

## **AGENDA ITEM:11**

### **AVON AND SOMERSET POLICE AND CRIME PANEL**

**7 DECEMBER 2015**

### **REPORT OF THE POLICE AND CRIME COMMISSIONER**

### **DRAFT POLICE AND CRIME NEEDS ASSESSMENT**

#### **PURPOSE**

To invite Police and Crime Panel Members to contribute to consultation on the Draft Police and Crime Needs Assessment.

### **DRAFT POLICE AND CRIME NEEDS ASSESSMENT**

Panel Members are invited to comment on the Draft Police and Crime Needs Assessment. The Consultation Draft was published on 6 November and circulated to stakeholders to invite comment. The Needs Assessment draws together information from all partners with the aim to identify and assess issues that will impact upon local crime and community safety services over the coming years. The document provides a profile of need for community safety services, reviews current gaps in service and puts forward multi-agency recommendations for improvement. The document will also be made available on the PCC Election microsite, alongside briefing materials for candidates.

Consultation is due to close on 11 December.

#### **RECOMMENDATION**

That the Panel review and consider the Draft Police and Crime Needs Assessment and submit responses to: [Catherine.fisher@avonandsomerset.pnn.police.uk](mailto:Catherine.fisher@avonandsomerset.pnn.police.uk)

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#### **Attachments**

**Annex A – Consultation Draft Police and Crime Needs Assessment**

## Consultation Draft

# AVON AND SOMERSET POLICE AND CRIME NEEDS ASSESSMENT

November 2015 Consultation Draft

Consultation Period  
6<sup>th</sup> November 2015 – 11<sup>th</sup> December 2015



AVON AND SOMERSET  
CRIMINAL JUSTICE BOARD  
Working Together for Justice



**Bath & North East  
Somerset Council**



**Safer and Stronger  
North Somerset**



**South Gloucestershire  
Council**

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**ACKNOWLEDGEMENTS**

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Avon and Somerset Constabulary

Avon and Somerset Criminal Justice Board

Bath and North East Somerset Community Safety Partnership

BGSW Community Rehabilitation Company

National Probation Service - Avon and Somerset

North Somerset Community Safety Partnership

Safer Bristol Community Safety Partnership

Safer Somerset Partnership

South Gloucestershire Safer and Stronger Communities Strategic Partnership

For further information about the Avon and Somerset Police and Crime Needs Assessment please contact Office of the Police and Crime Commissioner at [pcc@avonandsomerset.police.uk](mailto:pcc@avonandsomerset.police.uk) or by telephone: 01275 816067

### EXECUTIVE SUMMARY

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The Avon and Somerset Police and Crime Needs Assessment (PCNA) 2015 has been developed in collaboration with local partner agencies. The assessment aims to highlight the main issues, risks and threats that are likely to impact upon the crime and community safety environment between 2016 and 2019.

Key risks and interdependencies set out in the assessment will be used to inform planning and policy decisions between 2016 and 2019, including briefings for prospective Police and Crime Commissioner candidates and the subsequent Police and Crime Plan and commissioning process.

### KEY FINDINGS

Victimisation surveys indicate that the overall prevalence of crime and ASB continues to fall across Avon and Somerset and is forecast to fall further over the next four years<sup>1</sup>. Despite this trend, the level of violent crime captured and safeguarding and 'hidden harm' being presented to the police is increasing significantly. This increase in what is often highly resource intensive demand is largely due to improvements in risk management processes, crime recording standards and long term increases in identified complex need.

While overall levels of acquisitive crime are in decline, the serious acquisitive crimes of burglary and robbery have increased over the last year, as have rates of recorded shoplifting. It is likely that identified changes in the purity and availability of heroin and crack will continue to impact upon emerging trends in acquisitive crime.

Fraud and pure cybercrime (such as hacking and computer viruses) could account for a further 69% of crime, which until 2015 had not been captured via national self-victimisation surveys. The role and remit of local crime and community safety agencies in tackling and preventing these forms of victimisation remain unclear. Although it is not currently possible to determine trends in relation to these offences, the Commercial Victimisation Survey indicates that the number of businesses affected by fraud and cybercrime has fallen significantly in the last year.

Personally targeted cyber-enabled crimes experienced or facilitated on-line represent one of the fastest growing areas of identified vulnerability. Although evidence suggests that levels of identified hidden harm are increasing, domestic, sexual and other personally targeted abuse, including Child Sexual Exploitation and Modern Slavery continue to present a significant risk to vulnerable victims. Newly commissioned services are helping to develop a better understanding of the needs and concerns of victims of crime and ASB than has ever previously been available. The longer term challenge of managing and reducing complex demand as public sector resources reduce remains a critical risk.

While levels of offending appear in decline, developments in technology and social media continue to present new opportunities for organised and personally targeted offending. On-line offending in particular is presenting new challenges for enforcement agencies on account of the anonymity often afforded by to perpetrators and the technical capabilities often required in response. The limitations in housing and mental health support remain the most challenging pathways for local offender management services. The profile of Organised Crime Group activity is also changing rapidly, including for example, groups from Metropolitan areas establishing new drug markets within the area ('County Lines').

Avon and Somerset Constabulary's Strategic Threat Assessment for 2015 identified<sup>2</sup> the following key threats to local communities; the risk to vulnerable people – including victims of child sexual exploitation, trafficking and modern slavery; organised criminality; terrorism and domestic extremism.

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<sup>1</sup> Self-reported victimisation survey data are not currently available to reliably determine historic or future trends in fraud, pure cybercrime, hate crime or sexual offences

<sup>2</sup> Factors scored and prioritised based on the MoRiLE (Management of Risk in Law Enforcement) risk assessment process - a national risk assessment matrix that supports the identification and prioritisation of strategic issues

## POLICE AND CRIME NEEDS ASSESSEMENT 2015

The issues of greatest concern to local communities have remained relatively unchanged over recent years, and comprise reassurance policing (police visibility), road safety, anti-social behaviour, drug-related crime and burglary. While public confidence in local police remains strong compared to other forces nationally, there are clear indications that public engagement on and prioritisation of crime, law and order issues has deteriorated significantly over recent years at both a local and national level.

Although levels of complex and resource intensive demand presenting to crime and community safety agencies is increasing, the central government funding available to meet demand is expected to face a further 25% to 40% cut by 2020. In meeting this spending challenge, agencies will be required to fundamentally review their delivery structures, priorities and levels service over the coming years to ensure that they remain both effective and sustainable.

The challenge and implications of meeting future demand will need to form the basis of extensive public, partner and stakeholder engagement over the coming year while local, regional and national approaches to collaboration, strategic alliance and devolution continue to be explored.

### KEY CHALLENGES

The following issues are likely to present significant risks to crime, community safety and criminal justice services over following four years:-

- Reductions in government spending and resources available to tackle the following issues:-
- Growing safeguarding demand, including growth in identified domestic and sexual offender abuse
- Capacity to meet public expectations and priorities and maintain public confidence
- Reductions in pro-activity and preventative activity
- Response to problematic drug use and associated harm and offending
- Technology and on-line activity increasingly exposing vulnerability to serious and 'hidden' harm
- Technology and on-line activity increasingly extending the reach of organised criminality

### KEY INTERDEPENDENCIES

A range of planned and existing factors are expected to impact positively on reducing offending, victimisation and risk of harm over the next four years and should be recognised as critical interdependencies in planning and decision making (see section 8 for further details). These include:-

- Continued multi-agency commitment to tackling the most problematic and complex needs
- Exploiting opportunities to anticipate, prevent and manage risk and demand
- Improving understanding, identification and response to vulnerability and hidden harm
- Continuing to Increase public engagement, trust and confidence in local services
- Continuing to improve the efficiency and effectiveness of local services

### RECOMMENDATIONS

A shared cross-agency focus on the following recommendations is likely to drive further improvements in safety, public perception and broader victim and offender outcomes over the next four years:-

- 1) Continue to develop more integrated approaches to supporting and safeguarding vulnerable people, particularly in tackling increasing mental health demand and delivering the ambitions of the Mental Health Crisis Care Concordat
- 2) Continue to improve awareness, identification and response to hidden harm and support activity to improve reporting amongst those least likely to report their victimisation – including young people and Black and Minority Ethnic (BME) communities
- 3) Continue to strengthen partnership engagement in supporting vulnerable victims to 'cope and recover' from harm, including public health, local authority and community and voluntary sector responses to supporting vulnerable victims in line with the overarching victims outcomes framework
- 4) Support and enable local agencies to develop their knowledge, awareness and response to cyber and cyber-enabled crime, including improvements in incident recording, preventative activity and specialist knowledge and capabilities where required
- 5) Support and enable statutory, community and voluntary sector organisations to further develop and co-ordinate cross agency prevention strategies, particularly via established initiatives such as the 'Think Family' programme and in areas and neighbourhoods exhibiting the most complex needs
- 6) Enhance the multi-agency response to increased risks associated with problematic drug use, including treatment and rehabilitation, education, enforcement and partnership approaches to tackling drug supply via the Serious and Organised Crime Partnership
- 7) Continue to develop partnership approaches to tackling and preventing domestic and sexual offending, including strengthening the role of public health, educational and community based approaches to reducing and managing offending risk
- 8) Engage communities and other stakeholders in work to shape future crime and community safety services, including the role, remit and priorities of those services as central government resources diminish and the profile of demand continues to change.

The findings and recommendations detailed within this assessment will be used to inform and support prospective PCC candidates for the 2016 elections, development of the Police and Crime Plan for 2016-2020 and the Commissioner's grants and commissioning process for 2016/17.

## 1. INTRODUCTION

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### 1.1 PURPOSE AND SCOPE

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

**Present a consolidated picture of the most significant issues, risks and threats shared by local crime, community safety and criminal justice agencies across Avon and Somerset in order to inform strategic planning and decision making.**

This is achieved by bringing together knowledge and information from a wide range of partner agencies, particularly via the environmental and organisational assessments that those agencies routinely produce. As a result, the PCNA also aims to share learning, understanding, good practice and innovation between areas and agencies. The main **objectives** of the PCNA are to:-

- Identify significant issues that are likely to have an impact upon delivery of the Police and Crime Plan and wider crime and community safety environment over the next four years
- Develop our understanding of impact and extent of victimisation and offending across Avon and Somerset, particularly with regard to vulnerable people and unmet need
- Identify shared organisational priorities, opportunities and areas for improvement by reviewing the local crime, community safety and criminal justice landscape
- Review public perceptions and feelings of safety in relation to crime and community safety to inform the Commissioner's approach to local accountability

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

### 1.2 METHODOLOGY

The PCNA was developed in line with recognised good practice for commissioning<sup>3</sup>, developed in close consultation with partner agencies and compiled and co-ordinated by the Office of the Police and Crime Commissioner. The process comprised of four key phases:

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

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

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

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

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

<http://www.avonandsomerset-pcc.gov.uk/Your-PCC/Police-and-Crime-Needs-Assessment.aspx>

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<sup>3</sup> Including CIPFA/SOLACE, NOMS, APACE and Audit Commission guidance

## 2. AVON AND SOMERSET – THE CHANGING ENVIRONMENT

### 2.1 AVON AND SOMERSET

The Avon and Somerset area incorporates a **diverse range of physical, economic and social environments** spanning 1,855 square miles. It includes the cities of Bristol<sup>4</sup> and Bath through to some of the most rural areas in England<sup>5</sup>. The M4 and M5 intersect the area, which is also served by the main rail routes from London to South Wales and the South West, and by Bristol International Airport and the Avonmouth Docks.



The sheer scale and diversity of this landscape presents a highly complex picture for local service providers in identifying and responding to local need.

### 2.2 PEOPLE

Avon and Somerset has a resident population of around 1.65 million people which is projected to increase by 7.7% or 127,240 people by 2025. This projected **population growth** exceeds the averages for England and South West and is most notable in North Somerset (+10%) and Bristol (+9%) and amongst populations aged 10 to 14 (+20%) and 75 and over (+40%).

Avon and Somerset's overall resident population is less ethnically diverse than the national average<sup>6</sup>, however **diversity is increasing** and there are significant differences across urban and rural areas. Bristol has several large long-standing communities from the Caribbean, Pakistan and other Indian sub-continent areas and has seen large increases in its Somali<sup>7</sup> and Eastern European population, particularly Polish residents, over recent years.

<sup>4</sup> Bristol is a national core city with a concentrated urban population of around 442,500

<sup>5</sup> West Somerset has the sixth lowest population density of any local authority in England

<sup>6</sup> 2011 Census: 89% of Avon and Somerset's resident population is White British, compared to 80.5% nationally

<sup>7</sup> Bristol City Council estimate – 2011 Census Topic Report, Community Cohesion Statistics, July 2013. Census 2011: 2,950 people described their ethnic origin as Somali, while 4,981 people stated that they were born in Somalia

## POLICE AND CRIME NEEDS ASSESSEMENT 2015

Around 96% of Avon and Somerset's population are estimated to speak English as their main language, which is higher than the national average (92%). The most prevalent non-English first languages spoken are Polish (12.5%), Somali (4.0%), Chinese (2.9%), French (2.1%), Portuguese (2.0%) and Spanish (1.9%). As a proportion of all residents, Avon and Somerset also has higher than average levels of people speaking 'Gypsy/traveller' languages, Somali, Welsh, South Asian languages, East Asian languages and British Sign Language.

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

There are proportionally fewer areas of high overall deprivation<sup>8</sup> in Avon and Somerset than the England average, however there are significant **pockets of deprivation** in the areas of central Bristol, Lawrence Hill, Filwood, central Weston Super Mare, Bridgwater, Taunton, Yeovil and Shepton Mallet. Each of these areas feature neighbourhoods which are amongst the 25% most deprived in England. The 2015 English Indices of Multiple Deprivation showed that proportion of areas within Avon and Somerset falling within the most deprived quartile in England<sup>9</sup> increased by around 10% between 2010 and 2015. This was driven by increases in relative deprivation in Bristol (+13%), North Somerset (+17%) and South Somerset.

### 2.3 HOUSING AND ECONOMY

Demand for social and affordable housing continues to rise and outstrip supply across Avon and Somerset. An average Local Authority housing vacancy can receive upwards of 200 applicants, including many people who are looking to downsize due to recent changes to the rent requirements known as the "bedroom tax". This is putting an even greater strain on the availability of one bedroom properties that generally are in short supply across the area.

While there are currently around 500 traveller caravans in Somerset, a local assessment has estimated that more than 300 additional residential pitches for Gypsy and Traveller accommodation will be required by 2032.

The proportion of 16 to 18 year olds Not in Education, Employment or Training (NEET)<sup>10</sup> in Avon and Somerset remains generally static and in line with the England and South West average (5.2%). Although reducing steadily, the proportion of young people not in education, employment or training remains notably higher in Bristol (7.3%).

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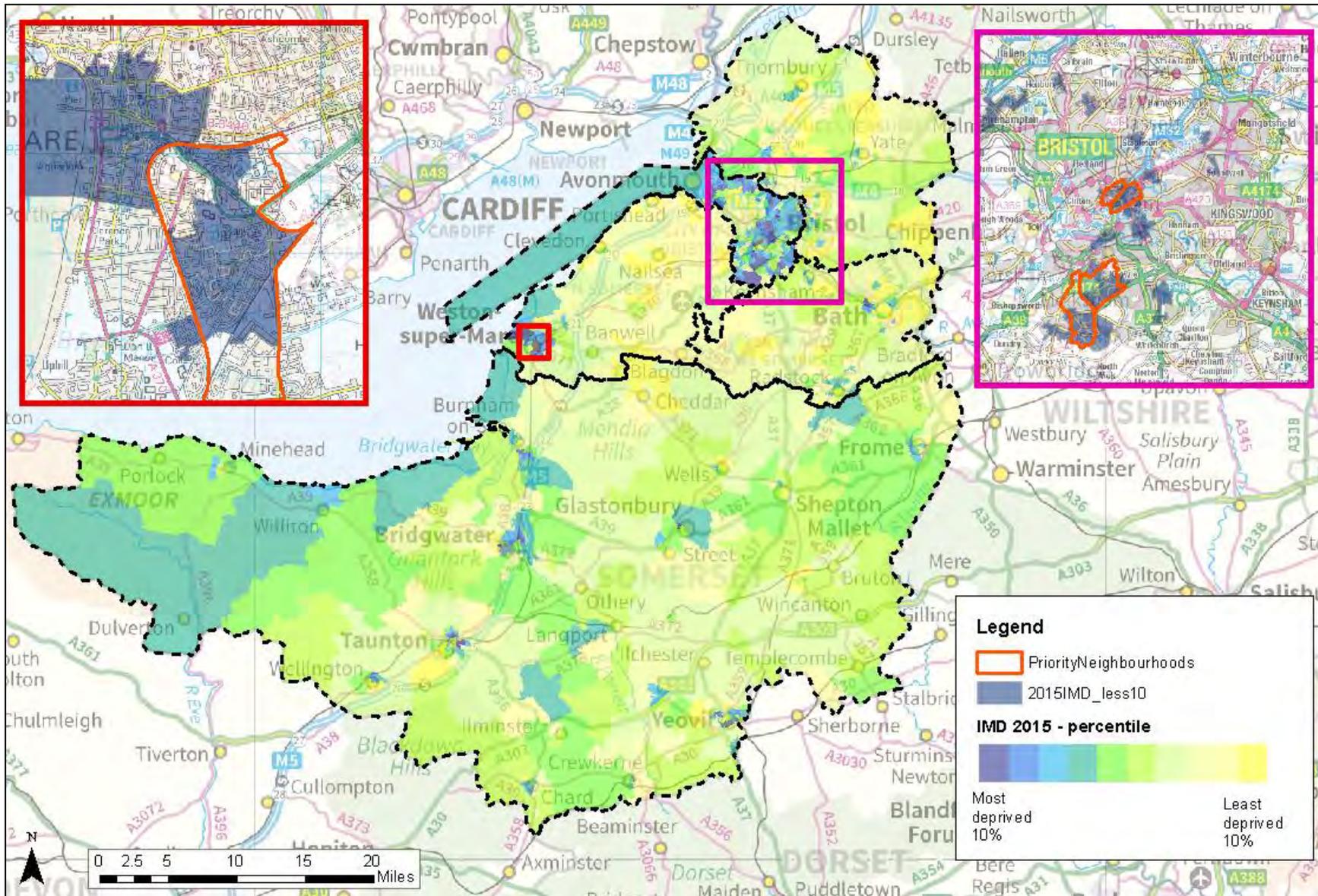
<sup>8</sup> English Indices of Deprivation 2015 at Lower Super Output Area (LSOA) level. There are 1,005 LSOAs in Avon and Somerset, with an average population of around 1,500 people each. Only 157 (16%) of LSOAs in Avon and Somerset fall within the 25% most deprived nationally.

