



# Bristol Community Safety Strategic Assessment Summary



September 2021

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## 1. Introduction

This document summarises content from each theme included within the Bristol Community Safety Strategic Assessment, authored by the Safer Communities team at Bristol City Council. The full document containing further detail is currently in draft and may be shared upon request.

## 2. Acquisitive Crime

Acquisitive Crime includes the following neighbourhood crime types considered by the Crime Survey for England & Wales (CSEW) and the Police:

- Residential Burglary
- Robbery (Theft involving violence or the threat of violence)
- Theft from the person
- Vehicle-related theft

### National Context and Data

Statistics from the Ministry of Justice show that neighbourhood crime types have the highest levels of reoffending across all offence types. Integrated Offender Management (IOM) was introduced in 2009 and updated in 2020. It introduced new measures including Extended Community Sentence Treatment Requirements and Acquisitive Criminals Location Monitoring.

The CSEW 2019/20 reported on long term trends in theft offences. Following a short-term rising trend, overall theft offences have decreased by 12% in 2019/20, returning to similar levels seen in the year ending March 2017. Police recorded offences show burglary offences have continued a long-term decline. Police recorded robbery increased for the fifth consecutive year. Theft offences have also increased by 10% in 2019/20.

### Local Data and activity

Locally, Avon & Somerset Police introduced Operation Remedy in 2019. One of the three priority areas tackled includes Residential Burglary. A six-month review since its launch in 2019 found a 9% decrease in residential burglaries, and an increase from 4.3% to 7.7% in positive outcomes.

Acquisitive Crime offences decreased by 6% in 2019/20 compared with 2018/19. Vehicle-related theft accounted for 62% of offences. Residential Burglary offences decreased by 20%- this may have been impacted by the introduction of Operation Remedy in April 2019.

Central Ward is highest across all crime categories. Vehicle related offences in Lawrence Hill increased by 10% in 2019/20. Drilling down into this category, theft from motor vehicle offences increased by 56% and 75% in Central and Lawrence Hill wards respectively.

Bristol City Council was awarded £398k as part of the government's Safer Streets Fund, which is targeted towards measures proven to cut crime, including neighbourhood crime. The LSOA

targeted in Bristol for this funding is 023F, which comprises St Pauls, Portland Square and Ashley.

### 3. Prevent

Prevent is part of the UK's counter-terrorism strategy, CONTEST. Its aim is to stop people becoming terrorists or supporting terrorism.

#### National Context and Data

The Prevent strategy was published in 2011. The objectives are to:

- “1. Tackle the causes of radicalisation and respond to the ideological challenge of terrorism.*
- 2. Safeguard and support those most at risk of radicalisation through early intervention, identifying them and offering support.*
- 3. Enable those who have already engaged in terrorism to disengage and rehabilitate.”*

Early intervention (Objective 2) is delivered through the Prevent Duty, introduced through the Counter-Terrorism and Security Act 2015. This placed a duty on certain bodies to have “due regard to the need to prevent people from being drawn into terrorism”. These bodies include frontline workers from local authorities, health, education and social care.

If an individual is referred into Prevent and assessed to be vulnerable to radicalisation, they may be offered support through the Channel programme. This is a multi-agency programme where a Channel Panel (chaired by the local authority and including representatives from different areas such as health, education and police) consider the case which may lead to adoption into Channel where interventions can be provided to reduce the risk of radicalisation.

The number of referrals in England & Wales increased by 10% in 2019/20, compared to the record low in the previous year. 2017/18 saw a significant increase in referrals, likely owing to referrals following the attack on Westminster in March 2017 and the Manchester attack in May 2017.

In 2019/20, 77% of referrals were not deemed suitable for Channel consideration and exited the process. Of the 23% considered for Channel support, the majority (60%) were deemed to have non-radicalisation-related vulnerabilities. Ultimately only 11% of all referrals were adopted as a Channel Case. Although the proportion of adopted cases is small, both the number of referrals considered for Channel support and adopted Channel Cases have continued to increase every year since 2016/17.

In the past two years, there have been balanced proportions between referrals for right-wing and Islamist radicalisation (accounting for 22% and 24% respectively in 2019/20). Overall Prevent referrals for concerns relating to Islamist extremism increased by 6% in the latest year. For the second consecutive year, more adopted cases were for individuals referred for concerns

related to right-wing extremism (43%) than Islamist extremism (30%). There has been a 20% increase in adopted cases for the former category since the previous year.

At this present time, Bristol is not a Home Office identified priority area and therefore a non-funded area. Our Prevent Duty continues to be delivered by Partners and overseen by the Building the Bridge Prevent Board.

