



SAFER BRISTOL PARTNERSHIP REPORT 2018/19

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If you have any questions about community safety in Bristol or any questions about the content of this report please contact PH.Business@bristol.gov.uk.

EXECUTIVE SUMMARY

The Safer Bristol Partnership was formed in 2002 to tackle community safety in Bristol. This report presents work from the key strands of the Safer Bristol Partnership. In an effort to keep the report short we have presented an executive summary of the work of the partnership with more depth in the appendix for those who want to delve into the detail.

The Chair of the Safer Bristol Partnership for the first six months of 2018/19 was Alison Comley from Bristol City Council (BCC) and then it transferred to Superintendent Andy Bennett from Avon & Somerset Police when Alison Comely left Bristol City Council.

The Safer Bristol Partnership is Bristol's Crime and Disorder Reduction Partnership. It is made up of Bristol City Council, Avon and Somerset Police, Avon and Somerset Police and Crime Commissioner, Avon Fire and Rescue Service, Bristol North Somerset and South Gloucestershire Clinical Commissioning Group, Bristol Gloucestershire Somerset and Wiltshire Community Rehabilitation Company and the Council of local Voluntary and Community Sector organisations.

The Safer Bristol Partnership has a range of core functions and is responsible for the governance of the locally commissioned services to prevent crime, support victims and provide treatment services. Amongst its key functions the Partnership is also responsible for the effective delivery of and applying learning from antisocial behaviour reviews and Domestic Homicide Reviews in Bristol.

This report includes appendices on the work of the Safer Bristol Partnership including the following sections:

- Crime reduction
- Hate crime
- Preventing extremism
- Anti-Social behaviour
- Preventing violence
- Domestic and sexual violence.

Bristol is a vibrant and culturally diverse city and it is of concern that hate crime in Bristol is following the national upward trend. Having said that, Bristol is seen as being at the forefront of hate crime best practice which enables it to help fight discrimination and inequality. The uncertainties around when the UK exits from the European Union are thought to be fuelling rather than ameliorating hate crime.

During 2018/19 the Government published its [CONTEST strategy](#)¹ (The UK Strategy for Countering Terrorism, June 2018) which placed a statutory duty on local authorities and partner agencies to prevent people being drawn into violent

¹ HM Government, CONTEST. The UK's Strategy for Countering Terrorism, June 2018. www.gov.uk

extremism. The number of referrals into the Prevent police team has reduced from last year. This is partly due to increased awareness training which has meant individuals within different sectors are more confident in the subject matter and know how to use the referral pathways that are in place.

There has been a new approach to tackling antisocial behaviour through the introduction of a Street Intervention Service. This is a multiagency preventative approach that signposts and supports vulnerable individuals into appropriate services to address needs including housing, legal, drug and alcohol treatment. This has been particularly successful with those who are caught in the rough sleepers trap.

Measures have been taken to address the increased fly tipping and street littering which has increased over the last year and the BCC Neighbourhood Enforcement Team have utilised legal powers such as fixed penalty-notices, legal notices and prosecutions to address these issues.

Bristol City Council has a dedicated Antisocial Behaviour Team that work with multiagency partners to tackle antisocial behaviour. As part of their caseload they work with council tenants to tackle neighbourhood antisocial behaviour (ASB). Due to the legal complexities of these cases the workload can be both time consuming and expensive. Despite this, last year the ASB team successfully gained 39 Injunctions and 8 Evictions improving the quality of life for other residents.

The [Serious Violence Strategy](#)² (April 2018) is a Government response to the increasing levels of serious violence which involve young people. Reducing serious Youth Violence and Criminal Child Exploitation is a top priority for Bristol. The city is seeing an increase in youth violence and emerging issues of county lines, drug dealing and children and young people exploited for criminal activities. The Safer Options multi agency team has been developed in line with the Government strategic recommendations to decrease the risk to the young people of Bristol, and address some of the underlying issues which cause them to become vulnerable.

Despite a reduction in capacity and funding, the Youth Offending Team continues to offer support to those young people who have entered the criminal justice system. For 2018, there were 403 first time entrants, these numbers have only slightly increased from the previous year and the reoffending rates for Bristol remain below the national average.

