



Safer Bristol Partnership

Crime and Disorder Strategic Assessment

January 2012

Contents

Introduction.....	3
1. Headline Priorities and Recommendations.....	5
2. Reducing Re-offending.....	9
3. Reducing Repeat Victimisation.....	11
4. Crime.....	13
5. ASB.....	26
6. Substance Misuse and Treatment.....	28
7. Neighbourhoods.....	31

Introduction

What are the aims of the Strategic Assessment (SA)?

One of the key aims of the Strategic Assessment is to meet Safer Bristol's statutory obligations. These are set out in Section 7 of the Crime & Disorder (Formulation & Implementation of Strategy) Regulations 2007; Statutory Instrument (SI) Number 1830.

In simple terms, these regulations require Safer Bristol to produce an annual assessment that looks at:

- An accurate understanding of the current situation
- An evaluation as to how the situation is presently changing
- Predictions as to how the situation will change in the future

The establishment of this picture allows the document to then:

- Identify the current, emerging and future threats
- Assess the impact these will have on our communities
- Make recommendations on partnership enforcement activity to manage these threats

What is the purpose of the Strategic Assessment (SA)?

The purpose of the Strategic Assessment is to generate improved understanding of key issues affecting Bristol in order to facilitate informed decision making by senior managers. Specifically the document should help to

- Establish partnership priorities and set the control strategy
- Determine resource allocations
- Direct wider business planning to support operational objectives
- Feed into the revision of the rolling *Partnership Plan*.

What is a Partnership Plan?

This document, accompanied by a detailed annual action plan, responds to the priorities identified in the SA and sets out:

- A strategy for the reduction of crime and disorder and for combating substance misuse in Bristol;
- The steps each member of Safer Bristol will take to implement that strategy and meet those priorities;
- How Safer Bristol members should allocate their resources to implement that strategy and meet those priorities; and
- The steps Safer Bristol will take to measure its success in implementing the strategy and meeting those priorities.

SA methodology, information sources & structure

The assessment is based on data and information from:

- Avon and Somerset Constabulary
- Bristol County Council
- Avon Fire Service
- Avon and Somerset Probation Trust
- NHS Bristol
- National Treatment Agency
- Ministry of Justice
- Home Office
- Quality of Life Survey
- British Crime Survey

Priority geographical areas of Bristol have been identified using the following technique:

- **Community Safety Index of Priority (Appendix 1)**

This provides a comprehensive summary of the community safety issues experienced by each Neighbourhood Delivery Team (NDT) and ward area. It looks at 26 indicators relating to alcohol and drugs, ASB, violence, acquisitive crime, sexual offending, hate crime and public perceptions of crime. This allows priority areas and issues to be easily identified.

Key issues for each NDT are also attached as an appendix (Appendix 2) in the form of "Crime Footprints".

This report aims to reflect community concerns through the use of local surveys and Neighbourhood Forum priorities.

It should be read alongside the key documents highlighted throughout the report.

These reports can be found through the Safer Bristol Website (www.saferbristol.org.uk) or directly by calling 01179 142222.

The full Strategic Assessment is currently provided in December with a refresh 6 months later however the decision has been made to change the timeframe in order for it to line up with other assessments resulting in more available data and more informed decisions. The full assessment will now report in July and contain the complete financial year April to March and the refresh will report in December and provide a 6 mthly update (April - Sept).

Crime & Disorder in Bristol - Overview

Total recorded crime in Bristol has continually reduced in recent years. A total of 50,595 crimes were recorded by the police in 2010/11, a decrease of 6.2% from the previous year. Moreover, in the year-to-date period from April to December 2011, there were 36,739 crimes recorded, a further decrease of 5.1% compared to same period in

the previous year. From these figures it is estimated that there will be around 49,000 crimes by the year end. In 2010/11 there were nearly 61,000 incidents of anti-social behaviour reported to the city's authorities (down 12% on 2009/10 figures).

Delivery in Bristol

Crime Reduction, Community Safety and Drug and Alcohol objectives are delivered via the Safer Bristol Strategy Groups. These multi-agency groups maintain an overview of their given subjects across the City and are responsible for delivering services, projects and initiatives.

