

TO INFORM POLICY AND STRATEGIC PLANNING

REVISED AND UPDATED

AVON AND SOMERSET POLICE AND CRIME NEEDS ASSESSMENT

OCTOBER 2012

Avon & Somerset
Police Authority
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Avon and
Somerset
Probation Trust

AVON AND SOMERSET
CRIMINAL JUSTICE BOARD
Working Together for Justice



Contributions from:

Bath & North East
Somerset Council

Safer
Bristol
Crime, Drugs and Alcohol
Partnership

Safer Somerset
Partnership
Tackling community concerns
with confidence

Safer and Stronger
North Somerset

South Gloucestershire
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Victim Support

EXECUTIVE SUMMARY

November 2012 will see the first Police and Crime Commissioner election in Avon and Somerset. The Commissioner will be required to issue a Police and Crime Plan setting out their police and crime objectives for their term in office and the resources that will be made available to deliver those objectives. The Plan will be informed by the Commissioner's elected manifesto and supported by an ongoing analysis of local intelligence and an understanding of need, risk and threat. This will enable further crime, community safety and criminal justice agencies to develop, co-ordinate and improve local services across the area.

Overall crime victimisation remains comparatively low when compared to other force areas and rates of recorded crime and anti-social behaviour have been falling steadily over recent years, supported by notable reductions in serious acquisitive crime and criminal damage in particular. With the exception of shoplifting, these reductions in volume crime are forecast to continue over the next three years, however a range of social and economic factors have been identified that have potential to impact upon offending, victimisation and vulnerability over this period.

The number of service users contacting the constabulary via emergency and non-emergency calls and 'calls for service' has been falling across Avon and Somerset, however changes in legislation, policy and understanding and knowledge of risk has led to an increased demand in area of business such as safeguarding across all agencies. Changes in the social and economic environment also create potential for increased demand in this area, particularly with regard to young people and those with mental health needs.

Improvements in partnership working and better co-ordination of departments, agencies and activity is been seen as one of the core drivers of crime reduction over recent years. The value of this work, particularly in addressing the needs of the most complex cases, is recognised by all agencies.

The impact of the budget deficit and Comprehensive Spending Review has, however, placed considerable financial pressures on all crime, community safety and criminal justice agencies across Avon and Somerset; both individually and collectively. This has resulted in capacity constraints and consequentially increased the risks to some service areas as agencies are forced to review the initiatives they are involved in, their financial priorities and the partnership support they provide.

The longer-term financial landscape is also uncertain with a clear risk that reductions in grant funding could continue well into the next CSR period. This may impact upon the extent and pace at which some opportunities can feasibly be addressed over the next four years.

There is a considerable degree of commonality between the priorities of crime and community safety agencies. These priorities are supported by a clear evidence base of risk, need and threat via organisational assessments. This commonality presents opportunities to better co-ordinate activity where appropriate and is beneficial to enhance the efficiency and effectiveness of local services.

There are a diverse range of victim services across Avon and Somerset providing tailored support to meet the needs of victims at different stages within the criminal justice process. Practitioner consultation has highlighted that victim services are not always effectively tailored to the expectations of individuals, and service users are not always fully aware which agency they are dealing with.

The crime, criminal justice and community safety environment continues to undergo rapid and extensive change as a result of political and legislative reform, organisational restructuring and technological change. This environment provides both challenges and opportunities to better co-ordinate activity and align priorities, objectives and outcomes across Avon and Somerset.

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A scan of issues, risks, needs and threats in relation to crime, community safety and criminal justice has highlighted a number of cross-cutting issues as part of the Police and Crime Needs Assessment. Set out below is a summary of the key opportunities for further work:

STRATEGIC PLANNING AND ORGANISATIONAL CHANGE:

- Improve the co-ordination of strategic planning products and processes across agencies to enable better alignment of strategic priorities, objectives and outcomes
- Develop a clearer understanding of movement and workflow within the criminal justice system to inform policy and planning arrangements
- Maximise the collective opportunities with regard to technology, people and resources across geographic boundaries and organisations
- Maintain a balance between locally and centrally provided services that can enable innovation whilst maximising efficiency
- Explore opportunities for better working arrangements between agencies, particularly in relation to safeguarding and local resilience
- Further explore opportunities inherent within the Troubled Families agenda and the opportunity to play a lead role in delivery

CAPACITY AND DEMAND:

- Support effective prevention and early intervention activity, with a focus on activity that can have a demonstrable effect on reducing risk and demand
- Support improvements in information sharing and case management to support effective problem solving, particularly in relation to the most high risk and vulnerable cases via initiatives such as Integrated Offender Management and Troubled Families
- Jointly develop common risk assessment approaches across agencies to foster collective understanding of risk and available pathways
- Encourage the development of shared forecasting and demand management analysis to inform human and financial resourcing models and better understand the impacts of welfare reform
- Support and promote the local volunteer base and encourage community engagement processes that enable local people to take control of the issues that are affecting their community
- Support and develop local, regional and national collaboration models where the benefits can be clearly identified

FUNDING AND PERFORMANCE:

- Provide clarity with regard to future funding streams (national to local) where possible in order to inform planning, delivery and influence
- Plan for the long term (post 2017), including the potential impact of sustained reductions in funding on the development of local services and key projects
- Continue to support evaluated initiatives (multi-agency or sole-agency at a local and/or regional level) that have the greatest impact on crime reduction and community safety and use evidence of 'what works' to inform good practice and commissioning decisions
- Provide continued oversight and investment where necessary in areas of below average performance
- Ensure measures for assessing success are outcome-focussed and drive the desired behaviours, particularly in relation to initiatives receiving Payment by Results
- Improve the quality, availability and transparency of performance information used to inform service improvement and public confidence

1. INTRODUCTION

1.1 PURPOSE AND SCOPE

From November 2012 Avon and Somerset's newly elected Police and Crime Commissioner will be required to issue a Police and Crime Plan¹ setting out their police and crime objectives for their term in office and the resources that will be made available to deliver those objectives. The Commissioner's manifesto commitments will be at the heart of the Plan. Effective commissioning will also rely on an ongoing analysis of local intelligence and an understanding of need, risk and threat. The information that informs this picture sits across a variety of agencies, each of which plays an important role in tackling and reducing the impact of crime and ASB on individuals and communities in the new commissioning environment.

The Police and Crime Needs Assessment brings together a breadth of multi-agency knowledge in order to provide a comprehensive, accessible and holistic overview of the crime, community safety and criminal justice **issues, needs, risks and threats** across the Avon and Somerset Constabulary area.

The document does not provide recommendations but explores considerations and insights that will support the Commissioner in consultation with the Chief Constable and Police and Crime Panel in deriving the priorities, feasibility and practicalities of the Police and Crime Plan. The assessment will be updated as appropriate to reflect the continually changing policing and partner landscape.

This process aims to support the Police and Crime Commissioner and our key stakeholders in:-

- providing a clear rationale, evidence base and consensus with regard to our shared priorities
- developing a more holistic approach to crime, community safety and criminal justice issues
- providing an accessible overview of the key performance issues and challenges
- recognising relative need, both demographically and geographically

The assessment focuses primarily on crime, community safety and criminal justice-related need and outcomes for victims, offenders and the public of Avon and Somerset and includes:-

- Analysis of key crime performance trends, including benchmarking and forecasts for 2012/13
- A review of risks, drivers and influencing factors in these areas
- Capturing good and effective practice, multi-agency opportunities, collaboration opportunities and recommendations
- A profile of geographic concentrations and priority areas, including the night time economy
- An overview of the Criminal Justice process², with a focus on efficiency and effectiveness
- Profiles of criminogenic need in Avon and Somerset and key findings in relation to Integrated Offender Management (IOM)
- A review of victim needs, satisfaction and experience building upon the 'Listening and Learning' report commissioned by Victim Support in 2012 and other available information.

Use of resources and value for money fall outside the scope of this project, however, activity to map and review the current delivery landscape is being undertaken in parallel to this work. Together, these documents aim to highlight existing and potential opportunities to improve the services we deliver.

¹ This responsibility for issuing the plan and determining police and crime objectives is specifically excluded from delegation under section 18(7) of the Act.

² Section 10(2-3) Police Reform and Social Responsibility Act introduces the duty for Commissioners to co-operate with local criminal justice bodies to provide an efficient and effective criminal justice system.

1.2 METHODOLOGY

The Police and Crime Needs Assessment was developed in line with recognised good practice for commissioning³, bringing together and building upon a range of analytical products to inform strategic planning for police and other local community safety and Criminal Justice Services. The assessment was compiled and co-ordinated by the Police Authority and Avon and Somerset Constabulary working in collaboration with other key partners. The process was overseen by a Practitioner Review Group and built upon input from a multi-agency analyst and practitioner forum. This collaborative approach has been critical in developing the assessment, recognising in particular, the contribution of those listed on page 2. The process comprised of four key phases:

Phase 1: Scan of secondary information: A wide range of statutory and non-statutory assessment products are developed by key partners on a cyclical basis. Many of these products, detailed in Appendix 3 were revised and updated in 2012 using the latest available information⁴. This enabled the project to maximise collective analytical capacity, minimise duplication of effort and share learning, good practice and innovation between districts and agencies.

Phase 2: Primary analysis and crime and community safety stakeholder profile: Primary analysis of trends, projections in relation to key offence categories and an assessment of future demand. Round table discussions and review groups of key service leads and multi agency analysts have provided context and detail.

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

Phase 4: Consultation and ratification: The draft needs assessment was reviewed by a Multi-Agency Analysts Forum in August 2012 and a Multi-Agency Practitioner Group in September 2012. The ratified report will be used to inform the development of Police and Crime objectives and subsequent performance frameworks in relation to those objectives and any police and crime grants awarded.

A further piece of work is also being conducted in parallel to the needs assessment to profile funding streams, resources and opportunities relating to core partnership priority areas.

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

⁴ Primarily data covering the 2011/12 financial year

2. AVON AND SOMERSET LOCAL DELIVERY LANDSCAPE

2.1 AVON AND SOMERSET

Avon and Somerset is one of the largest police force areas in England and Wales, covering 1,855 square miles and taking in virtually every type of landscape, from city centres and commercial industrial complexes to vast rural areas and busy holiday resorts. Avon and Somerset's diverse physical, social and demographic landscape presents a highly complex picture for local service providers at district and police force level and has wide ranging implications in terms of stakeholder need.

The area is home to a growing and diversifying population of around 1.6 million people and 679,000 households⁵. This resident population is expected to increase by around 5.3%⁶ by 2020 (+ 87,000 people), with the highest growth rates projected to be amongst children aged 5 to 14, particularly in Bristol and amongst people aged 70+, particularly in Somerset and North Somerset.

Avon and Somerset's Black and Minority Ethnic population is estimated to have increased considerably since 2001, accounting for around 11.3%⁷ of the resident population in 2009.

There are around 70,000 people claiming Disability Living Allowance, Incapacity Benefit or Employment Support Allowance in Avon and Somerset. Mental health is the largest single cause of disability, with around 23,500 of those registered disabled having a mental illness.

Avon and Somerset comprises four unitary authorities (Bristol, Bath and North East Somerset, North Somerset and South Gloucestershire) and a two-tier authority made up of five district councils (West Somerset, Taunton Deane, South Somerset, Sedgemoor and Mendip) and Somerset County Council.

There are six policing districts across Avon and Somerset, these are Bristol, South Gloucestershire, Bath and North East Somerset, Somerset East, Somerset West and North Somerset. Policing districts are divided into neighbourhood areas that are managed locally by Neighbourhood Inspectors.

Each unitary authority and the County Council have a Community Safety Partnership, Youth Offending Team and Drug and Alcohol Action Team. There are six Magistrates Courts (Bristol, North Avon, Bath, North Somerset, Taunton and Yeovil), two Crown Courts in the Avon and Somerset area (Bristol and Taunton), and five prisons (Bristol, Eastwood Park, Leyhill, Shepton Mallet and Ashfield Young Offenders Institute).

Collectively, these agencies have been significantly affected by reductions in public sector funding as part of the 2010-2014 Comprehensive Spending Review. Avon and Somerset Constabulary and local authorities in particular have also been disproportionately affected by the 'damping'⁸ mechanism as part of the governments funding formula for a number of years. It is estimated that Avon and Somerset Constabulary alone is under funded by £20 million per annum relative to the assessed need as a result of this mechanism.

2.2 PARTNERSHIP PRIORITIES AND NATIONAL DRIVERS

The majority of responsible and co-operating partnership agencies develop local strategic assessments, plans and strategies on a cyclical basis. These identify key issues, priorities and objectives for a given period. While it is expected that there will be a degree of local variance in the priorities identified at a local level, a number of priorities are consistently highlighted across **crime and community safety** agencies across Avon and Somerset. These include:-

⁵ 2011 Census population and occupied households estimate

⁶ ONS Population projections based on 2010 population estimates. Avon and Somerset population is forecasted to increase by 5.3% compared to a national forecast increase of 6.6%. North Somerset resident population is expected to increase by around 9.9% over this period, largely due to higher than average population aged 70+

⁷ ONS Mid-2009 experimental estimate

⁸ Local Government Finance Settlement: The damping mechanism has resulted in around 6.5% of the funding that local authorities, shire districts, police authorities and fire authorities have been assessed to need each year being redistributed to other areas in order to smooth annual fluctuations in government grant

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- Integrated Offender Management, re-offending and serious acquisitive crime
- Anti-social behaviour - including environmental, personal and nuisance ASB
- Protecting vulnerable people and reducing risk of harm - particularly in the areas of domestic and sexual violence and hate crime
- Reducing violent crime, alcohol related harm – including issues relating to the night time economy
- Reducing harm caused by substance misuse and tackling organised crime groups

The PACT process highlighted a number of consistently reported **public priorities** in 2012, as detailed in section 6.4. These include:-

- Anti-social behaviour
- Road safety and speeding traffic
- Parking

The **Strategic Policing Requirement** published by the Home Secretary in July 2012 set out the Government's view of the national threats that the police must address and the national policing capabilities required to counter those threats. The key threats identified are:

- Terrorism
- Civil emergencies
- Organised crime, including large scale cyber crime, border security and economic crime
- Threats to public order and public safety

Similarly a number of **national programmes and initiatives** have been implemented at local authority or police force level including:-

- Troubled Families - Payment by results initiative designed to join up local services working intensively with families complex and long term needs
- Violence Against Women and Girls Strategy and Action Plan – including domestic and sexual abuse
- Anti-social Behaviour – 'Putting Victims First' White Paper 2012
- Victims and Witnesses – 'Getting it Right for Victims and Witnesses' Government Response Paper

The Police Reform and Social Responsibility Act places a statutory duty on Police and Crime Commissioners to; have regard to the relevant priorities of each responsible authority, have regard to the Strategic Policing Requirement and co-operate with criminal justice bodies to provide an efficient and effective criminal justice system and make arrangements for engaging with local people. These duties in addition to the multi-agency commitment and momentum already developed in tackling these issues should be considered when formulating Avon and Somerset's Police and Crime Plan.

2.3 SOCIAL AND ENVIRONMENTAL INDICATORS OF NEED

Joint Strategic Needs Assessments are compiled by Local Authorities and Primary Care Trusts on a cyclical basis. These documents highlight a wide range of social and economic factors that are likely to impact health, wellbeing, risk and vulnerability to victimisation and offending⁹ and wider aspects of deprivation. Significant issues highlighted by the assessments include:

- **Rising unemployment:** Although below the national average and in line with the south west picture, the number of people claiming Job Seekers Allowance (JSA) in Avon and Somerset has increased by around 10% on 2010/11 and by 14% amongst people aged 18 to 24. This is most notable in South Gloucestershire and North Somerset which have seen 20% and 30% increases in the number of claimants aged 18 to 24 respectively. Long-term unemployment (JSA claimants for over a year) has also seen a significant increase, particularly amongst those aged 18 to 24.
- **Rising housing demand:** Demand for social and affordable housing continues to rise and outstrip supply across Avon and Somerset¹⁰. Bristol and Somerset have seen increases in the number of people assessed as homeless or 'in priority need' since 2009/10, particularly young people, in addition to the 'hidden' homeless population that are not known to service providers. Although the number of rough sleepers across Avon and Somerset is low, this cohort is particularly vulnerable to harm. Changes to Housing Benefit are expected to increase vulnerability in this area.

⁹ Criminological theory, the principles of IOM and Probation/YOT risk assessments are predicated on the basis of eight pathways of service access. These include employment, training, education, accommodation, drugs and alcohol.

¹⁰ The ratio of house prices to earnings is also greater in most districts than the national average

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- **Impact of welfare reform and cuts to public services:** including public sector cuts services and recently enacted or planned reform to Employment and Support Allowance (ESA), Housing Benefit and Local Housing Allowance, Child Benefit and Basic Working Tax Credit, Educational Maintenance Allowance and Disability Living Allowance (Personal Independence Payment). A reduction in benefit could result in some households becoming de-stabilised, presenting community safety and anti-social behaviour issues or increasing potential for acquisitive based criminality.
- **Mental health:** People living with mental health conditions and the costs of treating them are projected to increase steadily over the next 20 years¹¹. Mental health problems can be linked to a wide range of complex needs, with increased prevalence amongst people with substance misuse and alcohol dependency issues. Studies also suggest that the homeless¹², the recently unemployed (particularly the first 3 to 6 months), groups experiencing discrimination, domestic violence victimisation and offenders, particularly the prison population and children of offenders¹³ are more likely to suffer mental health issues.
- **Estimated increases in 16 to 18 year olds Not in Education, Employment or Training (NEET):** With the exception of Bristol, the level of NEET young people across Avon and Somerset is below average, but expected to rise as a result of limited job opportunities. According to the Marmot Indicator¹⁴, NEET rates have increased in Bristol, Somerset and North Somerset since 2010, with Bristol having a NEET rate of 9.2% compared to 6.7% nationally. Not being in education, employment or training can potentially increase vulnerability to victimisation and offending.
- **Higher than average rates of alcohol-related harm (Bristol):** Local Authority Profiles for England (LAPE)¹⁵ identified that alcohol harm levels are significantly worse than the national average in Avon and Somerset, largely on account of adult hospital admissions in Bristol exceeding the national average by 29% (2010/11). Alcohol-related hospital admissions amongst people under 18 in Bristol, however, remain lower than the national average. Excessive alcohol use has been shown to increase both vulnerability to victimisation and propensity to commit crime.
- **Problematic drug use is in decline, but gaps in treatment remain:** Cocaine, crack and heroin use is in slow decline locally and nationally, however the harms associated with these drug types present an ongoing threat. The use of recreational drugs in the night time economy is, however, increasing¹⁶ and increased use of ecstasy, cannabis, methedrone (Meow, Meow) and crystal meth are consistent with national trends. There are an estimated¹⁷ 10,100 problematic drug users living in Avon and Somerset (heroin and crack cocaine), with rates in Bristol and North Somerset being higher than the national average. Of these, around 46% were estimated to be in structured treatment as at 31/03/11, and at least 21% were known to treatment services having previously received help. This 'penetration rate' is higher than the national average, but lower than the South West average.