<sup>9</sup> Adjusted to take account of changes in the number of LSOAs in 2015

<sup>10</sup> <https://www.gov.uk/government/publications/neet-data-by-local-authority-2012-16-to-18-year-olds-not-in-education-employment-or-training>

POLICE AND CRIME NEEDS ASSESSEMENT 2015

Distribution of the Indices of Multiple Deprivation 2015



## 2.3 HEALTH

Avon and Somerset's health profile is broadly reflective of the national picture, with 54% of respondents to the GP patient survey reporting a long standing health condition, 12% feeling that they have problems doing 'usual activities', 12% reporting that they feel anxious or depressed and 5% reporting a long-term mental health problem.

Both the GP Patient Survey and Patient statistics<sup>11</sup> show that **mental health needs continue to increase** both locally and nationally and around 21,400 people are estimated to be in contact with mental health services<sup>12</sup> in the area. Rates of suicide have also been increasing locally and nationally (+16%) since 2007, with the increase being particularly acute in the south west region (+34%). As mental health demand is expected to continue to increase over the next 20 years, a government commitment<sup>13</sup> to cross-government action via the Mental Health Concordat on crisis care is working to improve mental health service standards and support in order to reduce the collective impact of this rising demand on wider service providers.

Problematic drug use remains a significant factor linked to complex need and offending in Avon and Somerset. Although heroin and crack use has been in general decline<sup>14</sup> during the 2000's, there are indications that prevalence and risks associated with these drugs may be increasing, particularly in Bristol, Weston super Mare and Yeovil. The last year, for example has seen the purity of heroin increase from 20% to 60% and crack increase from 30% to 90% - leading to a greater risk of harm and drug related death.

Self-reported use of powdered cocaine, ecstasy and hallucinogens has been increasing steadily over recent years, particularly amongst the 20 to 24 age group. Findings from the Crime Survey for England and Wales (CSEW) indicate that self-reported Class A drug use in Wales and the South West of England has risen at a rate that exceeds the national average since 2011/12, with 3.8% of the adult population estimated to have used a Class A substance in the last year. This equates to over 50,000 adults across Avon and Somerset.

**New psychoactive substances (NPS)** or 'legal' highs are readily accessible locally and online and use of these substances continues to increase. Extrapolations based on the CSEW in 2014/15 indicate that over 11,500 people in Avon and Somerset are likely to have used an NPS in the last year, with males aged 16 to 24 accounting for over 35% of users. The prevalence of Synthetic Cannabinoids ('Spice') is increasing, in particular, presenting ongoing risks associated with addiction and violent and unpredictable behaviour.

**Psychoactive Substances Bill:** New legislation in April 2016 will render the sale of NPS illegal, however this may result in more being sold on the black market.

New drug compounds and counterfeit tobacco are widely available and in prevalent use, and continue to present risks in terms of public health, addiction and facilitating organised criminal activity from a local to international level.

<sup>11</sup> Local GP Patient Statistics demonstrate increases in the prevalence of recorded mental health conditions (+3%) and depression (12%) over the last year.

<sup>12</sup> Mental Health Trust, April 2015

<sup>13</sup> <https://www.gov.uk/government/publications/mental-health-services-achieving-better-access-by-2020>

<sup>14</sup> Crime Survey for England and Wales – trends in self-reported Class A drug use

**Alcohol abuse remains a significant driver of demand** across many organisations, particularly in Bristol where alcohol-specific hospital admissions and rates of binge drinking are significantly higher than the national average<sup>15</sup>. Alcohol-related hospital admissions<sup>16</sup> have also increased year on year since 2009/10 and remain significantly higher than average in Bristol. Studies<sup>17</sup> indicate that the proportions of people frequently consuming alcohol (58%) and 'binge drinking'<sup>18</sup> (15%) have been in steady decline over the last decade - a trend which has been attributed to both changing attitudes and reductions in the affordability of alcohol, particularly amongst the 18 to 30 age group. While alcohol consumption appears more frequent and prevalent in the South West, instances of binge drinking appear less common than the national average.

### 2.4 SOCIAL

Developments in technology and widespread use of the internet and social media continue to drive changes in the way individuals communicate, consume goods, access services and the choices they make. This is having a profound effect on local communities, service providers and the victim and offender landscape.

Recent years have seen a **rapid growth in internet access, social media and use of mobile internet-enabled devices** across all socio-demographic groups. It is estimated nationally that around 4 in every 5 homes now have internet access, with an average of 3 internet enabled devices in every home.

**The population of Avon and Somerset is growing and diversifying. Mental health and housing demands are becoming increasingly acute. After a long period of decline, there are indications that the harms associated with problematic drug use may be increasing.**

<sup>15</sup> Local Alcohol Profiles 2015, Public Health England, <http://www.lape.org.uk/>

<sup>16</sup> Broad measure

<sup>17</sup> Shepherd (2014), National Violence Surveillance network, Cardiff University, Opinions and Lifestyle Survey 2013

<sup>18</sup> Reported to have consumed in excess of 8 (males) or 6 (females) units of alcohol in the last week

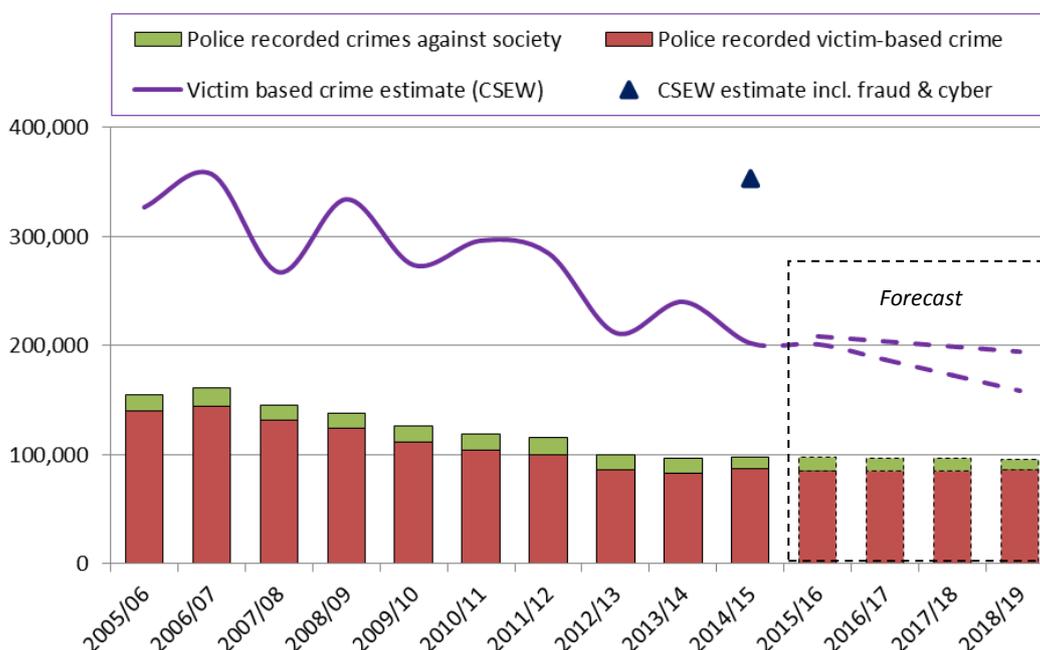
### 3. CHANGING PATTERNS OF CRIME AND ANTI-SOCIAL BEHAVIOUR

#### 3.1 CHANGING PATTERNS OF CRIME

Combined estimates from the Crime Survey for England and Wales (CSEW) and the Commercial Victimization Survey (CVS) indicate that crimes against individuals, households and businesses fell by a further 17% in Avon and Somerset during 2014/15. These **long-term reductions in experience of crime** reflect international trends and have continued despite changes in economic conditions and austerity measures that have impacted upon crime and policing resources.

Victim-based crimes in Avon and Somerset are estimated to have fallen by 16% in 2014/15, reaching their lowest level since the Crime Survey began in 1981. National trends indicate that crimes against children (aged 10 to 15) fell by 11%, while self-reported crimes against businesses in the area also fell by around 18%.

#### A&S Trends in Police Recorded Crime and Estimated Victim-Based Crime<sup>19</sup> 2005-19



By contrast, the number of crimes recorded by Avon and Somerset police in 2014/15 increased by 1%, with the number of victim-based crimes increasing by around 5%. This marks the first increase in recorded crime since 2006/07 and is largely a reflection of **ongoing improvements in the quality of crime recording standards**<sup>20</sup> since 2014. Violence against the person, sexual offences and public order are amongst the crimes most significantly impacted by these improvements.

Police recorded ‘crimes against society’<sup>21</sup> in Avon and Somerset fell by 19% in 2014/15 against a static national trend, reflecting **significant reductions in pro-active policing activity**. Within this category, the number of recorded drug offences fell by 35% (14% nationally) and the number of recorded possession of weapon offences fell by 25% (6% nationally). This coincides with changes in the level and configuration of policing resources in Avon and Somerset, which also saw a 60% reduction in police stop and searches during the year.

<sup>19</sup> Self-reported estimates for Avon and Somerset are based on national rates of unreported victim-based crime experienced in the 12 months prior to the interview carried out in that financial year (CSEW). Avon and Somerset extrapolations for victims aged 10 to 15 are based on the national profile of self-reported victimisation. Includes fraud and cyber field trial est.

<sup>20</sup> The UK Statistics Authority found police recorded crime data to not meet the required standard for designation as National Statistics in 2014. ONS are working with the Home Office and HMIC to address the 16 requirements of their report.

<sup>21</sup> ‘Crimes against society’ comprise offences that do not generally have a victim. These predominantly include drug offences, possession of weapons and public order offences.

## POLICE AND CRIME NEEDS ASSESSEMENT 2015

**Cybercrimes**<sup>22</sup> and cyber-incidents recorded by Avon and Somerset police increased by around 62% in 2014/15, largely impacted significantly by improvements in recording practices. The majority of cases reported to the police were ‘cyber-enabled’ crimes (95%) such as such as harassment, fraud or selling stolen goods offences that are aided or facilitated on-line. The majority were also personally targeted as opposed to offences targeting systems or property. This included ‘malicious communications’<sup>23</sup> (29%), violence against the person (16%) and sexual offences (13%) including possession / distribution of indecent images and ‘sexting’<sup>24</sup>.

Prevalence estimates for ‘pure’ cybercrimes such as hacking, computer viruses and denial of service attacks were reported alongside the Crime Survey for England and Wales for the first time in October 2015 following a field trial conducted earlier in the year. It can be estimated that at least 72,900 pure cybercrimes have occurred in Avon and Somerset over the last year involving over 63,400 victims. The majority of these cases (83%) are likely to have involved computer viruses. While future trends in the prevalence of cybercrime will be monitored over time, it should be recognised that these estimates are still likely to underestimate the true extent of victimisation on account of some victims not being aware that they have been targeted.

### Crime in Avon and Somerset – Extrapolated estimates (CSEW/CVS) and Police Recorded Crime

		2013/14	2014/15	% Change
Estimates based on CSEW / CVS	Crimes against adults (16+)	218,039	182,398	-16.3%
	Crimes against children (10-15)	22,231	19,836	-10.8%
	Fraud offences with loss (16+)	n/a	78,262	n/a
	Cybercrimes against adults (16+)	n/a	72,865	n/a
	Crimes against businesses <sup>25</sup>	166,026	135,999	-18.1%
<b>Estimated victim-based crimes (excl. fraud &amp; cyber)</b>		<b>406,297</b>	<b>338,233</b>	<b>-16.8%</b>
A&S Police Recorded Crime	Victim-based crimes against adults (16+)	66,864	70,063	+4.8%
	Victim-based crimes against children	3,756	4,017	+6.9%
	Crimes against businesses	12,305	12,629	+2.6%
	Crimes against society	13,942	11,280	-19.1%
<b>Total Police recorded crimes</b>		<b>96,867</b>	<b>97,989</b>	<b>+1.2%</b>

**Current trends indicate that the overall risk of crime will continue to fall over the next four years while a sustained focus on improving crime reporting and recording standards will lead to an ever larger proportion of crimes being recorded by the police.**

Specific crime types, offending and victimisation patterns that deviate from this general trend are explored in greater detail in the following sections.

<sup>22</sup> ACPO Cybercrime Strategy 2009 defines cybercrime as “the use of networked computers or internet technology to commit or facilitate the commission of crime

<sup>23</sup> Malicious communications are threats and verbal abuse usually made on social media, most notably Facebook, Twitter and Instagram

<sup>24</sup> Sexting can be defined as ‘the exchange of sexual messages or images, and the creating, sharing and forwarding of sexually suggestive nude or nearly nude images’ (Livingstone, S. (2009) Children and the Internet: Great Expectations, Challenging Realities

<sup>25</sup> Estimates based on south west extrapolations for the business sectors of wholesale and retail, accommodation and food premises and agriculture, forestry and fishing only.

### 3.1.2 PRIORITY AREAS AND NEIGHBOURHOODS

Risk of victimisation is highest in **urban centres** where it is compounded by concentrated populations, social and economic deprivation and the prevalence of drugs and alcohol. As the largest urban area within Avon and Somerset and a national 'core city', Bristol accounted for 43% of all recorded crime in 2014/15 compared to 28% of the area's resident population.

While night-time economy hubs, such as **Bristol city centre, Bath city centre, Weston-super Mare, Kingswood, Yeovil** and **Taunton** have clearly defined profiles of demand, five neighbourhood-based strategic locations have been identified by the Constabulary on account of the high levels of complex need that these areas present. The areas comprise:-

- **Trinity (Bristol)**, which features concentrations in deprivation, drug-related offending, anti-social behaviour, street drinking and other vulnerabilities. Agencies are actively working to address aspects of complex need in this area through initiatives such Integrated Offender Management and child protection plans and arrangements.
- **Filwood (Bristol)**, which features concentrations in deprivation, anti-social behaviour, criminal damage and violent crime. Agencies are actively working to address aspects of complex need in this area through initiatives such as the 'Think Family' programme and child protection plans and arrangements. Bristol's Quality of Life Survey also identifies that levels of community cohesion are significantly lower than average.
- **Hartcliffe (Bristol)**, which features identified concentrations in domestic abuse, shoplifting, violent crime and drug-related offending. Agencies are actively working to address aspects of complex need in this area through initiatives such as the 'Think Family' programme and child protection plans and arrangements. Educational attainment at 16 years remains significantly lower than the average for Bristol, which contributes towards limiting life chances for young people in the area.
- **St Pauls / Ashley ward (Bristol)**, which features concentrations in deprivation, drug-related offending, anti-social behaviour, violent crime, on street prostitution and other individuals vulnerable individuals. Agencies are actively working to address aspects of complex need in this area through initiatives such Integrated Offender Management and programmes to reduce the risk of young people becoming involved in street conflict. Despite these issues, the area has a strong sense of community and high levels of community cohesion. 74% of respondents to Bristol's Quality of Life survey felt that people from different backgrounds get on well together compared to a city average of 60%.
- **Southward / Bournville (Weston-super-Mare)**, which features higher than average concentrations of identified domestic abuse and drug-related offending, anti-social behaviour and violent crime. Agencies are actively working to address aspects of complex need in this area through initiatives such Integrated Offender Management and child protection plans and arrangements.

### 3.1.3 ACQUISITIVE CRIME

Theft offences are estimated by the CSEW to have fallen by a further 5% nationally in 2014/15, while police recorded theft offences in Avon and Somerset saw no significant change.

**Vehicle crimes** (thefts of and from vehicles) recorded by police in Avon and Somerset fell by a further 4% locally and 6% nationally in 2014/15. While this continues the long-term downward trend<sup>26</sup> seen since the 1990's, self-reported incidents of vehicle crime captured via the Crime Survey for England and Wales<sup>27</sup> saw no significant change in 2014/15. While overall levels of vehicle crime are reducing, the 2015 Rural Crime Survey (NFU) identified further increases in the cost of quad bike theft over the last year. Long term concentrations in vehicle crime are evident in the Trinity and Hartcliffe areas of Bristol.

'**Theft from person**' offences<sup>28</sup> recorded by the police fell by 5% locally compared to -20% by police nationally, -23% by the British Transport Police and +21% by the CSEW in 2014/15. This latest decrease follows peaks in offending in 2006/07 and 2012/13 and is thought to be associated with improvements in smart phone security features and prevention<sup>29</sup>. See 3.1.4 for Robbery overview.

**Bicycle thefts** reported to the police increased by 4% in 2014/15, but continue to show a marked reduction on levels recorded prior to 2012/13. Bicycle thefts fell by 4% nationally in 2014/15 compared to no significant change in levels reported via the CSEW. Nationally, 3% of all bicycle owners become victims of this offence, with Avon and Somerset, and Bristol<sup>30</sup> in particular, estimated to have a higher proportion of bike owners than the national average.

**Shoplifting** continues to account for a disproportionately high number of offences in Avon and Somerset (12% of all recorded crimes compared to 9% nationally), however, this is thought to be a reflection of positive relationships developed with local businesses in the area. While recorded shoplifting increased by a further 2% in 2014/15 to the highest level on record, actual incident levels reported by the Commercial Victimization Survey (CVS) and British Retail Consortium (BRC) showed no significant change and a 4% reduction respectively. The level of theft by customers that is reported to the police is estimated to have increased from 41% to 44% since 2012 (CVS). The BRC annual survey, however, also estimates the average value of in-store theft to have increased by 36% to £241 in 2014.

**Financially motivated cyber-crime** offences recorded by the police and Action Fraud have increased locally and nationally over the last year with viruses, malware and spyware used to disrupt internet services and access personal information being the most common forms of pure cyber-crime in Avon and Somerset. The true extent of financially motivated cyber-crime is masked by significant under-reporting - including larger companies that may not report incidents in order to minimise the negative reputational impact. Furthermore, victims are not always aware that they have been victimised. See section 3.1 for further details.