Crime & Disorder Reduction Partnership (CDRP) Core Cities Comparison

Bristol is part of the Core Cities Group for Community Safety. The other core cities are Birmingham, Newcastle, Sheffield, Leeds, Liverpool, Nottingham and Manchester. Where available core city comparisons will be used.

For certain measures data is only available at police force level and so comparisons between Avon and Somerset and the Most Similar Groups (MSGs) will be used. The MSGs are Hertfordshire, Kent, Hampshire, Thames Valley, Essex, Devon and Cornwall and Cambridgeshire.

1. Headline Priorities and Recommendations

Reducing Re-offending

Priority

Adult re-offending levels have worsened slightly in Bristol in 2010/11 and are 7.8% worse than target levels. Bristol consistently performs worse than the other core cities except Liverpool. Bristol local authority area has a higher level of proven adult and juvenile re-offending than the England and Wales average and a higher frequency. There are a higher number of offenders in deprived areas of Bristol and there are gaps in some drug and alcohol services in these areas.

Bristol has the lowest rate of entry into the formal youth justice system out of the core cities which means that the cohort will be more prone to re-offending.

Recommendations

Probation Trust should investigate reasons for good performance in high achieving Trusts, for example Birmingham. This should explore if improvements are driven by cautions being replaced with Restorative Justice options which do not count as a re-offence, as opposed to the effects of Probation, Integrated Offender Management or other work.

Conduct more detailed research into probation offenders' specific drug and alcohol needs in each area and identify if there are gaps in relevant drug and alcohol treatment and support services.

Bristol's Reducing Re-offending Board to coordinate activity to reduce re-offending across Bristol.

The Safer Bristol partnership should seek to ensure that the Police and Crime Commissioner commits extra resources to prevention and early intervention of youth offending in Bristol.

The YOT should continue to focus resources on those youths most likely to re-offend, maximising compliance and change in that group of offenders and minimising resources on low risk statutory work.

Reducing Repeat Victimisation

Priority

Repeat victimisation levels in Bristol have remained stable in recent years however national research has shown that repeat victimisation varies by crime type and local research has also shown variation by person demographic.

Recommendations

Conduct local research into repeat victimisation by crime type.

Avon and Somerset Constabulary should improve the data quality of victim details recorded to increase the validity of any variation in victimisation rates identified. Further analysis should then be conducted that considers the social, economic and environmental elements of victimisation in addition to victim demographics to identify the major common drivers of victimisation with a view to eliminate significant variation in victimisation rates.

Safer Bristol should explore links with Bristol County Council work carried out by the Customer Insight Team in identifying vulnerable members of the community to see whether this needs to consider victims of crime.

Crime

Acquisitive Crime

Priority

Serious acquisitive crime levels continue to decrease across the city and all types have improved in rank compared to the core cities, except robbery in which successes in Bristol have been matched or exceeded in other parts of the UK meaning that it has remained stable in rank. Less serious acquisitive crime offences of shoplifting and theft other are also doing less well with shoplifting remaining stable and ranked seventh worst out of eight core cities and theft other figures increasing since 2009/10 with a rate now 30% above the core city average.

Recommendations

Identify new citywide dwelling burglary Target Hardening Zones and assess impact.

Target shoplifting offenders through movement of DMT offenders into IMPACT.

Conduct research to provide a better understanding of robbery offending in Bristol.

Non-Domestic Violence against the Person

Priority

Bristol has the highest levels of alcohol-related violent crime out of the core cities. Avon and Somerset also has the highest knife crime and third highest gun crime out of MSGs.

Recommendations

Install new computer system in the Bristol Royal Infirmary emergency department which will improve the quality of the data collected on attendances due to violence.

Domestic Violence

Priority

It is widely acknowledged that domestic violence is underreported by victims. Taking under-reporting into consideration, the true frequency of DV in Bristol was estimated to be 26,195 incidents per annum however there were only 7,505 domestic incidents reported to the police in 2010/11 which suggests it is still significantly underreported. Avon and Somerset has the lowest number of recorded offences compared to its most similar groups (MSGs).

Recommendations

Use Safer Bristol DV Risk Index to provide services in areas of highest risk and also to promote reporting in those areas identified as having the highest levels of potential underreporting.

Explore why reporting of DV in Avon and Somerset is so much lower than the other areas in the MSG. This should include research into what reporting mechanisms are available in other areas.