The combined impact of these factors has potential to result in increased crime, offending and vulnerability to victimisation within Avon and Somerset. Driven by local priorities, an increasing national focus and an ageing population, there will be an increasing requirement for managing demand, risk and vulnerability. The business demands are likely to become more complex resulting in a greater need for effective case management and problem solving activity – where individuals or specific locations are managed closely. There is a specific risk around mental health and the implications of associated agencies withdrawing funding around management.

Further statistical information supporting this scanning exercise can be found in the Supporting Tables and Key Statistics document.

¹¹ Bristol Joint Strategic Needs Assessment 2012. NB: Dementia cases are expected to increase by 23% for females and 43% for males between 2010 and 2025

¹² Bristol Homelessness health needs audit: 76% of clients reported problems relating to mental health and 57% had a long term mental health condition. North Somerset JSNA: There is limited supported housing for those with significant mental health problems

¹³ North Somerset JSNA: Children of offenders are three times more likely to have mental health problems or to engage in anti-social behaviour than their peers

¹⁴ UCL: http://www.lho.org.uk/Download/Public/17034/1/Marmot_Indicators_2012_and_2011_14.02.2012.xls

¹⁵ North West Public Health Observatory: Most recent available data - 2009/10

¹⁶ Avon and Somerset Level 2 Strategic Assessment, Avon and Somerset Constabulary, May 2012 [RESTRICTED]

¹⁷ National Drug Treatment Monitoring System (NDTMS): 2010/11 Statistics. NB. Local data sets may vary.

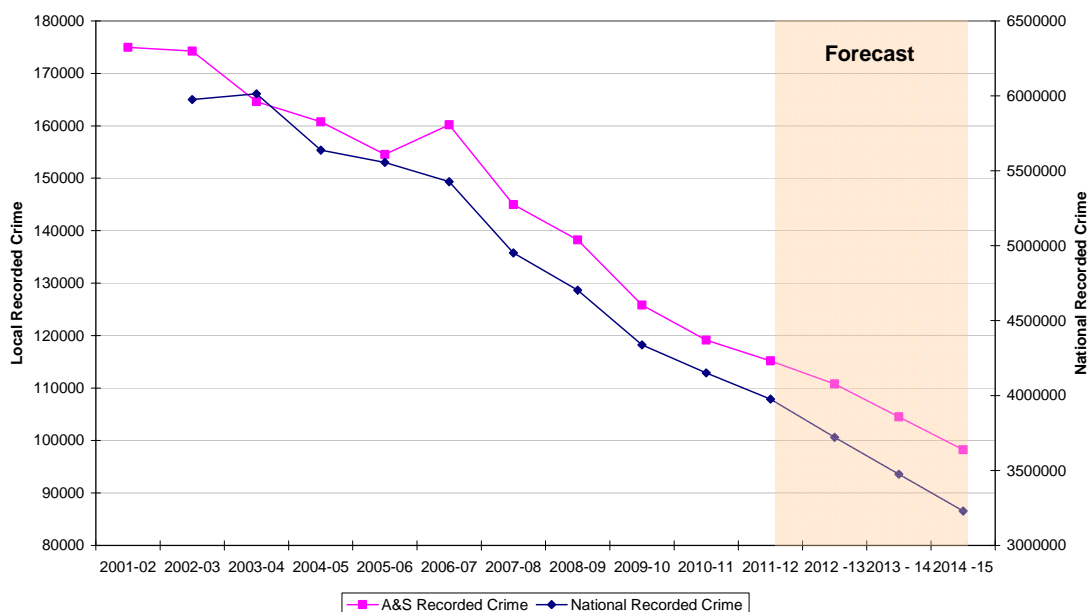
3. CRIME AND OFFENDING

3.1 CONTEXT

Total recorded crime has fallen by 30% in Avon and Somerset since 2004/05 with reductions across most crime categories and all local authority areas. This trend continued throughout 2011/12 and reflects reductions in recorded crime nationally and reductions in self reported victimisation via the Crime Survey for England and Wales. The long term downward trend has been supported by falling serious acquisitive crime¹⁸ rates (62% reduction on 2004/05, with 20,000 fewer offences per year), violence against the person (20% reduction: -6,000 offences) and criminal damage (40% reduction: -12,000 offences).

Based on the continuing strong reduction over the previous 10 year period, recorded crime is expected to continue to reduce over the next three years in Avon and Somerset by up to a further 15%. Reductions are expected to be strongest in the areas of serious acquisitive crime, criminal damage and non-domestic burglary. Shoplifting offences are expected to increase during this period in line with recent historical trends and the continuing development of more supermarkets and retail space across Avon and Somerset.

Figure 1. National and Local Recorded Crime Reduction



Although it is not possible to identify the extent to which individual factors have contributed to reductions in recorded crime locally, nationally and internationally over recent years, a number of elements are considered¹⁹ to have had a contributory impact in Avon and Somerset. These include:

- Improved partnership working and greater co-ordination of agencies, departments and activity at local, regional and national levels. Targeted multi-agency activity in particular has enabled services to become more focussed on the complex needs of the most problematic cases (e.g. Integrated Offender Management, Drug Intervention Project)
- Improvements in policing techniques and practices, including better use of intelligence and forensic recovery. Overall detections reached the highest on record in 2011/12 (35%), having increased from 17% in 2004/05. Recent years have also seen a wider range of enforcement tools become available to provide 'simple and speedy' justice (e.g. use of conditional cautioning, Penalty Notice for Disorder (PND), Restorative Justice)

¹⁸ Dwelling burglary, robbery, theft from motor vehicle and theft of motor vehicle

¹⁹ Reviewed and discussed by the Avon and Somerset Multi-Agency Analyst's Forum, August 2012

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- Development of Neighbourhood Policing model, including the introduction of PCSOs, neighbourhood-level problem solving and a substantial increase in the number of Constabulary Specials and volunteers across the area
- Tougher sentencing and enforcement outcomes and an increase in sentence length, particularly in relation to violence against the person and drug offences²⁰. Average time spent in prison increased by 14% between 2000 and 2008, following a 15% increase in average sentence lengths handed down by the courts between 2000 and 2004. The prison population in Avon and Somerset stands at around 2,000²¹ with cells generally operating at or near capacity. Recent years have also seen improved criminal justice processes, such as the digitalisation of case files and enhanced support for victims and witnesses (e.g. Independent Sexual Violence Advisor (ISVA) and Independent Domestic Violence Advisor (IDVA))
- Increased and more effective use of police, community safety and criminal justice resources. The policing budget increased by 17% (£42m) between 2004/05 and 2010/11 and the number of offenders supervised by Avon and Somerset Probation Trust increased by 40% between 2007 and 2012 to 6,037. While the governments Comprehensive Spending Review for 2010-14 saw reductions in public sector spending of between 10% and 20%, these reductions do not appear to have directly impacted upon rates of crime and ASB in the short term
- Changes in drug markets and improvement in drug treatment outcomes. Studies indicate that the last five years have seen a steady decline in cocaine, crack and heroin use. Although the number of people in effective treatment has levelled off since 2008/09, successful completions from drug treatment²² have increased by around 20% in the last three years. The proportion of people waiting less than three weeks for drug treatment has risen to over 90% in almost²³ all districts
- Greater focus on early intervention activity. Recent public sector cuts to key services do not appear to have directly impacted upon rates of crime and ASB in the short term; however, concerns remain that the impact will be felt in the coming years
- Economic prosperity / recession. Although the relationship between economic patterns and crime rates is not a simple one, there is evidence to suggest that alcohol-related violent crime (related to NTE) increases during periods of economic prosperity, whilst domestic violence and acquisitive crimes increase during periods of recession. With the exception of recent increases in low level theft (metal theft, bilking, theft from vehicles) there is currently no consistent evidence of upward pressure on broader rates of acquisitive crime²⁴.
- Improvements in inbuilt security measures (particularly evident within the vehicle manufacturing industry) and increased levels of victims' awareness (improved access to information and affordable security) which have enabled individuals to better protect themselves from crime
- Improvements in planning and the built environment and the use of Architectural Liaison Officers to 'design out' crime and reduce opportunities for offending.

Despite these strong reductions, the total recorded crime rate in Avon and Somerset remains around 12% higher than the most similar group (MSG) average. Higher than average levels of recorded crime in the areas of low level public order, shoplifting, drug offences and violence without injury are contributory factors. Above average rates in these areas are thought to be influenced by:-

- Bristol, which as the 8th largest city in the UK inevitably skews comparisons with other force areas within Avon and Somerset's MSG grouping. Recorded crime in Bristol, however, has and continues to fall at a higher than average rate in Bristol and now stands within a 10% tolerance of the most similar group average
- Pro-active policing activity, particularly with regard to drug offences and public order
- Crime recording practices and processes: In 2011, HMIC visited Avon and Somerset and carried out a crime and incident review which identified a number of areas for improvement. A continued programme of work is underway to ensure that local crime management processes are accurate, victim focussed and consistently applied.

²⁰ Legislative changes brought about by the Criminal Justice Act 2003 and Crime and Disorder Act 1998 resulted in tougher recall sanctions and wider use of criminal justice enforcement tools

²¹ <http://www.justice.gov.uk/statistics/prisons-and-probation> - Includes detainees from across the country

²² Tier 2 and 3

²³ 2010/11 – 89% of people accessing drug treatment services in Bristol waited less than three weeks

²⁴ Crime in England and Wales

3.2 CONCENTRATIONS AND DISTRIBUTION OF CRIME

Recorded crime includes high volume crime types that are generally linked to the theft of property and lower volume but often more serious crime types that are targeted specifically at the victim (Personal Crime).

Property Crime: Domestic burglary (4.6%) and vehicle crime (8.3%) are high volume offences that make up the serious acquisitive crime (SAC) basket, along with robbery. Shoplifting offences account for nearly 1 in 10 recorded crimes across Avon and Somerset, with a large proportion of offences also known to go unreported. Non-domestic burglary (7.1%) is another high volume crime category and includes burglaries at commercial premises and shed or garage burglaries.

Personal Crime: Violent crime accounts for nearly a quarter (24%) of all recorded crime, of which around 30% is associated with 'domestic' based violence. Serious violence (0.5%) and serious sexual offences (1%) are proportionately low in volume. The Home Office defined recorded hate crime (racially and religiously aggravated) is also low in volume (0.8%). Robbery forms part of the serious acquisitive crime (SAC) basket and is a low volume offence that makes up just over 1% of all recorded crime.

Other Crime: Criminal damage accounts for 15.6% of all crime and is the second largest volume offence type after violent crime. Recorded drug offences (6.1%) are high in volume and generally reflect proactive policing activity, as do a proportion of public order offences (5.2%).

Crime is heavily concentrated in the main population centres and compounded, in particular, by the presence of crime facilitators such as drugs, alcohol or aspects of the physical environment. As the largest urban area within Avon and Somerset and a national 'core city', Bristol accounted for 41% of all recorded crime in 2011/12. Recorded crime in Bristol however, has and continues to fall at a higher than average rate, having improved relative to other districts and the most similar group in the last year.

Table 1. Recorded Crime 2011/12

	Total recorded	Change on previous year	Percentage of Total Crime	Crime Rate Per 1000 Pop
Bristol	47,448	▼ 6%	41.2%	107.5
BaNES	10,099	▼ 5%	8.7%	56.2
Somerset (East)	15,090	▼ 2%	13.1%	56.4
Somerset (West)	15,763	▲ 7%	13.8%	61.6
North Somerset	11,925	▼ 4%	10.3%	56.2
South Gloucestershire	14,633	▼ 4%	12.7%	55.2

The Indices of Multiple Deprivation identify the most deprived areas across the country. They combine a number of indicators, chosen to cover a range of economic, crime, social and housing issues, into a single deprivation score for each small area in England. The crime domain²⁵ provides a long-term indicator of the risk of personal and material victimisation at a small area level compared to the national picture.

Although crime deprivation is generally lower than the national average across Avon and Somerset, the indices highlight pockets within each district (Lower Super Output Areas each comprising around 1,500 residents) that fall within the most deprived (20%) nationally. These include 154 areas in Bristol, 22 in Somerset (primarily Bridgwater, Taunton, Yeovil, Highbridge, Shepton Mallet), 21 in South Gloucestershire, 16 in North Somerset (primarily in Weston Super Mare) and 11 in Bath and North East Somerset.

Shoplifting accounts for nearly 1 in every 10 recorded crimes (9.9%), with a significant further proportion never being reported to the police. Shoplifting contributes significantly to the urban concentrations of recorded crime. Supermarkets dominate the retail space and account for a large proportion of the recorded shoplifting offences. According to the latest retail crime survey²⁶ from the British Retail Consortium (BRC) retail crime cost UK retailers £1.4 billion in 2010/11 with the average cost of goods stolen through shoplifting being £85. The BRC highlights that retailers continue to invest heavily to protect their premises better.

²⁵ Indices of Multiple Deprivation 2010: Crime Domain: Lower Super Output Area Level

²⁶ Retail Crime Survey 2011

The night time economy (NTE) is also a significant crime generator²⁷, attracting large numbers of people for reasons generally unrelated to criminal motivations, but offering opportunities for excessive alcohol consumption and flashpoints for violence, victimisation and anti-social behaviour. Over half of all serious violent crimes relate to the NTE, at a cost to victims and agencies of over £25m per year. Bristol city centre²⁸ is the primary hotspot for NTE-related crime and anti-social behaviour, with lesser concentrations in the areas of central Taunton, Yeovil, Weston and Bath. In Somerset, NTE-related crime is more widespread across town centres and high streets, making it more difficult to manage strategically because of its sporadic nature. The tourism industry also contributes considerably to NTE violent crime in these areas.

As noted in section 2.3, alcohol related harm is higher than average in Avon and Somerset, particularly in Bristol and for hospital admissions amongst people under 18 across the area. Either alcohol, violent crime or the night time economy is also a core priority amongst all Community Safety Partnerships in Avon and Somerset. This shared strategic focus presents opportunities to co-ordinate initiatives across districts while ensuring activity remains tailored to local need.

A focus on prevention and reduction of crime across these high volume offence categories and geographic hotspots has potential to impact significantly on rates of volume crime; however aspects of vulnerability and severity should also be considered as when prioritising areas for intervention as discussed in section 4.

3.3 ECONOMIC AND SOCIAL COST OF CRIME

The Social and Economic Costs of Crime were developed by the government as an appraisal and evaluation tool to support the prioritisation of scarce resources on policies that have the biggest impact on harm caused by crime. The study provides an indication of the impact²⁹ of individual crime types on victims, the police and other criminal justice agencies, highlighting in particular, significant costs in relation to homicide (average unit cost of £1,774,681), sexual offences (£36,952) and serious wounding (£25,747).

When the costs of crime multipliers are extrapolated to Avon and Somerset’s recorded crime rate, the following crime types are estimated³⁰ to bear the most significant overall cost to local victims and agencies:-

Table 2. Social and Economic Costs of Crime: Extrapolated Aggregate Costs: A&S Recorded Crime

	Total number of offences	Estimated aggregate cost
Most Serious Violence	601	£49.8m
Sexual Offences	1,124	£46.6m
Non-domestic burglary	8,154	£37.6m
Violence without injury	8,765	£26.6m

Most serious violence and sexual offences account for the largest proportion of the social and economic costs of crime in Avon and Somerset.

Although not directly comparable, the costs of crime to individuals, agencies and communities should be considered in the context of relative investment by agencies in tackling specific crime and community safety issues. Notable investments have been made in Avon and Somerset in the areas of Integrated Offender Management (see section 3.5), domestic violence (Community Safety, central government and Police investment) and sexual violence (Operation Bluestone³¹, The Bridge Sexual Assault Referral Centre and ISVA service), which have supported significant improvements in crime and criminal justice performance outcomes. This work has demonstrated that shared multi-agency priority setting in allocating finite resources can achieve significant results for local victims of crime and service providers.

²⁷ Over half of all serious violent crime relates to the NTE - often as a result of low level arguments that are escalated as due to the offender and/or victim being under the influence of alcohol

²⁸ Bristol City Centre attracts between 40,000 and 60,000 people in the night time economy over a weekend period.

²⁹ Multipliers and unit costs of crime, Home Office 2011 – considers costs including security expenditure, stolen property, physical and emotional impact and cost to the criminal justice system (2010 prices)

³⁰ Extrapolations should be treated as a guide only – in reality, actual costs and less tangible benefits vary significantly

³¹ Multi-agency response to serious sexual offences and violence against women and girls

3.4 POLICE DETECTED CRIME

Since 2004/05, the overall crime detection rate has more than doubled from 16.8% to 35% - the highest detection rate seen across the force and placing the Constabulary 11th nationally for the 'All Detection' rate³². A detailed breakdown of 2011/12 detection rates can be found in the Supplementary Tables and Statistics document (September 2012).