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<sup>26</sup> Long term reductions in vehicle crime are largely attributed to improvements in vehicle security and manufacturing, including the widespread use of central locking and immobilisers

<sup>27</sup> The CSEW estimates that while the vast majority of vehicle thefts are reported to the police (97%), only around 37% of thefts from vehicles and attempted thefts of and from vehicles are ever reported

<sup>28</sup> Unlike robbery, these offences do not involve violence or threat of violence

<sup>29</sup> Crime in England and Wales, Year Ending March 2015, ONS

<sup>30</sup> Bristol was named as England's first cycling city in 2008 and won the European Green Capital Award in 2015.

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**Fraud offences** recorded by Action Fraud increased by 9% nationally and 35% locally in 2014/15, corroborated by national increases recorded by the British Retail Consortium and reports made by the Cifas and FFA industry bodies (+17%) to the National Fraud Intelligence Bureau. It is not possible to determine the extent to which increases represent changes in incident, reporting or recording levels. The estimated prevalence of fraud was reported for the first time in 2015 as part of the Crime Survey for England and Wales fraud and cybercrime field trials. Extrapolations for Avon and Somerset indicate that the number of fraud incidents involving loss<sup>31</sup> is likely to have exceeded 78,200 over the last year and impacted upon more than 62,000 individual victims. Future emerging trends in self-reported victimisation will be monitored over time. The proportion of plastic card owners reporting that they had been victims of card fraud in the last year (CSEW) fell by a further 10% in 2014/15 following a peak between 2008 and 2010. Less than 1% of all incidents recorded by Action Fraud in Avon and Somerset are referred back to the police for local investigation.

- \* **Domestic burglary** offences recorded by the police increased by 7.3% in 2014/15 marking the first annual increase since 2007/08. This bucked trends nationally for both police recorded crime (-7%) and self-reported victimisation (no significant change) following a long term downward trend since the mid-1990s. Long term concentrations in domestic burglary have been identified in the areas of Trinity, Hartcliffe, Bournville, Kingswood and Bishopsworth.

### Crime in Avon and Somerset – Police Recorded Acquisitive Crime

		2013/14	2014/15	% Change
All Police Recorded Crime	Domestic burglary	4,080	4,377	+7.3%
	Non-domestic burglary	6,138	6,396	+4.2%
	Vehicle offences	9,024	8,669	-3.9%
	Theft from the person	1,516	1,442	-4.9%
	Robbery	731	922	+26.1%
	Bicycle theft	2,887	3,002	+4.0%
	Shoplifting	11,459	11,707	+2.2%
	<b>Total Police recorded acquisitive crime</b>	<b>49,458</b>	<b>49,803</b>	<b>+0.7%</b>

**While overall levels of acquisitive crime are in decline, police recorded acquisitive crimes of burglary and robbery have increased over the last year. It is likely that identified changes in the purity and availability of heroin and crack will impact upon these trends.**

<sup>31</sup> Fraud incidents involving loss includes cases where the victim was reimbursed

### 3.1.4 VIOLENT CRIME

Estimates from the Crime Survey for England and Wales indicate that violent crime rates remained relatively static in 2014/15 following a long-term downward trend over the previous ten years. Police recorded violent crime increased by 21% in 2014/15 largely as a result of improvements in crime recording practices.

**Homicides** recorded by the police in Avon and Somerset have been falling steadily since 2008/09 in line with national trends. Homicides in Avon and Somerset now average 12 per year, with 10 recorded in 2014/15. Of these, 4 were domestic homicides. These reductions have not been replicated in the number of people killed or seriously injured in road traffic collisions in Avon and Somerset, however, with around 500 incidents still occurring each year. It is important to note, however, that the overall risk of being killed or seriously injured on Avon and Somerset's roads remains amongst the lowest nationally per vehicular kilometre.

'**Violence against the person**' offences recorded by the police increased by 32% locally and 23% nationally in 2014/15, largely reflecting ongoing improvements in compliance with crime recording standards<sup>32</sup>. The 'violence without injury' category has been most notably affected, with recorded crime rates increasing by 32% locally and 30% nationally. Self-reported victimisation captured via the CSEW, however, indicates that both rates of violence with injury and violence without injury have seen no significant change over the last year nationally. Within this category, violence against the person offences remain heavily concentrated within the night time economy – primarily in the areas of Bristol city centre, Weston super Mare, Bath city centre, Kingswood, Yeovil and Taunton.

**Firearms and knife-related offences** have reduced significantly since 2005/06 reflecting national trends and remaining relatively low compared to the national picture. These offences account for only 0.8% and 3.2% of serious crimes recorded by the police respectively. Despite these positive long term trends, evidence suggests that these reductions stabilised in 2014/15 at both a local and national level, with Avon and Somerset police recording an overall increase of 8% for the year. The highest firearms threat continues to relate to the use of handguns by organised crime groups involved in drug supply.

- \* **Robbery** offences recorded by the police in Avon and Somerset increased by 26% in 2014/15, bucking a reducing trend nationally for both police recorded crime (-13%) and self-reported victimisation. It should be noted, however, national trends have been impacted by substantial reductions in recorded robbery in the Metropolitan Police area. It is also possible that improvements in crime recording standards locally may have contributed towards this increase.
- \* **Domestic abuse**, which incorporates both recorded crimes and recorded incidents remains substantially under reported across and beyond Avon and Somerset, however, there are strong indications that the scale of under-reporting is reducing rapidly. Domestic abuse recorded by the police increased by a further 20% in 2014/15. The CSEW, however, indicates that actual prevalence of domestic abuse fell by 6.6% during the year with reductions in both non-physical abuse (emotional, financial) and use of force. A high number of vulnerable and repeat victims of domestic abuse reside in the priority locations

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<sup>32</sup> Office for National Statistics (ONS) reported in July 2015:- The Crime-recording: making the victim count report (HMIC) found that violence against the person offences had the highest under-recording rates across police forces in England and Wales with an estimated 1 in 3 (33%) violent offences that should have been recorded as crimes not being. Action taken by police forces to improve their compliance with the National Crime Recording Standard (NCRS) is likely to have resulted in the increase in the number of offences recorded. ONS has also been informed there has been little change in the volume of "calls for service" related to violent crime in the year ending March 2015. This, along with the evidence from the CSEW, suggests the rise in recorded violence against the person is largely due to process improvements rather than a genuine rise in violent crime.

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of Filwood, Hartcliffe, Trinity, Bournville and Weston super Mare. These victims are subjected to sustained abuse which can escalate to other offending such as serious sexual violence and increasingly violent attacks.

The scale and extent of forced marriage in Avon and Somerset remains unknown with less than 10 identified each year. Similarly, despite improvements in reporting and recording practices over the last year, identified cases involving so called 'honour' based violence remain low and under-reported at around 60 reports per year.

- \* **Sexual offences** recorded by Avon and Somerset police increased by a further 21% in 2014/15, reflecting trends across all police forces nationally. This continues the pattern seen since 2012 in the wake of the Operation Yewtree investigations<sup>33</sup>. Trends have been impacted by improvements in compliance with crime recording standards, changes in the policy for 'no-criming' and likely increases in confidence to report victimisation in light of the increased national profile. The Crime Survey for England and Wales indicates that there has been no significant change in self-reported levels of sexual assault nationally over the last ten years.
- \* **Personally-directed cyber-enabled crimes** such as cyber bullying<sup>34</sup>, on-line stalking and harassment, hate crime, 'sexting' and sexual exploitation recorded by police continue to increase. Ongoing increases in on-line activity, including anonymous dating and webcam-based social media, continue to present new opportunities for offending. These offences can have a deeply traumatic impact on victims, particularly repeat victims and those with mental health needs or other vulnerabilities. While there is strong evidence to suggest that awareness and reporting of these issues is increasing, the introduction of 'malicious communications', 'engaging in sexual communication with a child' and 'revenge porn' as notifiable offences in 2015 is also likely to result in a greater number of offences being captured by police and improvements in the local and national intelligence picture. See section 5 for further details.

### Crime in Avon and Somerset – Police Recorded Violent Crime

		2013/14	2014/15	% Change
	Homicide	11	10	-9.1%
	<i>Firearms &amp; Knife-related offences</i>	452	489	+8.2%
	Robbery	731	922	+26.1%
	Sexual offences	1,869	2,279	+21.9%
A&S Police	Violence with injury	8,498	9,293	+9.4%
Recorded Crime	Violence without injury	8,423	11,081	+31.6%
<b>Total Police recorded violent crime</b>		<b>19,532</b>	<b>23,585</b>	<b>+20.8%</b>
<i>Domestic Abuse Crimes and Incidents</i>		20,419	24,568	+20.3%

**Victimisation surveys indicate that levels of violent crime are likely to see further steady reductions over the next four years while improvements in recording and reporting are resulting in an ever greater proportion of offences being identified by the police.**

<sup>33</sup> The 'Yewtree Effect' in the wake of investigations connected to Jimmy Saville (HMIC's 2013 report 'Mistakes were made')

<sup>34</sup> Harassment by way of electronic devices which can include text messages, mobile phones, e-mails or internet scandal ([www.actagainstbullying.org](http://www.actagainstbullying.org))

### 3.1.5 HATE CRIME

While trends in hate crime are difficult to determine, the Crime Survey for England and Wales<sup>35</sup> indicates that levels of severity of hate crime have declined markedly since 2007-09, particularly with regard to the severity of violent crime experienced. While the proportion of victims reporting serious violence has reduced, minor assault or vandalism now account for around two thirds of self-reported hate crimes nationally. The risk of on-line abuse victimisation for these offences also remains high, particularly through Twitter, Facebook and other social media.

Levels of hate crime recorded by the police in Avon and Somerset have been increasing steadily since 2013, with hate crimes having risen by 24% in the last year and hate incidents having risen by 15%. Local analysis indicates that these increases have been predominantly driven by improvements in crime recording practices at both a local and national level – particularly with regard to violent crime. Accident and Emergency admission data also indicate that the actual prevalence and severity of hate crime is in decline.

**Racially aggravated hate crime** recorded by the police in Avon and Somerset has been rising steadily since 2013. Levels remain amongst the highest nationally per 1,000 population, thought in part to reflect the established network of specialist hate crime support services which work in partnership with the Police in the area to improve third party reporting. The number recorded by the police increased by 7% in the last year, with the most notable rise in Bristol South (+39%). Race remains the most commonly reported motivating factor in cases of hate crime, with factors such as the profile of extreme right wing ideologies in response to debates on immigration policy and financial austerity having potential to impact on the prevalence of this type of hate crime.

**Religion / faith related incidents** recorded by police have increased by 32% in the last year, with the most notable increase also occurring in Bristol South. While there are indications that the risk of Islamophobia and anti-Semitic hate crime have increased in some areas nationally against a backdrop of heightened concerns regarding terrorism and radicalisation, the impact has not been noted to the same extent in Avon and Somerset.

Victimisation surveys<sup>36</sup> indicate that **homophobic and transphobic hate crime** has declined significantly over recent years coupled with improvements in the way this form of hate crime is tackled in the workplace, schools and other institutions, and wider societal changes such as the introduction of civil marriage for same sex couples in 2014. Police recorded homophobic and transphobic hate crime however has increased by around 23% in the last year due in part to improvements in recording and reporting practices.

**Disability hate crime** continues to be at the forefront of the agenda in terms of under-reporting at a national level with the Crime Survey of England and Wales indicating that only around 3% of all incidents are reported and recorded by the police. Although more still needs to be done locally, the number of offences recorded in Avon and Somerset has doubled in the last year as awareness, reporting and recording of the issue has improved significantly and the force currently records more incidents than any other police force nationally. Recorded offences are predominantly concentrated in central Bristol.

**Evidence as to the scale and impact of hate crime remains limited at both a local and national level. While recording practices have improved significantly, more work is required to increase awareness and reporting and reduce the risk of on-line victimisation.**

<sup>35</sup> Overview of Hate Crime in England and Wales, December 2013, ONS and MOJ

<sup>36</sup> Homophobic Hate Crime: The Gay British Crime Survey 2013, Stonewall. The Teacher's Report 2014, Stonewall

### 3.2 CHANGING PATTERNS OF ANTI-SOCIAL BEHAVIOUR

ASB remains the most common community safety issue affecting residents of Avon and Somerset, and remains heavily concentrated in city and town centres, correlating with concentrations in violent crime and criminal damage in the night time economy. Neighbourhood concentrations of ASB can be identified in areas of higher deprivation such as Bournville, Trinity, Staple Hill and Patchway in addition to ASB linked to seasonal tourism in the area, including Minehead and Burnham.

Over 34,000 individuals are estimated to have experienced ASB in some form over the last year<sup>37</sup>. The CSEW indicates that the likelihood of adults witnessing or experiencing ASB is below average in Avon and Somerset, with the risk having fallen from 28.4% of all adults in 2012/13 to 24.8% of all adults in 2014/15. This 13% reduction is consistent with trends in ASB recorded by the police<sup>38</sup>, which have fallen by 15% over the previous two years to 56,045 incidents in 2014/15, and levels of recorded criminal damage and arson which continue to fall steadily year on year. This continues the long term reduction seen since 2006/07 in both local and national recorded crime trends and the Crime Survey for England and Wales.

Experience of groups hanging around appears significantly lower in Avon and Somerset than the national average based on CSEW findings, with only 4.8% reporting this to be a local issue compared to 8.5% across England and Wales. Although levels of recorded ASB per 1,000 population are comparable to the national picture, residents appear more likely to report 'nuisance' ASB (30.2 per 1,000 pop) than the national picture (27.8) and less likely to report / experience 'personal' ASB (9.2 per 1,000 pop) than the national picture (11.1 per 1,000 pop). Key challenges in relation to ASB include:-

- \* **Recognising and responding to vulnerability:** The scale and prevalence of ASB presents significant challenges to local organisations in identifying vulnerability and escalating risk in apparent low urgency situations. The personal and community impact of cases which can escalate quickly and severely has been demonstrated through high profile incidents both locally and nationally. The introduction of the Lighthouse Integrated Victim Care approach and improvements in the way vulnerability is identified and assessed has resulted in a significant increase in the proportion of police recorded ASB victims assessed as vulnerable in the last year. This has increased from around 14% to 33%, with almost 20,000 ASB incidents assessed as involving vulnerable victims each year.
- \* **Alcohol-related ASB** is primarily concentrated in the night time economy areas of Bristol city centre, Bath city centre, Weston-super-Mare, Kingswood, Yeovil and Taunton. These incidents display weekly and seasonal peaks on Friday and Saturday nights, summer periods, bank holidays and during major sporting events. The profile of night time economy-related ASB is well understood, allowing for more targeted preventative intervention. Despite these significant concentrations, self-reported experience of drink-related ASB has shown year on year reductions since 2012/13, with 9% of adults stating that they have witnessed or experienced this form of ASB in the last year. Street drinking and aggressive begging in Bath city centre also remains an area of focus for crime and community safety agencies in BaNES and a shared issue of public concern.

**Police and partnership data and self-reporting studies indicate that the risk of ASB is falling long term. Effectively identifying and responding to risk remains a critical challenge and alcohol related ASB continues to incur substantial costs to local services and communities.**

<sup>37</sup> Extrapolations based on 14 classifications surveyed as part of the Crime Survey for England and Wales

<sup>38</sup> Comparisons should be treated with caution given wide variation in the quality of decision making associated with the recording of ASB across police forces – ASB Review conducted by Her Majesty's Inspectorate of Constabulary (HMIC). It should also be noted that ASB is a broad and often situation-specific category of incident types (A&S PCNA 2013)

### 3.3 CHANGING PATTERNS OF ROAD SAFETY AND SAFEGUARING DEMAND

#### 3.3.1 Road safety

Official statistics<sup>39</sup> published by the Department for Transport indicate that the total number of road casualties have been falling steadily across Avon and Somerset since 2007, reflecting national trends. Similarly, the Police and Crime Survey found that the proportion of residents reporting that speeding is a problem in their area has fallen from 39% to 34% in the last year.

While overall risk of road collision is falling, this has not been reflected in the number of:-

**People killed or seriously injured (KSI)** in road traffic collisions - which have remained relatively static at around 500 per year. It is important to note, however, that Avon and Somerset maintains one of the lowest rates of KSI per vehicular kilometre nationally.

**Vulnerable road users** such as pedestrians and pedal cyclists are at a higher risk of being killed or injured in road collisions; this is often due to the shared road space, the design of road space and road conditions. Bristol accounts for around 25% of all road collisions in Avon and Somerset, however fatalities are more prevalent in rural areas where 50mph and national speed limit roads are more prevalent. Motorcycle fatalities have also seen no significant change over recent years compared to the reducing rate of casualties overall. The physical conditions of the road surface has been highlighted as a significant aggravating factor amongst this group.

**Victims Code of Practice:** VCOP is being extended to include victims of road traffic collisions in 2015 who will become eligible for enhanced support where required. The Lighthouse Integrated Victim Care Unit is currently scoping the implications of these changes locally.

The re-commissioning of speed cameras across Avon and Somerset in 2014, wider use of mobile cameras<sup>40</sup>, the rollout of 20mph speed restrictions across many urban locations in Bristol and BaNES and the widespread use of vehicle activated signage<sup>41</sup> are thought to be impacting positively upon driver behaviour and reducing excessive speed in the area. Although not statistically significant, the Police and Crime Survey indicates that the proportion of residents citing speeding as a problem in their area has fallen from 39% to 34% in the last year, with the most marked reductions occurring in BaNES (-15% pts), Bristol (-12% pts) and North Somerset (-11% pts).

Work is underway to further improve the roll out, co-ordination, and support provided to Community SpeedWatch initiatives across the area, along with a programme of road safety engagement activity and problem solving approaches, jointly owned by Police and local partner organisations. This includes work to improve the quality of investigation in road traffic collisions, building upon a work to improve criminal case file quality in 2014/15.

<sup>39</sup> <https://www.gov.uk/government/statistics/reported-road-casualties-in-great-britain-main-results-2013>, June 2014

<sup>40</sup> Research conducted by the Department for Transport (2003) found that road safety cameras directly reduced excessive speeding by 96% at fixed camera sites and 55% at mobile camera sites and led to an average reduction in those killed and seriously injured by 35% over a two year period.