Sexual Violence

Priority

It is acknowledged that we do not have a true understanding of sexual offending as a large percentage of offences are not reported. The 2009/10 British Crime Survey estimated that only 11% of victims of a serious sexual assault reported that assault to the police. Reported sexual offence figures in Bristol decreased by nearly 5% between 2009/10 and 2010/11 which suggests that victims are continuing to fail to report. The top five hotspots for sexual offences in Bristol, based on three years worth of data, are all located around local sex markets.

Recommendations

Using a similar method to the Safer Bristol Domestic Violence Index, develop a sexual offending index which will help to identify areas where underreporting is likely to be high so that resources can be targeted in these areas.

Expand interventions with perpetrators of kerb crawling and vice related offences.

Hate Crime

Priority

Around 60% of Hate Crime reported to Avon and Somerset Police occurs in Bristol. It is therefore important that work is undertaken to combat hate crime. Due to public perception and fear of retribution, hate crime remains underreported. A number of surveys^{1 2 3} have found that there is a major discrepancy across all hate crime types, between the number of people who have been the victim of hate crime and the number of hate crimes that have been recorded.

Recommendations

Using a similar method to the Safer Bristol Domestic Violence Index, develop a hate crime index which will help to identify areas where underreporting is likely to be high so that resources can be targeted in these areas to encourage reporting etc.

Anti-social Behaviour

Priority

ASB has an impact on the quality of life of Bristol's communities. Analysing ASB levels against the fear of crime in each ward shows a strong significant positive correlation (90%)²⁵. Although this correlation does not imply a causal link between ASB and fear of crime, it suggests that it is likely to be an influential factor.

Recommendations

Avon and Somerset Constabulary should enable local citizens' involvement in dealing with crime and ASB. Restorative justice approaches at a neighbourhood level may be a means of doing so.

¹ Home Office Statistical Bulletin: Crime and England in Wales 2010/11 (Published July 11)

<http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/crime-research/hosb1011/hosb1011?view=Binary>

² Homophobic Hate Crime – The Gay British Crime Survey 2008, Stonewall

Available on request at http://www.stonewall.org.uk/what_we_do/2583.asp

³ The Life Opportunities Survey 2009/2010

<http://odi.dwp.gov.uk/docs/res/los/los-qr-lm-er.pdf>

Substance Misuse and Treatment

Crime, re-offending and substance misuse

Priority

Anomalies are seen in the proportion of criminal justice clients that are reported as successfully completing treatment yet re-present at treatment services at a later stage, with 18% of criminal justice re-presentations in Bristol compared to 7% nationally.

Recommendations

Whilst a level of reengagement by criminal justice clients with structured treatment is positive this 'revolving door' suggests there is more to be done to ensure that the treatment system and partner agencies are effectively meeting the needs of criminal justice clients and ultimately reducing re-offending.

Changing patterns of drug use

Priority

Although opiate use is still a problem, it is decreasing. Stimulant abuse, however, is increasing. Of a cohort of Bristol residents who reported using substances that were not opiates or crack, only 31% were aware of available services to address their use which highlights the need for targeted publicity.

Recommendations

The current drug treatment system is adapting to meet the needs of non opiate and crack users. This needs to consider stimulant services, i.e. for ecstasy, cannabis and legal highs. Work in the community then needs to be undertaken to change preconceptions of the types of services available.

The effect of drug use and offending on community confidence

Priority

Not only can drug misuse cause harm to an individual and increase risk of actual offending but it can also have a negative effect on the fear of crime and confidence in the community. This is particularly prevalent in disadvantaged communities.

Recommendations

All Neighbourhood Delivery Teams to include in their action plans a community engagement activity plan to tackle drug misuse and offending as well as related fear of crime.

Continue community focussed, street level up approach to tackling drugs in remaining 12 drug markets.

Organised Crime and Drugs

Priority

There are 14 identified class A drug markets in the City. These drug markets, controlled by organised crime groups, supply problematic users across the City and cause problems in the community.

2. Reducing Re-offending

2.1 Adult Re-offending

National Re-offending

Until October 2011, the Ministry of Justice defined an adult re-offence as any offence committed in the one-year follow up period after release from custody or the start of a community sentence, proven by a court conviction (see Proven Re-offending for new measure). In the most recent Ministry of Justice report on re-offending in England and Wales⁴ the number of re-offences committed per hundred offenders decreased from 185.0 to 140.5 (-24.0%) compared to 2000 figures. Compared to 2008, the frequency rate fell by 9.6%.