Efforts to tackle domestic and sexual violence have increased, possibly due to the effects of the 'Me Too' campaign. Bristol still offers a service to both female and male survivors of sexual and domestic abuse, which is something not all cities offer. There are currently 10 Domestic Homicide Reviews (DHR) in progress, with the learning from each case being integrated into processes and services.

² HM Government, Serious Violence Strategy (April 2018)-www.gov.uk

This will be the final report of the Safer Bristol Partnership. A newly formed Keeping Bristol Safe Board will hold the responsibility for the partnership arrangements of a crime and disorder reduction partnership from September 2019. The new board is an amalgamation of the Children's and Adult local safeguarding boards and Safer Bristol Partnership. This provides an opportunity to reduce silo working and ensuring a life-course approach to safeguarding of children, adults and communities.

GLOSSARY

BNSSG	Bristol, North Somerset and Gloucestershire
CBO	Criminal Behaviour Order
CPN	Community Protection Notice
CSEW	Crime Survey of England & Wales
CPW	Community Protection Order
CT/DE	Counter Terrorism/Domestic Extremism
DHR	Domestic Homicide Review
Dovetail	Operation of transferring some Chanel processes to local authority safeguarding teams
NHS E/I	NHS England/NHS Improvement
NICE	National Institute for Health and Care Excellence
OSCT	Office of Security & Counter Terrorism
PCSO	Police Community Support Officer
SARI	Stand Against Racism & Inequality
SIS	Street Intervention Service
SPAHC	Strategic Partnership Against Hate Crime
UWE	University of West of England
YJB	Youth Justice Board

Appendix 1: Progress made

1. Crime reduction

1.1 Statistics

	2017/2018	2018/2019	+/- % Diff
Arson and Criminal Damage	5782	5513	-4.7%
Burglary	4827	3694	-23.5%
Drug Offences	1235	1054	-14.7%
Miscellaneous Crimes Against Society	774	720	-7.0%
Possession of Weapons	293	308	5.1%
Public Order Offences	7208	6745	-6.4%
Robbery	765	858	12.2%
Sexual Offences	1504	1320	-12.2%
Theft	12071	11602	-3.9%
Vehicle Offences	5979	4661	-22.0%
Violence Against The Person	15018	15254	1.6%
Total:	55456	51729	-6.7%

1.2 Successes/progress

Total crimes in Bristol have fallen to 51729 incidents in 2018/19. The most significant drop was in the burglary category which saw a -23.5% decrease. The media headline crime of possession of weapons has seen a 5.1% increase despite some local pioneering initiatives to tackle gang and youth violence. More needs to be done in this area.

1.3 Key current risks

There is a reduction in partnership funding for the Police Community Support Officers (PCSO), the neighbourhood arm of the police. Due to the nature of Bristol's

demographic makeup, this is a significant risk to community crime reporting and prevention, as well as affecting community confidence and resilience.

1.4 Areas for focus in 2019/20

The increasing risk to our young, and vulnerable, residents of being targeted by drug gangs is increasing due to the ever changing landscape of drug supply, fuelled by mobile phones and social media. Multi agency work is underway and ongoing by the partnership to combat this issue.

2. Hate crime

2.1 Statistics

Hate Crime is a prevalent and growing issue. The CSEW (Crime Survey of England and Wales) latest Hate Crime Report recorded 94,098 new Hate Crimes and has seen an increase of 123% since 2012. Avon & Somerset Constabulary recorded 3508 hate crimes last year with 1782 in Bristol. Bristol Hate Crime & Discrimination Services (BHC&DS) responded to 509 referrals and opened 318 new cases in Bristol last year, 69% were race hate, 18% disability hate, 7% LGBT related hate, 4% faith-based hate and 2% gender-based hate. This bucks the national trend which records only 8% as disability hate and 12% as LGBT related hate. Other trends/ issues identified by BHC&DS include:

- The most **targeted ethnic groups are Black African and Caribbean** – 106 out of 732 individuals (Somali and Caribbean in particular); Pakistani (27); Eastern European (23); Mixed Heritage (51).
- **Muslim clients accounted for 38%** and Christian clients 35% of total cases – vs. only 5% of Bristol being Muslim and 47% being Christian. There were 3 anti-Semitic cases last year.
- In terms of disability, 242 conditions were reported of which **39% were mental health related**; 29% long term illness; 12% physical impairment; 10% learning disability; 4% Deaf community; 2% autistic spectrum.
- **79% of incidents took place around the home**; 12% in schools; 10% on the street; 6% at places of work; 3% around shops and 2% on public transport.
- The most targeted geographical areas are Lawrence Hill (41); Hartcliffe & Withywood (32); the Centre (28) and Avonmouth & Lawrence Weston (25).
- **147 out of the 318 cases were BCC tenants** vs. 67 housing association, 41 owner occupiers, 46 private rented, 13 of no fixed abode and 2 on traveller sites.
- **There were 58 assaults** – 2 were GBH, 50 attacks on property, 25 car vandalisms, 101 threatening behaviours, **161 verbal abuse instances**, 10 written abuse instances, 9 theft/ robberies and 12 cases of Mate Crime.

2.1 Successes/progress

- Bristol is seen as at the forefront of hate crime best practice not only in the UK but also in comparison to other countries in the EU. We have been reviewed as part of the Facing All the Facts cross EU research into best practice response to hate crime: <http://www.erionet.eu/facing-all-facts> and they will be citing our services and regional response as a best practice example.
- Bristol City Council funds Hate Crime & Discrimination casework and preventative services which are delivered by BHC&DS – grant funded for 4 years via the BCC Impact Fund. BHC&DS is an innovative Collaboration of 6 organisations, led by SARI (Stand Against Racism & Inequality) delivered jointly with Brandon Trust, Bristol Law Centre, Bristol Mind LGBT Bristol and Resolve West with caseworker(s) immersed in each charity offering a holistic 'cradle to

grave approach' for tackling hate crime and discrimination in our local communities.

- SPAHC reports to Safer Bristol, is Chaired by the Bristol Police Commander and has a membership of local public bodies with duties to respond to hate crime along with BHC&DS. Beneath SPAHC we have a Hate Crime Case Review Panel that is hosted by SARI and meets fortnightly, MARAC style to review and agree actions needed to de-escalate high risk hate crime cases and fortnightly Tension Monitoring phone conference which reviews and agrees response to any tensions in the City.
- SARI is a member of the Race Equality Strategic Leader Group and is also running the Tackling Islamophobia Working Group, the Public Transport Safety & Equalities Group, the Gypsy, Roma, Traveller Strategy and Voices group and short life working groups tackling particular tensions.

2.2 Key current risks

The rise in hate crime is partly attributed to increased awareness and reporting but BREXIT, terrorist attacks, austerity and the increase in Far-Right political movement are all seen to have contributed to this climate of increase hostility and division. We have seen a rise in racist rhetoric such as 'Go back to where you come from'.

2.3 Areas for focus in 2019/20

The Strategic Partnership Against Hate Crime (SPAHC) oversees and monitors the City's Hate Crime Action Plan which has priority areas that mirror the National Hate Crime Action Plan:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/748175/Hate_crime_refresh_2018_FINAL_WEB.PDF

3. Preventing extremism

3.1 Statistics

There have been (and continue to be) significant changes in the process of recording referrals. In July 2018 referral data previously held on Excel spreadsheets was migrated to a national recording platform with greater and more appropriate functionality. It is apparent some of the historic data is not accurate following transfer, including referral volume. While the variation is likely to be small, number of referrals is not an accurate measure of the extensive work being undertaken by the Partnership at a local, regional and National level.

There are also continuous additions and changes in the categories being recorded as well as how they are displayed. This is required as part of the ongoing development of the system and to ensure records are effective. This can complicate comparison of data year on year.

There has been a reduction in the number of referrals (45) in 2018/19 compared to 45 2017/18. It must be remembered that 2017/2018 was significant due to the 5 terror attacks which nationally increased referrals. It was also a time of increased development and training both internally for Police and externally for partners. With the heightened awareness of Counter Terrorism/Domestic Extremism (CT/DE) an increase of referrals would be anticipated.