Figure 2. Overall Crime Detection Rate Change 2004/05 to 2011/12 by District and Force



Detection rates are notably high in the areas of:-

- Serious Sexual Offences – 36.2% detected compared to a most similar group (MSG) average of 20.8%. Improved detections have been supported by sustained investment in Operation Bluestone and Bridge Sexual assault referral centre and ISVA Service
- Serious Violent Crime – 66.1% detected compared to an MSG average of 51.4%
- Criminal Damage – 20.8% detected compared to an MSG average of 16.2%.

Detections across a number of categories, however, remain below average when compared to the most similar force group (MSG). These include:-

- Domestic burglary detections – 2% points below average
- Theft from vehicle detections – 2% points below average

Around half of all detections in Avon and Somerset result in a charge or summons, with a further 19% resulting in a caution. Offences taken into consideration³³ (TICs) account for around 6% of all detections. Reflecting the national trend, restorative justice disposals saw an 18% increase in 2010/11 to account for around 12% of all disposals (see section 5: Criminal Justice).

³² The 'All Detection' rate includes both sanction detections and restorative justice disposals.

³³ Taken into Consideration detections are obtained when an offender makes a clear and reliable admission of an offence which is corroborated with information connecting the suspect to a crime. TICs are similar to, but not more serious than the offence charged

Recorded Crime and Detections

Drivers and Influencing factors	Mitigating Activity / 'What Works'
<ul style="list-style-type: none"> Economic recovery, the Comprehensive Spending Review, partnership resource constraints and reducing budgets Urban crime concentrations: Including the night time economy and areas of high deprivation. Retail theft and serious acquisitive crime levels Changes in level of criminogenic need (see section 3.3) Changing crime profiles and emerging e.g. cyber crime / social media and internet use <p>POLICY AND PRACTICE</p> <ul style="list-style-type: none"> Police Reform and Social Responsibility Act 2011: New regulatory reforms to support management of NTE 	<ul style="list-style-type: none"> Co-ordinated partnership activity focused on the most complex and problematic cases (IOM, MAPPA, FIP) Effective sharing of intelligence and information to support effective partnership delivery Environmental improvement: 'Designing Out Crime' and the role of CCTV in supporting detections, criminal justice outcomes and crime prevention Police Crime Operating Model and Suspect Management delivery Problem Solving and case management Strong local relationships with the retail sector Robust partnerships and processes to identify and manage night time economy venues Prevention and early intervention activity

Opportunities

- Support the alignment of multi-agency priorities, objectives and strategies where collective needs and benefits are identified
- Develop a clearer focus and more holistic approach to high demand victims, locations and offenders
- Continue to balance pursuing criminal justice resolutions versus victim centric alternate resolutions
- Review existing evaluations of partnership-based initiatives to inform good practice and commissioning decisions Identify gaps, identify any gaps and 'invest in what works'
- Provide continued oversight and investment where necessary in areas of below average performance for both strategic and dynamic outcomes
- Develop a further understanding of the blockers and enablers to tackling the criminogenic need amongst perpetrators of crime, including for example, housing, education, employment, drugs and alcohol
- Improve information and intelligence sharing culture and processes to improve effective support to victims, the targeting of offenders and management of key locations
- Make better use of local intelligence through community/voluntary groups such as Neighbourhood Watch, PACT's, Resident groups and Local Authority and Registered Social Landlord services

3.5 INTEGRATED OFFENDER MANAGEMENT AND CRIMINOGENIC NEED

Research has shown that offenders are generally a socially isolated group who have historically been unable to access services across eight pathways out of offending³⁴. These pathways collectively form a picture of criminogenic need and are assessed as part of both Probation (OASys) and Youth Offending (known as ASSET after the nationally adopted assessment system) assessments.

An analysis of the criminogenic needs of 4,455 offenders³⁵ being managed by Avon and Somerset Probation Trust in 2011/12 highlighted that:-

- Reflecting the national picture, **relationships, lifestyle and associations** and **thinking and behaviour** are the most prevalent criminogenic needs amongst the cohort
- Need appears significantly higher than the England and Wales average in Avon and Somerset in the areas of accommodation, alcohol, drugs and relationships. This is particularly the case in Bristol, in which need across 6 of the 8 pathways are significantly higher than average

³⁴ The eight pathways comprise of 'relationships, lifestyle and associates, thinking and behaviour, education, training and employment, attitudes, accommodation, drug misuse and alcohol misuse'

³⁵ Some offenders, especially lower risk ones are unlikely to receive a full OASys assessment

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- The highest level of criminogenic need in Avon and Somerset relative to the general offender population is amongst burglary, robbery and theft and handling offenders – particularly with regard to education, training and employment and attitudes. The potential to impact on offending amongst this cohort has been demonstrated via the Integrated Offender Management project
- Alcohol-related need is more commonly associated with violent offending and motoring offences
- Accommodation and thinking and behaviour are the most prevalent needs for sexual offenders.

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

INTEGRATED OFFENDER MANAGEMENT – SERIOUS ACQUISITIVE CRIME

Avon and Somerset has invested strongly in IMPACT, the Integrated Offender Management (IOM) approach to dealing with prolific offenders involved in serious acquisitive crime. The approach brings together a partnership of Police, Probation Trust, HM Prison Service, Criminal Justice Intervention Teams, Local Authorities and the Voluntary and Community Sector and is a development of the Prolific Offender scheme, which began in Bristol in 2008.

IMPACT is thought to have been a core contributory factor in achieving reductions in serious acquisitive crime over the last year that exceed the comparable average for other similar forces. A sample analysis of offenders exiting the Bristol IMPACT scheme in 2010 indicates that the number of offences per individual can be reduced from an average of 0.90 to 0.30 (66% reduction). By applying this to the Home Office Cost of Crime indicator, the likely savings through reduced offending are predicted to be between £5,770,966 (CJS Costs) and £23,604,508 (Total Cost) based on a cohort of 1,200 offenders across Avon and Somerset. This calculation is helpful when balancing the overall cost of IMPACT, which including all core-funded posts is £4,638,830.

Whilst all agencies recognise the benefits and potential savings this approach affords, the current economic climate poses a threat to the human and financial contributions agencies are able to make. In Bristol, the IMPACT team is co-located and this has been recognised nationally as good practice.

Drugs Intervention Programme (DIP) is a core component of integrated offender management, working with adult Class A drug-using offenders to reduce crime and improve treatment outcomes via a case management approach. Integrated Criminal Justice Intervention Teams (CJITs) support offenders from point of arrest through to beyond sentencing and re-settlement into the community by providing tailored solutions to meet their needs.

Bristol is a DIP intensive area, where offenders are tested when arrested for 'trigger offences' such as robbery, burglary, or vehicle crime, or where it is believed their offending is a result of class A drug use. Outside Bristol only offenders on the respective IMPACT programmes are tested. In Bristol, CJIT had approximately 280 clients on their caseload between August 2011 and 2012, of which 110 completed their treatment drug free. Furthermore, of the 700 offenders starting with IMPACT between September 2010 and August 2012, 287 (41%) were clients in Bristol's structured treatment services.

The Home Office element of DIP funding is scheduled to cease in April 2013, presenting a risk to current levels of service provision in this area.

3.6 DANGEROUS AND HIGH RISK OFFENDERS

Multi-Agency Public Protection Arrangements (MAPPA) is the name given to arrangements in England and Wales for the "responsible authorities" tasked with the management of registered sex offenders, violent and other types of sexual offenders, and offenders who pose a serious risk of harm to the public. The "responsible authorities" of the MAPPA include the National Probation Service, HM Prison Service and England and Wales Police Forces.

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There are around 1,400 MAPPA-eligible offenders in Avon and Somerset managed either through or ordinary agency management or intensively via MAPPA on a risk assessed basis. Of these, around 70% are registered sex offenders and around 29% are violent or other dangerous offenders. Breaches, licence recalls and re-offending rates are low amongst this cohort due, in part to the level of intensive supervision and support provided. Given the successes demonstrated in dealing with serious acquisitive crime, the IMPACT approach is now being developed and applied to violent and dangerous offenders in Bristol via the IRiS project. This will compliment MAPPA and add value to those arrangements with improved co-location and integrated working.

3.7 YOUTH OFFENDING

Youth Offending Teams (YOTs) are statutory multi-agency bodies financed by Police, Local Authority (CYPS), Primary Care Trusts, Probation Trust, Ministry of Justice / Youth Justice Board and the National Treatment Agency. The delivery focus of the Youth Offending Teams is against three national youth crime and justice outcomes; reducing re-offending, reducing first time entrants into the criminal justice system and reducing the use of custody amongst people aged between 10 and 17 years old. YOTs are aligned to local authority areas and provide specific local services and specialist resources in support of a varied range of diversionary activities.

YOTs provide services on an invest to save basis whereby effective use of resources can contribute to preventing financial and social costs for the community as well as individual families and young people. Although there are local variances, YOTs deliver a number of early intervention and enforcement activities, through; Youth Inclusion Projects and Programmes, Common Assessment Framework Panels, Parenting interventions, Safer School Partnerships and Mentoring, IMPACT and post sentence supervision.

In terms of prevention results, recorded crime and ASB levels continue to fall (see sections 3.1 and 6.3) and juvenile First Time Entrants (FTE) in to the Criminal Justice System have continued to fall by 9% (-1,340) during 2011, reflecting national trends. Juvenile FTE do, however, remain 20% higher than the national average, largely on account of Bristol (a core city) having higher than average crime rates per 1,000 population compared to national averages.

Table 3. Juvenile First Time Entrants into the Criminal Justice System³⁶ 2010/11 (PNC)

	FTE 2011	Per 100,000 10-17 yr olds 2011	Change on 2010 Target -5% ³⁷
Avon and Somerset	1,340	900	-9%
Bristol	396	1,220	-1%
BaNES	130	800	-20%
Somerset	483	889	-1%
North Somerset	138	708	-21%
South Gloucestershire	184	711	-26%
South West	3,553	722	-15%
England & Wales	38,613	747	-21%

Young people who are at risk of offending or who have offended are assessed using the Youth Justice Board's assessment tools (ONSET and ASSET). The YOT then identifies the specific problems that contribute to a young person offending, as well as measuring the risk they pose to others. This enables the YOT to identify suitable programmes to address the needs of the young person with the intention of preventing further offending.

A number of key challenges to the reduction and prevention of youth crime are presented by current and emerging changes in the social and economic environment. These include:-

- The impact of the CSR and the challenges on maintaining and developing local partnerships and specialist programmes and services

³⁶ Rate per 100,000 10-17 year old pop (PNC): Number of young people aged 10-17 receiving their first reprimand, warning or conviction per 100,000 10-17 yr olds. Adult first time entrants peaked at around 5,150 per year in 2007, but have since levelled off at 4,392 - around 15% below the national average.

³⁷ It should be noted that levels of FTE fluctuate year on year, with different areas starting from different baselines

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- Impact of increasing unemployment and NEET rates among young people
- Avon and Somerset being a net importer of care for young people
- Legislative and Criminal Justice System change including the Legal Aid, Sentencing and Punishment of Offenders Act 2012, which could reduce the structure and progression of pre court diversions
- Changes in crime trends and profiles, noting for example increases in the risk of computer and social media-related incidents such as cyber crime/bullying³⁸
- Risks associated with potential new funding arrangements, such as payment by results, which have potential to drive perverse outcomes.

3.8 RE-OFFENDING

Analysis shows³⁹ that the offenders with four or more re-offences (24% of re-offenders) account for 56% of re-offences, with the most prolific 1% accounting for 7% of all re-offences recorded. This re-offending is similarly disproportionately distributed across the population being managed at different stages throughout the criminal justice system.

The first months of an order or licence is therefore critical to reducing re-offending rates. Around a third of all adult re-offences are committed within the first three months of an order or licence, while 50% occur within the first six months and 86% within the first year. Re-offending rates are highest amongst short-sentence prisoners (those serving less than 12 months who are not subject to probation supervision), with around 57% re-offending within 12 months.

25% of all re-offences are for shoplifting and therefore, the approach to managing acquisitive crime offenders, who are often drug dependent and committing shoplifting as their main offence is critical to achieving success in this area.

The national indicator for re-offending (OM21) is a binary measure, whereby the severity of re-offence and number of further offences is not taken into account. Furthermore, the targeted pro-active nature of IMPACT in Avon and Somerset results in a high number of offenders being detected for further offences at an early stage, thus inflating recorded re-offending rates as per the national measure.

Consequently absolute re-offending rates are higher than average in Avon and Somerset, with only South Gloucestershire having achieved the end of year target by December 2011. (see Supplementary Tables and Statistics document – September 2012).

Youth re-offending rates however are displaying positive reductions in terms of proportion, frequency, and number.

Table 4. Youth Re-offending: July 09 to June 10: % Change on last year (Local Measure)

	Proportion of offenders who re-offend	Average number of re-offences	Average re-offences (Frequency)	Number of re-offences
Bristol	+1.7	-11.5%	-7.4%	-13.6%
BaNES	-6.7%	+2.9%	-16.0%	-25.2%
Somerset	+4.4%	-3.3%	+9.5%	-2.1%
North Somerset	+1.0%	-6.3%	-4.0%	-11.9%
South Gloucestershire	+5.4%	-14.0%	+3.6%	-3.3%

Avon and Somerset Constabulary and all Community Safety Partnerships across the area have identified either re-offending, serious acquisitive crime or integrated offender management as a core strategic priority, highlighting clear opportunities to further align activity in order to maximise collective efficiencies and effectiveness.

³⁸ Harassment by way of electronic devices which can include text messages, mobile phones, e-mails or internet scandal (www.actagainstbullying.org)

³⁹ 2012 Compendium of re-offending statistics and analysis, Ministry of Justice

Offending and Offender Management

Drivers and Influencing factors	Mitigating Activity / 'What Works'
<ul style="list-style-type: none"> • Challenge of maintaining and developing partnership activity and specialist resources as a result of the CSR (IOM, YOTs) • Changes in the Criminal Justice System (Legal Aid, Sentencing and Punishment of Offenders Act 2012) which could reduce structure and progression of pre-court diversions • Drug misuse / dependency: 90% of IMPACT offenders have drug misuse needs. 75% of offenders on supervision who re-offend have drug misuse as a key trigger – implications of reduced DIP funding • Settled and stable accommodation: Number of people assessed as homeless and 'in priority need' has been rising since 2009/10 • Impact of welfare reform, reductions in public services and increasing financial hardship • Education, training and employment, particularly with regard to young people: Reduced accessibility to university and a growing number of 18-22 year olds staying in the area for education / work • Higher than average levels of young people in care: Avon and Somerset is a 'net importer' 	<ul style="list-style-type: none"> • Integrated offender Management (IMPACT): Multi-agency approach to managing SAC offenders has supported sustained reductions in serious acquisitive crime • Crime Operating Model and Suspect Management: sustained enforcement supported ongoing reductions in incidence of crime⁴⁰ • Drug Intervention (DIP) – tackling opiate / crack use • Family Intervention Project / holistic multi-agency interventions • Intensive support for high risk offenders: MAPPA, IRiS, Circles of Support • Improved TICs – Training, custody suite information packs, 'Give yourself a CLEAN SLATE' initiative

Opportunities

SERIOUS ACQUISITIVE CRIME

- Continue to support and maintain investment in IMPACT IOM and promote collaboration between districts and agencies in focussing on the most active and prolific offenders
- Enhance intelligence resource available to maximise opportunities to identify unknown offenders identify cross border offenders who have an impact on serious acquisitive crime (Consider capacity for a proactive intelligence cell within each district to drive intelligence and tasking). Maintain a focus on the identifying and generating intelligence on unknown offenders
- Multi-agency training to support improvements in the level of TICs (offences Taken into Consideration)
- Improve understanding of re-offending rates and limitations to the national binary measure

CRIMINOGENIC NEED

- Explore and evaluate IOM approach to dangerous and high risk offenders (IRIS)
- Strengthen focus on offending and re-offending in relation to domestic violence / abuse across crime, community safety and safeguarding agencies
- Develop a coordinated framework to identify good practice and evaluate perpetrator-focused programme activity (Bristol Sexual Violence Perpetrators Project⁴¹). Explore Sexual Violence Perpetrators Project for those not being managed through MAPPA (HMIC Rape Thematic)
- Support improvements in suitable and settled accommodation and drug and alcohol interventions locally
- Enhance alignment and co-ordination of local Re-offending Strategies

YOUTH OFFENDING

- Evaluate need and consider gaps in local prevention and diversionary activity for young people in light of cuts in public service provision locally. Create capacity to support existing intervention and preventative projects where possible
- Work with partners to ensure continuity of transition between young persons and adult offender and treatment services in Avon and Somerset

⁴⁰ Operation IDIOM Evaluation document, June 2012, Avon and Somerset Constabulary [RESTRICTED]

⁴¹ Bristol Sexual Violence Perpetrators Project: Evaluation Report June 2012

4. VICTIMS, SERVICE USERS AND VULNERABLE PEOPLE

4.1 CONTEXT

Victim Services fall into two main categories. Some are provided by the Statutory and Criminal Justice Services while others services are provided, in tandem by independent agencies, usually from the Community and Voluntary Sector (CVS). Statutory services deliver responsibilities for keeping victims informed and support the victims' pathway through the Criminal Justice System. Independent victim services provide confidential and independent support to meet victims' emotional, physical and practical needs in overcoming the effects of crime. These are accessed either by referral from the statutory agencies, with consent, or by self-referral, and can be provided at any time after the crime has taken place.