This report also showed that re-offending varies by offence type. 33.6% of convicted re-offences committed were in the same offence group as the original offence committed. More specific details of re-offending within each crime and disorder type will be covered in the Crime, ASB and Substance Misuse sections of this document.

Local Re-offending

Re-offending at a local level is measured by looking at the re-offending of those under supervision of the Probation Service in each area. The key national performance measure of local re-offending is binary re-offending⁵ (NI18). This has worsened slightly in Bristol in 2010/11 though none of the changes are statistically significant. Actual re-offending is on a downward trend however predicted re-offending is dropping just as fast.

Bristol consistently performs worse than the other core cities except Liverpool, however only 2 of the core cities are on target (Birmingham and Sheffield). Moreover re-offending performance is also worsening in Avon and Somerset, regionally and nationally. As the predicted model comes from 2007/8, it may be that the economic slowdown is an explanation for the worsening performance

however Bristol has not been as affected by the recent recession to the same extent as other Core Cities⁶.

Conversely, frequency of re-offending of those on the probation caseload, whilst only a supporting measure, does show improvement for Bristol, closing in rapidly on the core cities average having previously been the second worst performer. Birmingham performance again is excellent and improving.

Proven Re-offending

In October 2011 the Ministry of Justice introduced a new definition and national measure of re-offending: proven re-offending. This is broken down by local authority area as well as for each individual prison, probation trust and youth offending team and so allows data to be provided at the national and local level on a consistent basis.

Bristol local authority area has a higher level of proven re-offending than the England and Wales average (32.0% vs 26.3%) and a higher frequency (3.35 offences per re-offender vs 2.79) although this is showing signs of declining. This decline may however be driven by cautions being replaced with Restorative Justice options which do not count as a re-offence, as opposed to the effects of Probation, Integrated Offender Management or other work. This is particularly the case for shoplifting offences in which Restorative Justice is a common disposal method.

Locations

Most offenders under supervision of Avon and Somerset Probation Trust live in Lawrence Hill, Ashley and Filwood wards. Lawrence Hill has the highest number of drug and alcohol treatment and support services in Bristol, with 35 in total. Ashley ward has the fourth highest amount with 13 services available and Filwood ward has only 7 services (see Appendix 3 for full details of services in each ward).

⁴ Ministry of Justice Adult re-convictions: results from the 2009 cohort England and Wales (published March 2011)
<http://www.justice.gov.uk/publications/docs/adult-reoffending-statistics-09.pdf>

⁵ Binary offending looks at whether someone re-offended or not and does not take into account the frequency or seriousness of the re-offending

⁶ Bristol Local Economic Assessment (published March 2011), Bristol City Council

http://www.bristol.gov.uk/sites/default/files/assets/documents/Bristol%20local%20economic%20assessment%20March%202011_0.pdf

○ Recommendations

- Probation Trust should investigate reasons for good performance in high achieving Trusts, for example Birmingham. This should explore if improvements are driven by cautions being replaced with Restorative Justice options which do not count as a re-offence, as opposed to the effects of Probation, Integrated Offender Management or other work.
- Conduct more detailed research into probation offenders' specific drug and alcohol needs in each area and identify if there are gaps in relevant drug and alcohol treatment and support services.
- Bristol's Reducing Re-offending Board to coordinate activity to reduce re-offending across Bristol.

2.2 Juvenile Re-offending

National Re-offending

The Ministry of Justice defines a juvenile re-offence as any offence committed in the one year follow up period after a youth offender (aged 10-17) is released from custody or commences out-of-court or non-custodial court disposals, resulting in a conviction or out-of-court disposal. In the most recent Ministry of Justice report on juvenile re-offending in England and Wales⁷ the number of re-offences committed per hundred offenders decreased from 151.4 to 110.5 (-27.0%) compared to 2000 figures. Compared to 2008, the frequency rate fell by 3.0%.

This report also showed that juvenile re-offending varies by offence type. More specific details of juvenile re-offending within each crime and disorder type will be covered in the Crime, ASB and Substance Misuse sections of this document.