With the decrease in the number of referrals there has been a corresponding fall in those subjects referred to Channel. The Channel programme works with individuals of any age who are at risk of being exploited by extremist or terrorist ideologues. Work is being undertaken to ensure Channel and the multi-agency pathway is at the forefront of Prevent work including a refresh of the Channel guidance through Office of Security & Counter Terrorism (OSCT), implementation of a Regional Channel Chair meeting for professional development and ongoing work preparing for the suggested role out of Dovetail which is the transfers of the information management of cases referred to Prevent from the Police to the local Authority.

3.2 Successes/progress

Nationally there has been significant success in prosecuting offenders for terrorism offences and disrupting terrorist attacks. Although shared in the national media, these events are not so 'headline' grabbing and drawing the attention of the public. Terror attacks committed overseas have impacted on community groups, but not the wider public to the extent that those in the UK or against UK assets overseas have done in the past which may have fuelled the increase in referrals.

There has been significant activity in terms of the Prevent duty, both Policing and partners have a greater understanding of the signs of radicalisation and the pathways for referrals, which often do not require a CT Policing response but can be dealt with through existing safeguarding means. This also results in fewer referrals. Examples of activity include:

- WRAP training session content reviewed and updated

- Prevent trainer for BCC Housing identified and trained
- Sustaining the strong links with partnership Prevent leads, local Policing, Prevent staff, Prevent and Contest boards with ongoing training
- Specialist training for professionals to increase knowledge of what constitutes an appropriate referral which supports the theory that knowledge lowers the number of referrals
- WRAP training provided by Prevent Higher Education coordinator at UWE in October
- Revised External Speakers Policy is now online
<https://www2.uwe.ac.uk/services/Marketing/about-us/pdf/Policies/External-Speaker-Policy.pdf>
- Debate on the Prevent Duty in partnership with UWE Student Union on 28th January 2019
- Working with Student Ambassadors and degree Apprenticeship teams in UWE to cover awareness of Prevent
- Participation in Policy Foresight event in London in October on Safeguarding Young People from Extremism in Universities and colleges.

3.3 Key current risks

- As with most organisations there is also a constant churn of staff and the required upskilling of those new to a role or organisation to support and implement the Prevent duty takes time.
- Keeping the Prevent training current and practitioners informed of trends.
- Engaging the public to recognise the signs of radicalisation and what to do if they do suspect someone they know is being radicalised.

3.4 Areas for focus in 2019/20

The government are seeking to switch the case management of Prevent referrals from the police to a regional local authority team; this is referred to as Dovetail. This is likely to take place in the south west in 2020. In the meantime Bristol will continue to implement its duties and responsibilities in line with national guidance.

4. Anti-Social Behaviour

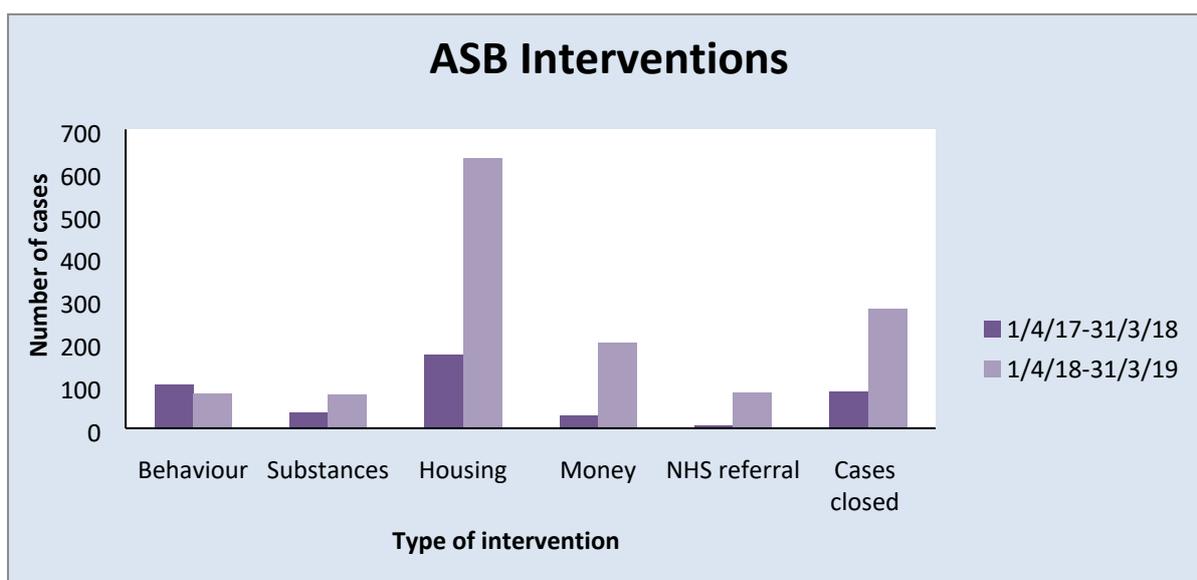
Anti-Social Behaviour is handled by the police and a number of BCC departments with input from partner agencies. The following section breaks down the ASB activity carried out by the Bristol City Council team.