<sup>41</sup> Winnett and Wheeler, 2002

### 3.3.2 Mental Health and Other Safeguarding Demands

The Constabulary receives around 400,000 additional non-crime related 'calls for service' each year which can range from anti-social behaviour and hoax calls to issues such as missing persons, domestic incidents and 'concern for safety'. Demand in these areas has increased over the last year, particularly in relation to mental health and safeguarding. This has been affected by improvements in risk assessment and management processes and reductions in statutory service provision as a result of reducing agency resources.

- \* **Mental Health demand** remains high and increasing in Avon and Somerset impacted, in part, by growing need, reductions in statutory services and the siting of regional and local mental health facilities in the area. The Constabulary receives over 19,200 mental health-related calls for service a year with demand predominantly concentrated in Bristol (44%). Half of all mental health related calls for service are in relation to concern for safety issues. The use of mental health-based place of safety provision has increased by a third in the last year, largely due to greater use of section 135 (health-based places of safety).
- \* **Harmful sexual behaviour** amongst young people is increasing locally and nationally. Widespread use of social media and mobile internet enabled devices among young people in particular has resulted in greater prevalence of 'sexting', access to on-line illicit material and instances of 'revenge porn'. The safeguarding implications are detailed in section 5.
- \* **Safeguarding vulnerable adults:** The needs of vulnerable adults continue to increase along with the increasing aging population and limitations in the public sector resources available to support those needs. Organisational demands in relation to vulnerable adults are expected to increase considerably over the coming years impacted in part by the introduction of the Care Act 2014 and the number of vulnerable adults residing in Care Homes and sheltered housing within the area.

**Care Act 2014:** Places new duties and requirements on local authorities, the NHS and the police to safeguard vulnerable adults from harm.

- \* **Missing person** incidents reports made to the police increased by around 33% in 2014/15 to almost 3,246 reports involving a total of 2,139 missing people. Around 38% of these cases involve missing children, with around 270 cases involving young people being reported missing from care establishments each year. These increases, in part, reflect improvements in case and risk management processes, changes in policing policy and investigative investment with a focus on risk of Child Sexual Exploitation (CSE). The number of missing persons per 1,000 population are significantly higher than average in Bristol for both adults and children. The Avon and Somerset area remains a 'net importer' of young people in care, with this group in particular being at a significantly higher risk<sup>42</sup>.
- \* **Radicalisation:** Individuals from the South West region are known to have travelled or expressed a desire to travel to support ISIL (Islamic State in Iraq and the Levant) in Syria. Some of these individuals are highly vulnerable or socially isolated and early identification is vital to ensure safeguarding and investigative opportunities are realised. While the threat remains considerable, most of those identified as being at risk are deemed to either not have the intent or the capability of carrying out attacks and often have safeguarding and/or mental health issues.

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<sup>42</sup> University of Bristol 2013

### 3.3.3 Major Incidents

**Civil emergencies**, such as major incidents on the road networks and localised flooding remain ongoing risks within Avon and Somerset on account of the area's infrastructure and environmental profile. The management, mitigation and response to these risks is co-ordinated through Avon and Somerset's Local Resilience Forum, which includes agency mobilisation plans across local authorities, Health Organisations and voluntary agencies with a view to safeguarding the welfare and health of the public affected.

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

- \* **Extremist activity:** Protest activity within the area is predominantly low key and lawful, however a range of factors continue to present potential triggers for extremist activity. These include:
  - **Environmental** triggers: New Nuclear Reactor at Hinkley Point in Minehead; MetroBus Project across Bristol, North Somerset and South Gloucestershire; badger culls in West Somerset; opportunities for fracking in Somerset
  - **Political and Economic** triggers: Left wing activism and extremism – particularly in Bristol; Extreme Right Wing activity - including recent reporting of anti-Islamic comments online; risk of anti-establishment attacks to police and other agency property; Government policy and issues of immigration; policy decisions regarding public sector spending, pay and remuneration; XLW activists in response to the on-going Government austerity measures and the impact of funding cuts on society

**Counter-Extremism Bill:** Proposes new legislation to make it much harder for people to promote dangerous extremist views in our communities

- \* The current **International Terrorism Threat** is assessed as severe – meaning that a terrorist attack is highly likely. The threat nationally is also reportedly rising<sup>43</sup>. The threat of spontaneous volatile extremism from 'lone actors' remains high as does the risk of radicalisation amongst vulnerable individuals and marginalised groups, such as those in prison and disengaged young people. There is also a growing trend in there being a cyber/online element to the investigations, primarily involving the individuals using apps and forums as a method of communication.

**Investigatory Powers Bill:** Proposes to give police greater powers to monitor internet and phone use in order to combat terrorism and other serious crime

International tensions, particularly in Syria and Iraq, are increasing the risk of attacks against the West, alongside ongoing threats relating to Al-Qaeda aligned ideology. The majority of individuals reportedly indicating an extremist mind-set are doing so in relation to ISIL and ongoing conflicts. Vulnerable communities and individuals have been identified in the Avon and Somerset area, particularly in relation to the Al-Shabaab youth movements and the area's Somali community.

Work continues in Avon and Somerset as part of the 'Prevent' agenda which includes training and activity to identify and engage with individuals at risk of radicalisation.

<sup>43</sup> MI5 Director General Andrew Parker 17<sup>th</sup> September 2015 - <http://www.bbc.co.uk/programmes/p032qcgm> - Six known attempted incidents identified and tackled nationally over the previous 12 months.

### 3.4 KEY RISKS AND OPPORTUNITIES

The following factors are highly likely to impact upon the risk of crime, safety and ASB over the next four years:-

#### REDUCING AGENCY RESOURCES INHIBITING PRO-ACTIVE AND PREVENTATIVE CAPACITY

While the overall prevalence of crime and ASB is falling, the level of demand presenting to police, criminal justice and community safety agencies is forecast to remain relatively static in the medium term, while the complexity and cost of managing that demand is likely to rise. As the financial constraints affecting these agencies become more acute, reductions in pro-active and preventative capabilities, including youth diversionary activity and neighbourhood policing appear inevitable. It is not known to what extent this may impact upon risk of crime, ASB and harm over the coming years.

**Agencies should seek to collaboratively maximise their collective capacity and capability to prevent and pro-actively tackle the issues causing the most harm to local communities, particularly through integrated working in priority areas and community and voluntary sector stakeholder engagement.**

#### GROWING USE OF TECHNOLOGY AND ON-LINE ACTIVITY EXPOSING VULNERABILITY TO HARM

The offending environment is changing rapidly, with encryption technology, on-line capability and widespread use of social media presenting new opportunities for cyber and cyber-enabled crime, particularly on-line harassment, stalking, grooming and exploitation and serious organised criminality. The nature and extent of this criminality means that offending is increasingly beyond the reach and capacity of traditional law enforcement.

**Greater clarity is required with regard to the role of different agencies in preventing, recognising and responding to on-line offending. Activity should continue to develop the knowledge and capability needed to fulfil those roles, including awareness and new products, applications and devices.**

#### INCREASED RISKS ASSOCIATED WITH PROBLEMATIC DRUG USE AND DEMANDS DRIVEN BY ALCOHOL

There are indications that purity and availability of Class A drugs are increasing in Avon and Somerset alongside increases in robbery and domestic burglary that are bucking the national trend. Pro-active enforcement activity in relation to on street drug dealing have been impacted by reductions in organisational capacity as a result of the Government's spending challenge.

**Partnership health, education, enforcement, rehabilitation and community safety services should collectively respond to this emerging threat through the newly established Serious and Organised Crime Partnership, multi-agency IMPACT programme and commissioned treatment services.**

#### GROWING SAFEGUARDING DEMAND AS A RESULT OF FINANCIAL, SOCIAL & DEMOGRAPHIC CHANGE

Mental health demand is predicted to increase steadily over the next ten years which is likely to impact on levels of vulnerability to harm and abuse. The capability and capacity of agencies to support the needs of this growing demand continued to be affected by reductions in government spending and agency resources.

**Agencies should continue to develop more integrated ways of supporting and safeguarding vulnerable people, particularly in dealing with the complexity of increasing mental health related demand and delivering the ambitions of the Mental Health Crisis Care Concordat.**

## 4. CHANGING PATTERNS OF VICTIMISATION

### 4.1 RISK OF VICTIMISATION

The risk of being the victim of crime or anti-social behaviour is lower in Avon and Somerset than the national average and is estimated<sup>44</sup> to have fallen by 37% over the last ten years, despite increasing numbers of victims being identified and recorded as a result of improvements in crime recording practices.

Reductions in risk, severity and impact of crime, however, are not evenly distributed across the population and can vary significantly by location, personal characteristics, lifestyle and living circumstances. Risk of victimisation is significantly higher for example in the following areas:-

- \* **Urban centres** generally display higher concentrations of crime and ASB where it is compounded by population density and areas of higher social and economic deprivation (see strategic locations). Lifestyle factors can significantly increase vulnerability to crime through exposure to facilitators such as **alcohol** consumption, particularly in the night time economy.
- \* **Black and Minority Ethnic (BME) communities** are over represented in almost all categories of crime victimisation comprising almost 16% of all recorded victims of crime and 11% of the resident population. While the proportion of non-White British victims of crime has increased steadily from 14.8% in 2012/13, this may in part reflect increasing levels of diversity within the area. It should also be noted that rates of BME victimisation can also be skewed by a higher proportion of BME communities residing in urban areas.
- \* **Young people**<sup>45</sup> are also at disproportionately high risk of experiencing most crime types, including serious crime. Those aged 17 to 24 account for 19% of police recorded victims of crime and only 8.5% of the resident population. The CSEW has reported nationally that around 12% of children aged 10 to 15 are victims of crime each year – a proportion which has remained relatively stable over the last three years. While young people remain disproportionately affected by violent crime, both the CSEW and Violence and Society Research Group at Cardiff University estimate that levels of violent crime experienced by 10 to 17 year olds has fallen by between 16% and 18% in the last year.

**Rural crime** by its nature impacts predominantly on the rural communities of Somerset<sup>46</sup> and South Gloucestershire, but also in areas of Bath and North East Somerset and North Somerset, with offences predominantly comprising theft (57%) and vandalism (25%). Estimates based on the Home Office Commercial Victimisation survey indicate that the proportion of local agriculture, forestry and fishing premises having experienced crime has fallen by 18% in the last year, with the volume of offences having fallen by around 30%. Similarly, the 2015 Rural Crime Survey (NFU) found that the overall cost of rural crime has fallen by around 15% nationally since its peak in 2013. Reflecting trends in car crime during the mid-1990s, tractor theft continues to decline as a result of improvements in inbuilt security and associated insurance discounts. The last year has, however, seen a significant rise in the theft of quad bikes nationally<sup>47</sup>. The survey indicates that rural crime offending continues to become more sophisticated, while offences such as theft of livestock are being increasingly targeted at the most vulnerable communities. 63% of those surveyed stated that cybercrime is a growing concern for rural communities.

<sup>44</sup> Crime Survey for England and Wales – Avon and Somerset estimates for adults (16 to 59) and children (10 to 15)

<sup>45</sup> Peak age of victimisation amongst reported victims of crime is 16 to 24

<sup>46</sup> Somerset is amongst the ten most rural counties in England with the population classified as 52% urban and 48% rural

<sup>47</sup> Increases in quad bike theft have predominantly been reflected in Scotland and the Midlands

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**Business Crime:** The Commercial Victimization Survey (CVS) indicates that crimes against businesses continue to fall in the area, having reduced by a further 18% in the last year. Reductions were most notable in the categories of fraud (-39%) and theft by customers (-34%). Police recorded shoplifting offences meanwhile increased by around 2% and continue to account for around 12% of all recorded crimes. Self-reported incidents of on-line crime against businesses also fell by around 20% in 2014/15, largely due to a reduction in successful computer virus attacks (-26%).

- \* **Cybercrime** represents one of the fastest growing areas of victimisation risk, particularly with regard to stalking, harassment, bullying, grooming and other forms of sexual exploitation. Individuals spending most time on-line and undertaking a greater range of activities on-line being are amongst those most vulnerable to victimisation<sup>48</sup>. The recorded crime picture indicates that victims of these offences are most likely to be young females between the ages of 10 and 30, with risk increasing markedly from the age of 14. Around 78% of victims of recorded sexual related cybercrime offences over the last two years were under the age of 16 and 87% were female. It should be noted, however, that this may only represent those most likely to report victimisation. The increase in children using and having access to social media via mobile devices also continues to present challenges in terms of safeguarding and law enforcement<sup>49</sup>.

### 4.2 IMPACT OF VICTIMISATION - VULNERABLE AND ENHANCED VICTIMS

While the prevalence of overall victimisation is estimated to be falling, our understanding of changes in the severity and impact of different crimes on different individuals is still maturing. The introduction of a revised Victims Code of Practice (VCOP) and improvements in the way agencies identify and respond to risk – particularly through the Lighthouse approach to Integrated Victim Care – has led to a 54% increase in the number of victims assessed as vulnerable or ‘enhanced’ over the last year.

#### Avon and Somerset – ‘Enhanced’ and Vulnerable Victims of Crime

		2013/14	2014/15	2015/16 Estimate	% Change on 2013/14
Total individual victims	Domestic crimes / incidents	10,695	12,474	12,640	+18%
	Serious sexual offences	1,765	1,959	1,642	+24%
	Hate crimes / incidents	1,646	2,047	2,049	+25%
	Other serious offences*	168	240	240	+43%
	Aged 17 or under	6,482	6,767	7,064	+9%
	‘Enhanced’** - Other crime	3,846	9,819	14,985	+290%
<b>Total number of enhanced / vulnerable victims</b>		<b>13,405</b>	<b>17,658</b>	<b>20,595</b>	<b>+54%</b>

\* In addition to being a victim of domestic violence, hate crime or serious sexual offence, ‘Other serious offences’ include being a relative of bereaved or being the victim of terrorism, human trafficking, attempted murder, kidnap, false imprisonment, arson with intent to endanger life and wounding or causing grievous bodily harm with intent.

\*\* In addition to those aged 17 and under, ‘enhanced’ victims include those that are intimidated or persistently targeted or are vulnerable on account of suffering from a mental disorder, significant impairment of intelligence or social functioning or physical disability that is likely to affect the quality of evidence in a case. *Victims Code of Practice*.

**Victims Code of Practice:** VCOP is being extended to include victims of road traffic collisions in 2015 who will become eligible for enhanced support where required

<sup>48</sup> Serious and Organised Crime Protection – Public Interventions Model, Home Office, April 2015

<sup>49</sup> A&S SA 2014 [restricted]

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Improvements in the identification and response to enhanced victims are leading to a better understanding of a number of crime types which can be more specifically targeted on the basis of a victim's **personal characteristics** or level of **vulnerability**, and the impact that these offences can have on health and wellbeing. This includes:-

**Sexual abuse:** The number of sexual abuse victims identified in the area has increased by 24% over the last year resulting in higher numbers of adults and young people being referred to the Sexual Assault Referral Centre (SARC) and Avon and Somerset Independent Sexual Violence Advisor (ISVA) service. Females account for the vast majority of all recorded victims of sexual offences (86%) and breaches of orders and injunctions relating to sexual offences and harassment (98%). Self-referrals to the ISVA service similarly increased from 18 to 49 during the year indicating improvements in confidence to report victimisation. The ISVA service successfully supported 665 victims during 2014/15, including 338 through the criminal justice system and 78 cases through to their conclusion. Of these over 60% (47) resulted in a guilty verdict with a combined sentencing total of over 220 years. Key issues impacting upon the response to sexual abuse include:-

- \* ISVA and SARC capacity and caseloads in light of predicted increases in referral rates over the next three years
- \* Waiting times to trial, which have increased and are forecast to continue to do so over the coming year

**Domestic abuse:** The number of domestic abuse victims identified in the area has increased by 18% in the last year resulting in increased referrals to the dedicated Independent Domestic Violence Advisor (IDVA) services and local Multi-agency Risk Assessment Conferences (MARACs). Harassment and stalking offences frequently have links to Domestic Abuse. Females account for the vast majority of recorded victims of stalking (91%), domestic abuse flagged offences (83%), section 2 harassment offences (76%) and MARAC case conferences (92%). The long term nature of this type of controlling and coercive behaviour - which stops short of physical violence - can have a deeply traumatic impact on victims. Severe risks relate to repeat victims with mental health problems. Key issues impacting upon the response to sexual abuse include:-

- \* IDVA and MARAC capacity and caseloads in light of further predicted increases in referral rates over the next three years
- \* Improving risk assessment processes, including the completion of DASH risk assessments, and response to medium and standard risk victims of domestic abuse (HMIC).

**Hate crime:** The number of hate crime victims recorded in Avon and Somerset has increased by 25% over the last year. Social media in particular, continues to provide opportunities for bullying and harassment whereby victims can be subjected to abuse over long periods of time. The Crime Survey for England and Wales indicates that around 40% of hate crimes come to the attention of the police – a similar level to overall crime – however, the level of reporting has fallen from around 51% over the previous four years. This is thought to be a result of reduction in the overall severity of hate crime and the lower reporting rate for less serious offences. The most common reason for not reporting incidents of hate crime to the police was because the victim felt that the police could do little about it (43% of incidents not reported).

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**Other 'Enhanced' Victims:** People with complex needs<sup>50</sup> such as drug, alcohol or mental health issues continue to be at higher than average risk of victimisation. Research conducted by Mind indicates that around 71% of people with **mental health** problems have been victimised in circumstances that they perceive to be related to their mental condition – a figure which rises to 90% amongst those in local authority housing. People with mental health conditions are also at disproportionately higher risk of being victims of physical (22%) and sexual assault (27%).

The most prevalent needs identified amongst enhanced victims of crime and ASB assessed by Lighthouse over the previous year were emotional support (33%), Counselling (27%) and personal safety (25%). While this profile was similar across all hubs, the southern hub identified a higher proportion of victims with emotional support (38%), counselling (32%), finance (12%) and drug/alcohol (4%) related need, while the Bristol hub identified a higher prevalence of shelter (10%) related need. It should be noted, however that some variance may be on account of inconsistencies in assessment practices as the new services become embedded.

### Enhanced Victim Need - Avon and Somerset 2015/16 estimate<sup>51</sup>

	Emotional	Counselling	Personal Safety	Shelter / Accommod.	Finance	Mental / phys. health	Drugs / Alcohol
Northern Hub	475	533	301	71	141	95	35
Bristol Hub	1,228	835	987	363	189	235	88
Southern Hub	848	731	605	168	261	105	93
<b>Avon and Somerset</b>	<b>2,551</b>	<b>2,099</b>	<b>1,893</b>	<b>601</b>	<b>592</b>	<b>435</b>	<b>216</b>

There are a wide range of statutory and independent victim services across Avon and Somerset providing tailored support to meet the needs of victims outside of and at different stages within the criminal justice process. Our understanding of victim experience and satisfaction across the area remains inconsistent and incomplete, particularly with regard to children and vulnerable victims.