The number of service users contacting the constabulary via emergency, non-emergency and 'calls for service has been falling across Avon and Somerset, however changes in legislation, policy and understanding and knowledge of risk has led to an increased demand in area of business such as safeguarding across all agencies.

Overall crime victimisation has fallen by 20% since 2008/09 and remains comparatively low when compared to other force areas. Victimisation and the likelihood of reporting a crime, however varies significantly by offence type and victim characteristics, with offences such as criminal damage, violence with injury⁴², sexual offences⁴³, domestic violence and hate crime⁴⁴ being less commonly reported⁴⁵.

There are a diverse range of victim services across Avon and Somerset providing tailored support to meet the needs of individual victims at different stages within the criminal justice process. Practitioner consultation has highlighted that victim services are not always effectively tailored to individual expectations and service users are not always fully aware which agency they are dealing with.

Individuals contact crime and community safety agencies for a wide variety of reasons, not necessarily relating to crime, many of which do not result in a crime or incident being recorded. Effective and appropriate action at first point of contact will often prevent further issues developing in a case or repeat victimisation occurring. It is therefore important to ensure that responsible agencies fully understand the implications of action or inaction on other agencies and make appropriate early interventions where possible. In 2011/12 Avon and Somerset Constabulary received:-

- 250,000 emergency calls from the public
- 780,000 non-emergency calls via the 101 non-emergency number⁴⁶ and
- 500,000 other 'calls for service' (incident reports), of which 225,000 were graded as 'Immediate' or 'Priority' attendance. These incidents require an emergency response and account for the vast proportion of police officer time.

Emergency calls, non-emergency calls and calls for service have been steadily reducing over the previous four year period, becoming more stable over recent years. Based on historic trends and driven by the Constabulary's transformation approach to reduce and manage demand better, emergency calls, non-emergency calls and deployable incidents are expected to reduce in volume over the coming years.

⁴² SVAP Problem Profile, Avon and Somerset Constabulary – February 2012 [Restricted]: Data Supplied by United Bristol Health Trust indicated that only 23% of violent incidents captured by hospital data are reported to the police

⁴³ Extrapolated on the basis of the British Crime Survey self-completion module (2010/11) which has been conducted annually since 2004/05 - estimated 116,675 females and 2,370 males aged 16 to 59 have experienced sexual assault (including attempts) in Avon and Somerset in the last 12 months

⁴⁴ Notable disparity between A&S Police recorded incident rates and composite agency picture - DICE, EACH, BCC CYPS, BCC Equalities, SARI

⁴⁵ The British Crime Survey 2010/11 sights the perception that an incident was 'too trivial, there was no loss or they believed that the police could not do anything' as the most common reason for offences not being reported, however, this also varies by offence and victim characteristics. Victims of domestic abuse, for example more commonly choose not to report the issue on the basis that they perceive it to be 'a private matter'.

⁴⁶ The new 101 number was introduced nationally in 2011, replacing the previous 0845 general enquiries number. This change had only a minimal impact on call volumes.

4.2 RISK OF VICTIMISATION

The relationship between victims and offenders can be complex, with offenders in many cases also being vulnerable to victimisation themselves⁴⁷. The risk of becoming a victim or a repeat victim of crime varies significantly by demography and lifestyle. The Crime Survey for England and Wales, for example reported that single males aged 16-25 years old living in deprived areas are at the highest risk of victimisation, whilst the lowest risk of victimisation is amongst older people living in affluent rural areas.

Research conducted by Avon and Somerset Constabulary⁴⁸ indicates that the following groups are over-represented across key crime categories in comparison to their demographic composition:-

- Young people are more likely to be victims of crime, including most serious crimes
- Black and Minority Ethnic (BME) Communities are over represented in almost all crime categories – particularly hate crime
- Personal robbery: Males (78%) aged 16-35, particularly BME communities
- Serious Violence Against the Person (SVAP): Males aged 20-34, particularly in the night time economy
- Rape and other sexual offences: Females account for 90% of known victims
- Harassment: Females aged 20-44, particularly BME, with around 38% being domestic-related
- Distraction burglary: White females aged 75+, with a proportionately high risk of repeat victimisation.

4.3 VICTIM SERVICES

There is no single service pathway through the police and Criminal Justice System, and victims may receive support from a wide variety of agencies and specialised services at different points in time on the basis of individual need. Delivery of effective victim care is therefore dependent on activity across a breadth of statutory and voluntary organisations and services, which include for example:-

- Constabulary's Victim and Witness Liaison Unit
- Probation Trust Victim Liaison
- Referrals to Victim Support and other local and national voluntary sector providers. Victim Support provides independent support to victims either directly or via referral to other agencies depending upon their needs. Referral rates to Victim Support remain low in Avon and Somerset in comparison to other force areas
- Community Safety Partnership victim support services in areas such as domestic abuse, family intervention and hate crime, including family conferencing, counselling, support programmes, mental health and treatment plans
- Youth Offending Teams, engaging with and responding to victim needs and involving them, by agreement, in work with offenders, including attendance ant YOT panels and informing the nature of reparation
- Bespoke specialist services such as the Sexual Assault Referral Centre (SARC), Independent Sexual Violence Advisor Service and outreach to increase confidence amongst communities reporting Honour Based Violence and Hate Crime
- Formal multi-agency arrangements, such as Multi Agency Risk Assessment Conferences (MARAC) and the Troubled Families initiative.

The Constabulary also has a strong commitment to the use of restorative justice disposals – where appropriate – which recognises the voice of the victim in determining an appropriate outcome and has been demonstrated to improve victim satisfaction. The Chard Community Justice Panels have been the subject of national recognition in this area.

Mapping of contact with victims in Avon and Somerset indicates that in 'routine' cases there can be contact with up to 18 individuals from the statutory criminal justice agencies, Victim Support and its Witness

⁴⁷ This may include for example, vulnerability to deviance, offending, harm or radicalisation

⁴⁸ Disproportionate Victimisation Problem Profile January 2012, Avon and Somerset [RESTRICTED]

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Service, and this number increases in crime types such as Domestic Abuse and Sexual Violence where there is additional community sector support.

The Avon and Somerset Criminal Justice Board has undertaken high level landscape mapping of the services available to victims and witnesses which demonstrated numerous services available to victims at a considerable combined cost. Several of these services run concurrently, whilst others are sequential through the Criminal Justice process. The remits of different services are distinct; however this is not always apparent to the victim who experiences a range of contacts.

The Avon and Somerset 2012 victim report⁴⁹ highlighted that 'more research needs to be done to identify specific needs and gaps in service provision' for some victims of hate crime in Avon and Somerset. This work should take account of the full range of services currently being commissioned by Community safety Partnerships across the area.

INTEGRATED VICTIM SERVICES PROJECT

Avon and Somerset Criminal Justice Board has commissioned activity to explore the development of an Integrated Victim Services approach, capturing learning for Operation Bluestone. This will aim to develop improvements in risk assessment, victim liaison, communication and collaboration, information sharing and victim engagement with key services, without layering an additional initiative on to an already crowded landscape of services or fundamentally impacting upon the range of services being provided locally.

Support will be targeted at those who have suffered the greatest impact from crime including victims of serious crime, those who are persistently targeted and the most vulnerable. It is anticipated that this approach will lead to reductions in risk of harm and improved criminal justice outcomes whilst maintaining strong victim satisfaction rates.

The services currently provided by statutory Criminal Justice agencies in Avon and Somerset are determined by sources such as the Code of Practice for Victims of Crime, Witness Charter, Prosecutors Pledge, No Witness No Justice and the Probation Service Victim Contact Scheme. While these would form the basis of an Integrated Victims Service, it is anticipated that *what* is delivered would remain largely unchanged.

4.4 QUALITY OF SERVICE AND VICTIM SATISFACTION

Avon and Somerset Constabulary have for many years surveyed and actively sought the views of victims of crime and ASB to help support the improvement of policing services. Leadership at all levels drive a clear strategy (informed by victim consultation) that has significantly improved victim satisfaction year-on-year since 2007/08. In this period:-

- ASB satisfaction has increased from 64% to 80% very or fairly satisfied and
- Crime satisfaction has increased from 79% to 87% marking a shift in the national position from 32/43 to the 10th highest level of satisfaction in England and Wales
- Significant progress in tackling ASB being recognised by HMIC

Table 5. Police Satisfaction rates 2011/12 – Crime and Anti-social Behaviour

	Satisfaction rate %	Change on 2007/08	MSG position	National position
Crime Satisfaction	87.3%	+8.3% pts	2	10
ASB Satisfaction	80.0	+16% pts	n/a	n/a

The ambition through a Citizen Focused Approach to improve the quality of service and victim satisfaction continues through 2012/13 with a particular emphasis towards an improved victim advocacy service, transformational developments within the Public First Programme, a recently refreshed Gold Service response for ASB and continued developments in safeguarding vulnerable people.

⁴⁹ Listening and Learning: Improving support for victims in Avon and Somerset, May 2012

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Not all victims of crime are surveyed through the mandated Home Office Survey and Avon and Somerset Constabulary are running a pilot survey to understand the wider service satisfaction across lower level crime categories e.g. minor criminal damage. Initial results show that the overall satisfaction experience is approximately 8%pts lower for the less serious offence types.

Avon and Somerset Probation Trust work with around 500 victims of serious sexual offences and violent crime⁵⁰ each year. Victim Liaison Officers keep the victim informed of the progress of the offender through their sentence, including for example, prison moves, parole board sittings, release dates and licence conditions. Victims are kept informed to a level that they determine based on their own personal preference. The organisation monitors two key performance targets:

- Contact with victims within 8 weeks of the offender being sentenced in court: In 2011/12 this was achieved in 99.6% of cases compared to a national average 95.9%
- Victim satisfaction with the Victim's Liaison team: Satisfaction remained consistently high in 2011/12, with 98%⁵¹ feeling very satisfied and 2% feeling satisfied, compared to a national average of 87% and 11% respectively

The Probation Trust also works with the partners and ex-partners of domestic violence offenders on Independent Domestic Abuse Perpetrator Programmes to support and enable personal safety. The service works with around 100 women each year, however satisfaction data is not currently captured as part of this process.

The WAVES survey used to monitor Criminal Justice satisfaction is no longer conducted in Avon and Somerset, however data collected in 2010 showed that 85% of victims were very or fairly satisfied.

Quality, Efficiency and Effectiveness of Victim Services

Drivers and Influencing factors	Mitigating Activity / 'What Works'
<ul style="list-style-type: none"> • MoJ White Paper 'Getting it Right for Victims and Witnesses' • Impact of revised Ministry of Justice (MoJ) Victims Code – anticipated 2013 • ASB White Paper – Putting Victims First • Responsibility for commissioning victim services transferring to PCC by 2015 • Varied victim support services across the area creating potential duplication of activity and cost • Resources to provide the level of victim contact required to maintain and improve overall satisfaction 	<ul style="list-style-type: none"> • Strong victim focus: Keeping victims informed (Calling 100% of high risk / vulnerable within 24 hours), Action taken, Victim Advocacy, Public First, Track -my -Crime⁵², restorative justice • Strong culture of quality of service • Transformation to enable tailored response at every point through Public First Programme • Involvement of specialist providers of victim care ('The Bridge' SARC, IDVA, ISVA, etc)
Opportunities	
<ul style="list-style-type: none"> • Continuing to monitor, understand and develop services that are informed by the victim experience • Continue to engage with Black and Minority Ethnic communities to address victim over-representation amongst most crime categories • Continuing to improve support for victims through partnership working including co-location and cross agency co-ordination and improve police referral rates to Victim Support • Support a holistically review of victim needs and satisfaction with services in both crime and anti-social behaviour cases • Seek to improve channels of communication and services driven by technological advances • Ensuring victims experience a 'joined up' and seamless provision which ever point they are in the system • Clear communication to establish victim expectations in a climate of fiscal challenge and transformation • Greater alignment of key priorities between agencies and associated performance measures • Continue transformation across all agencies to ensure victim pathways are efficient at first point of contact and throughout victim journey • Explore development of a common multi-agency risk assessment tool and joined up approaches to monitoring satisfaction and complaints • Evaluate initiatives, such as, the Bristol Integrated Victim Services pilot and consider opportunities for adopting similar approaches in other areas of Avon and Somerset, enabling the delivery of a holistic multi-agency approach to meeting the needs victims. This may include detailed scoping of the current environment, consultation mechanisms and questions being asked of victims by different agencies and seek to deliver consistent standards for managing victim expectations, assessing their needs and pathways of delivery. 	

⁵⁰ Offences where the offender has been found guilty at court and sentenced to over 12 months custody

⁵¹ 118 victims surveyed

⁵² 'Track-my-Crime' is a secure online system to update victims on the progress of their case and is one of the service options available to victims of crime in Avon and Somerset. The system has received national acclaim from Victim Support, the Home Office and Institute for Public Policy Research.

4.5 SAFEGUARDING AND PROTECTING VULNERABLE PEOPLE

The effective identification and multi-agency case management of vulnerable victims has recently been brought into sharp focus through the Fiona Pilkington case and more recently Winterbourne View care home. The Constabulary and all Community Safety Partnerships in the area have identified protecting vulnerable people (which may include domestic and sexual violence and hate crime) as a strategic priority.

Certain sectors of society are known to be more vulnerable to particular crime types than others. These include:

- Young people: personal robbery, harassment, bullying/cyber bullying
- Young females, particularly those aged 13 to 17: On-line / street grooming
- Older people: Distraction burglary, fraud
- People with physical disability/incapacity: distraction burglary, hate crime
- People with mental health and learning disabilities issues: Physical abuse, hate crime

The landscape for delivering victim services is complex and multi-layered, reflecting the nature of victim need across the Avon and Somerset area. A range of statutory and ancillary victim services are currently provided across Avon and Somerset including Avon and Somerset Constabulary, Probation, CPS, Victim Support, Community and Voluntary Sector and specific multi-agency services, including 'The Bridge' Sexual Assault Referral Centre and MARAC.

Many victims in Avon and Somerset have complex personal or situational factors that result in a range of partner agencies being involved in supporting them at any given time and the joined-up working practices between these agencies and their knowledge sharing is paramount. A disproportionate amount of demand is sometimes linked with mental health and other complex need cases which could potentially be averted with effective primary intervention from the relevant agency.

A number of emerging factors place a considerable challenge and pressure on partnerships and individual agencies. These include:

- Partner funding cuts and the effective management of primary demand
- Withdrawal from multi-agency initiatives without a holistic multi-agency risk assessment
- The increased priority, volume and required sophistication of approaches to manage vulnerable people
- Regional and localised citing of mental health facilities leading to disproportionate demand e.g. there are plans to develop additional mental health facilities in the Somerset area which will result in a higher number of hospital leavers being settled in the area, lack of sufficient section 136 places of safety provision
- High volume of missing persons – noting Bristol and Taunton is a net importer of children from other social services areas
- Gaps in the timely data sharing, particularly in response to new agendas such as the Troubled Families initiative and risks relating to improper disclosure
- Co-terminosity of boundaries – preventing developments such as co-locating multi-agency safeguarding hubs
- Holistic multi-agency mapping and sharing of intelligence
- New less prescriptive Government advice leading to a risk of reduced consistency and efficiency across Avon and Somerset area

The duty to identify, manage and safeguard risks relating to these individuals remains a core responsibility under the Statute for Children and also potentially for adults. In this respect, a risk and problem solving based approach offers maximum benefit for all agencies with a view to protect, remove the root cause of the problem and minimise primary demand.

Since 2006/07 there has been a consistent and steady rise in the number of missing person calls for service. Reported levels have risen from 8,667 in 2006/07 to 11,105 in 2011/12 – an increase of 28%. Based on the steady year-on-year increases and the new private healthcare facilities planned in the future it is forecast that future missing person reports will increase.