4.1 Statistics

The Anti-Social Behaviour (ASB) Crime and Policing Act 2014 defines ASB in several ways dependent upon the power that the authorities are considering.

The key powers that are used are Injunction; Criminal Behaviour Order (CBO); Community Protection Notice (CPN) and Community Protection Warning (CPW); Public Space Protection Order (PSPO), Closure Order, Dispersal Power; Possession on ASB Grounds. These are carried out by four teams; the Street Intervention Service, the Neighbourhood Enforcement Team, the Police ASB team and the BCC ASB team.

4.1.1 Streetwise/Street Intervention Service



In 2018/19, there was an increase in accommodation-related interventions, from 171 in 2017/18 to 631 in 2018/19. Also, finance related interventions increased from 29 to 200 for the same reporting period. Initially this was because more of adopting a new multiagency approach to antisocial behaviour in the city. a

An additional Streetwise Support Officer was funded through the MHCLG Controlling Migration Fund. In addition to this the Business Improvement District funded a Streetwise Support Officer. As the Street Intervention Service develops we anticipate a further increase in activity particularly around Housing, Substance Misuse and Health interventions.

4.1.2 Neighbourhood Enforcement Team

Neighbourhood Enforcement Officers carry out various enforcement activities from written warnings, through to the serve of legal notices, fixed-penalty-notices and prosecutions for a wide range of offences.

Action	Problem being addressed	Includes	2017/18 <i>New cases</i>	2018-19 <i>New cases</i>
Waste & Highways	Fly tipping	Commercial waste, waste in gardens both private & BCC estates	2014	3196
Nuisance	Noise/smoke/light	Private & Estate Management properties	2373	2115
On street offences	Contractor enforcement-Fixed Penalty Notices	3GS-Council Enforcement	5471	8095
	Neighbourhood Enforcement Team- Fixed Penalty Notices/Community Protection Notices	Littering, Dogs, Graffiti/flyposting, fly-tipping, commercial waste, abandoned vehicle	238	219

In 2018/19, there were 3196 new cases of fly tipping an increase of 1,182 cases over the previous year. The contractors (3GS) who issue on street offences Fixed Penalty Notices (FPN), issued 8095 FPNs and increase of 48% over last year.

4.1.3 Police Anti-social Behaviour Team

This team have issued 140 Acceptable Behaviour Contracts and 72 Criminal Behaviour Orders in 2018-19.

4.1.4 Bristol City Council Anti-social Behaviour Team

This team tackles the more serious issues of ASB requiring legal ramifications which are instigated by some BCC tenants. Last year the team secured 39 Injunctions and 8 Evictions, improving local community safety.

4.1.5 Bristol City Council Estates Team

The Bristol City Council Estates Team opened 2292 ASB cases in 2018/19, of these 1605 (70%) were closed after informal action resolved the issue.

4.2 Successes/progress

The new approach to tackling antisocial behaviour in the city has shown early success. For the Street Intervention Service, there were 278 Cases closed for 2018/19. This means that 278 individuals who were identified as contributing to antisocial behaviour were supported to access a range of services to support them as a way of mitigating being taken into the criminal justice system.

