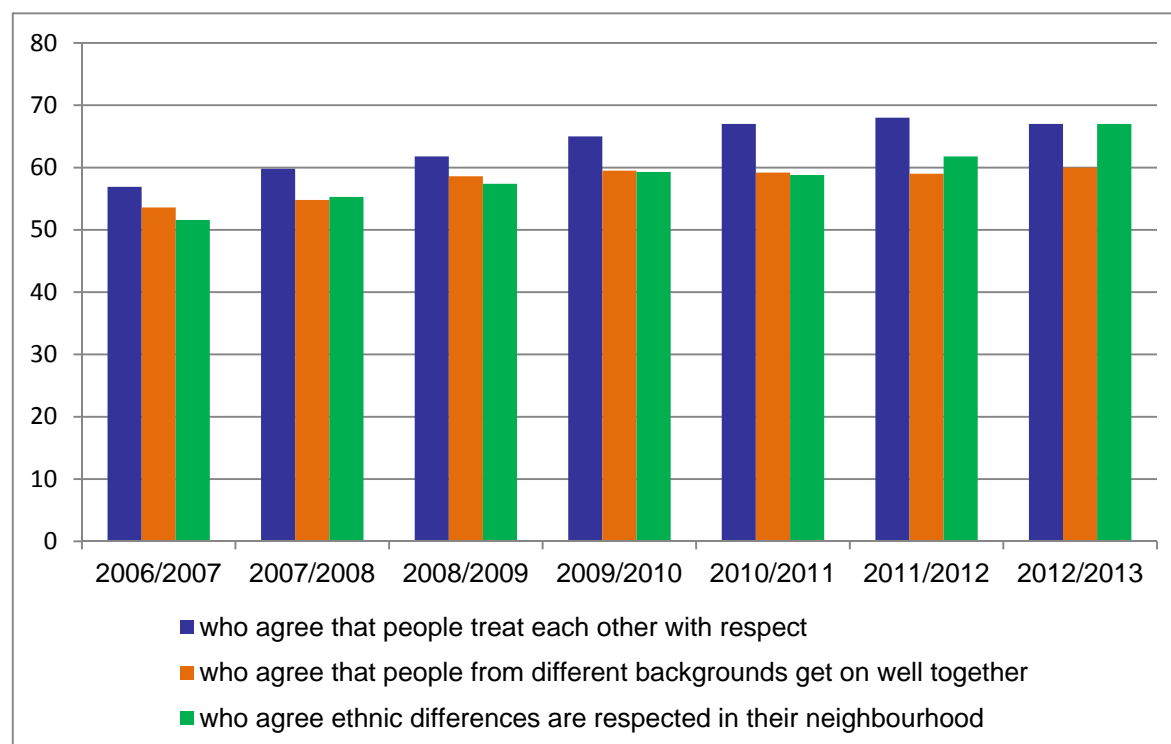
Core City	Rate Per Thousand Population
Sheffield	0.30
Newcastle	0.54
Leeds	0.72
Nottingham	0.79
Birmingham	1.04
Liverpool	1.11
Bristol	1.16

³² Avon and Somerset Police and Crime Needs Assessment (Working Document, October, 2013).

Table 8: Core Cities Comparison

Schools no longer submit data into a central source, therefore whilst most schools do record and deal with incidents it is unclear to what extent hate crime is prevalent within children and young people. The Pupil Voices survey³³ found that 22% of secondary pupils, 29% of male primary school pupils and 44% of female primary school pupils were afraid of going to school because of bullying at least sometimes, some of these concerns may relate to bullying which is 'hate motivated'.

The Quality of Life Survey 2012 shows a positive trend for community cohesion indicators, with an increasing percentage of respondents who agree that people treat each other with respect in their area, along with those who agree that people from different backgrounds get on well together and ethnic differences are respected in their neighbourhood:

*Figure 18: Quality of Life Survey Results on Community Cohesion in Bristol*

Victim

Looking at the demographic data of the victims, the majority of the victims reporting to the Police are aged 35 – 44 and male, based on tables 9 and 10 below:

Age Band	Number of Victims
Under 16	25
17 – 25	112
26 – 34	172
35 – 44	204
45 – 54	129
55 – 64	46
65 and above	17
Not recorded	84

Table 9: Age of hate crime victims

Gender	Number of victims
Female	266
Male	481
Not recorded	58

Table 10: Gender of hate crime victims

In addition, 130 victims (16%) had been a victim of hate crime in the past, and 150 victims (19%) had been a victim of other crimes in the past. In this context, it can be concluded that almost two out of ten hate crime victims were a previous victim of hate crime and/or other types of crime, indicating the vulnerability of these victims

³³ Schools Health Unit (2011).