## 4. Drugs & Alcohol

### National Context and Data

The following context is extracted from the Drug and Alcohol Strategy for Bristol 2020-2024:

*“The Government’s UK Drug Strategy (2017) has the overall aim to reduce illicit and other harmful drug use and increase the rate of individuals recovering from their dependence. This aim is delivered through measures focused on the priorities of: Reducing Demand, Restricting Supply, Building Recovery, and Global Action.”*

Nationally, drug treatment services have lost more than £212m (-27%) of publicly funding between 2013/14 and 2018/19.

National data shows:

- 4,393 deaths related to drug poisoning were registered in England & Wales in 2019, the highest number since the data time series began in 1993
- The rate has also increased, from 46.6 deaths per million people in 2012 to 76.7 deaths per million people in 2019
- 175,000 drug offences recorded by the police in England and Wales. This is 13% higher than 2018/19
- 7,565 deaths registered in the UK that related to alcohol-specific causes in 2019, the second highest since the data time series began in 2001

### Local Data and activity

*“Bristol’s Health and Wellbeing Strategy 2020-2025 identifies substance use as a priority area; this drug and alcohol strategy is included in its forward plan. Partnership working, both through the One City approach and Healthier Together, is highlighted as a vital means to ‘grow positive health’, ‘prevent disease occurring’, ‘protect from harms to health’, and ‘reduce inequalities in health’.”*

As per the Bristol Joint Strategic Needs Assessment (JSNA) on Substance Misuse and the JSNA on Alcohol:

- Bristol has an estimated 4,940 opiate and/or crack users (2016/17 prevalence data). Bristol has the second largest estimated rate of opiate and/or crack users (per 1,000

population) of the English core cities and the largest proportion of very high complexity clients

- 3,156 hospital stays in Bristol due to alcohol-related harm in 2017/18, a rate of 810 persons per 100,000 population. This remains significantly worse than the national average (630 per 100,000)

Police Data shows:

- 1400 drug-related offences were recorded by Avon & Somerset Police in Bristol in 2019/20. This represents an 23% increase when compared to 2018/19 (1138 offences).

## 5. Anti-Social Behaviour (ASB)

Anti-social behaviour includes (but not an exhaustive list): violence or threats of violence and actual assault, intimidation, and harassment, hate crime or behaviour, drug related offences, noise and other neighbour nuisance, local environmental quality issues such as fly-tipping, vandalism and graffiti, illegal or immoral use of residential premises and aggressive and threatening language and behaviour.

### National Context and Data

The Anti-Social Behaviour, Crime and Policing Act 2014 condensed pre-existing ASB tools and powers. It introduced two measures designed to give victims and communities a say in the way that complaints of anti-social behaviour are dealt with:

- ASB Case Review/Community Trigger
- Community Remedy

National Police recorded ASB incidents report 1,304,769 total incidents in 2019/20. This represents a decrease of 6% since 2018/19.

### Local Data and activity

The Street Intervention Service (SIS) was developed as a Bristol City Council policy to address street-based anti-social behaviour (S-ASB) in the city centre through a multi-agency approach. An analysis of the SIS cohort found:

- the total number of unique offenders within the SIS cohort has reduced by 17% in 2019/20
- the overall number of recorded occurrences with victims from the SIS cohort has reduced by 31%.

In Spring 2010, Her Majesty's Inspectorate of Constabulary (HMIC) carried out a review to find out how the police can best tackle anti-social behaviour (ASB). Avon & Somerset Police were reviewed, and the findings released in 2012. Findings include:

- Significant progress since 2010 in the way it understands and deals with ASB problems
- Investment in specialist ASB coordinators, multi-agency work with local authorities and staff being regularly briefed about ASB issues

- Inconsistencies in how the constabulary manages calls from members of the public who are not assessed as high risk, but who are repeat ASB victims
- The constabulary does not always identify repeat and vulnerable callers at the first point of contact.

Total ASB incidents in Bristol have reduced by 7% in 2019/20 compared to the previous year, with reductions in all three categories of incident: Environmental (-47%), Nuisance (-4%) and Personal (-20%)

Despite an overall decreasing trend in the number of ASB incidents in Bristol, there are areas where ASB is still an issue. Some of the most deprived areas are most affected. Ilminster Avenue West (Knowle Ward), East Hillfields and Burnbush (Hillfields Ward) are all ranked within the 10% most deprived LSOAs in England and have experienced an increase in ASB in 2019/20.

## 6. Modern Slavery

Modern slavery is defined as ‘the recruitment, movement, harbouring or receiving of children, women or men through the use of force, coercion, abuse of vulnerability, deception or other means for the purpose of exploitation’.