4.3 Areas for focus in 2019/20

4.3.1 Street Intervention Service

To co-locate the multi-agency team together in one central hub. To develop an evaluation framework for the service.

4.3.2 Neighbourhood Enforcement Team

To maintain services without cross-training officers, after the move back to functional duties.

4.3.3 Bristol City Council ASB Team

To review how best to focus the work of the BCC antisocial behaviour officer team to work with other partners including the police to target antisocial behaviour hot spots across the city.

5. Preventing Youth Violence

5.1 The Safer Options Team

This is a newly established team designed to combat criminal exploitation of young people and serious youth violence. Due to the team's infancy, there are currently few quantitative figures to measure the early successes of the team.

5.2 Successes/progress

The team is aiming to target those young people at risk of being drawn into gangs and youth violence. They will do this by:

The management of a cohort of 'at risk' individuals, as derived from referrals through Project ECHO and the newly built Children at Risk of Criminal Exploitation Model. This is to ensure that the relevant support is in place for these individuals, and where appropriate, assigning a mentor to deliver 1-to-1 support.

Introducing diversionary measures and activities to ensure those at risk do not become drawn into criminal activity and youth violence is a key part of this approach. For example, establishing community outreach teams and delivering assemblies in schools.

5.3 Areas of focus in 2019/20

Continue to establish the new team and build trust and relationships in the communities and relevant professional arenas.

Establish SMART success outcome measures. For example:

- Reduce the number of young people who commit serious youth violence by march 2021
- Reduce the number of young people remanded in custody by march 2021 (current benchmark 6)
- Provide a support package to every young person found in possession of a knife in a school by Nov 2019.

6 Youth Offending Team

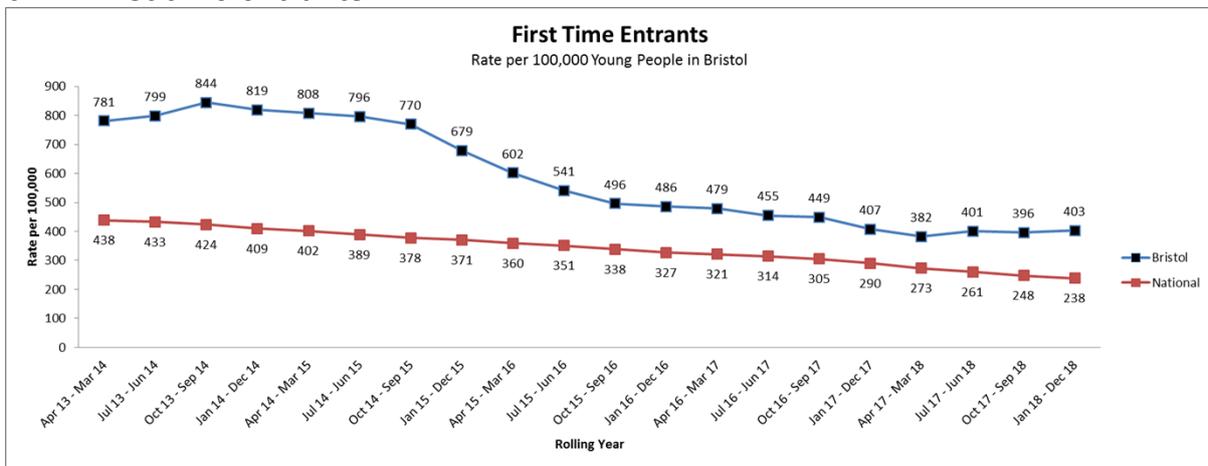
6.1 Statistics

These statistics are for 2018-19 – quarter four, (Jan-Mar) and comparisons with previous years for the Bristol Youth Offending Team. The data have been sourced from the Youth Justice Board (YJB’s) data summary.