SAFEGUARDING VULNERABLE PEOPLE

Drivers and Influencing factors	Mitigating Activity / 'What Works'
<p>SAFEGUARDING AND VULNERABLE VICTIMS</p> <ul style="list-style-type: none"> Partnership resource constraints Aging population – increased demand for social care Welfare reform and public sector funding cuts: including disability allowance, housing benefit Demographic change (see section 2.1) and increased demand for interpretation / language services Increase in number of people assessed as homeless and 'in priority need' since 2009/10 (Somerset JSNA) Technological development and social media: Risks relating to cyber crime, bullying and on-line grooming Child protection capabilities framework New multi-agency child safeguarding inspection regime High profile cases such as baby P, Winterbourne view Human trafficking and child exploitation (under reporting) Understanding true extent of safeguarding adults incidents and crimes Safeguarding adults partnership arrangements are not as strong as with child protection (not yet underpinned with statute) ACPOs strategic vision for hate crime Increasing confidence in reporting hate crime Higher than average volume of young people in care: Avon and Somerset is a 'net importer' Higher than average volume of older people in social care: 'North Somerset is a net importer' <p>POLICY</p> <ul style="list-style-type: none"> Impact of revised MoJ Victims Code – anticipated 2013 Amendment to DV crime and disorder Act 2004 ASB White Paper – Putting Victims First Strengthening use of Victim Personal Statement MoJ: Role of PCC in commissioning victim services Revised definition of 'vulnerable victim' is likely to lead to a large increase in the number of vulnerable people being identified by the police and other agencies, with consequences in terms of demand Sex Offence Disclosure Schemes / impact of Claire's Law Munroe report Lord Laming's enquiry Recognition and distinction of 'stalking' and creation of new legislation and criminalisation of forced marriage Recommendations from Winterbourne View & Equality and Human Rights Commission enquiry (Hidden In Plain Sight) 	<ul style="list-style-type: none"> Effective and well established partnership working between Police and partners Establishment of Safeguarding Coordination Units Established child death procedures Specialist trained Public Protection Unit staff in assessing risk and sharing information for Domestic Violence, child protection, hate crime etc Integrated assessments of risk: ASB, DASH (Domestic Abuse, Stalking and Harassment), MARAC, MAPPA, ProQA - Early identification and intervention Domestic Violence free phone service Personalised support such as the IDVA and ISVA services (Victim Support, Accident & Emergency) have improved confidence amongst victims within the Criminal Justice System The Bridge Sexual Assault Referral Centre has contributed to increased reporting by providing victims with impartial advice, support and single point of contact Operation Bluestone⁵³ – Specialist rape and serious assault investigation unit has led to significantly improved detection rates and victim confidence Target hardening vulnerable properties / locations: can reduce risk of repeat victimisation and increase feelings of safety Southside Project – providing bespoke intervention to domestic abuse victimisation and offending, including support for same sex couples and children affected by domestic abuse Victim and vulnerable person's risk and needs assessments and regular serious case reviews in services and safeguarding Support for people bereaved by homicide: National and local coverage of family liaison officers and the independent Victim Support homicide team. Experience of the team to be 'overwhelmingly positive' (Ministry of Justice Assessment) 3rd party hate crime reporting centres and information sharing/referrals Domestic Violence: Perpetrator programmes have been shown to have a positive impact and result in behavioural change for some men⁵⁴

Opportunities

- Review and implement key learning from high profile cases such as Winterbourne View and work with key stakeholders, Responsible Authorities Groups and Safeguarding Boards to ensure Serious Case Review recommendations are adopted
- Inter-agency approach to reduce primary demand for all agencies
- Explore agency co-location and boundary co-terminosity where possible and appropriate
- Co-ordinate multi agency activity to assess the impact of social, demographic and economic change, including welfare reform
- Work with private healthcare establishments to ensure proper risk-based assessments take place to minimise calls for service
- Ensure services are victim focused and front line staff in both statutory and independent support organisations involved in supporting victims receive appropriate communication and training in specialist areas
- Improve the identification of vulnerable people and locations at the first point of contact for all partners and support a co-ordinated approach to prevention, early intervention and risk assessment
- Improve joined-up information sharing between partners for key priority areas, including the Troubled Families initiative
- Secure mainstream / longer term funding for ISVA / IDVA service and more counselling services for domestic violence survivors and their children, survivors of sexual and child abuse and support for parents and carers of children who have been abused, particularly in Somerset and South Gloucestershire (Victim Support 2012)
- Consider wider benefits delivered by specialist Operations / pilots e.g. the introduction of Operation Bluestone (Bristol)

⁵³ Recipient of a 2011 Tilley Award for 'Best crime fighting project'

⁵⁴ Westmarland N. and Hester, M. (2007) Time for Change

5. CRIMINAL JUSTICE

5.1 CONTEXT

The Police Reform and Social Responsibility Act places a duty on the Police and Crime Commissioner to work in co-operation with 'responsible authorities' and with local criminal justice bodies, and to provide an 'efficient and effective criminal justice system for the police area'. The government's 'Swift and Sure Justice' White Paper also set an expectation that the Commissioner will have a pivotal role in helping criminal justice partners work together to increase local accountability.

The Criminal Justice System incorporates the Police, the Crown Prosecution Service, courts, prisons, probation, youth offending teams and Victim Support and other organisations and multi-agency partnerships. These organisations and the system as a whole has been significantly affected by the budget deficit and the Comprehensive Spending Review. This has manifested in reductions in the number of local magistrates courts⁵⁵ and levels of staffing⁵⁶, and placed strain on the capacity and resilience available to manage demand. Similarly government policy reform⁵⁷ and local organisational change continues to impact upon the responsibilities of these agencies and their role within the criminal justice system.

The 2012 government White Paper 'Swift and Sure Justice' set out the government's commitment to improving effective working, transparency, accountability and responsiveness of the CJS, which includes:-

- Extending the remit of police to prosecute certain specified offences including traffic offences where there is a guilty plea
- The introduction of Early Guilty Plea (Crown Court) and Stop Delaying Justice (Magistrates courts) fast tracking schemes – piloted in Avon and Somerset
- Enabling single lay magistrates to deal with certain low-level uncontested cases
- Improved transparency to service users regarding the process and progress of their case and to the public on outcomes of the criminal justice system
- Supporting Neighbourhood Justice Panels to deliver restorative justice and independent panels to oversee the use of out of court disposals such as restorative justice
- Reduce inefficiency within the system by better integrating services and information technology (IT) and making better use of available technology
- Developing greater flexibility and innovative approaches to court sitting times

5.2 EFFICIENCY AND EFFECTIVENESS

The efficiency and effectiveness of the Criminal Justice System is not only dependent on individual agencies fulfilling their role, but understanding their contribution in securing broader criminal justice outcomes at different stages within the criminal justice process. Criminal justice caseloads have been falling steadily at a local and national level over the last year, having been impacted by factors as wide ranging as government policy, organisational capacity, proactive operations, charging policy and spontaneous events.

Magistrates Courts in Avon and Somerset dealt with 3,735 trials in 2011/12, marking a 30% reduction on the previous year whilst Crown Courts dealt with 859 trials - an 8% reduction on the previous year. These reductions are primarily as consequence of:-

- Falling levels of recorded crime (-3.2%) and subsequent charges / summons
- Increased use of restorative justice disposals, having risen to account for 13% of all police disposals in 2011/12. A proportion of these offences would have otherwise entered the Criminal Justice System
- Decline in summary motoring offences following the de-commissioning of fixed speed cameras across the force area. Recorded offences fell by 2.4% during 2010/11

⁵⁵ The number of magistrates courts in the area has fallen from 10 in 2010 to 6 (Bristol, North Avon, Bath, North Somerset, Taunton and Yeovil)

⁵⁶ Including reductions in administrative staff, legal advisors and as a consequence of court closures

⁵⁷ Review of Probation Trusts and changes in Police and Crime governance as a result of the Police Reform and Social Responsibility Act

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A range of key indicators are commonly used to measure efficiency and effectiveness within the Criminal Justice System including the proportion of offences brought to justice, number of individual hearings per case, level of cracked⁵⁸ and ineffective⁵⁹ cases and time taken between arrest/charge and first appearance.

The rate of offences brought to justice (OBTJ) in Avon and Somerset remains strong at around 33.2% (2011), compared to a national average of 29.9%. In particular, this is supported by strong rates of OBTJ for serious sexual offences (63%) and serious violent crime (37%) which exceed the national average of around 41% and 25% respectively. The rate of serious acquisitive crimes brought to justice was average in 2011 at 11.6%.

While some cases can span a considerable period of time for legitimate and justifiable reasons, the number of individual hearings in that time should be kept to a minimum and is therefore a key measure of criminal justice efficiency. Magistrate hearings per case remain consistently higher than average in Avon and Somerset (3.4) against a target of less than 2.25, and south west average of 2.8.

Around a third of all Magistrates Courts trials (33.7%) and Crown Court trials (32.6%) in Avon and Somerset 'cracked' during 2011/12, this remained below the national average of 39%. Ineffective trials during the same period were below the national average (17%) in the Magistrates Courts (13%), but above the national average (15%) in the Crown Courts (18%).

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

- Guilty pleas being entered late (67% of Crown Court and 57% of Magistrates Court cracked cases)
- Witnesses being absent or withdrawing⁶⁰ (6% Crown Court 16% Magistrates Court)
- Prosecution ending the case as a result of insufficient evidence (7% Crown, 9% Magistrates)

Ineffective cases are primarily a consequence of:-

- Case not being reached – administrative issues (29% Crown, 28% Magistrates)
- Prosecution witness being absent (16% Crown, 13% Magistrates)
- Defendant absent or unfit to proceed (14% Crown, 19% Magistrates)
- Prosecution (12%, 8%) or Defence (12%, 8%) not being ready.

Table 6. CJS Indicators of Efficiency and Effectiveness: Avon and Somerset 2011/12

	Offences brought to justice				Mag. Hearings per case (target <2.25)	Cracked cases		Ineffective cases	
	All Crime	Sexual offence	Violent Crime	Acquis crime		Mag.	Crown	Mag.	Crown
Avon and Somerset	33.2%	63%	37%	11.6%	3.4	33.7%	32.6%	13.0%	18.4%
South West	-	-	-	-	2.8	36.5%	33.1%	17.8%	15.3%
England & Wales	29.9%	41%	25%	11%	-	39.2%	39.1%	17.5%	14.6%

Although Criminal Justice performance in Avon and Somerset is generally strong, and in line with the south west and national picture, the systemic inefficiencies highlighted above can impact negatively on perception and service delivery and cause unnecessary distress for victims and witnesses in the process.

The Criminal Justice Efficiency Programme, co-ordinated by the Avon and Somerset Criminal Justice Board incorporates a range of activities which aim to deliver a step change in Criminal Justice efficiency. These include:-

- Digitalisation of the criminal justice system. Work continues to progress the effective development of electronic case files, however further efficiencies can be made by improving the digital capture of critical information at source (e.g. forensic, photography and other evidential /case material)

⁵⁸ Cracked cases are trials that do not proceed on the day scheduled and do not require any further court time

⁵⁹ Ineffective cases are trials that are not able to proceed on the day scheduled and require more court time

⁶⁰ Witness attendance is currently static at around 90%. In the Magistrates Courts, 73% of witnesses wait less than 2 hours (average waiting time of around 86 minutes) which is below the national average of 80%. In the Crown Courts, 48% of witnesses wait less than 2 hours (average waiting time of around 128 minutes) which is below the national average of 59%.

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- Information Technology Infrastructure and modernisation of the Criminal Justice process more generally. This includes the use of video links in criminal proceedings, integration of criminal justice IT systems, CPS use of tablet devices. Progress in this area is in part reliant upon improvements to the local police and Criminal Justice IT infrastructure⁶¹ and the Avon and Somerset Police Private Finance Initiative (PFI) development to custody facilities.
- Maximising the use of out of court disposals where appropriate. Restorative justice outcomes can be an important tool for reducing demand on the criminal justice system and have increased by 18% in the last year locally to account for 13.2% (5,300) of all detections. This compared to between 0.1% and 35.5% of disposals amongst the 30 forces using restorative justice nationally during 2011/12. This increased use has resulted in increasing scrutiny with regard to its appropriate and proportionate use and a range of new and existing assurance measures continue to be developed⁶². Cautions and penalty notices for disorder have been reducing locally and nationally since 2007⁶³.
- Performance information and analysis. The availability of accurate, timely and reliable management information is now dependent on local systems and networks following closure of the criminal justice data hubs. A lack of capacity and available benchmarking data has limited performance capability in this area.

Case file quality has also been highlighted as an area of concern at a local and regional level with a need for police and supporting agencies to streamline case files and ensure content is of sufficient quality for CPS to progress the case.

⁶¹ NSPIS does not currently have the capability to deliver the aspirations of the programme, however this will be resolved with the acquisition of Athena / Niche

⁶² Local controls on the use of RJ include a Restorative Justice Working Group involving key practitioners and local gatekeepers and an internal RJ audit programme.

⁶³ Following removal of the of the offences brought to justice target which was replaced by an emphasis on bringing more serious crimes to justice

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Criminal Justice Efficiency and Effectiveness

Drivers and Influencing factors	Mitigating Activity / 'What Works'
<p>CAPACITY</p> <ul style="list-style-type: none"> • CSR, agency funding constraints and reduced capacity • Organisational reform • Complex and bureaucratic processes • Lack of flexibility and professional discretion: Defendants offering a guilty plea after extensive case file preparation. Minor and summary offences consuming court time <p>DEMAND</p> <ul style="list-style-type: none"> • Impact of increases in crime, proactive policing activity or police efficiency • Changes to road safety camera commissioning / activity • Swift and Sure Justice White Paper: • Limiting or conflicting national performance drivers (e.g. binary measure for repeat offending) • Potential impact of competitive tendering • Competing priorities • Limited performance management capability, benchmarking or sharing of best practice 	<ul style="list-style-type: none"> • Use of restorative justice where appropriate has been successful in reducing court caseloads • Securing guilty pleas earlier in the prosecution process • Digitalisation: Reducing paperwork and process times • Specialist support for victims: IDVA and ISVA services • Flexible court sittings (regional pilot) • Increased transparency agenda – better availability of on-line information • 'Early Guilty Plea' (Crown) and 'Stop Delaying' (Magistrates) fast-tracking schemes
Opportunities	
<ul style="list-style-type: none"> • Support the CJ Efficiency programme in addressing inefficiencies and churn within the system, in particular:- • Support the digitalisation agenda within and across individual agencies • Support improvements in case file quality via effective training, supervision and feedback from CPS • Support and maximise the appropriate and proportionate use of out of court disposals including new powers which enable police to continue prosecution where there is no plea or the defendant fails to appear • Improve transparency and victim understanding criminal justice system amongst users and the general public in order to further improve confidence and perception • Consider further mapping of commissioning models that impact on this area (National Offender Management Service (NOMS), Health, IOM, PCC, CPS) and how they inter-relate locally and regionally in order to develop a better understanding of the resources and opportunities available • Support improvements in performance management and monitoring of key outcomes and diagnostics that are critical to informing improvements in Criminal Justice efficiency and effectiveness • Encourage the development of more accurate and up to date planning and demand management models between relevant agencies, including planned enforcement activity and more robust demand forecasting • Training and capacity building as a result of changes in legislation, aligning organisational priorities and improving effective practice 	

6. PUBLIC CONFIDENCE AND PERCEPTION

6.1 CONTEXT

Avon and Somerset is home to a diverse range of individuals and communities who are both users and stakeholders in the crime, community safety and criminal justice services provided in Avon and Somerset. Our key service providers are committed to not only consulting communities on their needs and expectations, but also engaging and supporting them to become more actively involved in improving their neighbourhoods and making communities safer.

6.2 COMMUNITY ENGAGEMENT

Effective community engagement builds confidence in communities that relevant agencies are addressing the issues that matter locally, reducing fear of crime, improving the reporting of crime and enhancing cooperation in securing criminal justice outcomes. Effective engagement also helps agencies to understand what people want from their services and enables communities to build their skills and community to tackle crime and ASB.

To achieve this, community engagement should ideally focus on:

- Targeting relevant information to communities, using the right communication channels, and developing existing networks into communities such as Key Individual Networks and Neighbourhood Watch
- Providing visible and accessible opportunities for people to 'have their say' whether through informal dialogue or more public events such as Partners and Communities Together (PACT)
- Establishing good relationships and getting people involved in tackling crime and ASB, particularly in communities where participation and confidence is low and amongst those who are at higher risk of being victims or offenders (see sections 3 and 4)

An increasingly strategic approach to community engagement has resulted in a greater focus on identifying and prioritising areas of greatest need, which has been supported by enhanced information sharing⁶⁴ and national initiatives such as the Troubled Families agenda.

Avon and Somerset Constabulary has a unique presence and role within the communities of Avon and Somerset through the Safer Stronger Neighbourhoods approach and the role of Police and Community Support Officers. This provides an opportunity for engagement that it is not always possible for other partner organisations to achieve. The development of community level engagement is important across all agencies, particularly in supporting service providers in gaining intelligence, understanding community tensions, promoting reassurance and improving services.

Practitioner workshops held in 2012 identified several issues that impact on levels of active citizenship in Avon and Somerset, including:-

- Sustainability of support as often members of the community are only willing to actively participate whilst their specific issue is being addressed or for a short amount of time
- Limited engagement with certain demographic groups: some groups rarely engage in the PACT process and therefore new ways of communicating with communities are required to ensure all members of the community are represented adequately.

⁶⁴ Practitioner workshops conducted in 2012, however identified opportunities for improving information sharing between relevant agencies

6.3 PUBLIC CONFIDENCE AND PERCEPTION

The main measurement of public confidence within the criminal justice system is measured by the Crime Survey for England and Wales (CSEW) that reports on a quarterly basis. The CSEW provides insight across a number of confidence based questions and allows for national and regional benchmarking across police force areas.

Public confidence in policing has continued to rise since 2004/05 and has placed the Constabulary as a national leader in recent years. The proportion of residents who believe the Constabulary do a good or excellent job has increased from 53% in 2005/06 to 67.2% - shifting 14% pts and placing the Constabulary 7th highest nationally. Similarly, the proportion of residents who have confidence in the Constabulary has risen from 61% in 2005/06 to 74.5% in 2011/12 – shifting 13.5% pts. Following large rises in public confidence, the rate of increase has now reduced and has become more stable.

The development and delivery of the Constabulary's public confidence 'route map' supported the rise in policing confidence levels. The route map focused on four key strands:

- Ensuring a 'Gold' response to dealing with anti-social behaviour (ASB) incidents
- Ensuring the follow-up service is improved for victims of crime
- Providing the public with better information on local issues, specifically through newsletters, media and stakeholder contact
- Integrating the Constabulary's values into everything the Constabulary does.

While other aspects of confidence measured by the survey are broadly in line with the England and Wales average, the proportion of people that feel very or fairly confident that the Criminal Justice System is effective remains relatively low at 42% (see section 6).

Table 7. Crime Survey for England and Wales 2011/12: Public Perception

	Police do a good or excellent job (% Agree)	Police deal effectively with local concerns (% Agree)	Police & Council deal with issues that matter (% Agree)	CJS Fairness (% Very or fairly confident)	CJS Effectiveness (% very / fairly confident)
Avon and Somerset	67.2	60.9	59.7	59.2	42.2
South West	66.6	64.5	62.2	63.1	43.3
England & Wales	62.3	61.9	61.3	62.1	43.7

6.4 PUBLIC PRIORITIES

A number of mechanisms are currently in place to communicate, consult and engage with local communities on matters relating to crime, community safety and criminal justice. These include neighbourhood beat surgeries, PACT forums, victim surveys, community engagement events, panels and dedicated focus groups.