- \* **Victim satisfaction amongst non-enhanced victims** of crime surveyed as part of the Home Office mandated victims survey<sup>52</sup> has however fallen from 90% to 80% in the last year, partly due to the re-focus of resources on supporting more vulnerable and enhanced victims of crime. Work is underway to improve follow up and information provided to non-enhanced victims of crime at the first point of contact in light of this emerging picture.
- \* **Satisfaction rates amongst disabled victims** also remain significantly and consistently below that of non-disabled victims (74%:80%).

Work continues to refine referral processes and thresholds for victim support services as part of the Integrated Victim Care approach while continued improvements in partnership working are enabling service providers to develop a better understanding of the needs of victims than has ever previously been available. Further development of the common needs assessment tool and outcomes framework will enable improvements in the profiling of vulnerable victims, their needs and 'distance travelled' in coping and recovering from the harm they have experienced over the following year.

<sup>50</sup> Those with the most complex needs including the homeless, and those that are involved in sex work or prostitution are at disproportionately high risk of violence, threats of violence and other significant harms <http://www.drugscope.org.uk/POLICY+TOPICS/Prostitution+and+substance+use>

<sup>51</sup> Annual extrapolation based on 5,744 Common Needs Assessments conducted between October 2014 and June 2015

<sup>52</sup> Includes largely non-vulnerable / enhanced victims of burglary, vehicle crime and violent crime

### 4.3 UNDER-REPORTED CRIME AND HIDDEN HARM

A significant proportion of crime and ASB goes unreported to the police and other agencies. Reasons range from being perceived as too trivial, feeling that nothing could/would be done, feeling afraid of the consequences of reporting, feeling embarrassed, ashamed or that a victim will not be believed or taken seriously. Personally targeted offences such as domestic and sexual abuse, exploitation and hate crime remain substantially under-reported and as such, the true extent of victimisation remains unknown. It is these and other areas of 'hidden harm' that present the greatest safeguarding risk to vulnerable victims. Those least likely to report their victimisation include:-

- BME communities, particularly where there are language or cultural barriers
- Male victims of personally targeted abuse, including domestic and sexual violence – although there are indications<sup>53</sup> that this disparity is reducing
- Young people - often due to a feeling that they will not be believed, fear of retaliation or a lack of awareness of the services available. Findings from the CSEW 2012 indicate that while only 15% of 10 to 17 year olds report crime to the police, around 60% report incidents to teachers
- People with mental health conditions – research conducted by the mental health charity Mind indicates that around 30% of self-reported victims told no one about what had happened
- Larger businesses – who can experience high rates of low level crime and may be less likely to report cyber-crime or data theft on account of the potential reputational impact.

Local and national research and intelligence has identified the prevalence of 'hidden harm' across the following offence types in particular:-

- \* **Modern Slavery / Human Trafficking:** The number of suspected victims of modern slavery encountered by Avon and Somerset Police increased from 25 to 35 over the last year driven, in part, by local operational activity, improvements in awareness the increasing national profile<sup>54</sup> of modern slavery. The last year has seen an increasing number of businesses being identified as involved in this type of criminality as a result of improvements in the local intelligence picture. Victims of modern slavery rarely recognise themselves as victims and this is amplified by the public apathy towards goods and services they receive. Offences are rarely carried out in isolation and are often linked with individuals who are involved in a range of other serious and organised crimes. The Anti-slavery Partnership is working to improve multi-agency information sharing and responses to modern slavery, which continue to improve as awareness and intelligence is developed.
- \* **Child Sexual Exploitation (CSE):** Children and young adult victims of Child Sexual Exploitation recorded by police in Avon and Somerset have increased by a further 53% in the last year, with over 180 offences now recorded annually. This is being supported by improvements in identification, investigation and confidence to report victimisation<sup>55</sup> alongside a Home Office Innovation Fund investment of £2m across Avon and Somerset and Wiltshire to improve prevention, identification and support for those most vulnerable to CSE. Risk of CSE is often compounded by vulnerabilities such as mental health needs, drug or alcohol misuse and wider issues of social exclusion, with those experiencing abuse often not recognising themselves as victims. Prevalence estimates based on national research and a range of known risk factors indicate that at least 550 children are likely to be at high risk of CSE across Avon and Somerset, and over 220 children experiencing or

<sup>53</sup> The proportion of male victims of sexual violence has increased from 10% to 14% in the last year

<sup>54</sup> An Independent Anti-Slavery Commissioner was appointed in in 2015 and the Modern Slavery Act received Royal Assent in April 2015

<sup>55</sup> Impacted in part by the national focus brought about by offences committed in Rotherham

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having recently experienced CSE at any one time. The use of technology is often a factor in these cases<sup>56</sup> with social media often providing a gateway into offending. Furthermore, the National Crime Agency<sup>57</sup> have highlighted an emerging trends of live streaming of child abuse for payment and the increased use of the 'hidden web' to disseminate indecent images of children. The scale and impact of this threat has led to CSE being identified as both a local and national policing priority.

- \* **Child protection-related crimes** recorded by the police have increased by 25% in the last year, with over 7,000 recorded annually. Around two thirds of child protection related crimes relate to domestic violence, with the NSPCC<sup>58</sup> estimating that over 50% of known adult domestic violence cases involve children who are also directly abused. For children, the impact of witnessing domestic abuse can also have long term damaging effects, including a greater risk of those individuals perpetrating domestic abuse in later life.
- \* **Adult safeguarding-related crimes** recorded by the police have more than doubled to over 2,600 over the last year and are expected to increase further over the coming years. While cases are considered to be vastly under-reported, those identified by the police commonly involve individuals at risk from wilful neglect and ill treatment. Women account for 78% of adult safeguarding referrals.

**Care Act 2014:** Introduced new duties and requirements for local authorities, the NHS and the police in safeguarding vulnerable adults from harm

- \* **Female Genital Mutilation (FGM):** There have been no FGM-related prosecutions within Avon and Somerset to date, however the number of incidents coming to the attention of police has more than doubled in the last year to over 40. The majority of reported cases are identified as a result of medical complications, indicating that the true extent of victimisation is likely to be significantly higher. Communities predominantly affected by this practice include Somali, Sudanese and Sierra Leonean / West African communities.

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

**Improved recording and new victim care approaches are resulting in a better understanding of the prevalence and needs of victims than has ever previously been available. Capacity to manage increasing levels of complex need and hidden harm remains a critical challenge**

<sup>56</sup> Researching child sexual exploitation, violence and trafficking, The International Centre, University of Bedfordshire

<sup>57</sup> National Strategic Assessment of Serious and Organised Crime, 2014

<sup>58</sup> NSPCC (1997) - 55%; Farmer and Owen (1995) - 52%

#### 4.4 KEY RISKS AND OPPORTUNITIES

The following factors are considered highly likely to impact upon victims and the victim services environment over the next four years.

##### **CAPACITY TO MEET GROWING SAFEGUARDING DEMANDS AMONGST VULNERABLE VICTIMS**

Levels of complex and personally targeted victimisation presenting to victim services is increasing at a rate that exceeds that which those services were configured and expected to handle, particularly in the areas of domestic and sexual abuse. The resources available to support victims of crime and anti-social behaviour are not expected to increase in the short or medium term as financial constraints become more acute.

**Opportunities should be explored to strengthen wider partnership engagement in supporting vulnerable victims to 'cope and recover' from harm, including public health, local authority and community and voluntary sector interventions as part of the integrated victim care approach. Thresholds for intervention and support should also remain subject to ongoing review.**

##### **EMBEDDING RESILIENCE TO CYBER-RELATED VICTIMISATION IN VICTIM AND PREVENTION SERVICES**

Victimisation enabled by or conducted on-line continues to become more prevalent and remains a common factor in cases of grooming, exploitation, stalking, harassment and other forms of hidden harm. As the nature of this victimisation continues to evolve, it is important that victim and prevention services have the knowledge and capability to implement appropriate safeguarding interventions and minimise the risk of future victimisation.

**The police and other victim services should continue to improve their recording and understanding and identification of cyber-related victimisation as part of their daily business and work with partners and communities to prevent improve resilience in this area.**

##### **CONTINUING TO ENCOURAGE REPORTING AND THE IDENTIFICATION OF HIDDEN HARM**

'Hidden harm' continues to present one of the greatest safeguarding risks to vulnerable victims.

**Partner organisations should continue to improve their awareness, identification and response to 'hidden harm', particularly through improvements in victim and third party reporting, technology (e.g. Child Protection Software), monitoring (e.g. Universal Harm Scores) and information sharing. This should also aim to target groups disproportionately affected, such as young people and BME communities.**

##### **EMBED & EXTEND THE COPE & RECOVER FRAMEWORK AMONGST VICTIM AND PREVENTION SERVICES**

The Integrated Victim Care approach has led to significant improvements in the way agencies assess the needs and 'distance travelled' amongst victims of crime and ASB. There are opportunities to extend this approach to other services supporting vulnerable victims and those at risk of victimisation as part of the prevent agenda and develop more consistent referral and support pathways.

**Work to embed the outcomes framework amongst centrally commissioned services and develop more joined up approaches to the way victim needs and outcomes are assessed by wider partner agencies, including for example the Safer Homes Scheme and adult safeguarding duties under the Care Act 2014.**

## 5. CHANGING PATTERNS OF OFFENDING

### 5.1 OFFENDER LANDSCAPE

The number of individual suspects identified as having committed notifiable criminal offences continues to fall in Avon and Somerset, having reduced by a further 3% in 2014/15 to 60,305. The profile and extent of known offending in Avon and Somerset continues to change in response to the changing environment.

**Youth offending:** The number of young offenders identified by the police has fallen by around 18% in the last year, [REDACTED].

[REDACTED]. *The total number of first time entrants into the youth justice system* [REDACTED]

[REDACTED] *[TBC]* Reductions in overall youth offending have been most notable in the areas of burglary (-33%) and theft and handling stolen goods (-20%), violent offending has also reduced (-14%). Although population forecasts indicate that the 10 to 14 year old population will increase disproportionately over the next four years there is no evidence to suggest that this will impact significantly upon youth offending rates. The main offence types among young offenders are violence (22%), theft (20%), drug offences (13%) and criminal damage (12%).

**Community Rehabilitation:** BGSW CRC, Working Links, manages around 3,730 adult offenders in Avon and Somerset offenders, 86% of which are in the community as opposed to custody. The total number of cases managed is rising steadily as the Offender Rehabilitation Act reforms take affect and offenders with custodial sentences of less than 12 months are given Probation supervision in the community for the first time. Amongst the offenders managed, the main offence types are violence (31%), drug offences (19%), theft (13%), burglary (9%) and fraud (5%).

**Organised criminality:** Avon and Somerset Constabulary, the Regional Zephyr Serious and Organised Crime Unit and the National Crime Agency continue to actively monitor and tackle over 50 organised crime groups (OCGs) comprising more than 400 key individuals operating within the area. These groups are often involved in a variety of serious criminal acts, pose a high level of threat to their victims and have a significant impact on the local communities in which they operate. A local and national focus on vulnerability has led to the scope of known organised crime extend beyond the traditional focus of drug activity to include criminality such as modern slavery and child sexual exploitation. Investigations are often highly complex and resource intensive and require new investigative skills and techniques.

- \* There is clear evidence that organised crime groups from metropolitan areas are increasingly operating within Avon and Somerset, actively supplying drugs to a phone network of local users known as the 'County Line' in areas including Yeovil, Yate and Weston-Super-Mare. Using threats and violence to intimidate people into working for them, this activity is resulting in increased tensions between rival organised crime groups and presenting new challenges to local enforcement agencies.
- \* The widespread use and highly organised production of cannabis remains an ongoing threat with links to Modern Slavery and Foreign National Offenders (FNOs). Offenders often use vulnerable people as workers in the production chain while rival organised crime groups continue to be involved in the theft of crops and use violence and weapons
- \* The extent to which increasing use of 'dark-nets', encryption technology and cloud storage limit the capacity and capability to tackle these threats also presents a significant risk to enforcement activity at a local, national and international level.

5.2 OFFENDER / CRIMINOGENIC NEED

An analysis<sup>59</sup> of the offending/criminogenic needs of the most complex adult offenders in 2015 highlights ‘thinking’ (93%) and lifestyle (68%) as the most prevalent criminogenic needs across Avon and Somerset. The needs of offenders and pathways of support, however, can vary significantly by offender characteristics.

**Criminogenic Need: CRC Managed offenders with complex needs - Avon and Somerset 2015**

	Thinking	Lifestyle	Attitudes	Relationships	Finance	Alcohol	Emotional	Drugs	Accommodation
Bath & NE Somerset	96%	63%	54%	56%	46%	56%	56%	48%	40%
Bristol	94%	71%	68%	57%	55%	44%	44%	50%	34%
North Somerset	93%	65%	66%	62%	43%	53%	46%	46%	35%
Somerset	92%	67%	53%	59%	44%	54%	53%	39%	35%
South Gloucestershire	90%	64%	62%	64%	43%	48%	46%	43%	32%
<b>Avon and Somerset</b>	<b>93%</b>	<b>68%</b>	<b>63%</b>	59%	49%	49%	47%	46%	35%

**Prolific offenders** are more likely to exhibit needs relating to relationships, thinking and behaviour, alcohol and drug misuse. Prolific offending has been in steady decline at a local and national level over recent years, due in part to improvements in the management of prolific offenders, reductions in problematic drug use and a multi-agency focus on tackling the criminogenic factors most commonly linked to their offending. The number of prolific offenders being managed statutorily by the IMPACT Integrated Offender Programme remains relatively static at around 700.

- \* Recent increases in the purity and availability of heroin and crack cocaine, particularly in Bristol, are highly likely<sup>60</sup> to impact upon the nature and prevalence of acquisitive crime over the coming year.

**High Risk of Harm offenders:** The number of high risk of harm individuals identified with complex needs has been increasing over recent years, with the last year in particular having seen a 10% increase in registered sex offender caseloads. This has been driven by improvements in intelligence and changes in risk management technology, policy, legislation<sup>61</sup>, the citing of national institutions<sup>62</sup>. Local<sup>63</sup> and national evidence<sup>64</sup> indicates that the average age of perpetrators of sexual offending is getting younger, while local Youth Offending Teams have identified increases in low threshold Harmful Sexual Behaviour amongst their caseloads.

- \* The marked increase in recorded domestic and sexual offending over recent years, including access to harmful on-line material, continues to present significant challenges to local organisations in resourcing enforcement, preventative and offender management activity. As such, a review of MAPPA eligibility is currently underway to ensure that offender management resources continue to be focused on those that present the greatest risk of harm.

<sup>59</sup> Layer 3 assessment of offenders managed by BGSW Community Rehabilitation Company in Avon and Somerset  
<sup>60</sup> Morgan 2014 mapped growth and decline in domestic burglary and vehicle crime in 1980s and 1990s with heroin, crack and cocaine prevalence  
<sup>61</sup> The last year saw amendments to the Sexual Offence Act 2003 which enable lifelong registered sexual offenders to apply to be removed from the register  
<sup>62</sup> HMP Ashfield opened in July 2013 containing male category C sex offenders. This has implications for MAPPA locally in monitoring caseloads in custody and managing offenders on release  
<sup>63</sup> Bristol and Somerset Youth Offending Team  
<sup>64</sup> Child Exploitation and Online Protection Agency (CEOP)

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- \* The number of dangerous offenders being identified with mental health issues that are not always diagnosable within the mental health act continues to increase
  
- \* It has been recognised that housing services are also increasingly unable to meet the growing demand (+25%) and complex needs of these offenders as a result of their limited resources and the impact of changes in housing legislation and benefits. The length of time to find suitable accommodation for these offenders has increased significantly over the last year, particularly in Bristol and is likely to become more acute over the coming years.
  
- \* The prevalence of Synthetic Cannabinoids (Spice) is increasing and is particularly high within HMP Bristol and Leyhill prisons where its use is becoming increasingly difficult to manage and linked to a rise in violence amongst inmates. The ongoing risks associated with addiction and release into the community is likely to result in an increased demand for these substances.

**Women offenders:** Females account for around 20% of all crime suspects identified by the police – a proportion that has seen no significant change over the last three years. The extent of female offending, however, varies by crime type, with women more likely to commit low level acquisitive crimes (29% female), including shoplifting. Women offenders generally present a different criminogenic profile to male offenders, with emotional wellbeing and financial support being the most prevalent needs.

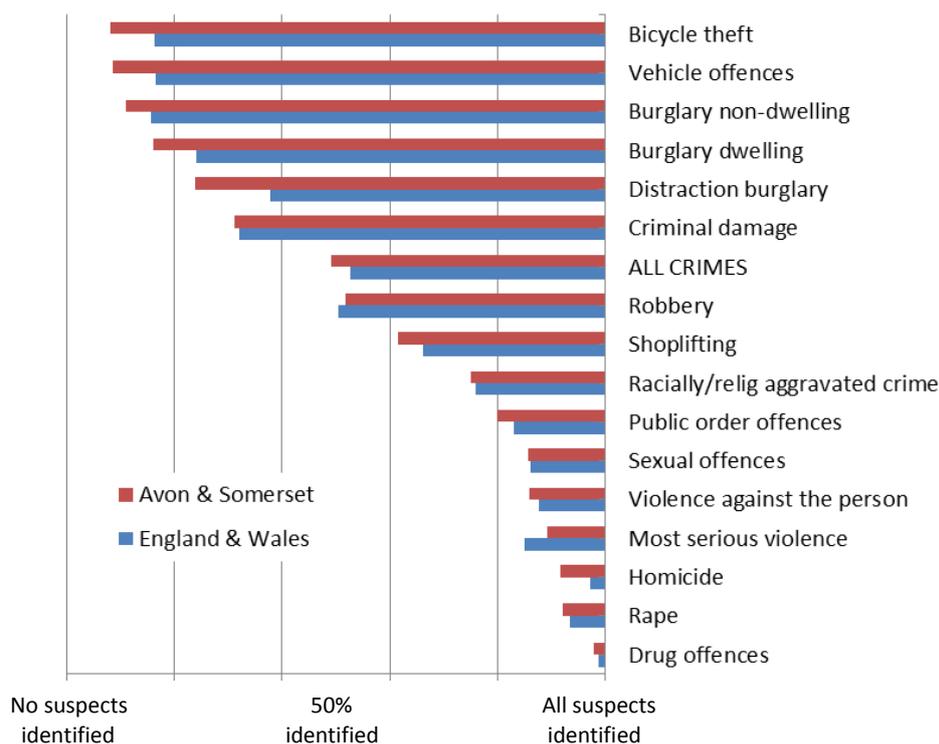
Reoffending data for CRC managed offenders is currently unavailable, but expected to be provided by the Ministry of Justice in early 2016.