The YOT reports to the Youth Justice Board, using the following categories:

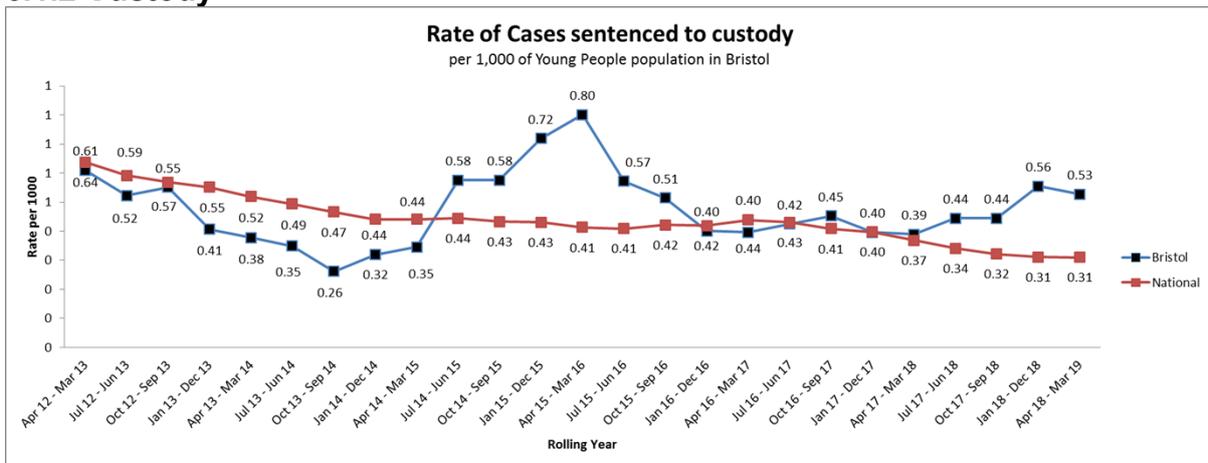
- First time entrants
- Custody
- Reoffending.

6.1.1 First time entrants



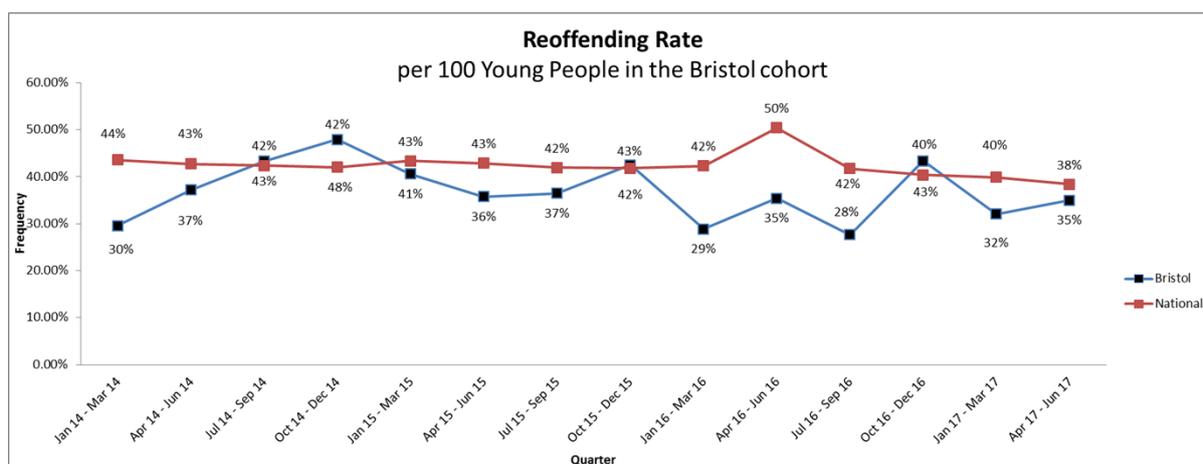
The above rates are per 100'000 of 10-17yrs population in Bristol appears to be plateauing from 396 (Oct17 – Sep18) to 403 (Jan 18 – Dec18).

6.1.2 Custody



19 cases sentenced to custody this period (Apr 18- Mar 19) – rate of 0.53 per 1,000 of 10-17 population.

6.1.3 Reoffending



The reoffending rate is measured as a binary rate (proportion of offenders who reoffend three months cohort) for quarter Apr 17 – Jun 17 at 35% remains below the national rate of 38%. It dropped with 4% from the previous 12 months Apr16-Jun16.