Local Re-Offending

Between April 2008 and March 2011 juvenile re-offending was measured by looking at the average re-offending rate committed by those

in the cohort (NI19). In 2010/11 the rate was 1.2, a reduction of 39% compared with the baseline cohort figure (from 2005) of 1.97. In 2010/2011, in comparison with the 8 core cities, Bristol had the second highest re-offending rate. For the same period Bristol had the fourth lowest rate of custody and the lowest rate of entry into the formal youth justice system. The low rate of entry into the system will affect the seriousness of the criminality of the cohort and means that the cohort will be more prone to re-offending.

For 2011/2012 onwards the measure reverts to a proportionate measure of those who re-offended and is applied across the whole 12 month cohort of those entering the formal youth justice system. The only data that is available on the new measure is for 2009 where the local rate was 41.8% re-offending within 12 months compared with a core city average of 36.8%. Historically the Bristol proportionate rate has been between 42% and 43%, and given the lower rate of entry to the system over the past 4 years resulting from the success of youth restorative disposals and prevention projects in the City, stopping the re-offending rate from worsening is a creditable outcome.

○ Recommendations

- Safer Bristol should seek to ensure that the Police and Crime Commissioner commits extra resources to prevention and early intervention of youth offending in Bristol.
- The YOT should continue to focus resources on those youths most likely to re-offend, maximising compliance and change in that group of offenders and minimising resources on low risk statutory work.

⁷ Ministry of Justice Re-offending of Juveniles: results from the 2009 cohort England and Wales (published March 2011) <http://www.justice.gov.uk/downloads/publications/statistics-and-data/mojstats/juvenile-reoffending-statistics-09.pdf>

3. Reducing Repeat Victimization

The Home Office define repeat victimisation as being a victim of the same type of crime more than once in the last year. The Home Office Police Reform Paper 2005 states that:

'Concentrating police resources on repeat victims is one of the most effective ways to reduce overall crime'.

National Repeat Victimization

National figures from the British Crime Survey (BCS) show that repeat victimisation levels for the main crime types in England and Wales are at around the lowest level since the first BCS results for 1981⁸.

Local Repeat Victimization

Figures from Avon and Somerset Constabulary's crime recording system show that repeat victimisation levels in Bristol have remained stable at around 8% since it began recording in 2008⁹.

Repeat Victimization by Crime Type

BCS results have consistently shown that levels of repeat victimisation vary by offence type (see fig 2). One reason for this may be that victims are able to take more preventative measures against repeat victimisation for some crime types, such as theft from the person, while it is more difficult, for example, for a victim of domestic violence to avoid repeat victimisation¹⁰. More specific details of victimisation within each crime and disorder type will be covered in the Crime and ASB sections of this document.

Vulnerable Victims

As well as differences of victimisation within crime type, there may also be differences within person type, with certain types of people being more vulnerable to becoming a victim of crime. Research conducted by Avon and Somerset Constabulary has provided an overview of relative victimisation rates across the Constabulary area, identifying any areas of disproportion¹¹.

This research has identified that Males, Black and Minority Ethnic (BME) (specifically Asian, Black and Other), and those aged 20-45 are statistically over-represented as victims of crime. This pattern of victimisation rates is also echoed in burglary, criminal damage, fraud and forgery, robbery, theft and handling and violence against the person offence groups. Differences emerge in relation to sexual offences, where female, BME and those aged 0-19 are statistically over-represented as victims. There are some specific crime types with the offence groups that also oppose the general trend, with these groups being statistically over-represented as victims:

- Distraction burglary (females, white, aged 75 and over)
- Non dwelling burglary (males, white and those aged 31-60)
- Theft from person, harassment and threats to kill (females, aged 20-30)

⁸Home Office Statistical Bulletin: Crime in England and Wales 2009/10 (published July 2010):

<http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/crime-research/hosb1210/hosb1210?view=Binary>

⁹ Only includes offences that were reported to the police whereas BCS data covers all offences against victims whether reported or not.

¹⁰ Home Office Statistical Bulletin: Crime and England in Wales 2010/11 (Published July 11)

<http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/crime-research/hosb1011/hosb1011?view=Binary>

¹¹ Victimization Rates In Avon And Somerset Constabulary (2011), Katie Hill

These patterns of victimisation match with national trends identified through the British Crime Survey. However, it is worth noting that

this Home Office analysis also investigates victimisation drivers other than demographics (e.g. deprivation).