The Strategic Partnership Against Hate Crime is developing a risk matrix and case management system to manage high risk cases and reduce repeat incidents.

The victims' satisfaction with their experiences in dealing with the police when reporting the incidents remains high (80%).³⁴

Offender

The SPAHC strategic objectives include promoting zero tolerance of hate crime and increasing the rate at which offenders are brought to justice. Therefore it is positive to note that the detection rate for hate crime in 2012/2013 is 36.5%, a significant increase from only 27% in 2011/12. Of those detected, 80% of the offenders were charged, whilst another 8% were cautioned and 12% underwent restorative justice routes. In 2013 the use of restorative approaches in hate crime incidents is being developed in a specific project for younger perpetrators. Restorative approaches also be used for incidents where formal charges have not been brought.

Within Bristol, there were 391 perpetrators of hate crime identified in the financial year 2012/2013. 16% of hate crime offences reported to the police involve a repeat hate crime offender. Figure X below shows the number of perpetrators by incident number:

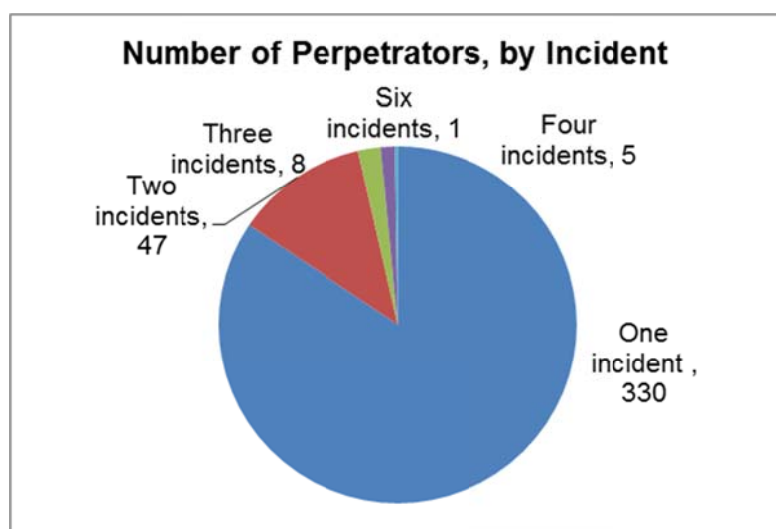


Figure 19: Number of Perpetrators by Incident

The majority of the hate crime offenders are aged 35 – 49 (n=106, 29%), male (n=190, 77%), and White European (n=157, 34%).³⁵ The highest number of offenders came from Lawrence Hill ward (42, 11%).

It is also noted that 96 perpetrators were from neighbouring areas/this was not recorded:

- South Gloucestershire – 30
- Bath & North East Somerset – 6
- North Somerset - 8
- Not recorded – 52

According to a recent study by the Equality and Human Rights Commission, the profile of hate crime offenders tends to be male, from White backgrounds and unemployed.³⁶ Modelling these findings into the local areas, the areas that have a high propensity of male, White backgrounds and unemployed are Lockleaze, Ashley, Easton, and Lawrence Hill.³⁷

It is also noted that these findings correspond with the areas that have a high number of Council properties. Lawrence Hill and Lockleaze are among the areas that have a high number of Council properties. Perhaps it is

³⁴ Note that this only relates to race hate as per the Home Office Guidelines in monitoring victims' experience and satisfaction.

³⁵ Based on ethnic appearance recorded by the Police officers.

³⁶ Rehabilitation of Hate Crime Offenders' (2011), available at: <http://www.niacro.co.uk/filestore/documents/Rehabilitation%20of%20Hate%20Crime%20Offenders-Equality%20&%20Human%20Rights%20Commission%20Scotland-Spring%202011.pdf> (last accessed: 29th July 2013)

³⁷ Bristol City Council, 'Neighbourhood Partnership Statistical Profiles', available at: <http://www.bristol.gov.uk/page/council-and-democracy/neighbourhood-partnership-statistical-profiles> (last accessed: 29th July 2013).

desirable to target the message against hate crime through Housing or Customer Services Point of Bristol City Council, as it is likely that these cohorts of people will come across these services.

Location

NDT Area	2012/13 Q1	2012/13 Q2	2012/13 Q3	2012/13 Q4	2013/14 Q1
Bishopsworth	23	16	13	12	21
Brislington	18	28	20	22	30
Bristol East	26	19	15	21	28
Cabot and Clifton	42	30	34	33	33
Redland and Lockleaze	15	10	10	9	13
Southmead and Avonmouth	29	15	18	12	19
Trinity	39	27	24	40	42
Missing post codes	11	118	0	34	6
Total	203	263	134	183	192

Table 11: Hate Crime by NDT Areas

Include narrative to support table

The Quality of Life Survey 2012 highlighted that the wards in the Dundry View areas were below the city average of 60% of residents agreeing with the statement that people from different backgrounds get on well together. In particular, Bishopsworth is the lowest in the city. Following anecdotal evidence that community tensions were escalating and hate crime was unreported, in 2013, Bristol City Council commissioned a study on hate crime incidents in the Dundry View Neighbourhood Partnership area. The area consists of the three wards of Whitchurch Park, Hartcliffe and Bishopsworth.