Last period saw 103 YP in the cohort, this quarter 80. There were 28 reoffenders this period opposed to 33 last quarter.

Binary rate 35% - proportion of offenders who reoffend, compared to 35.4% 12 months ago.

6.2 Key current risks

The Youth Offending Team has seen a significant reduction in its funding. As a consequence, the size of the team is less able to deal with the demand. The Safer Bristol Partnership Executive voted to use some of the Police & Crime Commissioners, Community Safety Grant (2019/20) to assist with the financial shortfall. Longer term funding is being sought.

6.3 Areas for focus in 2019/20

- Reduce Percentage of youths (aged 10-17) who reoffend in the last 12 months
- Reduce the number of young people on remand (baseline 6)
- Reduce the number of young people entering the criminal justice system.

7. Domestic and sexual violence

Bristol City Council funds a number and variety of services which support survivors of domestic abuse and sexual violence. We receive quarterly monitoring reports from services and undertake monitoring visits, services are meeting and often exceeding our expectations.

7.1 Statistics

Service	Number supported 2017/18	Number supported 2018/19
Specialist Domestic Abuse Support		
Domestic Abuse Support Services (Next Link)	1395 (cases closed)	1217 (cases closed)
Complex Needs Safe House (Next Link)	25	19
Specialist BME Independent Domestic Violence Advisor (IDVA) (Next Link)	79	121
Specialist IDVA working with Male Victims (Victim Support)	84	68
Survivor Group Work (Next Link)		
	200	308
Co-Located Specialist Services		
IRIS – support service for GP Practices (provided by Next Link and jointly funded by BCC and CCG)	196 referrals	282 referrals
Hospital IDVA – Bristol Royal Infirmary (UHB)	240	156 (April – September)
Hospital IDVA – Southmead (NBT) (Provided by Next Link funded jointly with South Glos Council)	150 (started in Quarter 2)	244
Police IDVA based in Lighthouse (provided by Victim Support)	130	134
Social Care – Early Help	89	60 (April – Dec)
Sexual Violence Support Services including phone helpline calls Sexual Violence consortium)		
	2249	2708
Support for Street Sex Workers (re: substance misuse)		
	35	35

7.2 Successes/progress

The co-location of the Independent Domestic Violence Advisors (IDVAs) in settings such as Hospitals, in Social Care Early Help Teams and with GPs means that support and expertise is available at point of need and training can be given to other staff. As shown in the table above demand and activity has increased between 2017/18 and 2018/19 because services are in contact with more survivors of domestic and sexual abuse.

7.3 Key current risks

- The IDVA service at the Bristol Royal Infirmary (BRI) has had some staffing challenges and we are hoping that a new provider will shortly be able to continue this service.
- Bristol City Council commissions services for male survivors of both sexual and domestic abuse. The challenge continues to be, making sure that those who need these services are accessing them.
- Generally the services are reporting increasing demand, this is particularly true of the services that provide support for survivors of sexual violence and abuse. This can be difficult to manage when there is no additional funding available.
- There are 10 Domestic Homicide Reviews in progress. Protected characteristics have been a significant consideration in several of our current reviews.

7.4 Areas for focus in 2019/20

Bristol City Council are in the process of undertaking a Needs Assessment in order to inform recommissioning of domestic and sexual abuse services from July 2021. We will be consulting on options and developing a new service specification during 2019/20.

8. Avon and Somerset partnership groups

Bristol City Council and members of the Safer Bristol Partnership Board make a significant contribution to the following areas of wider work.

Anti-slavery partnership (ASP)

This is the multiagency partnership which focuses on identifying and reducing modern slavery and human trafficking. Unseen are the lead agency in the ASP, partners include Avon & Somerset Police and Bristol City Council.

Sexual Violence Prevention Board

This board is a partnership which includes Bristol City Council, Clinical Commissioning Group, Police, Police and Crime Commissioners Office and NHS England who are the lead agency. It is chaired by Bristol City Council.

Avon & Somerset Reducing Reoffending Board

The aim of the board is to provide oversight and coordination of reducing reoffending work across Avon and Somerset, including the development and implementation of a Reducing Reoffending Strategy and Performance Framework. Avon & Somerset Police are the lead agency.