### National Context and Data

The National Referral Mechanism (NRM) was introduced to meet the UK's obligation under the European Convention on Action against Trafficking. The NRM is a framework for identifying victims of human trafficking and ensuring they receive the appropriate protection and support.

In March 2015, The Modern Slavery Act 2015 received Royal Assent and became law. The act contained several provisions, including consolidating offences into a single act, and including life sentences as punishment for crimes.

Multiple estimates of the potential number of victims of modern slavery in the UK exist, each with differing methodologies. The latest, by the Centre for Social Justice estimated in 2020 that there could be at least 100,000 potential victims in the UK.

ONS data on Offences and NRM referrals show:

- In the year to March 2016, 909 modern slavery crimes were recorded in England and Wales. This figure increased to 5,144 offences in the year ending March 2019
- The number of referrals to the NRM has increased from 710 in the year ending December 2010 to 6,985 in the year ending December 2018.

Unseen Modern Slavery and Exploitation Helpline- National Data shows:

- The Helpline received 1784 Modern Slavery-related calls in 2017, its first full year in operation. In 2020 it received 2459 calls- this represents an increase of 6% compared to 2019 (2316)
- In 2020, the Helpline indicated a total of 3,481 potential victims from 80 different nationalities. 1,674 potential exploiters from 60 different nationalities were indicated.

### Local Data and activity

*“The Avon and Somerset Anti-Slavery Partnership began in 2009, initiated by Unseen in partnership with Avon and Somerset Constabulary and Bristol City Council. It is a multi-agency partnership dedicated to supporting and enabling the discovery of, and response to incidents of modern slavery in a multi-agency and collaborative way, within the Avon and Somerset police force area.”* (Reference: Avon and Somerset- Anti Slavery Partnership)

53 Modern Slavery Offences were recorded in Bristol in 2019/20, an increase of 39% since 2018/19 (38 offences) and the highest number recorded since the modern slavery crime category was introduced in 2015.

34% of offences in 2019/20 related to Criminal activity. This category also saw the largest increase. This may be due to the introduction of Operation Remedy by Avon and Somerset Police in April 2019.

Tackling modern slavery is everyone’s business. However, despite the efforts in the UK, including our KBSP organisations to tackle the modern slavery, measuring the prevalence in Bristol has been challenging and potentially underestimated as in the rest of the UK. Currently, the figures recorded by the Police are the main source of data for modern slavery in Bristol.

As part of the needs assessment, we have attempted to collate available data where BCC frontline staff have received modern slavery referrals and capture when NRM referrals have been made. Unfortunately, we do not currently have mechanisms in place to record these centrally as a result NRM referrals are lower than we would expect. Also, the Duty To Notify figures across the region are also lower than expected. Therefore, as above, we do not know the true picture of the harm caused by modern slavery in Bristol.

## **7. Violence against Women and Girls**

Violence against women includes (but is not limited to): Domestic Abuse, Sexual Violence, Sexual Harassment, including stalking, Female Genital Mutilation (FGM), Honour based violence, Forced and Child Marriages, including dowry-related violence.

### National Context and Data

In March 2016, the Home Office published a refreshed cross-government strategy for tackling violence against women and girls: Ending Violence against Women and Girls (VAWG) 2016-2020.

A new statutory duty was introduced in 2019 for local authorities to conduct robust local needs assessments and develop strategies to support victims and their children within safe accommodation.

In July 2020, the UK’s House of Commons passed the Domestic Abuse Bill. The bill will have many significant implications. This includes the creation of a statutory definition of domestic abuse, the establishment of a Domestic Abuse Commissioner and the provision for a new Domestic Abuse Protection Notice and Domestic Abuse Protection Order.

The CSEW showed that an estimated 2.3 million adults aged 16 to 74 years experienced domestic abuse in 2019/20, a slight but nonsignificant decrease from the previous year. The



police recorded 758,941 domestic abuse-related crimes in England and Wales (excluding Greater Manchester Police), an increase of 9% from the previous year.

#### Local Data and activity

In January 2019 Bristol published its first ever One City Plan. Within this, specific reference is made to DVA and sexual violence.

Bristol's current 'Violence and Abuse: a strategy against violence and abuse against women and girls and domestic and sexual violence against men 2015-20' strategy covers the following eight strands; domestic violence and abuse, sexual violence and abuse, sexual harassment, street sex work, off-street sex work and sexual entertainment venues, female genital mutilation (FGM), forced marriage and human trafficking/modern slavery.