The study noted that although race hate crime incidents are relatively low in absolute numbers compared with some other areas of Bristol, residents from ethnic minority backgrounds are more likely to be a victim of hate crime in the Dundry View area than in the rest of Bristol. There is significant under-reporting of hate crime incidents, especially disablist crimes and incidents. The report noted 'mate crime' (where 'mates' befriend disabled people who are vulnerable specifically for the purpose of exploiting and abusing the disabled person) is seen as a particularly complex issue to effectively address. There was limited evidence of homophobic hate crime. An action will be developed and lessons relevant to other areas of the city will be implemented. The report on the Dundry View Hate Crime research is due to be published in October 2013.

Since the 2001 Census the city's total percentage for residents from BME groups has grown from 8.2% to 16.0%, yet the totals in the Dundry View wards has only increased from 2.8% to 4.3%. Similarly the percentage of residents from Other White groups, mainly from Eastern Europe, has only increased from 0.8% to 1.6% compared with an increase across the city from 2.7% in 2001 to 5.1% in 2011.

Whitchurch Park, Bishopsworth, and Hartcliffe have three of the top four highest rates (175/1000 population, 140/1000 population, and 118/1000 population respectively) in the city, compared with wards with higher numbers of BME residents - Easton and Old Market (Lawrence Hill ward) has only 16/1000 and St Pauls (Ashley Ward) only 5/1000.³⁸

The report on the Dundry View Hate Crime research is due to be published in October 2013.

Community Cohesion: The Tension Monitoring Group (TMG) is a multi-agency operational group that meets monthly and includes the Council, police and voluntary sector. Safer Bristol is a lead partner. The group produces monthly briefing updates on community impactful tensions. All partners are signed up to ensure that policy initiatives are being merged with community development and community cohesion work. Work is continually undertaken to ensure that there is an understanding of the demographic changes within the city and that these are being managed.

The group discusses tension levels in every area of Bristol, looking at issues and identifying actions to mitigate. The group assesses the level of tension by looking into the following factors:

³⁸ Bristol Hate Crime Needs Assessment 2010/2011 (2011).

- Immediacy of event (how soon might something happen)
- Seriousness of event (nature of the incident or threat)
- Magnitude of event (number of people who could be affected)
- Media profile (level/tone of reporting)
- Previous experience or history

Recommendations

- The focus on increasing the number of reported hate crime incidents remains important. The organisations should consider increasing opportunities for victims to come forward to report incidents and instil confidence in reporting to the organisations themselves.
- Increase the use of the restorative justice approach on minor incidents.
- Consider producing a prevalence report on hate crime incidents, to determine the gap between the number of current incidents and the number of incidents that should have been reported through appropriate channels.
- Consider an analysis on factors that increase likelihood of certain characteristics that may be target of hate crime, such as ward, ethnicity, disability etc.
- Ensure new hate crime case management system is used by all statutory organisations for reporting incidents.
- Further exploration of profile of offenders to see how we can target potential offenders
- Overlapping caseloads – e.g. IMPACT, Troubled Families, ASB, IRIS, Substance Misuse.
- Define through SPAHC how a repeat victim is defined and ensure this is used as part of monitoring performance
- Adopt a multi agency approach to risk assessment to effectively manage high risk cases.
- Review the effectiveness of restorative justice in this area and build on the successes.

Prevent

Overview

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

The government have developed a training session for frontline public sector staff to explain how people become radicalised and what to look out for as well as the aims of Prevent. This training is called WRAP (Workshop to Raise Awareness of Prevent) and we have been holding sessions throughout the year to BCC staff. We have trained over 250 staff and additional training has been undertaken with individual teams (caretaking staff etc).

During the WRAP training we mention Channel. This is a process that has been developed to support people at risk of being drawn towards terrorism (and violent extremism). Bristol City Council, the police and other partners (including probation, health agencies, community organisations and sometimes individuals in our communities) work together to support individuals vulnerable to radicalisation and put in tailored safeguarding measures to support their needs.

A range of options are available including mentoring, welfare support and access to key services and these often help people before they become involved in crime.

The Channel panel is fairly new (it's chaired by Gillian Douglas) but have been working on cases - numbers should be available from the police (contact Patrick McGowan?).

Further information on victim, offender and location to be included where possible

Appendix 1

NPA table to show crime types by NPA and ward level