These exercises have consistently identified a number of key issues that remain priorities for local residents across the majority of neighbourhoods in Avon and Somerset. The primary neighbourhood priorities identified via this process are:

- **Anti-social Behaviour (ASB)** - consistently highlighted as the main neighbourhood priority, this can incorporate a diverse range of issues from criminal behaviour through to low level nuisance or rowdy behaviour
- **Speeding Traffic** – consistently highlighted as a primary priority for communities, particularly across Bath and North East Somerset, North Somerset, South Gloucestershire and Somerset
- **Parking** – consistently highlighted as a primary priority within all district areas, but most notably Bristol district.

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It is also important to note that the number of PACT areas reporting that they have 'no issues' of concern to raise has been increasing year on year which may indicate improvements in the multi-agency process of dealing with issues raised and reflect the longer term reductions in reported crime and anti-social behaviour.

Understanding differences in perception and tolerance to neighbourhood issues within any given locality remains a key challenge to addressing PACT priorities and managing needs and expectations within communities. What one person perceives as anti-social, for example, may not be considered an issue of concern for another.

Table 8. Top 5 BCU PACT priorities (September 2010 - August 2011)

BaNES			Responses		
1	Traffic - Speeding	59			
2	Other/ not specific	59			
3	Traffic - Parking	46			
4	Traffic systems / roadworks	38			
5	ASB non-specific	29			
Bristol			Responses		
1	Traffic - Parking	90			
2	Drugs issues	80			
3	ASB non-specific	71			
4	Street drinking	51			
5	Traffic - Speeding	48			
North Somerset			Responses		
1	Traffic - Speeding	33			
2	ASB non-specific	31			
3	Traffic - Parking	23			
4	Pedal bikes/skateboards	17			
5	No Issues	13			

Somerset East			Responses		
1	ASB non-specific	153			
2	Traffic - Speeding	92			
3	Traffic - Parking	85			
4	Other/ not specific	44			
5	Theft - other	23			
Somerset West			Responses		
1	ASB non-specific	44			
2	Traffic - Speeding	25			
3	Burglary - commercial	21			
4	Traffic - Parking	17			
5	No Issues	15			
South Gloucestershire			Responses		
1	Traffic - Speeding	33			
2	ASB non-specific	30			
3	Other/ not specific	26			
4	Traffic - Parking	22			
5	Traffic systems / roadworks	21			

It should also be noted that some victims of ASB are reluctant to issues to key agencies for fear of intimidation by the offenders in their community, particularly via public mechanisms such as the PACT process. In addition to reported incidents, agencies should seek to maximise opportunities to develop community intelligence with regard to neighbourhood issues and priorities in addition to the issues that are more commonly reported.

6.4.1 ANTI-SOCIAL BEHAVIOUR

Anti-social Behaviour (ASB)⁶⁵ is the single most common reason for the public to contact the police and the most prevalent public priority identified via the PACT process. As such, the aggregate impact of ASB on individuals and communities is substantial and has been identified as a core priority amongst all Community Safety Partnerships in the area and the Constabulary. This shared strategic focus presents clear opportunities to co-ordinate activity and develop a more holistic approach that can be tailored to local need.

Police recorded ASB incidents have been falling since 2010, to 78,000 in 2011/12, consistent with findings from the CSEW⁶⁶ that highlights reductions in those perceiving anti-social behaviour to be a problem. The apparent fall in the last year is not statistically significant, but is nonetheless consistent with a continuation of the sustained downward trend. Unlike crime, ASB is recorded in different ways across multiple partner agencies and therefore providing a holistic picture of ASB trends and rates can be complex. Nevertheless, reductions in ASB incidents reported to local authorities and to the Fire and Rescue Service are also consistent with this downward trend.

⁶⁵ Anti-social Behaviour is commonly classified into three main categories: Environmental, Personal and Nuisance. As a civil offence, not all incidents of anti-social behaviour are arrestable. If breached, however, anti-social behaviour offences can become classified as crimes

⁶⁶ (CSEW: The percentage of adults perceiving a high level of ASB in their area has fallen from 16.4% in 2007/08 to 13.7% in 2010/11

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Since 2005/06, the number of ASB incidents reported to the police reduced by 16% - 15,000 fewer calls reports per annum. Reported rates of ASB are similar to that of the England and Wales average⁶⁷. Whilst reported ASB volumes have reduced, national and local focus has seen the identification and management of risk and vulnerability emerging as a core aspect of tackling ASB.

The Constabulary has a Gold Strategy for ASB which outlines the response members of the public can expect from officers and staff when reporting an incident. Her Majesty's Inspectorate of Constabulary (HMIC) ASB Inspection (2012) recognised continued improvement in the Constabulary's approach to tackling ASB.

ASB is heavily concentrated in the main population centres and compounded, in particular, by the presence of facilitators such as drugs, alcohol or aspects of the physical environment. As the largest urban area within Avon and Somerset and national 'core city', Bristol accounted for 37% of all reported ASB (see table on the following page).

Primary ASB hotspots fall on town centres and amongst more deprived areas, with notable differences between rural and urban areas and a strong correlation with incidents of violent crime and criminal damage. Bristol and Bath city centres, Kingswood, Weston-super-Mare (Bournville), Trinity and Yeovil are primary concentrations for police recorded ASB, predominantly related to the night time economy and youth nuisance. The level and nature of ASB is highly area specific and can include issues relating to local drug and sex markets⁶⁸, seasonal tourism (Minehead, Burnham), neighbour disputes and barn fires (Somerset). Specific events, including funfairs, carnivals, heavy snowfall, exam results, and sporting events can also result in increased incidence.

Table 9. Police Recorded ASB 2011/12

	Total (Change on last year)	% of total	Per 1000 Pop
Bristol	28,955 (▼3%)	37%	65.8
BaNES	▼	9%	40.0
Somerset (East)	▼	15%	43.9
Somerset (West)	▼	16%	48.8
North Somerset	▼	11%	41.0
South Gloucestershire	▼	13%	38.0

Many examples of good practice and innovation can be found across all areas within Avon and Somerset and opportunities exist to share learning across agencies and geographies.

6.4.2 ROAD SAFETY AND SPEEDING TRAFFIC

Road safety can be influenced by a wide range of both criminal and non-criminal factors including for example, speeding and reckless driving, driving under the influence of drugs or alcohol or adverse road or weather conditions. Local and national consultation has found that public concern and perception of risks relating to speeding traffic in particular are high. A national survey in 2012 also found that around 63% of women and 49% of men say they will not cycle on roads as they consider them unsafe⁶⁹.

Although fluctuations occur within local authority areas, the number of people killed and seriously injured in road collisions in Avon and Somerset has been in general decline since 2002, having fallen from 904 to 493 and by 16% in the last year. The number of children killed and seriously injured, however, has seen no significant change on last year at around 40 per annum, and risk in general varies significantly across the area.

2011/12 saw the de-commissioning of fixed speed cameras across Avon and Somerset and reductions in Roads Policing capacity, however, a number of targeted community safety and public health initiatives have been implemented to tackle and reduce risk in this area. These include:

⁶⁷ Crime in England & Wales Quarterly First Release to March 2012

⁶⁸ See ACPO Strategy for Policing Prostitution and Sexual Exploitation (October 2011)

⁶⁹ Sustrans, February 2012

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- Working collaboratively with other units in the area to promote and educate road users on driver safety, particularly in reducing collisions involving motorcyclists and young drivers (under 24 years old)
- 20mph speed restrictions in residential areas of Bristol and Bath and collaborative partnership activity to promote and educate road users on driver safety. Speeding traffic remains the most prevalent priority reported in the areas of Bath and North East Somerset, North Somerset and South Gloucestershire
- Wider use of community speedwatch schemes across Avon and Somerset

Public Perception and Neighbourhood Priorities

Drivers and Influencing factors	Mitigating Activity / 'What Works'
<ul style="list-style-type: none"> • Economic recession: Increases in vacant business premises can undermine pride in local communities and act as a trigger for ASB⁷⁰ • Changes to the Welfare Benefits reform 1 April 2013 • Significant demographic change and community tensions • Crime Mapper and wider transparency agenda • New tools and powers to tackle ASB • ACPO 5 Year 'Policing the Roads' Strategy 	<ul style="list-style-type: none"> • Innovative approaches to community engagement and capturing good practice (Local Community Champions and Buddy schemes, Voluntary and Resident groups and Charities who support Victim Advocates through volunteers) • Initiatives which have empowered communities to help themselves:- Community Speedwatch • Disruption tactics: The use of Anti-social Behaviour Orders (ASBOs) alongside other multi-agency interventions has resulted in significant reductions in ASB in some areas • Neighbourhood Delivery Teams, PCSOs⁷¹ and neighbourhood level multi-agency problem solving • Police Gold response to ASB and other agency support • Operation Vortex: Provides the day to day strategic direction for the delivery of Roads Policing through Operations Response Teams, Road Targeting Team and Collision Investigation Unit

Opportunities

- Better strategic consultation carried out between partners to understand perception and need across service boundaries as well as potentially providing a saving on cost
- Join up engagement activity where possible to ensure cross cutting service requirements are identified
- Continue to support local community initiatives that enhance community intelligence and address the issues that matter to local people, such as Community Champions, buddy schemes and victim support mentors
- Develop and enhance community intelligence and strengthen communications with resident and voluntary groups including Neighbourhood Watch and Social Landlords
- Ensure the measurement of community interventions is outcome focussed – has the issue been fully and adequately resolved?
- Capture and disseminate innovation and good practice in tackling neighbourhood priorities and issues of local concern
- Support initiatives that involve and empower local communities identifying issues and in making change happen
- Continue to identify appropriate data sources that can be usefully made available to the public
- Expand volunteer networks across all agencies to support service delivery and encourage empowered communities
- Continue to identify specialist roles that can support working with hard to reach communities
- Review partnership approach to road safety in line with public health guidance PH29 (recommendations 17 to 21) and explore opportunities for aligning local child road safety policies
- Ensure 'Putting Victims First' is a key priority for all agencies in ensuring effective responses to anti-social behaviour (Government White Paper, May 2012)
- Support the ongoing implementation of recommendations from local reports and recommendations and national publications such as 'Stop the Rot' (HMIC)

7. STRATEGIC THREATS TO PUBLIC SAFETY

7.1 CONTEXT

From November 2012, both the Police and Crime Commissioners and Chief Constables will have a duty to have regard to the 'Strategic Policing Requirement' (SPR) issued by the Home Secretary. The SPR sets out the national threats that the police must address and the appropriate national policing capabilities required to counter those threats. These threats are terrorism, organised crime, public disorder, civil emergencies and cyber threats. The PCC also has a duty to have regard to the priorities set out by the Chief Constable. This section considers issues identified via the SPR and key strategic threats identified via the constabulary's National Intelligence Model (NIM) process.

The Government has also created a National Crime Agency (planned to be fully operational by Dec 2013) comprising operational crime fighters leading the UK's fight against serious and organised crime, strengthening policing at the border and helping to ensure local police forces are linked up to work nationally and overseas. The intention is that it will build on the work of the Serious Organised Crime Agency, the Child Exploitation and Online Protection Centre, and will incorporate some of the functions of the National Policing Improvement Agency which fit the agency's crime fighting remit.

Cross border working and collaboration is key to ensuring the safety of the communities of Avon and Somerset and beyond and ensuring maximum capability and capacity is achieved. As a result the Constabulary is engaged in a number of initiatives that provide specialist functions across two or more Constabularies. These include:

- **Brunel** - Major Crime and Special Branch units within A&S and Wilts police forces. Benefiting through improved sharing of resources, information and knowledge together with opportunities to build resilience and reduce costs in all areas including training and overtime. (in partnership with Wiltshire Constabulary)
- **Operation Zephyr** -To create a dedicated team to tackle Serious and Organised Crime across the region (in partnership with all forces in the region)
- **Tri-force Firearms Training Facility** – Joint Firearms Training facility with Wiltshire and Gloucestershire Constabularies

7.2 LOCAL RESILIENCE

The Local Resilience Forum (LRF) is the strategic framework by which multi-agency emergency responders⁷² co-ordinate their statutory duties in relation to civil protection and emergency preparation under the Civil Contingencies Act 2004. The LRF is supported by a range of sub groups and working groups and is responsible for producing a Community Risk Register (CRR) which assesses risk on the basis of likelihood and potential impact.

Avon and Somerset is one of the most complex areas nationally in terms of local resilience planning on account of its vast scale, motorway infrastructure and features within the critical national infrastructure. Bristol Port and the Hinkley Point A, B and C power stations are also significant sites within the area. Although major incidents and serious emergencies are rare, the critical nature of effectively co-ordinated planning was highlighted in 2011 by the major M5 accident in November. Risks currently presenting the highest ratings in Avon and Somerset relate to industrial accidents and pollution, transport accidents involving hazardous waste, severe weather causing flooding, ill-health pandemic such as influenza and discovery of unexploded ordnance or ammunition (e.g. WWI / II).

A sub-section of the LRF won national recognition in 2009 for its work on evacuation and shelter planning (the RSPCA the Innovator Award for innovation in animal welfare and the Gold Footprint Award) for ensuring that emergency shelter provision takes account for animals as well as humans.

There are opportunities to further build upon the positive work of the LRF, including:

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- Opportunities for co-terminus boundaries and working arrangements between agencies. All three emergency services in Somerset for example currently work to different areas of operation
- Increased collaborative working between partners and partnerships, and development of more opportunities for joint training and exercising

7.3 DOMESTIC EXTREMISM AND INTERNATIONAL TERRORISM

The term Domestic Extremism (DE) is generally used to describe the activity of individuals or groups carrying out criminal acts of direct action to further their protest campaign. These people and activities usually seek to prevent something from happening or to change legislation or domestic policy, but attempt to do so outside the normal democratic process. Domestic extremists are generally associated with a single-issue campaign, and for policing purposes, have been categorised into five themes; Animal rights, Extreme right wing, Extreme left wing, Environmental and Emerging trends.

7.4 SERIOUS AND ORGANISED CRIME

Each of the Organised Crime Groups (OCGs) within the Force that have been identified are linked to drug activity. The Integrated Operating Model is a key concept that describes how Avon and Somerset and its partner Constabularies tackle organised crime. It is an approach that enables UK Law Enforcement Agencies to increase their knowledge, improve their understanding, and provide a coordinated response and effective evaluation of organised crime. The fundamental elements of IOM are:

- Organised Crime Group Mapping (OCGM)
- The Tiered Operation Response
- The effective management of OCGs using capabilities in the Organised Crime Investigation and
- Disruption Manual
- Robust Tasking and Coordination processes

The Force currently owns 43 active OCGs, with additional OCGs impacting on the Force from external areas. All 43 OCGs are involved in drug activity. Heroin use continues to decline in popularity however the harms associated with this drug type present an ongoing threat. Work is ongoing to clearly understand supply routes and impact of external OCGs.

A relatively new area of focus has been cyber security which has been identified by the Government as a strategic threat to the UK. The extent of offending within the Force is not currently known as it is difficult to determine the number of offences due to under reporting issues. Opportunities exist to build upon the work being done by the Police Central e-Crime unit by providing a dedicated investigative resource to tackle cyber crime. There is also some work that needs to be carried out at national level to understand and define what 'cyber crime' is/constitutes.

Another area commonly linked to Serious and Organised Crime is metal theft which is increasingly affecting communities creating disruption to infrastructure and services. The high cost of metal is increasing demand and offenders are targeting copper cabling, piping and lead.

Threats to infrastructure from this crime remain a concern. In the previous twelve months there have been attacks on electricity sub-stations, cabling for internet and communication hubs and removal of street furniture such as manhole covers. In August 2011, £25,000 of BT cabling was stolen leading to the significant disruption of thousands of internet connections, impacting on businesses as well as individuals. The level of risk is raised when stolen cabling affects emergency services such as the interruption of Police Airwave systems. Whilst on a community level theft of manhole covers poses risks to both cyclists and motorcyclists.

Numerous organised crime groups are also involved in the trading of illegal tobacco and other illegal goods⁷³. Illegal tobacco trading creates a cheap source for children and young people and places the sale of tobacco outside of the effect of other regulatory controls.

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Threats to Public Safety

Drivers and Influencing factors	Mitigating Activity / 'What Works'
<ul style="list-style-type: none"> • Major developments such as Hinkley Point C (10 year development possibly as much as 15 years based on similar developments), Oldbury, Bristol Airport expansion • Animal rights: Local concentration of activists • Civil rights: Reproductive rights and same sex marriage, anti-abortion groups • Extreme Left Wing: Anti-cuts movement • Targeting of vulnerable people to for involved in Domestic Extremism or terrorism • New offending technologies in particular relating to cyber crime • Continuing demand for items supplied through Organised Crime Groups e.g. drugs, counterfeit goods • Legislation to ban displays of tobacco at point of sale and introduction of plain packaging may stimulate trade in illegal tobacco 	<ul style="list-style-type: none"> • Working with other Constabularies to develop collaborative approaches e.g. Brunel Major Crime and Special Branch, Zephyr • Ongoing capture of intelligence and use of covert tactics at local, regional and national level • Trading Standards test purchasing operations have seen reductions in young people accessing alcohol via pubs and shops • Introduction of the National Crime Agency to support closer cross border working

Opportunities

- Ensure systems are perfected to build on the identification of DE activity (inc through Safer, Stronger Neighbourhood teams and engagement and briefing of community groups and voluntary organisations) and continue to work with partners, national bodies and other forces to maintain contact with hard to reach groups
- Build upon work being done by the National Police Central e-Crime unit by providing a dedicated investigative resource to tackle cyber crime
- Continue to develop innovative operations in partnership with other agencies to tackle serious and organised crime recognising the economic and community impact this type of criminality is having
- Continue to work alongside government agencies to develop joint intelligence and enforcement opportunities to tackle Organised Crime Groups
- Maintain activity to disrupt and destroy the market for illegal tobacco
- Ensure lessons learned and recommendations from the 2011 disturbances are fully implemented and continue to improve and co-ordinate community tensions monitoring amongst key agencies

8. KEY FINDINGS AND OPPORTUNITIES

Improvements in partnership working and better co-ordination of departments, agencies and activity are seen as one of the core drivers of crime reduction over recent years. The value of this work, particularly in addressing the needs of the most complex cases, is recognised by all agencies.