In Bristol, 12086 domestic abuse flagged offences and incidents were recorded by Avon & Somerset Police in 2019/20. This represents an 11% increase when compared to 2018/19. A system change implemented by Avon & Somerset Police in June 2019 has automated the domestic violence flag. As a result, the number of domestic violence flagged offences has increased since this date and impacts the total recorded for 2019/20. Physical Assault (Assault with/without injury) accounted for 47% of all domestic flagged offences in 2019/20, a decrease of 4% from the previous year.

In total, 3568 domestic abuse-flagged offences were recorded in the six months prior to the Coronavirus lockdown in Bristol, compared to 3814 offences in the six months since lockdown. 1908 repeat domestic abuse-flagged offences were recorded between April and October 2020 (which includes the lockdown). 'Repeat' offences are defined here as multiple offences committed against the same victim within 12 months of the latest offence. This is an increase of 28% compared to the same period in 2019. The number of 21-30 year old offenders increased by 32%, while the number of 51-60 year old victims increased by 51%.

In 2019/20, there were 1026 sexual offences recorded in Bristol by Avon & Somerset Police, compared with 1019 in 2018/19. Exposure and voyeurism offences have increased by 60%. 28% of all adult victims were aged 18-24 in 2019/20. 28% of all offenders were aged 31-40. 84% of all adult victims were female in 2019/20.

## **8. Hate Crime**

Hate crime is defined as 'any criminal offence which is perceived, by the victim or any other person, to be motivated by hostility or prejudice towards someone based on a personal characteristic.' (Reference: Hate Crime, England and Wales, 2019/20). There are five centrally monitored strands of hate crime: race/ethnicity, religion/beliefs, sexual orientation, disability and transgender identity.

#### National Context and Data

The government set out a plan to tackle hate crime in 2012 (*Challenge It, Report It, Stop It*) Action was set out under three core principles: Preventing hate crime, increasing reporting and access to support and improving the operational response to hate crimes.

An updated strategy was published in 2016 (*Action Against Hate*), which set out the government's plans to deal with hate crime until May 2020. The publication coincided with a sharp rise in reports of hate crime following the EU referendum.

Nationally, there were 105,090 hate crimes recorded by the police in England and Wales in 2019/20 (excludes Greater Manchester Police), an increase of eight per cent compared with 2018/19 (97,446 offences). While increases in hate crime over the last five years have been mainly driven by improvements in crime recording by the police, there have been spikes in hate crime following certain events such as the EU Referendum and the terrorist attacks in 2017.

Based on combined data from the 2011/12 and 2012/13 CSEW, there were an estimated 278,000 hate crimes on average per year for the five monitored strands. Assuming this average is applicable for 2019/20, approximately only 40% of offences were reported to the police. Therefore, the true extent of hate crime cannot be judged solely using police data, as it is widely recognised that many victims do not report hate crime to the police.

#### Local Data and activity

Bristol's One City Plan includes several objectives relating to Hate Crime, including the ambition for communities to be free from prejudice and hate crime by 2047.

A draft hate crime assessment has been produced by Bristol City Council, and this summarises the context of hate crime services in Bristol as follows:

*"Bristol City Council has an extensive hate crime service. In July 2017 an enhanced partnership was formed building on the existing hate crime service- Bristol Hate Crime and Discrimination Service (BHCDs). The partners of the current service are: Stand Against Racism & Inequality (SARI), Off the Record (OTR), Brandon Trust, Bristol Mind, Bristol Law Centre and Resolve West. Bristol City Council funds the service for four years from the Bristol Impact fund. Current grant funding is due to end on 31st March 2025.*

1823 Hate flagged offences were recorded in Bristol in 2019/20, an increase of 4% compared with 2018/19 (1753 offences). Racially motivated hate accounted for 74% of all offences in 2019/20, followed by Sexual Orientation (11%) and Disability (9%). Public Order Offences accounted for approximately 60% of all hate flagged offences in both financial years.

## **9. Serious Youth Violence and Child Criminal Exploitation (CCE)**

In this Needs Assessment, Serious Youth Violence refers to gang violence and street conflict where the Offender age range is 11-25 years old. This includes Actual and Grievous Bodily Harm (ABH/GBH), Offences involving the use or possession of a weapon with intent (such as a knife or gun) and Homicides.

Child Criminal Exploitation (CCE) occurs where an individual or group takes advantage of an imbalance of power to coerce, control, manipulate or deceive a child or young person under the age of 18 into any criminal activity in exchange for something the victim needs or wants, for the financial or other advantage of the perpetrator or facilitator and/or through violence or the threat of violence.

#### National Context and Data

The government published 'Ending Gang and Youth Violence: Community Engagement' in 2014.