Offender management arrangements continue to undergo considerable change following the establishment of Community Rehabilitation Companies and a National Probation Service as part of the Transforming Rehabilitation agenda. Work continues to refine supervision arrangements and thresholds in line with the changing profile of offending and offender needs.

5.3 UNIDENTIFIED OFFENDING

Some offences by their nature are less likely to result in an offender being identified due to the circumstances in which the offence is committed, the likelihood of it being directly witnessed or the likelihood that forensic opportunities becoming available. Offences where the victim comes face to face with the perpetrator naturally carry a higher probability of suspects being identified with, for example, incidents of violence carrying a greater probability of detection than property crimes. The pro-active nature of policing drug offences means that the vast majority of these crimes result in the suspect being identified.

**% Investigations closed without suspect being identified (Sept 2014 to Aug 2015)**



The proportion of offences which result in no suspect being identified<sup>65</sup> is broadly in line with the national picture (47%) in Avon and Somerset at 51%. While the profile is also generally in line with the national picture, this proportion of vehicle crimes and burglaries which result in no suspects being identified are 8% pts and 5% pts higher than the national average respectively.

\* While new technology and ongoing improvements in intelligence, forensic capability and surveillance have potential to increase the likelihood of offenders being identified, ongoing increases in the proportion of crime known to be committed or facilitated on-line continues to present significant challenges to local, national and international enforcement agencies.

**Overall levels of offending appear in decline, however increases in offender management requirements are presenting capacity challenges. Developments in technology and social media also continue to present greater opportunities for organised crime, low risk / high reward and personally targeted offending which is harder to measure, detect and prevent.**

<sup>65</sup> Crime investigated as far as reasonably possible – Case closed pending further investigative opportunities becoming available

## 5.4 KEY RISKS

The following factors are considered highly likely to impact upon offending and the offender management environment over the next four years.

### EFFECTIVELY MANAGING OFFENDER CASELOADS AND CRIMINOGENIC NEED AS RESOURCES REDUCE

Offender management arrangements remain under review as new ways of working become embedded and new patterns of offending and risk become better understood. Most notably, sustained increases in the levels of domestic and sexual offending and harmful on-line behaviour identified are placing increasing pressures on enforcement, public protection and offender management agencies.

**Agencies should continue to develop more joined up approaches to tackling and preventing domestic and sexual offending, including strengthening the focus on public health, educational and community based approaches to reducing risk and managing, rehabilitating and reintegrating perpetrators. Areas should also work to ensure appropriate pathways of support are secured for high risk of harm offenders, including, for example, adequate provision of semi-secure supported accommodation.**

### NEW TECHNOLOGY AND TECHNIQUES EXTENDING THE REACH OF OFFENDING AND ORGANISED CRIME

The growth in technological development and on-line activity continues to present new opportunities for personally targeted offending, such as grooming, exploitation, stalking and harassment, and ever more sophisticated organised offending. The prevalence, technical proficiency and anonymity often afforded by these means of offending continues to present increasing challenges to local agencies.

**Agencies should continue to work collaboratively in developing their understanding, tools and capabilities in response to offending committed or facilitated on-line. This not only includes further development of specialist knowledge and capabilities, but ensuring effective responses to the risk of cybercrime form part of daily business.**

### TACKLING AND RESPONDING TO CHANGES IN ORGANISED CRIMINALITY

The last year has seen significant increases in the purity of cocaine and heroin alongside changes in the organised nature of drug supply within some local areas and neighbourhoods. Anecdotal evidence also indicates that the prevalence of problematic drug use may now be increasing in Avon and Somerset after a period of long term decline

**Local agencies should continue to work collaboratively to manage the impact of these risks through effective prevention, enforcement and treatment approaches. The Serious and Organised Crime Partnership, in particular, has potential to increase local resilience to organised crime by bringing the collective partnership tools and powers to bear on organised criminality impacting on vulnerable victims.**

### REDUCTION IN PROACTIVE CAPACITY AND EARLY INTERVENTION AS AGENCY RESOURCES REDUCE

Fiscal constraints continue to impact upon the collective capacity of local organisations to invest in preventative and proactive activity, including for example, offender management becoming increasingly focussed on delivering statutory services at the expense of prevention and diversion and reductions in proactive drug arrests and stop and search activity.

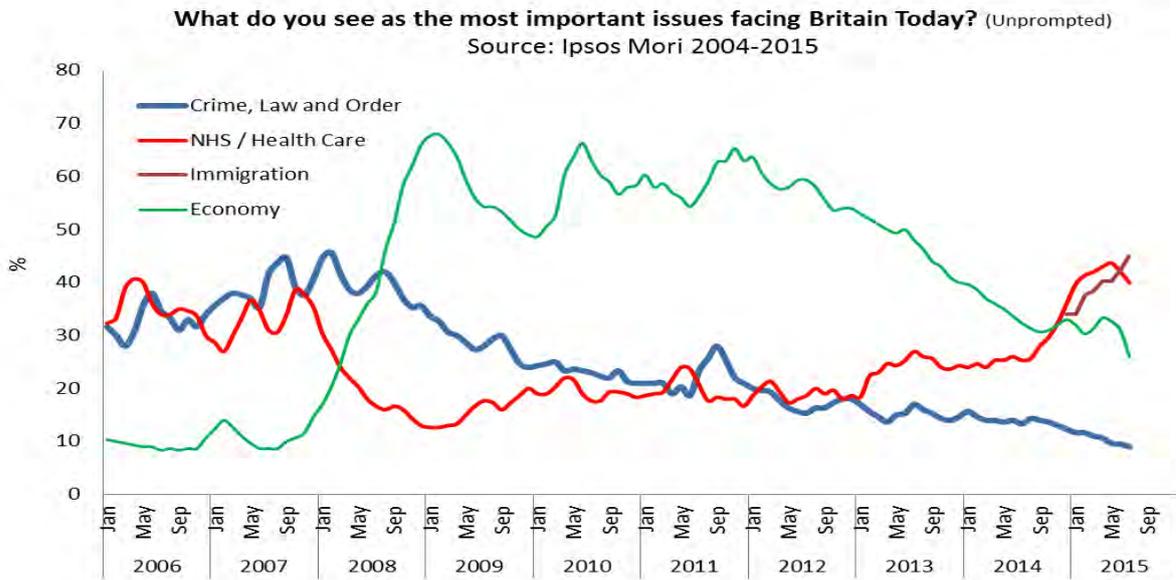
**Statutory agencies should continue to explore innovative ways of preventing offending in collaboration with the voluntary sector and other stakeholders, particularly through established initiatives such as 'Think Family', with a focus on the individuals, communities and localities at greatest risk.**

7. PUBLIC PERCEPTION AND COMMUNITY ENGAGEMENT

This section considers changes in public priorities, perceptions, expectations and engagement based on a range of consultation activity. This includes the PCC’s Police and Crime Survey, local authority level surveys and resident’s panels and targeted engagement events across Avon and Somerset.

7.1 PUBLIC PRIORITIES AND EXPECTATIONS

- \* National longitudinal surveys of public opinion indicate that the extent to which the general public feel crime, law and order are important issues facing Britain has deteriorated significantly since 2008, while concerns regarding NHS / Health care and Immigration have been rising markedly since 2013.



The Avon and Somerset Police and Crime Survey indicates that reduced focus has been reflected locally over the last year, with the proportion wanting to be kept informed about what is being done to tackle crime and ASB falling from 63% to 44% and the proportion identifying no further priorities for policing<sup>66</sup> increasing from 23% to 29%.

These changes have been supported by improving perceptions with regard to crime and anti-social behaviour identified via local authority level quality of life surveys (Bristol, South Gloucestershire), particularly with regard to noisy neighbours (Bristol), drunk and rowdy behaviour, vandalism and graffiti and groups of people hanging around in the street.

<sup>66</sup> % respondents that feel ‘nothing more’ should be a priority for the police

The public's priorities<sup>67</sup> for policing and community safety have remained relatively consistent over recent years. The issues most consistently highlighted include:-

- 1) **Reassurance policing and police visibility** remains the most prevalent public priority identified via the Police and Crime Survey however the proportion citing this as a priority has decreased over the last year from 38% to 29%. Reflecting these findings, 33% of individuals providing feedback to the OPCC via summer engagement events cited 'visibility' as a policing priority. Police visibility is strongly linked to public confidence, with 35% of those feeling that they did not have confidence in the police citing visibility as the main cause. Similarly, around 29% of individuals providing positive feedback on the police as part of the OPCC's summer 2015 engagement events cited 'good police visibility' as the reason.
- 2) **Road safety** remains the second most prevalent public priority, with the proportion citing this as an issue (25%) having remained relatively static over the previous year. Concern about speeding traffic remains more prevalent in the Somerset area, while also remaining the most common concern highlighted through the Partners and Communities Together (PACT) process, with 46% of areas citing the issue as a priority.
- 3) **Anti-social behaviour, including alcohol misuse:** Almost 10% of respondents feel that ASB should be a priority for the police, with levels having remained relatively static over the last year. Similarly, almost a fifth of people consulted by the OPCC via summer engagement events identified ASB as a priority, particularly with regard to youth related ASB in local parks (Bristol, Weston Super Mare, Taunton) and alcohol related ASB in town centres (Weston Super Mare, Burnham-on Sea, Minehead and Yeovil).
- 4) **Drug-related crime:** Almost 10% of residents identified drug-related crime as a priority as part of the Police and Crime Survey. This was also reflected in OPCC consultation via summer public engagement events, particularly with regard to the 'increased use of legal highs' (NPS) in Weston Super Mare and Taunton.
- 5) **Burglary:** 7% of respondents to the Police and Crime Survey identified burglary as a priority. Burglary was also highlighted as a priority amongst 9% of those consulted as part of the OPCC's summer engagement events, most notably in Portishead 'people trying house and car doors' and Weston-Super-Mare 'especially garden sheds'.

Local and national analyses<sup>68</sup> have found that the public's expectation of the police service has not changed significantly over time. Residents generally want their police to:-

- Provide a timely response to requests for service – be accessible and there when needed
- Have the necessary powers, skills and equipment to tackle crime and ASB
- Act and treat people fairly and be approachable and respectful
- Work visibly within communities – this often being seen as a deterrent to crime
- Tackle the issues that have greatest impact on their quality of life (ASB, road safety)
- Do what they say they are going to do and keep people (and victims) informed

Consultation with young people, victims of crime and other vulnerable people within Avon and Somerset continues to re-enforce the importance of these principles.

<sup>67</sup> Avon and Somerset Police and Crime Survey: Randomised telephone survey of around 3,000 local residents – What do you feel should be the main priorities for policing in Avon and Somerset (unprompted)

<sup>68</sup> Avon and Somerset Constabulary's 'Public Voice' analysis and the national 'Engaging Communities in Fighting Crime' report, Louise Casey, 2008

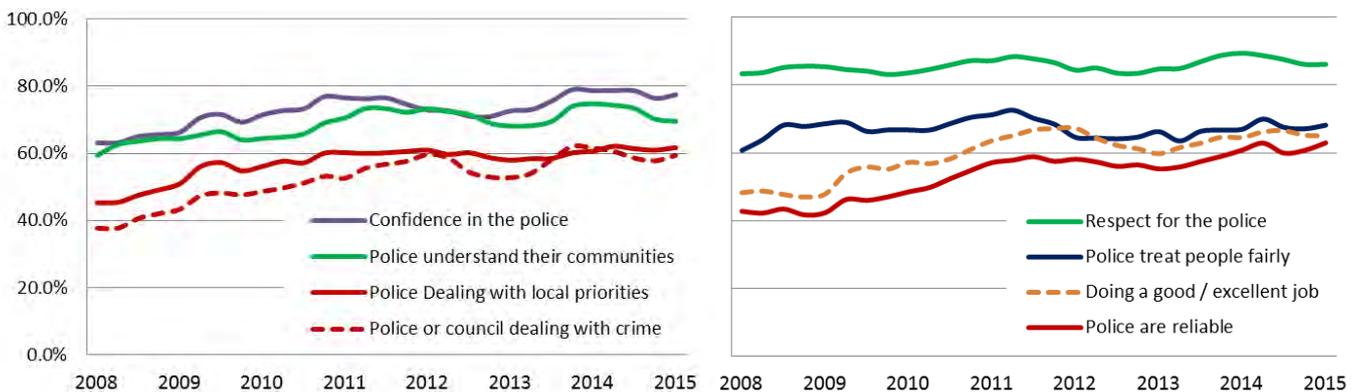
7.2 TRUST AND CONFIDENCE

The Crime Survey for England and Wales indicates that public confidence in the police in Avon and Somerset rose to the highest level ever recorded during 2014 (79%) and has remained markedly higher than the average for England and Wales (75%-76%) since September 2013. These trends were also reflected in the Avon and Somerset Police and Crime Survey between 2013 and 2015.

The proportion of Avon and Somerset residents feeling that the police understand their communities increased to 75% during 2014 and exceeding the England and Wales average (72%), before declining during 2015 in line with the national trend. The proportion of residents feeling that the police are dealing with local priorities has levelled off at around 62% over the last year.

- \* The Crime Survey for England and Wales indicates that the proportion of residents feeling that the police or council are dealing with crime has fallen in Avon and Somerset from a high of 62% in December 2014 to 58%. Similarly, local authority level 'Quality of Life' surveys published in 2015 also indicate that perceptions that the police and local public services are successfully dealing with issues of crime and disorder has fallen over the last year in both Bristol (-6% pts to 35%) and South Gloucestershire (-8% pts to 30%).

Avon and Somerset – Indicators of Public Perception (Crime Survey for E&W 2008-2015)



Respect for the police remains high both locally and nationally (86%), however the proportion of residents feeling that the police treat people fairly has fallen from a high of 72% in June 2011 to around 68%, but has remained consistently higher than the national average (66%). The proportion of residents feeling that the police are 'reliable' (63%) and 'doing a good job' (65%) in Avon and Somerset remain markedly higher than the England and Wales averages of 60% and 62%.

Work also continues to improve levels of engagement with local communities, particularly via the Constabulary's revised Community Engagement Strategy and the ongoing support for the Partners and Communities Together (PACT) process.

- \* Reductions in organisational capacity have potential to impact upon levels of public confidence over the coming year. The Police and Crime Survey found that 35% of respondents stating that they did not have confidence in the police cited 'lack of visibility' as the main cause.

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The number of complaints against the police in Avon and Somerset has remained relatively static over the previous year (-2%). The number of allegations recorded, however has increased by around 13%, largely due to improvements in recording practices that have impacted on the number of 'quality of service' complaints captured. Complaints relating to 'other neglect or failure in duty' have also increased both locally (+16%) and nationally as a result of a greater number of allegations being captured. The overall timeliness of professional standards investigations in Avon and Somerset remains amongst the strongest nationally.

**Policing and Criminal Justice Bill:** The Government has committed to making the police complaints process simpler and more independent, streamlining the disciplinary process, improving transparency and introducing greater safeguards for police whistleblowers. This will allow PCCs to take a greater role in dealing with local complaints.

### 7.3 COMMUNITY ENGAGEMENT AND ACTIVE CITIZENSHIP

**Neighbourhood Watch:** There are in the region of 1,900 Neighbourhood Watch Schemes in operation across Avon and Somerset covering an estimated<sup>69</sup> 57,000 households. Around 28% of Neighbourhood Watches hold a meeting at least every six months, while more than two thirds of all watches meet either very occasionally (20%) or never (52%). The 2014 Active Citizen's Survey found that while around 78% of watch members had confidence in the police, only 58% felt that their scheme had an effective relationship with the police and only 47% felt that the police deal with the issues that their watch identifies.

**Community Speedwatch:** There are in the region of 120 Community Speedwatch schemes in operation across Avon and Somerset involving over 600 active volunteers across 7 Community Speedwatch Networks. The Active Citizen's Survey 2014 found that Community Speedwatch members generally have a high level of confidence in the police (83%), however, only 58% felt that their scheme had an effective relationship with the police and just under a half (49%) felt that the police deal with the issues their watch identifies. As a result of consultation with these groups, the Constabulary has enhanced the support it provides to Community SpeedWatch via the Speed Enforcement Unit – including evidence-based enforcement.

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

There are indications that levels of 'active citizenship' is steadily increasing across Avon and Somerset. The proportion of people involved in voluntary work for a charity or community organisation in Bristol (29%), for example, has been increasing steadily over the last nine years.

<sup>69</sup> Each Neighbourhood Watch scheme covers an average of around 30 households

## 7.4 KEY RISKS AND OPPORTUNITIES

The following factors are considered highly likely to impact upon community engagement and perception over the next four years.

### REDUCING ORGANISATIONAL CAPACITY IMPACTING UPON VISIBLE POLICING AND PUBLIC CONFIDENCE

The strong correlation between police visibility and public confidence indicates that reducing police budgets and a greater focus on less visible areas of highest risk have potential to impact negatively on public confidence in policing over the next four years.

**Police and other stakeholders should ensure that the challenges facing local crime and community safety agencies are well understood by the public and form the basis of open and transparent debate on the shape of future services. Continued investment in mobile technology, new ways of working and engaging and providing feedback to communities will also help to address this risk.**

### INCREASING AND MAINTAINING PUBLIC AND OTHER STAKEHOLDER ENGAGEMENT

Evidence indicates that the profile of crime and policing as a public priority has diminished at a local and national level over recent years, as has the proportion of residents wanting to be kept informed about crime and community safety issues. This has potential to impact negatively upon the extent to which local people engage in the PCC election process, discussion and debate on the of future policing services and levels of ‘active citizenship’ that crime and community safety services may require in order to be truly effective.