The impact of the Comprehensive Spending Review, however, has placed considerable financial pressures on all crime, community safety and criminal justice agencies across Avon and Somerset; both individually and collectively. This has resulted in capacity constraints and consequential increases in risk to some service areas as agencies are forced to review the initiatives they are involved in and the partnership support they provide.

A scan of issues, risks, needs and threats in relation to crime, community safety and criminal justice has highlighted a number of cross-cutting themes as part of the Police and Crime Needs Assessment. These include:

8.1 STRATEGIC PLANNING AND ORGANISATIONAL CHANGE

The crime, criminal justice and community safety environment continues to undergo rapid and extensive change as a result of political and legislative reform, organisational restructuring and technological change. This environment provides both challenges and opportunities to better co-ordinate activity and align priorities, objectives and outcomes.

There is a considerable degree of commonality between the priorities of crime and community safety agencies which are supported by a clear evidence base of risk, need and threat. This presents opportunities to better co-ordinate activity where appropriate and beneficial in order to enhance the efficiency and effectiveness of local services.

Services may also benefit from developing a clear and collective understanding of social, economic, environmental and organisational change across Avon and Somerset, their anticipated impact on demand and implications for partner agencies in terms of working practices and capacity.

Opportunities:

- Improve the co-ordination of strategic planning products and processes across agencies to enable alignment of priorities, objectives and outcomes
- Develop a clearer understanding of movement and workflow within the criminal justice system to inform policy and planning arrangements
- Maximise the collective opportunities with regard to technology, people and resources across geographic boundaries and organisations
- Maintain a balance between locally and centrally provided services local and centralised services that can enable innovation whilst maximising efficiency
- Explore opportunities for better working arrangements between agencies, particularly in relation to safeguarding and local resilience
- Further explore opportunities inherent within the Troubled Families agenda, including options for playing a lead role in delivery

8.2 CAPACITY AND DEMAND

While demands in relation to volume crime and calls for service have been reducing over recent years, changes in legislation, policy and understanding and knowledge of risk have placed increased demands on other areas of business.

Demand has increased amongst all agencies with regard to safeguarding vulnerable adults and children. This is due in part to improved awareness of risk and changes in the definition of vulnerable adult. Changes in the social and economic environment also indicate increases in need in this area, particularly with regard to young people and those with mental health issues

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Potential future increases in recorded crime, changes in policy and legislation and systemic bottlenecks caused by isolated technological efficiencies all present a risk to organisational capacity in the current climate. Similarly, a withdrawal in partner funding / engagement without a holistic understanding of impact or assessment of the impact continues to present an ongoing risk.

Practitioner workshops, Integrated Offender Management and evaluated initiatives have demonstrated that effective prevention activity and early intervention can result in significant cost savings to agencies in the longer-term. Similarly, effective action by relevant agencies at the first point of contact can prevent the escalation of issues.

Opportunities:

- Support effective prevention and early intervention activity, with a focus on activity that has a demonstrable effect on reducing risk and demand
- Support improvements in information sharing and case management to support effective problem solving, particularly in relation to the most high risk and vulnerable cases, via initiatives such as Integrated Offender Management and Troubled Families
- Jointly develop common risk assessment approaches across agencies to foster collective understanding of risk and available pathways
- Encourage the development of shared forecasting and demand management analysis to inform human and financial resourcing models and better understand the impacts of welfare reform
- Support and promote the local volunteer base and encourage community engagement processes that enable local people to take control of the issues that are affecting their community
- Support and develop local, regional and national collaboration models where the benefits can be clearly identified

8.3 FUNDING AND PERFORMANCE

The long term economic outlook remains uncertain and the future funding landscape is both complex and unclear. This presents considerable challenges to the planning and sustainability of locally commissioned services. A reduction in ring-fenced funding and the introduction of Payment by Results initiatives in areas such as Troubled Families and re-offending present both risks, in terms of competing priorities and perverse outcomes, and opportunities, in terms of a clearer focus on performance outcomes, in the new commissioning environment. Risks in this area can be minimised if supported by effective frameworks for sharing information and measuring success.

Performance in relation to crime reduction, police detections, public confidence, satisfaction and criminal justice outcomes remains strong in Avon and Somerset; however there are clear opportunities for continued service improvement across crime and criminal justice agencies.

Opportunities:

- Provide clarity with regard to future funding streams (national to local) where possible in order to inform planning, delivery and influence
- Plan for the long-term (post 2017), including the potential impact of sustained reductions in funding on the development of local services and key projects
- Continue to support evaluated initiatives (multi-agency or sole-agency at a local and/or regional level) that have the greatest impact on crime reduction and community safety and use evidence of 'what works' to inform good practice and commissioning decisions
- Provide continued oversight and investment where considered necessary in areas of below average performance
- Ensure measures for assessing success are outcome-focussed and drive the desired behaviours, particularly in relation to initiatives receiving Payment by Results
- Improve the quality, availability and transparency of performance information used to inform service improvement and public confidence

APPENDIX 1. COMMUNITY SAFETY / DISTRICT LEVEL PROFILES

The majority of issues highlighted within Needs Assessment apply to all districts and Community Safety Partnership areas within Avon and Somerset. This section highlights a number of supplementary area-specific factors that have been identified via local strategic assessments and partner consultation.

BATH AND NORTH EAST SOMERSET

Drivers and Influencing factors	Examples of Local Initiatives and Activity
<ul style="list-style-type: none"> • Connecting Families (Troubled Families Agenda) • Enhance the quality of life of our communities by reducing ASB • Creating a safe, strong and vibrant City economy • Night Time Economy – alcohol-related violent crime and disorder • Increasing the protection for the most vulnerable victims of crime • Varied Victim Support Services across the area leading to duplication of activity and cost • Domestic violence: under-reporting (17-20% reported) and increases in number of children with ‘notifications of children with domestic violence’ • Reducing crimes of local concern by working with communities • Areas of higher than average deprivation: South West Bath • Crime levels in geographic hot-spot of Twerton/Southdown • Minimising the harm that substance misuse causes communities, families and individuals • Re-offending and management of IMPACT offenders • Serious acquisitive crime • Areas of rural isolation • Retail crime concentrations - Southgate Centre • Welfare reform and the changing economic environment • Fear of crime: Older people (26% of those aged 70 or over feeling very or fairly unsafe in their area at night) • Safeguarding young people and to prevent them becoming victims or perpetrators of crime • Fear of crime: Young people (22% of secondary pupils, 29% of male primary school pupils and 44% of female primary school pupils afraid of going to school because of bullying a least sometimes (Pupil Voices – Schools Health Unit 2011) • Changing demographic profile and greater demand for interpretation/language services • Public concern about speeding remains a consistent PACT priority in many areas 	<ul style="list-style-type: none"> • Over 1,000 successful outcomes delivered for communities since 2009 • Hate crime Case Review Panels: Multi-agency group who dip sample cases and audit trail for lessons learned to influence services, evaluate outcomes and the Victims journey • IMPACT – Integrated Offender Management Scheme - multi-agency team of probation and police staff working continuously • Domestic Abuse: Southside Project identifying 3,800 domestic abuse victims and identified nine prolific offenders, providing family support to over 1,500 carers and their children and bespoke services to men and same sex couples and children affected by domestic abuse • Interpersonal Violence and Abuse Strategic Partnership (IVASP), Partnership Against Hate Crime (PAHC), Case Review Panels (CRP) , Victim Advocates • Night Time Economy: First area in the South West to be awarded Purple Flag status for excellence and safety in the management of the city centre at night. • Street and Taxi Marshal schemes for day and night time economy - over 150,000 people safely home in the taxi ranks and in the night time economy. Marshals dealt with 421 incidents between Sept 2011 – May 2012 of which Police attended 82 and Rapid response private Paramedic dealt with 118 – helping to free up demand on A&E services • ‘Student Watch’ scheme in both Bath University and Bath Spa Uni – completed 30 safety campaigns to include Water Safety – Water and Alcohol don’t mix • Community Engagement: Local Community Champions and Buddy schemes, Voluntary and Resident groups and Charities who support Victim Advocates through volunteers • Introduction of 20mph speed limits and zones

Opportunities

- Continue to work closely with the Bath and District Business Crime Reduction Partnership to reduce fear and impact of crime and ASB on businesses.
- Adopt recommendations from the Domestic Violence Disclosure scheme following pilot in Wiltshire, Gwent and Greater Manchester
- Continue to progress the ‘Think Jessica’ campaign (scam mail) in co-operation with the Serious Organised Crime Agency (SOCA)
- Support local towns such as Midsomer Norton to tackle alcohol related ASB (first in the South West to launch the Community Alcohol Partnership (CAP) led by the Town Council and supported by the CSP). Street Marshals scheme introduced as a pilot in 2012/2013
- Make better use of local intelligence through community/voluntary groups, Neighbourhood Watch, Town/Parish councils/PACT’s, Resident groups, and Registered Social Landlord services
- Maximise the potential of “Connecting Families “to improve the lives for families with complex needs in order to further reduce crime and related ASB
- ASB: Enhance working relations with LA Environmental service – Licensing, Trading Standards, Public Health, Noise services.
- Continue the robust and effective management of offenders (IMPACT) to include the most prolific ASB offenders.
- Streamline ASB services, IT systems/case management and budgets with Housing landlords who have ASB teams and community services and know their areas and have valuable intelligence – housing officers know their tenants – new mandatory housing powers being introduced 2012 to evict ASB/Noisy tenants
- Maximise proportionate use of restorative justice where appropriate

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BRISTOL

Drivers and Influencing factors	Examples of Local Initiatives and Activity
<ul style="list-style-type: none"> • Bristol is the largest city in the South West and 8th in England. Crime in Bristol accounts for 42% of Avon and Somerset's total recorded crime • The city has some 50% of the Serious Acquisitive Crime (domestic burglary, robbery and vehicle crime) committed in Avon and Somerset this is influenced by the significant number of problematic drug users resident in the city • Areas of higher than average deprivation and complex need: 155 lower super output areas within 20% most deprived nationally • City Centre Night Time Economy – alcohol-related violence and disorder accounts for 12% of Bristol's total violent crime. Bristol City Centre has a transient population attracted to the various leisure facilities and evening venues which results in a prevalence of alcohol related disorder at peak closing times • According to the Bristol City Council's 2011 Quality of Life Survey, 40% of residents agreed crime and anti-social behaviour are being successfully tackled. This is a significant improvement on previous years • In 2010/11 youth crime in Bristol was 45% higher than the rest of the region. Current population projections estimate that the number of 10-17 year olds will increase by 11% in Bristol by 2012 • Budget transfer of all secure remand and remand in custody to Local Authority and YOT Boards by April 2013 • Response to Domestic Extremist activity (the activity of individuals or groups carrying out criminal acts of direct action to further their protest campaign) • Perception that Domestic Violence & Abuse (DVA) is a private matter which leads to the opinion that DVA is under reported 	<ul style="list-style-type: none"> • Operation Bluestone and The Bridge (Sexual Assault Referral Centre) • IMPACT Integrated Offender Management Scheme – serious acquisitive crime reduction • IRIS Integrated Offender Management Scheme (High risk offenders) • Night time economy: Awarded Purple Flag status for excellence and safety in the management of the city centre at night (www.purpleflag.org.uk) • Neighbourhood Forums and Neighbourhood Delivery Teams are organised to facilitate community engagement and action at a local level. There are 14 neighbourhood areas within the city. Tackling local priorities has led to reductions in crime and ASB, with increased levels of community confidence • Streetwise IMPACT (Aggressive begging / street drinking) Aims to reduce number of High Impact Users in A&E, number of violent crimes between street drinkers and number of arrests of street drinkers based on eight care pathways • Alcohol Arrest Referral Scheme – evaluated by Home Office and found to reduce re-offending and levels of alcohol misuse. For every 100 alcohol brief interventions given there were 6 less re-arrests compared to those that had no intervention. 75% success rate amongst those who have been through the whole referral and detox journey with the specialist Bristol services • Community based support services for victims of hate crime • Race hate floating support service (SARI) • A co-ordinated partnership approach to Violence and Abuse Against Women and Girls (and men) • Family Intervention Project (FIP) - engaging with the families of prolific young offenders. This approach is successful in reducing substance misuse, nuisance behaviour, criminal damage and vandalism. Conservative estimates are that the Bristol FIP saved partner agencies around £800k in the last year. • Partnership working, in particular the shared joint ASB and Licensing teams, has seen significant reductions in reported ASB • Building the Bridge (PREVENT) relationships and structures. programme - established to improve understanding between communities, religions and cultures, building respect for each others' values and viewpoints
Opportunities	
<ul style="list-style-type: none"> • Focus on closing the gap on the worst and best performing wards for recorded crime and levels of community confidence • Expand PCSO role to improve neighbourhood delivery and community confidence outcomes • Maintaining investment in IMPACT, Safer Homes Scheme, Neighbourhood Delivery Teams, Independent Sexual Violence Advisor (ISVA), Independent Domestic Violence Advisor (IDVA), Sex Work Options Programme (SSWOP), Family Intervention Project • Expanding IRIS scheme to further improve management of high risk offenders • Maximise proportionate use of restorative justice where appropriate • YOT to focus resources on high risk young people • Ensure effective protocols and procedures are followed to ensure disclosure between Police and City Council Housing following drug warrants in Council properties • Re-commissioning of substance misuse services to achieve a recovery orientated service model which responds to direct need • Review Violence and Abuse Against Women and Girls services governance to demonstrate effectiveness and value for money • Review of hate crime support service provision. Re-commission outcome based hate crime support services • Exploit the work under the "Troubled Families" agenda to improve the lives for families with complex needs and in some cases further reduce crime and related ASB. Maintaining partnership working with the social care and health sectors in particular with mental health, residential care facility and casualty/emergency response areas 	

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NORTH SOMERSET (NS)

Key Drivers and Influencing factors	Examples of Local Initiatives and Activity
<ul style="list-style-type: none"> • Population Need: A 16% increase in overall population by 2011 (+ 34,700 people). Particular demands from increasing proportions of residents aged 5 to 14 and 70 years and older. • Population Need: NS has areas in the most deprived 1% nationally and the least deprived 1% nationally. This results in NS having the 7th largest inequality gap in the county. According to the indices of deprivation crime indicator Weston-super-Mare has 16 lower super output areas in which victimisation is in the 20% highest nationally. • Population Need: Although the number of 18 to 24 year olds claiming Job seekers Allowance (JSA) in NS remains below the national average it has seen a 30% increase since 2010/11. Those 16 to 18 year olds Not in Education Employment and Training (NEET) has also increased since 2010. • Violence against the person: the crime type now accounts for 1 in 4 of all crimes reported to police in NS. In 2011/12 across A&S only Bristol had a higher level of violence with injury offences per 1,000 population than NS. The level of incidents was also well above our Most Similar Group of CSPs average. • Alcohol-related violent crime and disorder: one sixth of all NS assaults occur in Weston town centre on Friday or Saturday nights. In total around 35% of all assaults occur in the Town Centre. • Domestic Abuse: 35% of the violent crime offences recorded by police are classified as domestic abuse, with Weston-super-Mare highlighted as hotspot for Avon and Somerset force area. However the biggest challenge remains tackling the difficulties of under reporting in rural and more affluent areas. • ASB: Significant hotspots exist with 5 wards accounting for half of all reported ASB incidents. Weston-super-mare town centre is the most significant hotspot with a strong link to alcohol and the night time economy. Weston-super-Mare south ward, Clevedon North & Central Weston-super-Mare ward are also hotspots. • Drug Treatment: Weston-super-Mare has had long term problems linked to residential drug treatment in NS. There remains higher than national average numbers of problematic drug users in NS and below average penetration rates (39%) for those in treatment (A&S average of 46%). The rural/urban divide and significantly high concentration in one area (WsM) present challenges. • Budget Challenge: Partnership funding has fallen from £400,000 in 2010/11 to £97,000 in 2012/13. Key projects have been mainstreamed however residual funding will divert to the PCC in 2013/14 leading to a gap in funding for ASB, Reducing Re-offending and Domestic Abuse Work. 	<ul style="list-style-type: none"> • Success in spite of challenges: Improved partnership working and greater co-ordination of agencies to target priorities has seen NS achieve a further 4% drop in recorded crime per 1,000 pop in 2011/12 and a total 34% drop since 2006/07 against a 20% drop regionally and 25% drop nationally. • IMPACT Integrated Offender Management Scheme: A study in NS shows a significant % of IOM Cohort experiencing a reduction in risk level (twice the level of those whose risk level increases) once engaged in the programme. The development of IMPACT is also thought to be the catalyst for the subsequent reduction in serious acquisitive crime. • Night Time Economy: Supporting the application for Weston-super-Mare to be awarded Purple Flag status for management of the city centre at night including measures which reduce the risk of crime and disorder. • Operation Jurisdiction: Joint working between the police and other agencies to tackle night time economy violence and disorder. This has included support for a Pubwatch scheme, Door staff communication portal and joint visits to problematic licensed premises. • Domestic Abuse Joint Working: Funded support services including IDVAs have helped reduce repeat victimisation rate of multi agency risk assessment conference cases (MARACs) from 35% to 25%. Between Jan and Dec 2011, unsuccessful police conviction rates fell from 23% to 14%. • ASB Case Worker: A new partnership role funded from 2012 to address a partnership need for someone to manage complex high risk cases, act as a single point of contact for victims and undertake problem solving for hotspot locations. • ASB MARAC meetings: Established in the last 12 months bringing partner agencies together to generate a multi-agency action plan with the aim to effectively support victims, and/or manage the risk posed by persistent perpetrators. • Victim risk assessment scorecard: A universal scorecard is now used by all partner agencies to assess the level of risk posed and ascertain if a referral to the MARAC is required • Drug related offending: Bed spaces for drug treatment reduced and standards of accommodation have been raised through partnership action including an innovative accreditation scheme. • Developing pathways out of re-offending: The Early Intervention Accommodation Project (EIAP) – innovative scheme meeting the housing needs of offenders and individuals with substance related issues. A recent study showed an average of 42% reduction in re-offending.
Opportunities	
<ul style="list-style-type: none"> • Improving the quality, availability and aggregation of data to inform domestic violence profiling. This includes improved information sharing to enable earlier identification of repeat and vulnerable victims and offenders. • Building on recent success by focussing resources on those more deprived and worst performing wards for recorded crime and levels of confidence • Maintain and develop a joined up partnership response to ASB. This includes improving the quality of incident recording and improving the sharing of information between agencies to enable earlier identification of repeat and vulnerable victims and offenders. • To use opportunities for increasing reporting and awareness of support services for ASB, hate crime and domestic violence and look for opportunities to increase reporting and awareness of support service especially among identified hard to reach groups. • Development of pathways out of re-offending similar to those already developed for provision of accommodation. • Maintaining investment to allow further development of IMPACT NS. • To further develop alternative responses to offending through community sentencing such as Restorative Justice and Community Payback. • A multi-agency action plan for Weston super Mare town centre focused on better intelligence, innovative prevention and swift enforcement. This should be done in conjunction with all partners, the community and the Business Improvement District (BID) team. • The North Somerset People & Communities Board (fulfils the role of Community Safety Partnership) has identified High Impact Families (referred to in some other areas as 'troubled families'), Alcohol and Supporting Communities to meet their own needs as key priorities. This demonstrates partners' strong commitment to these work areas and provides an opportunity to further progress our work in these and associated areas including reducing drug misuse, anti-social behaviour, domestic abuse and re-offending. 	