In April 2018, the UK Government introduced a Serious Violence Strategy in response to increases in knife crime, gun crime and homicide across England. As part of the Serious Violence Strategy, a Serious Violence Fund was announced. This included funding to establish or develop Violence Reduction Units (VRUs).

The following is extracted from the CSEW on Violent Crime for the year ending March 2020:

*"Over the last two decades the CSEW has shown long-term reductions in estimates of violent crime. The total number of incidents has decreased 72% from a peak of 4.5 million incidents in 1995 to 1.2 million incidents in the year ending March 2020"*

Despite this overall decreasing trend, the CSEW states that police recorded crime provides a better measure of higher harm but less common types of violence than the CSEW, such as those involving a knife or sharp instrument. The overall CSEW for the year ending March 2020 confirms the increase in knife crime as follows:

*"Figures for the year ending March 2020 showed a 6% rise in offences involving knives or sharp instruments recorded by the police in the latest year to 46,265.... **the latest year was 51% higher than when comparable recording began in 2011 and is the highest on record.**"*

#### Local Data and activity

Bristol's One City Plan 2019 prioritised Street Conflict, with a goal to 'Actively identify those most at risk of being drawn into gang violence and knife crime, and work to offer safe routes out of gang behaviour'.

812 Serious Youth Violence Police recorded Offences were recorded in 2019/20 in Bristol, an 8% decrease compared to 2018/19 (880 offences). Despite this recent decrease, the latest total is 8% higher when compared with 2016/17 (752 offences). ABH accounted for 77% of all offences in 2019/20. Knife Crime Offences have seen the biggest increase (45%) since 2016/17. 62% of young offenders were aged 19 and under in 2019/20 (up from 55% in the previous year).

## **10. Child Sexual Exploitation (CSE)**

CSE is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator. (Reference: dFE Child sexual exploitation guidance).

### National Context and Data

Following an inquiry into CSE in Rotherham in 2014, the government set out key actions to be taken to deliver a step change in its response to CSE. This included a new whistleblowing national portal for child abuse related reports, a new national taskforce, and a centre of expertise to support areas that are struggling and increased funding to organisations which support those who have experienced sexual abuse.

There is no source providing the current prevalence of CSE nationally. CSE is categorised as a form of Child Sexual Abuse. The CSEW provides the best available indicator by measuring the prevalence of adults who experienced sexual abuse before the age of 16 years. This includes sexual abuse perpetrated by adults or children. In the year ending March 2019, the CSEW estimated that 7.5% of adults aged 18 to 74 years experienced sexual abuse before the age of 16 years (3.1 million people).

### Local Data and activity

Criminal investigations into CSE in Bristol between 2012 and 2014 resulted in the conviction of thirteen men for the systemic sexual abuse of vulnerable children (Operation Brooke). The Brooke Serious Case Review was subsequently carried out and published in 2016. This was commissioned by the Bristol Safeguarding Children Board (BSCB) along with a Local Safeguarding Children Board (LSCB) from another undisclosed area.

Following guidance set out in *Working Together to Safeguard Children*, BSCB was replaced by the Keeping Bristol Safe Partnership (KBSP). The latter published a CSE Strategy in 2015, detailing a multi-agency response to CSE. Following the Brooke SCR, Avon & Somerset Police launched Operation Topaz in 2016. This involves a specialist perpetrator disruption team working to protect the highest risk CSE victims by developing opportunities to disrupt suspects.

The CSE model is built by Insight Bristol- a multi-agency integrated analytics hub- and with Avon & Somerset Police. The model draws on data from several areas within the police and local authority systems. The most prevalent risk factors are Person Reported Missing (52% of cohort), Child Persistently Absent (12%), Mental Health Concern (7%) and Child in Need (7%).

Locally, 204 allegations of contact child sexual exploitation were recorded in 2018. In 2018/19 there were a total of 108 children with active flags identifying that they were at risk of CSE - a 30% reduction from 2017/18. DfE statistics show that in 2018/19, there were 175 assessments carried out by Bristol City Council which identified sexual exploitation as a factor contributing to concerns about the child.

## **11. Conclusion**

Multiple themes have been identified as priority areas from this Needs Assessment. Drugs and Alcohol offences have increased and there is a high rate of opiate/crack users in Bristol. ASB incidents have continued to increase at a local level in specific LSOAs. Domestic Violence and Hate Crime also require attention in light of increases to offences since the beginning of the pandemic. And finally, due to an increase in knife crime offences, Serious Youth Violence and

CCE should also be prioritised. Modern Slavery also presents as requiring attention due to the need for awareness raising and an improved recording system. Evidently this Needs Assessment has been compiled using primarily police data and therefore partners will provide further critical information that will shape our priority setting.