**Continue to engage the public and partner agencies on the crime and community safety issues affecting the area through established engagement mechanisms and new innovative approaches. Maximise use of tools and powers available to communities and partners to prevent and respond to crime and ASB, including problem solving, community trigger and restorative justice approaches.**

### DEVELOPING RESILIENCE, PARTICULARLY ACROSS PUBLIC PRIORITIES & AREAS OF COMPLEX NEED

Many of the solutions to the issues of greatest community concern (e.g. road safety and alcohol-related ASB) fall across a number of agencies each with different roles, responsibilities and financial constraints in responding to those issues. Furthermore, neighbourhoods most adversely affected by crime and ASB (see section 3.1.2) do not always have the community resilience they require to mitigate and respond to risk.

**Work should continue to develop partnership solutions and community resilience in response the issues of greatest public concern, particularly in priority areas and neighbourhoods through models such as the ‘One Team’ and ‘Think Family’ approach.**

### EFFECTIVE SERVICE DELIVERY AND MANAGING PUBLIC AND VICTIM EXPECTATIONS

Local and national perception surveys indicate that the proportion of residents feeling that the police and council are successfully dealing with issues of crime and disorder has deteriorated over recent months.

**It will be important to ensure public and stakeholder expectations of the services they receive is effectively managed both reactively from first point of contact and proactively level though high level communications with local communities and other service users. It will also be important to continue to promote alternative methods of accessing services, including on-line reporting and track my crime.**

## 6. THE CHANGING ORGANISATIONAL LANDSCAPE

### 6.1 Organisational Landscape

Avon and Somerset's Crime, Community Safety and Criminal Justice landscape continues to undergo **rapid and extensive change** as a result of changing demand and politically and economically-driven reform. This is set to continue for the foreseeable future with potential impact upon performance and service delivery.

**Avon and Somerset Constabulary** has been assessed by Her Majesty's Inspectorate of Constabulary as 'good' at reducing crime and preventing offending, 'good' at investigating crime and good at tackling anti-social behaviour. The force has responded extremely effectively to its spending review challenge and is taking the necessary decisions today to ensure future sustainability<sup>70</sup>. The last three years have seen a major re-configuration of the way the organisation delivers its services with a view to improving processes and managing the impact of reductions in government spending. It has also seen a renewed focus on professional standards, openness and transparency marked by the introduction of the Code of Ethics for policing and a revised Code of Practice for Victims of Crime. The introduction of the Niche crime and incident recording system in September 2015 is also likely to result in further improvements in the number of crimes and incidents captured. Key challenges currently facing the organisation include:-

- \* Delivering a further £23-30m savings by 2018/19 in response to the government's spending review – this includes continuing to embed changes in the way the organisation operates, realising the benefits of mobile technology and progressing a strategic alliance with Wiltshire Police
- \* Meeting growing safeguarding demands, including increases in the levels of identified domestic and sexual abuse and the impact of increasing mental health demands
- \* Responding to changing patterns of offending and victimisation, particularly in view of an increasing proportion of crime and ASB occurring on-line

The **Criminal Justice** landscape across Avon and Somerset currently<sup>71</sup> includes six Magistrates Courts (Bristol, North Avon, Bath, North Somerset, Taunton and Yeovil), two Crown Courts in the Avon and Somerset area (Bristol and Taunton), and four prisons (Bristol, Eastwood Park, Leyhill and Ashfield). The Avon and Somerset Probation Trust was disbanded in 2014 and replaced by the Bristol, Gloucestershire, Somerset and Wiltshire Community Rehabilitation Company with responsibility for managing low and medium risk offenders, and the National Probation Service who work with high risk offenders and produce any court reports required for all categories of offender (see section 5 for further details).

Work continues to improve the efficiency and effectiveness of the criminal justice system as part of the Criminal Justice Efficiency Programme. The Transforming Summary Justice plan and Early Guilty Plea Scheme / Better Case Management Initiative continue to drive efficiencies within the Magistrates and Crown Courts respectively, while a three year digitalisation project to support digital working in the court room is also reaching completion.

Significant progress has been made over the last year in developing awareness and improving co-ordination of the restorative justice landscape via the Restorative Justice Partnership. Despite this activity, Avon and Somerset maintains one of the lowest rates of crimes resulting in Community Resolution nationally. Key challenges impacting upon criminal justice include:-

<sup>70</sup> See <https://www.justiceinspectors.gov.uk/hmic/avon-and-somerset/> for further details.

<sup>71</sup> Consultation is currently underway which is likely to result in the closure of either Bath or North Avon or Bath Magistrates Court

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- \* Effectively managing demand as criminal justice funding continues to reduce. Criminal justice efficiency<sup>72</sup> and case file quality have improved markedly alongside a move towards full digitalisation and embedding of the Transforming Summary Justice programme. There have been increases in the time taken for cases to reach trial in both Magistrates and Crown Courts over the last year, however recent initiatives such as the Magistrates Courts trial blitzes have had a significant positive impact
- \* Increasing the use and awareness of restorative justice, in line with the ambitions of the Police and Crime Commissioner and Bristol's ambition to become a restorative city

**Local Authorities, Community Safety Partnerships, Drug and Alcohol Action Teams and Youth Offending Teams** are established across each of the four local authority unitary areas - Bristol, Bath and North East Somerset, North Somerset and South Gloucestershire - and the Somerset County Council authority area in which the district councils of West Somerset, Taunton Deane, South Somerset, Sedgemoor and Mendip are based. Key challenges facing these partnerships include:-

- \* Managing increasing requirements and expectations, particularly in relation to the Prevent duty, Domestic Homicide Reviews, Serious and Organised Crime and Child Sexual Exploitation as the relative resources available continue to reduce
- \* Delivering prevention and early intervention as services become increasingly focussed on statutory caseloads
- \* Managing ongoing organisational change, including the Justice Secretary's review of the Youth Justice System in summer 2016
- \* Ensuring activity and interventions are evidence-led in view of constraints in analytical capacity

**Health services** have undergone extensive change since the 2012 Health and Social Care Act was introduced. This has included the introduction of five Clinical Commissioning Groups covering each top tier local authority in the area. Key challenges facing the sector include:-

- \* Meeting growing demands, particularly with regard to mental health needs and the costs of treating them
- \* Embedding new organisational structures and their impact on local partnership service delivery
- \* Impact of Public Health England's review of the substance misuse treatment funding formula and the challenges of providing treatment for New Psychoactive Substances

Other **Blue Light Services** within Avon and Somerset include two Fire and Rescue services - Avon in the North and Devon and Somerset in the south – and the South West Ambulance Service NHS Trust. Proposals to better integrate the governance and delivery of blue light services under the powers and remit of Police and Crime Commissioners<sup>73</sup> remain under Government consideration. Key challenges facing these services include:-

- \* Delivering efficiency savings while minimising the impact on delivery and public safety as government spending reduces
- \* Assessing the opportunities and implications of greater Blue Light integration and collaboration in line with ongoing national debate

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<sup>72</sup> The proportion of cracked cases in the Magistrates Courts continues to fall while the number of individual hearings per case and the time taken between arrest/charge and first appearance have also improved

<sup>73</sup> Government response to the report 'Doing it justice: Integrating criminal justice and emergency services through Police and Crime Commissioners, Reform

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Changes in the commissioning environment, including a renewed focus on outcomes-led strategic commissioning within the public sector, continue to create an environment for greater participation amongst **Voluntary, Community and Social Enterprise (VCSE)** and **private sector** providers. This is leading to significant changes in the way services are delivered and increased competition to be the provider of choice.

Please refer to sections 4 and 5 for further information regarding the changing victim and offender services landscape.

### 6.2 Collaboration and Partnership Working

Targeted multi-agency **partnership working** has been recognised as one of the main drivers of crime reduction over recent years and remains a vital component in delivering better and more cost effective services. While a range of statutory partnerships continue to support the Community Safety, Criminal Justice, Health and Wellbeing and Safeguarding Adults and Children agendas, specific partnership projects and initiatives have included:-

- Integrated Offender Management approaches to tackling prolific and dangerous offending
- Integrated Victim Care approach to supporting vulnerable victims and witnesses
- Multi-agency safeguarding arrangements, including safeguarding hubs
- Partnership 'One Team' approaches to tackling area based complex needs
- Programmes such as 'Think Family' which bring agencies together to support high demand families with complex needs

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

**Collaboration** is also helping to deliver shared outcomes across a number of police force areas and partner agencies within the area, which include:-

- Strategic Alliance with Wiltshire Police which aims to secure significant savings over the next five years and reduce the impact of budget reductions on front line policing
- 'Zephyr' – a regional multi-agency unit tackling serious and organised crime
- A four force regional Special Branch collaboration to improve the response to major crimes such as rape and homicide
- Tri-force Specialist Operations Training Centre to provide a joined up approach to roads policing, drugs and firearms policing and training
- West Coast Forensics Consortium made up of 14 forces working to improve value for money and outcomes in forensic investigations

The scope for future collaboration and partnership working is extensive and continues to increase alongside the strategic imperative to deliver further cost savings. Key challenges include:-

- \* Safeguarding the benefits of existing collaboration while exploring new opportunities
- \* Overcoming organisational, political, cultural and geographic boundaries to collaboration presented by factors such as changing governance structures, non-co-terminus boundaries
- \* Resourcing change realising the financial savings brought about by collaboration while minimising the impact on delivery and public safety.

### 6.3 KEY RISKS AND OPPORTUNITIES

The following factors are considered highly likely to impact upon the organisational and partnership working environment over the next four years.

#### IMPACT OF REDUCTIONS IN GOVERNMENT SPENDING ON CAPACITY AND PARTNERSHIP WORKING

The Governments 2015 Comprehensive Spending Review (CSR) is expected<sup>74</sup> to set further reductions in government spending of between 25% and 40% over the next four years. This may be further compounded by changes to the police funding formula from 2016/17. The risk of agencies disinvesting from the multi-agency projects that rely on them in order to safeguard statutory service provision remains high as does the further loss or dilution of more specialist roles.

**Greater alignment of multi-agency priorities will help to ensure that the greatest risks to public safety, wellbeing and perception are mitigated. Further investment in collaboration, partnership working, and prevention and early intervention may also help to reduce demand and safeguard specialist resources.**

#### IMPACT OF RAPID AND ISOLATED ORGANISATIONAL CHANGE ON EFFICIENCY AND EFFECTIVENESS

Public sector agencies share a fundamental imperative to deliver financial savings, however the absence of central government co-ordination or mandation has created an environment where major local organisational reform can be implemented in isolation of the other services affected.

**There are clear opportunities to improve strategic planning processes across partner agencies, clarify roles, remit and priorities across key agendas and further improve their shared focus on factors that drive and underpin vulnerability, such as mental health, financial hardship and problematic substance misuse. This may include new delivery models in partnership with housing, health and social care etc.**

#### IMPACT OF CHANGES IN GOVERNANCE AND MODELS OF COLLABORATION ON DIRECTION AND DELIVERY

The future governance and strategic direction of many local services is uncertain in light of Police and Crime Commissioner and Bristol Mayoral elections, local reviews of collaboration arrangements and national debates on the future governance of Blue Light Services and scope of local devolution. While these reforms have potential to deliver clear benefits, they may also present risks to governance and strategic plans on which future savings plans may be based.

**It will be important to ensure that leadership within and across crime, community safety and criminal justice agencies remains strong during this period of change and maintain the support of senior leaders in implementing change. Partners may benefit from agreeing a clear 'road map' for the shape of policing, criminal justice and community safety services over the next 20 years.**

#### RISK OF CAPACITY CONSTRAINTS IMPACTING ON PRO-ACTIVE AND INTELLIGENCE-LED PROBLEM SOLVING

Reducing budgets have placed additional constraints upon analytical capability across some organisations which has potential to limit opportunities for intelligence-led planning and decision making.

**Agencies should consider more collaborative approaches to research, analysis and problem solving, including work with academia, in order to ensure that diminishing resources are used most effectively and in the areas of greatest need. Data quality and multi-agency information sharing also remain critical issues with regard to safeguarding and making best use of agency resources.**

<sup>74</sup> Announced 25<sup>th</sup> November 2015

## 8. CONCLUSIONS AND RECOMMENDATIONS

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### 8.1 KEY FINDINGS

Victimisation surveys indicate that the overall prevalence of crime and ASB continues to fall across Avon and Somerset and is forecast to fall further over the next four years<sup>75</sup>. Despite this trend, the level of violent crime captured and safeguarding and 'hidden harm' being presented to the police is increasing significantly. This increase in what is often highly resource intensive demand is largely due to improvements in risk management processes, crime recording standards and long term increases in identified complex need.

While overall levels of acquisitive crime are in decline, the serious acquisitive crimes of burglary and robbery have increased over the last year, as have rates of recorded shoplifting. It is likely that identified changes in the purity and availability of heroin and crack will continue to impact upon emerging trends in acquisitive crime.

Fraud and pure cybercrime (such as hacking and computer viruses) could account for a further 69% of crime, which until 2015 had not been captured via national self-victimisation surveys. The role and remit of local crime and community safety agencies in tackling and preventing these forms of victimisation remain unclear. Although it is not currently possible to determine trends in relation to these offences, the Commercial Victimisation Survey indicates that the number of businesses affected by fraud and cybercrime has fallen significantly in the last year.

Personally targeted cyber-enabled crimes experienced or facilitated on-line represent one of the fastest growing areas of identified vulnerability. Although evidence suggests that levels of identified hidden harm are increasing, domestic, sexual and other personally targeted abuse, including Child Sexual Exploitation and Modern Slavery continue to present a significant risk to vulnerable victims. Newly commissioned services are helping to develop a better understanding of the needs and concerns of victims of crime and ASB than has ever previously been available. The longer term challenge of managing and reducing complex demand as public sector resources reduce remains a critical risk.

While levels of offending appear in decline, developments in technology and social media continue to present new opportunities for organised and personally targeted offending. On-line offending in particular is presenting new challenges for enforcement agencies on account of the anonymity often afforded by to perpetrators and the technical capabilities often required in response. The limitations in housing and mental health support remain the most challenging pathways for local offender management services. The profile of Organised Crime Group activity is also changing rapidly, including for example, groups from Metropolitan areas establishing new drug markets within the area ('County Lines').

Avon and Somerset Constabulary's Strategic Threat Assessment for 2015 identified<sup>76</sup> the following key threats to local communities; the risk to vulnerable people – including victims of child sexual exploitation, trafficking and modern slavery; organised criminality; terrorism and domestic extremism.

The issues of greatest concern to local communities have remained relatively unchanged over recent years, and comprise reassurance policing (police visibility), road safety, anti-social behaviour, drug-related crime and burglary. While public confidence in local police remains strong compared to other forces nationally, there are clear indications that public engagement on and

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<sup>75</sup> Self-reported victimisation survey data are not currently available to reliably determine historic or future trends in fraud, pure cybercrime, hate crime or sexual offences

<sup>76</sup> Factors scored and prioritised based on the MoRiLE (Management of Risk in Law Enforcement) risk assessment process - a national risk assessment matrix that supports the identification and prioritisation of strategic issues

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prioritisation of crime, law and order issues has deteriorated significantly over recent years at both a local and national level.

Although levels of complex and resource intensive demand presenting to crime and community safety agencies is increasing, the central government funding available to meet demand is expected to face a further 25% to 40% cut by 2020. In meeting this spending challenge, agencies will be required to fundamentally review their delivery structures, priorities and levels service over the coming years to ensure that they remain both effective and sustainable.

The challenge and implications of meeting future demand will need to form the basis of extensive public, partner and stakeholder engagement over the coming year while local, regional and national approaches to collaboration, strategic alliance and devolution continue to be explored.

### KEY RISKS

The following issues are likely to present significant risks to crime, community safety and criminal justice services over following four years:-

- Reductions in government spending and resources available to tackle the following issues:-
- Growing safeguarding demand, including growth in identified domestic and sexual offender abuse
- Capacity to meet public expectations and priorities and maintain public confidence
- Reductions in pro-activity and preventative activity
- Response to problematic drug use and associated harm and offending
- Technology and on-line activity increasingly exposing vulnerability to serious and 'hidden' harm
- Technology and on-line activity increasingly extending the reach of organised criminality

### KEY INTERDEPENDENCIES

A range of planned and existing factors are expected to impact positively on reducing offending, victimisation and risk of harm over the next four years and should be recognised as critical interdependencies in planning and decision making. These include:-

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

The benefits and impact of integrated partnership working in to tackle the most complex and problematic needs are recognised by local agencies to have had a significant impact upon reducing crime and ASB and improving outcomes for victims, offender and communities. It is important that effective and well-established approaches such as integrated offender management, integrated victim care, 'Think Family', MAPPA, MARAC, MASH and the neighbourhood-based 'One Team' model remain supported and protected and that learning from these approaches continues to be applied across wider areas of business where there are clear benefits. There are clear opportunities to further develop:-

- Targeted multi-agency locality-based problem solving
- Joined up approaches to tackling problematic drug misuse through a sustained commitment to education and early intervention, improvements in treatment access and outcomes, drug arrest referral, appropriate use of enforcement and confiscation powers and market disruption.

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- **EXPLOITING OPPORTUNITIES TO ANTICIPATE, PREVENT AND MANAGE RISK AND DEMAND**

Prevention and early intervention approaches continue to provide the greatest opportunities for reducing harm to individuals and communities and demand on our shrinking public sector agencies. It is important to ensure that local crime and community safety organisations retain a preventative focus and capability that builds upon our understanding of 'what works' and ensures that the issues with potential to impact significantly on local organisations and communities are addressed at the earliest opportunity. There are clear opportunities to:-

- Better prevent and protect those vulnerable to crime committed or facilitated on-line
- Improve multi-agency sharing and use of information to predict and prevent victimisation

- **IMPROVING UNDERSTANDING, IDENTIFICATION AND RESPONSE TO VULNERABILITY AND HIDDEN HARM**

Awareness and understanding of hidden harm continues to increase, with the last year having seen further improvements in crime and incident recording, risk and need assessment processes and training and awareness activity. This is leading to more victims and vulnerable people being identified and supported. As levels of vulnerability and hidden harm presenting to local agencies is forecast to increase over the next four years, there are clear opportunities to:-

- Further develop and embed organisational knowledge and understanding, particularly with regard to mental health issues and indicators of risk of hidden harm such as Child Sexual Exploitation and domestic abuse
- Improve information sharing and outreach, advocacy and support particularly amongst those found to be less likely to report victimisation, such as children and black and other minority ethnic women and further promote and encourage third party reporting
- Further embed Avon and Somerset's dedicated multi-agency resource for the investigating and supporting victims of Sexual Assault (Operation Bluestone) in improving evidential opportunities and criminal justice outcomes in cases of serious sexual assault in a victim-focussed way.