SOMERSET

Drivers and Influencing factors	Examples of Local Initiatives and Activity
<ul style="list-style-type: none"> Alcohol misuse. 1 in 5 of the local population are estimated to binge drink and 1 in 12 residents estimated to be 'higher risk' drinkers. Around 1 in 50 school pupils (11-14) report being regularly drunk. Whilst alcohol related offending peaks around the NTE in the main towns its effect is also seen in rural areas and in homes. Alcohol is an aggravating factor in one third of domestic violence cases. Increasing number of young people committing drug possession offences (largely cannabis) Above national average re-offending rates Whilst overall crimes has fallen over last 5 years there are increases in some categories of acquisitive crime and sexual offences due to a number of factors including changes in offending patterns, as well as increased enforcement and improved confidence in reporting. Risks relating to areas of rural isolation and higher concentration of older residents, including disproportionate fear of crime Significant net importer of children in care from other authority care, Reports of missing children cause high demand on services. Increased use of social media, particularly amongst young people: increased risk of malicious communication, cyber bullying, grooming The first half of 2012 saw a rise in fatal road collisions. Public concern about speeding remains a consistent presence in PACT priorities Changes in Recycling Centre opening times and increase in charging. Fly-tipping has increased by 50% in the last year Development of two new Nuclear Reactors at Hinkley C: Significant demographic change as a result of economic migration with potential impact on hate crime and community cohesion 	<ul style="list-style-type: none"> Introduction of street pastor schemes in many towns to reduce incidents and harm in the NTE. Identification and Brief Advice (IBA) - Pilot scheme (Musgrove Park Hospital and Yeovil District Hospital) to reduce A&E attendances and hospital emergency admissions for alcohol related issues. Voluntary and Community support services, including drop in centres providing support to those with drug, alcohol and homelessness issues. Trading Standards test purchasing operations have seen reductions in young people accessing alcohol via pubs and shops. New Integrated Domestic Abuse Service - includes emergency accommodation (refuge and safe-house); preventative work; resettlement work; and the IDVA (Independent Domestic Violence Advisor) service. Partners provide an ASB Gold Standard service delivery supporting victims and targeting offenders. Central to this is a risk assessment grading process to determine victim vulnerability feeding into a MARAC process to address the risk posed by persistent and prolonged anti-social behaviour. Youth provision and diversionary activity including purpose built skate park and centre for young people in Minehead 'Keeping Safe' partnership supporting those with learning difficulties. A third part hate crime reporting scheme has been introduced across Somerset to encourage victim confidence in reporting. There are over 200 Community Speedwatch sites across the County and the scheme has been recognised nationally. At these sites speed detection rates have fallen from 42.7% to 9.6% since 2008.

Opportunities

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

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

SOUTH GLOUCESTERSHIRE

Drivers and Influencing factors	Examples of Local Initiatives and Activity
<ul style="list-style-type: none"> Welfare reform and the changing economic climate Night time economy and alcohol-related violent crime (Kingswood) Areas of higher than average deprivation: Kingswood, Patchway, Filton, Yate, Cadbury Heath and Staple Hill Crime levels in geographic hot-spot of Kingswood Re-offending Serious acquisitive crime Cribbs Causeway – retail crime concentration Bristol Rovers 20,000 seat stadium under development Areas of rural isolation Disproportionately high levels of fear of crime Problematic drug user penetration rates 29% compared to an A&S average of 46% Growth in problem drinkers (estimated to rise to over 80,100 by 2020) and alcohol-related hospital admissions Drug related hospital admissions in priority neighbourhoods, notably Filton Cross-border offending, noting concentrations in the neighbouring Staple Hill policing area Increasing accommodation needs and limited provision for supported housing South Gloucestershire Core Strategy caters for 28,500 new homes to be built by 2024. This will increase the resident population by up to 100,000 with resultant impacts and demands upon policing services. Within the development will be the construction of new communities particularly in the area of the existing Filton Airfield as well as effective co-terminosity with Bristol at Lockleaze/ Stoke Park As part of the City and Region deal, South Glos will have 3 Enterprise Zones at Cribbs Causeway, Severnside and the Bristol Bath Science Park, attracting significant commercial, industrial and business investment and growth in the area. Infrastructure development around the road network, Broadband and other technologies will bring opportunities and new demands for and on policing 	<ul style="list-style-type: none"> Licensing Enforcement Group – partnership management and response to violence and disorder in the night time economy IMPACT Integrated Offender Management Scheme – serious acquisitive crime reduction Integrated Drug and Alcohol Treatment services (IDTS) Partnership Alcohol Conditioning Scheme facilitated by CJIT, Alcohol arrest referral scheme and Alcohol Impact Programme Pilot area for A&E Brief Advice and Harm Reduction for those with substance-related presentations Cannabis Intervention Programme / Awareness raising sessions Predictive mapping (domestic burglary) UWE Evaluation Pilot Partnership Working is very strong at the LSP level with an effective Safer Stronger Partnership accountable to it. The emerging style is one of integration and co location e.g. Joint ASB Team; One Stop Shop Enquiry Office at Kingswood Civic Centre PACT replaced by Safer and Stronger Community Groups which are administered by the Council. They have a wider remit than crime and are also involved in delivering solutions Formal Perceptions Strategy has reduced % of residents feeling ASB is a problem in their local area from 16% to 10% in 3 years and has increased % believing Police and other public services are successfully dealing with anti-social behaviour and crime in the local area from 25% - 32% over same period
<p>Opportunities</p>	
<ul style="list-style-type: none"> Continued development of Integrated Offender Management Sustained work to encourage accommodation providers to meet the supported housing needs of the offending population Maintain a focus on prevention of alcohol misuse through the implementation of the alcohol strategy Ensure consistency amongst agencies in identifying and assessing risk relating to vulnerable people Ensuring all high risk vulnerable people are referred to the anti-social behaviour panel Continued work across all tenures to encourage community cohesion, support families settling in to new communities and prevent anti-social behaviour issues from developing Continue to prioritise early intervention amongst children and young people at risk of continued involvement in offending / ASB Continue to develop drug and alcohol referral pathways in Accident and Emergency, building upon the A&E pilot Continue to promote the reporting of hate crime and improve engagement and awareness amongst Social Landlords and large employers Ensure integrated thinking in planning and supporting new developments with a view to designing in community safety and the drivers of cohesion Maximise opportunities for community safety from the inward investment occasioned by the City and Region Deal 	

AVON AND SOMERSET POLICE AND CRIME NEEDS ASSESSMENT 2012

APPENDIX 2. KEY STATISTICS: VICTIMISATION, CRIME AND DETECTIONS IN AVON AND SOMERSET

	VICTIMISATION		RECORDED CRIME					OVERALL DETECTION RATES (%)				Estimated costs of crime (£m)
	Recorded Victims (2011/12)	% Repeat Victims (2011/12)	% of total crime (2011/12)	2010/11 Actual	2011/12 Actual	% Change on 2010/11	Diff to average (2011/12)	2010/11 Actual	2011/12 Actual	Diff to average (2011/12)	Detected suspects (2011/12)	
TOTAL CRIME	68,545	7%	100%	118,961	115,129	-3.2%	+13,090	33.8	35.0	+3.9%	40,498	n/a
All violent crime	24,879	11.4%	24.0%	28,652	27,643	-3.5%	+ 4,240	51.1	51.4	+4.9	-	n/a
Most serious violence ⁷⁴	357	6.6%	0.5%	307	342	+11.4%	- 40	70.7	66.1	+14.7	-	£49.8
Violence without injury	7,949	15.2%	7.5%	8,958	8,765	-2.2%	+ 650	48.0	49.1	+5.9	-	£26.6
Robbery (Personal)	832	4%	1.1%	956	867	-9.3%	+ 280	18.8	20.6	-0.4	369	£9.9
Serious Sexual Offences	1,098	6%	1.0%	1,064	1,124	+5.6%	+ 230	34.9	36.2	+15.4	306	£46.6
Domestic Violence	6,753	21%	7.4%	8224	8,548	3.9%	n/a	43.7	43.6	n/a	-	n/a
Hate Crime (racially/relig aggrav.)	826	12%	0.8%	1,095	970	-11.4%	+ 240	53.1	52.6	+4.1	524	n/a
Serious acquisitive	14,468	7%	13.9%	18,286	15,963	-12.7%	+ 570	14.6	14.3	-1.7	2,299	£48.8
- Domestic burglary	5,028	8%	4.6%	6,548	5,290	-19.2%	- 100	14.7	17.5	-2.1	855	£20.8
- Theft from vehicle	6,226	7%	6.2%	7,732	7,100	-8.2%	- 110	12.0	8.7	-2.3	623	£7.3
- Theft of vehicle	2,199	6%	2.1%	2,708	2,362	-12.8%	+ 370	17.4	18.8	-2.7	452	£10.8
Fraud and Forgery	1,139	2%	3.1%	2,023	1,939	-4.2%	- 40	52.5	41.0	+7.1	1,134	n/a
Shoplifting	114	-	9.9%	11,290	11,406	+1.0%	+2,020	69.1	67.6	+4.7	8,296	£1.4
Non-domestic burglary	5,118	8%	7.1%	8,330	8,154	-2.1%	+1,410	8.4	9.4	-2.0	847	£37.6
Theft from person	1,536	-	1.2%	1,372	1,559	+13.6%	+1,560	6.1	3.7	-0.5	-	£1.2
Other theft	20,196	6%	17.8%	21,232	21,485	+1.2%	+1,620	10.7	11.6	-2.1	-	£25.1
Drug offences	7,049	0%	6.1%	6,263	7,049	+12.5%	+1,560	94.6	97.3	+2.0	-	n/a
Public Order	n/a	n/a	5.2%	7,180	6,735	-6.2%	+2,572	67.7	67.0	-2.6	-	n/a
Criminal damage	13,414	12%	15.6%	20,711	18,868	-8.9%	+ 1,590	18.8	20.8	+4.6	3,971	£19.9

Crime Categories will not total 100% as some are sub-categories
 Multipliers and Unit Costs of Crime – September 2011: 2010 Prices
 Longer-term changes in recorded crime and detection rates can be found in sections 3.1 and 3.4

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APPENDIX 3. INFORMATION SOURCES

Analytical Products		
Product	Details	Lead Agency
Organisational and NIM Strategic Assessment	The NIM Strategic Assessment is developed by the Constabulary every twelve months and drives the business of Strategic Tasking and Co-ordination. It provides an assessment of the current, emerging and long-term issues affecting a BCU, force or region. The strategic assessment makes key judgments and recommendations concerning the direction of future policing strategy and tactics. It is used to set a control strategy and intelligence requirement. NIM became policy of the Association of Chief Police Officers (ACPO) in 2000. Under the Police Reform Act (2002) it provides a statutory basis for the introduction of minimum standards and basic principles.	Avon and Somerset Constabulary
District Threat Assessments	Mid-year refresh of the NIM Strategic Assessment, including Partnership input where possible.	Avon and Somerset Constabulary
CSP Strategic Assessments	Section 7 of the Crime and Disorder Regulations 2007 (statutory instrument number 1830) require community safety partnerships to develop an annual strategic assessment which includes: <ul style="list-style-type: none"> ➤ analysis of the levels and patterns of crime, disorder & substance misuse; ➤ changes in the levels and patterns of crime, disorder & substance misuse; ➤ analysis of why these changes have occurred; and ➤ Predictions as to how the situation is changing The assessment should enable partners to understand current and future patterns and trends in these areas, set clear and robust priorities, deploy resources effectively and present value for money.	Community Safety Partnerships: Bath and North East Somerset, Safer Bristol, South Gloucestershire CSP, Somerset CSP, North Somerset CSP
Joint Strategic Needs Assessments	The Local Government and Public Involvement in Health Act (2007) places a duty on upper tier local authorities and PCTs to undertake Joint Strategic Needs Assessments (JSNA). JSNA is a process that identifies current and future health and wellbeing needs of a local population, to inform the priorities and targets set by Local Area Agreements and inform commissioning priorities via the new statutory Joint Health and Wellbeing Strategies. JSNAs are highly inclusive and far reaching documents that are linked not only to Community Safety strategies, but also consider wider determinants of crime and anti-social behaviour, including trends in population, deprivation, lifestyles, economy, health and inequalities.	Relevant Lead Officers Local Authority / NHS
Local Economic Assessment	Section 69 of the Local Democracy, Economic Development and Construction (LDED) Act required Local Authorities to prepare an assessment of local economic conditions. The Assessment should equip local authorities and partners with a common understanding of local economic conditions and economic geography and the economic, social and environmental factors that impact on economic growth.	Relevant Lead Officers Local Authority
Drug and Alcohol Needs Assessment	District Assessment of the drug (and alcohol) treatment system, including prevalence, trends and unmet need with regard to drug and alcohol treatment services. Developed in line with the 2007 Clinical Guidelines on Drug Misuse and Dependence to ensure consistent evidence-based commissioning.	Relevant lead officers
Children and Young Persons (Child Poverty) Needs Assessment	The Child Poverty Act 2010 (Part 2, Section 22) requires local authorities to prepare and publish an assessment of the needs of children living in poverty in its area. Each Child Poverty Needs Assessment must be locally determined and locally relevant. The Police and Crime Commissioner has a statutory duty to co-operate in tackling child poverty in the area.	Relevant Lead Officers Local Authority
Avon and Somerset Probation Trust Annual Report	Including operational, performance finance and governance review. Published in June/July each year.	Avon and Somerset Probation Trust
Strategic Policing Requirement (Gap Analysis)	The Strategic Policing Requirement (SPR) is published by the Home Secretary from time to time setting out the Government's view of the national threats (e.g. terrorism, civil emergencies, public disorder and organised crime) that the police must address and the national policing capabilities required to counter those threats. The police and crime commissioner and chief constable must have regard to the SPR in planning and allocating resources. The needs assessment has been informed by the SPR and the local gap analysis of capacity and capability.	Avon and Somerset Constabulary

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Analytical Products		
Product	Details	Lead Agency
Listening and Learning: Improving support for victims in Avon and Somerset	Report researched and developed by the victims' services advocates (VSA) Project, commissioned by the former commissioner for victims and witnesses and delivered by Victim Support. The report aims to <ul style="list-style-type: none"> ➤ Provide a picture of the current support for victims in A&S ➤ Identify what victims need form local services ➤ Propose a course of action by the PCC to meet these needs The projects consulted a range of stakeholders and victims, with a focus on victims of ASB, domestic abuse, sexual violence, hate crime, people bereaved by murder and manslaughter and young victims of crime.	Victim Support Ministry of Justice
CTLTPs	CTIU analysis of CT risk / threat at district level	CTIU

Additional Information Sources		
Product	Details	Agency
I-Quanta Comparisons	Home Office published comparative crime, detection and satisfaction information	
NOMS / CJS	Performance Outliers: OBJT, throughput profile	CJ Board
Review of Strategic Risk / Threat Registers	Assimilation of agency strategic risk registers and profiles, including SPR	A&S PA / Constabulary
Public Consultation	Public perception and consultation and engagement outcomes (Detail)	A&S PA / Constabulary
Crime Survey For England and Wales	Annual Report published in July each year.	Office for National Statistics
Voluntary Sector Input	Public perception and consultation and engagement outcomes	Relevant Lead Officer

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GLOSSARY OF TERMS

Anti-social Behaviour (ASB): Anti-social behaviour was defined by the Crime and Disorder Act 1998 as 'acting in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household'

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

Bilking: Making off without payment

The Bridge: See Sexual Assault Referral Centre

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

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

Criminal Justice System or Criminal Justice Services (CJS)

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

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

Domestic abuse is the misuse of physical, emotional, psychological, sexual or financial control by one person over another who is or has been in a relationship. Domestic violence usually forms part of a pattern of offending and can transfer from generation to generation as part of a repeated cycle of behaviour⁷⁵

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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.

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

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

Private Finance Initiative (PFI)

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

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

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

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

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

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