- **INCREASING TRUST, CONFIDENCE AND ENGAGEMENT BETWEEN COMMUNITIES AND IN LOCAL SERVICES**

Trust and confidence in local services remains comparatively strong in Avon and Somerset as developments at a national and local level have continued to improve the way communities are engaged with and informed by local service providers. As public sector resources diminish, maintaining the trust, support and involvement of local communities is becoming an ever more critical imperative. Initiatives such as Neighbourhood Watch and Community SpeedWatch also continue to play important roles in keeping communities safe and reducing the fear and impact of crime. There are clear opportunities to:-

- Ensure local people are kept informed and updated and have access to the relevant and timely information that they need to be safe and feel safe. This has been identified as a key driver of public confidence (Wunsch and Hohl 2009)
- Implement and embed new approaches and technology that enable local service providers to be more visible, available and accessible within local communities
- Ensure that communities continue to have influence over the shape and priorities of future services, particularly through stakeholder engagement and the Police and Crime Commissioner role, and increase opportunities and take up of volunteering roles and roles within the Special Constabulary.

## POLICE AND CRIME NEEDS ASSESSEMENT 2015

### • CONTINUING TO IMPROVE THE EFFICIENCY AND EFFECTIVENESS OF LOCAL SERVICES

Our local police and Criminal Justice services continue to make significant progress in modernising and adapting to new ways of working in response to changing patterns of demand, reducing resources and new technology. This has included the implementation of a new Constabulary Operating Model and work to implement the national 'Transforming Summary Justice' agenda. Developments in the use of mobile data, digitalisation, body worn video, social media are also helping to improve access, engagement and outcomes for victims and communities. It will be important to ensure that services continue to innovate, invest in technology and effectively implement organisational change where there are clear deliverable benefits.

There are further opportunities to:-

- Ensure new multi-agency tools and powers to tackle ASB, organised crime, cyber-crime and the drug trade are being used consistently and proportionately to maximum effect
- Further extend and embed community and restorative justice approaches which have been shown to impact positively on satisfaction and other victim and offender outcomes

### RECOMMENDATIONS

A shared cross-agency focus on the following recommendations is likely to drive further improvements in safety, public perception and broader victim and offender outcomes over the next four years:-

- 1) Continue to develop more integrated approaches to supporting and safeguarding vulnerable people, particularly in tackling increasing mental health demand and delivering the ambitions of the Mental Health Crisis Care Concordat
- 2) Continue to improve awareness, identification and response to hidden harm and support activity to improve reporting amongst those least likely to report their victimisation – including young people and Black and Minority Ethnic (BME) communities
- 3) Continue to strengthen partnership engagement in supporting vulnerable victims to 'cope and recover' from harm, including public health, local authority and community and voluntary sector responses to supporting vulnerable victims in line with the overarching victims outcomes framework
- 4) Support and enable local agencies to develop their knowledge, awareness and response to cyber and cyber-enabled crime, including improvements in incident recording, preventative activity and specialist knowledge and capabilities where required
- 5) Support and enable statutory, community and voluntary sector organisations to further develop and co-ordinate cross agency prevention strategies, particularly via established initiatives such as the 'Think Family' programme and in areas and neighbourhoods exhibiting the most complex needs
- 6) Enhance the multi-agency response to increased risks associated with problematic drug use, including treatment and rehabilitation, education, enforcement and partnership approaches to tackling drug supply via the Serious and Organised Crime Partnership
- 7) Continue to develop partnership approaches to tackling and preventing domestic and sexual offending, including strengthening the role of public health, educational and community based approaches to reducing and managing offending risk
- 8) Engage communities and other stakeholders in work to shape future crime and community safety services, including the role, remit and priorities of those services as central government resources diminish and the profile of demand continues to change.

The findings and recommendations detailed within this assessment will be used to inform and support prospective PCC candidates for the 2016 elections, development of the Police and Crime Plan for 2016-2020 and the Commissioners grants and commissioning process for 2016/17.

## 9. LOCAL AUTHORITY LEVEL COMMUNITY SAFETY PROFILES

### 9.1 BATH AND NORTH EAST SOMERSET

#### Area Profile

Bath and North East Somerset covers just over 220 square miles, with the city of [Bath](#) forming the main urban conurbation (50% of the population) and commercial and recreational centre.

The traditional market town of [Keynsham](#) lies to the west of Bath accounting for almost 9% of the resident population. Midsomer Norton and Radstock located in the south of the district account for approximately 12% of the total population between them, while the rest of the district consists of 69 diverse rural communities.

Bath and North East Somerset is less ethnically diverse than the UK as a whole with 90% of residents defining their ethnicity as White British. The Office for National Statistics project that the Bath and North East Somerset population will increase by to 199,100 by 2037, an increase of 12% from 2012. The most significant increases expected are in older people, in particular the 85+ population (a 124% increase from 5,000 to 11,200).

A recent study suggested that nearly 85% of the population is satisfied with their local area as a place to live, significantly higher than the national figures.

#### Bath and North East Somerset - Key statistics

Population – all people	182,021
Population – aged 10 to 17	15,345
Police recorded crimes (2014/15)	6,901
Population in 25% most deprived nat.	9,000
Connecting Families (est. no. in need)	710
Problematic drug users (estimate)	TBC

#### Crime and Anti-social Behaviour

Levels of recorded crime fell by 22% in 2014/15. While offences against the person (ASB, sexual assault and violence against the person) remain comparatively low in the area, these offences are predominantly focused in the areas of Bath City Centre and Twerton.

#### Local Priorities

- Enhance the quality of life of our communities by reducing ASB
- Creating a safe, strong and vibrant city economy
- Increasing the protection for the most vulnerable victims of crime
- Reducing crimes of local concern by working with communities
- Safeguarding young people and prevent them becoming victims or perpetrators of crime
- Safeguarding vulnerable adults and victims of crime
- Minimising the harm that substance misuse causes communities, families and individuals

9.2 BRISTOL

Area Profile

Bristol is England's sixth and the United Kingdom's eighth most populous city and the second most populous city in Southern England after London. Bristol is also one of the eight largest regional English cities that make up the 'Core Cities' Group.

The area is well connected with the surrounding region and the rest of the country by road and rail, including the M5 and M4 motorways and Bristol Temple Meads and Parkway railway stations.

Bristol has strong creative media, electronics and aerospace industries and recognised centres of heritage, culture and tourism. The city has two universities and a variety of artistic and sporting organisations and venues. Bristol was named as one of England's six science cities in 2005, England's first cycling city in 2008, and won the European Green Capital Award in 2015.

Bristol - Key statistics

Population – all people	442,474
Population – aged 10 to 17	34,779
Police recorded crimes (2014/15)	41,853
Population in 25% most deprived nat.	142,500
Troubled Families (est. no. in need)	4,350
Problematic drug users (estimate)	5,364

Crime and Anti-social Behaviour

Total recorded crime increased by 2% in Bristol during 2014/15, largely due to increases in South Bristol. This has been linked to increased levels of shoplifting, harassment and violent crime, partly affected by improvements in crime recording standards.

Both domestic burglary and robbery offences have increased in the area, with the rise focussed in Bristol East and linked to local prolific offenders. Commercial burglaries are also rising, especially in South Bristol, and are predominantly linked to local organised crime groups targeting ATM cash machines and high value cigarette thefts.

Anti-Social Behaviour (ASB) remains a key priority in Bristol and has a significant impact on local resources. Priority locations are closely linked to the Night Time Economy and the city's drugs markets.

Intelligence and enforcement relating to drug use and supply in the area has declined over the past year and there are indications that the risks relating to problematic drugs (heroin and crack cocaine) are increasing. This has led to increased tensions within Bristol's drugs markets in St Pauls, Easton and Hartcliffe.

Local Priorities

Community Safety

- Restorative interventions
- Coercion and exploitation
- Reoffending & first time entrants
- Vulnerability
- Priority neighbourhoods
- Reduce harm caused by drugs and alcohol

Mayor's Vision - People, Place, Prosperity

- Healthy and Caring
- Keep Bristol Working
- Keep Bristol Moving
- Building Successful Places
- Global Green Capital
- Vibrant Bristol

9.3 NORTH SOMERSET

**Area Profile**

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

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

North Somerset - Key statistics	
Population – all people	208,154
Population – aged 10 to 17	18,447
Police recorded crimes (2014/15)	10,131
Population in 25% most deprived nat.	27,000
Troubled Families (est. no. in need)	970
Problematic drug users (estimate)	989

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

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

**Crime and Anti-social Behaviour**

North Somerset has seen a noticeable rise in offending (+3%) in the last year driven by rises in domestic burglary, harassment and thefts of motor vehicles.

Southward / Bournville in Weston-super-Mare features higher than average concentrations of identified domestic abuse and drug-related offending, anti-social behaviour and violent crime. Agencies are actively working to address aspects of complex need in this area through initiatives such as Integrated Offender Management and child protection plans and arrangements.

**Local Priorities**

- High Impact Families
- Alcohol
- Supporting Communities to meet their own needs
- Reducing drug misuse
- Reducing anti-social behaviour
- Reducing domestic abuse
- Reducing re-offending

9.4 SOMERSET

**Area Profile**

Somerset consists of a two-tier non-metropolitan county, which is administered by Somerset County Council and five district councils and two unitary authority areas whose councils combine the functions of a county and a district. The five district councils comprise West Somerset, South Somerset, Taunton Deane, Mendip and Sedgemoor.

**Somerset - Key statistics**

Population – all people	541,609
Population – aged 10 to 17	49,438
Police recorded crimes (2014/15)	25,265
Population in 25% most deprived nat.	54,000
Troubled Families (est. no. in need)	3,250
Problematic drug users (estimate)	TBC

Somerset is amongst the ten most rural counties in England, with West Somerset, in particular being the least populous district in England (bar the two sui generis districts). In addition to the city of Wells and major towns including Taunton, Yeovil and Bridgwater, Somerset incorporates the Blackdown Hills, Mendip Hills, Quantock Hills, Exmoor National Park and the Somerset Levels.

Somerset has few industrial centres, but it does have a variety of light industry and high technology businesses, along with traditional agriculture and an increasingly important tourism sector.

**Crime and Anti-social Behaviour**

Levels of non-domestic burglary (including commercial breaks) rose in Somerset West during 2014/15. Increases were linked to both local prolific offenders and organised crime groups from the travelling community impacting upon the areas of Taunton and Bridgwater. Organised rural thefts, often targeting farm livestock and machinery, are also having an impact on fear of crime and public confidence in the area.

Organised Crime Groups from London, Manchester, Liverpool and Birmingham are supplying drugs in many of Somerset’s urban centres, particularly Yeovil, Weston super Mare, Taunton and Bridgwater. There are concerns that this pattern of offending is leading to a rise in tensions amongst Organised Crime Groups and greater exploitation of vulnerable drug users in the area.

**Local Priorities**

**Community Safety**

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

Local agencies are also committed to:

- Partnership work in key areas adopting a collaborative ‘One Team’ approach
- Continuing to promote community reporting of incidents
- Continuing partnership working and response to the needs of communities
- Supporting the Somerset CSP & regional initiatives where possible
- Developing the use of new tools & powers to prevent victimisation and help victims

9.5 SOUTH GLOUCESTERSHIRE

**Area Profile**

South Gloucestershire covers 53,665 hectares and is one of the largest unified local authorities in the UK. It is an area dominated by middle income families, but also has areas of relative affluence and deprivation. Parts of South Gloucestershire also face rural isolation, with access to services and transport being particular issues.

**South Gloucestershire - Key statistics**

Population – all people	271,556
Population – aged 10 to 17	24,532
Police recorded crimes (2014/15)	10,097
Population in 25% most deprived nat.	3,000
Troubled Families (est. no. in need)	900
Problematic drug users (estimate)	896

Despite the economic recession, South Gloucestershire continues to have one of the highest employment rates in the UK and unemployment remains below the national average. The proposed redevelopment of Oldbury Power station through to 2026 is likely to involve a garrison of 7,000 workers. South Gloucestershire Core Strategy caters for 28,355 new homes to be built in the area by 2027. This will increase the resident population by up to 55,000 (+20%) and result in the development of new communities, particularly in the area of the existing Filton Airfield.

The latest Viewpoint citizen’s panel survey indicates that 77% of residents are fairly or very satisfied with their local area as a place to live. Public concern about speeding, however, remains a consistent priority identified through local Safer and Stronger Communities Groups.

Priority neighbourhoods within the area include Kingswood, Staple Hill, Cadbury Heath, Filton, Patchway and West Yate / Dodington.

**Crime and Anti-social Behaviour**

Total recorded crime increased marginally in South Gloucestershire in 2014/15, partly linked to improvements in crime recording compliance impacting upon recorded violent crime rates and increases in shoplifting and burglary in the priority location of Kingswood/Staple Hill. This rise has been linked to a series of Asian gold dwelling burglaries and commercial burglaries targeting hairdressers and beauty salons, high value cigarettes and safe breaks.

Recent reports suggest that the use of heroin and crack cocaine is increasing in the area and London based drug dealing organised crime groups have become a threat in Yate.

**Local Priorities**

**Community Safety**

- Anti-social Behaviour
- Young people, incl youth re-offending
- Substance misuse, esp. alcohol
- Kingswood, incl. cross-border offending
- Domestic abuse
- Vulnerable victims

**Local Authority**

The Local Authority has set a range of objectives across the thematic areas of:-

- Our Place
- Our Economy
- Our Communities
- Our Health
- Our Council

## POLICE AND CRIME NEEDS ASSESSEMENT 2015

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## GLOSSARY OF TERMS

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

**Anti-social Behaviour (ASB):** Anti-social behaviour is defined by the Crime and Disorder Act 1998 as 'acting in a manner that causes or is likely to cause harassment, alarm or distress to one or more persons not of the same household'. This can include personally directed and community directed incidents and incidents that have a wider environmental impact. ASB can include indictable criminal offences such as criminal damage as well as civil offences and broader 'anti-social' behaviours such as low level nuisance, noise, graffiti and litter pollution. There are many variations in the definition of ASB across agencies<sup>77</sup>.

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

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

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

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

### Commercial Victimisation Survey (CVS)

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

**Cybercrimes:** ACPO Cybercrime Strategy 2009 defines cybercrime as 'the use of networked computers or internet technology to commit or facilitate the commission of crime'

### Cyber-dependent crimes or 'pure' cyber-crimes:

**Cyber-enabled crimes:** Offences that can be committed on or off line - such as harassment, fraud or selling stolen goods – but are in this case committed or enabled via on-line activity

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

**Domestic abuse** is the misuse of physical, emotional, psychological, sexual or financial control by one person over another who is or has been in a relationship. Domestic violence usually forms part of a pattern of offending and can transfer from generation to generation as part of a repeated cycle of behaviour<sup>78</sup>  
*The Government expanded the statutory definition of domestic violence and abuse in March 2013 to include; "Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality. This can encompass, but is not limited to, the following types of abuse: psychological; physical; sexual; financial; emotional."*

<sup>77</sup> Common definitions include: 'engaging in or threatening to engage in conduct causing or likely to cause a nuisance or annoyance to persons engaged in lawful activities' (Housing Act 1996) and 'behaviour that unreasonably interferes with other people's rights to use and enjoyment of their home and community' (Chartered Institute for Housing 1995).

<sup>78</sup> BCS: Repeat victimisation accounted for three quarters (73%) of all incidents of domestic violence. Just under one-half (44%) were victimised more than once and nearly one-quarter (24%) were victimised three or more times.

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

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

**Hate Crime:** Any criminal offence that is seen to have been motivated by hostility or prejudice towards a persons' social group, including their race, ethnicity, gender, religious belief, sexual orientation, or disability.

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

**Integrated Offender Management (IMPACT):** Well-established approach which aims to tackle offending and the factors that drive offending amongst persistent perpetrators of serious acquisitive crime. The initiative has received strong investment from the key partners of Police, Probation Trust, HM Prison Service, Criminal Justice Intervention Teams, Local Authorities and the Voluntary and Community Sector.

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

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

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

**Integrated Response, Integrated Services (IRIS):** Integrated Offender Management approach to dangerous offenders.

**Malicious Communications:** Threats and verbal abuse usually made on social media, most notably Facebook, Twitter and Instagram

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

**Multi-Agency Safeguarding Hubs (MASH):** Provides a single point of contact for all professionals to report safeguarding concerns

**Multi-Agency Public Protection Arrangements (MAPPA)** are the arrangements in England and Wales for 'responsible authorities' tasked with the management of registered sex offenders, violent and other dangerous offenders who pose a serious risk of harm to the public. The "responsible authorities" of the MAPPA include the Probation Trust, National Offender Management Service, HM Prison Service and England and Wales Police Forces.

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

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

**Penalty Notices for Disorder (PND):** Introduced under the Criminal Justice and Police Act 2001 and implemented in all 43 police forces in England and Wales in 2004.

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

**Prolific and Priority offender (PPO):** predominantly those committing high volume acquisitive crimes - generally managed through IMPACT - the Integrated Offender Management (IOM) approach.

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

**Strategic Policing Requirement (SPR):** Issued 'from time to time' by the secretary of State setting out current national threats and appropriate national policing capabilities to counter those threats.

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

**'Sexting':** Sexting can be defined as 'the exchange of sexual messages or images, and the creating, sharing and forwarding of sexually suggestive nude or nearly nude images' (Livingstone, S. (2009) Children and the Internet: Great Expectations, Challenging Realities

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

Sexual violence is defined<sup>79</sup> as "Any sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic, or otherwise directed, against a person's sexuality using coercion by any person regardless of their relationship to the victim, in any setting, including but not limited to home and work". This can include offences such as rape, grooming and sexual exploitation, indecent exposure and sexual harassment.

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

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

**Youth Offending Team (YOT):** Multi-agency statutory bodies under the 1998 Crime and Disorder Act.

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<sup>79</sup> World Health Organisation, World report on violence and health (Geneva: World Health Organization, 2002),