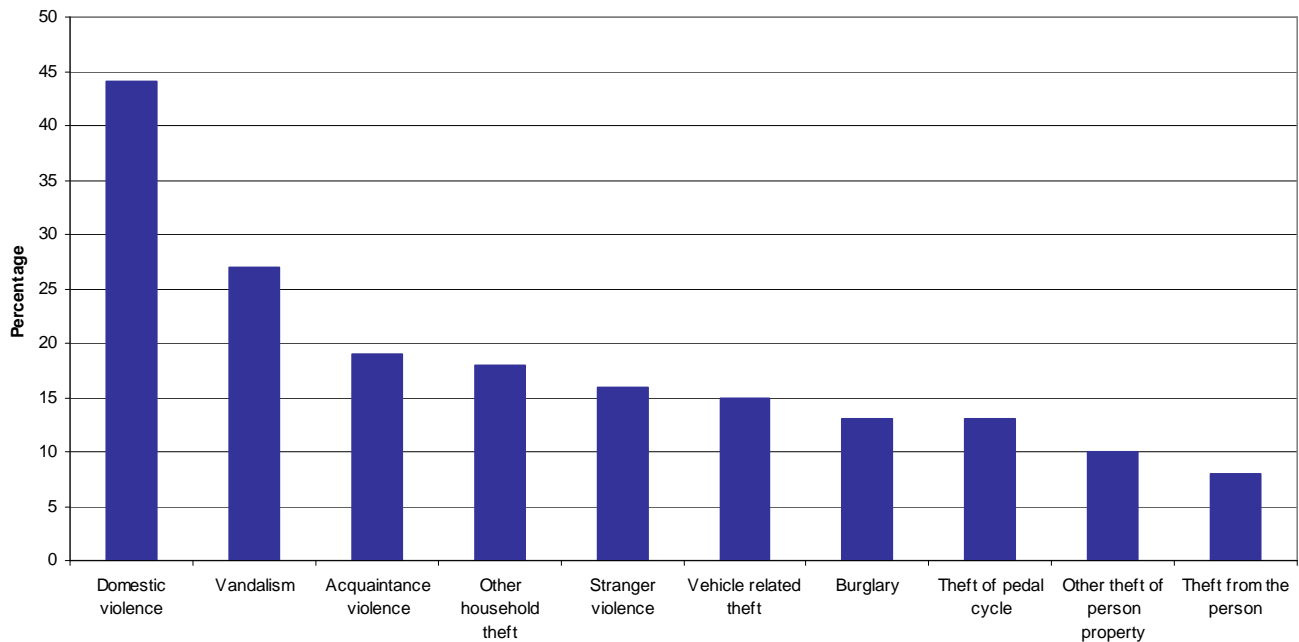


Figure 1 Percentage of victims who are repeat victims by crime type (Source: British Crime Survey 2010/11)

○ Recommendations

- Conduct local research into repeat victimisation by crime type however it must be considered that this would use recorded crime data of offences reported to the police as opposed to self-reporting as used in Home Office research.
- Avon and Somerset Constabulary should improve the data quality of victim details recorded. Over one third of the crimes in a sample taken from Avon and Somerset Constabulary's intelligence and incident database did not have demographic details recorded. This compromises the integrity of analysis of the data and impacts on the ability to make practical recommendations to address any variation in victimisation rates identified.
- A multivariate factor analysis should be conducted that considers the social, economic and environmental elements of victimisation in addition to victim demographics. This would help to identify the major common drivers of victimisation and thus measure an individual's risk of being a victim of crime. From this basis practical recommendations to address this could be developed, with a view to eliminate significant variation in victimisation rates.
- Safer Bristol should explore links with Bristol County Council work carried out by the Customer Insight Team in identifying vulnerable members of the community to see whether this needs to consider victims of crime.

3. Crime

Total crime figures are at the lowest they have been in ten years. In 2010/11 there were 50,595 offences, a 6.2% reduction from 2009/10 figures. Figures so far for 2011/12 (01 Apr – 31 Dec) have shown a further 5.1% year to date reduction. From these figures it is estimated that there will be around 49,000 crimes by the year end.

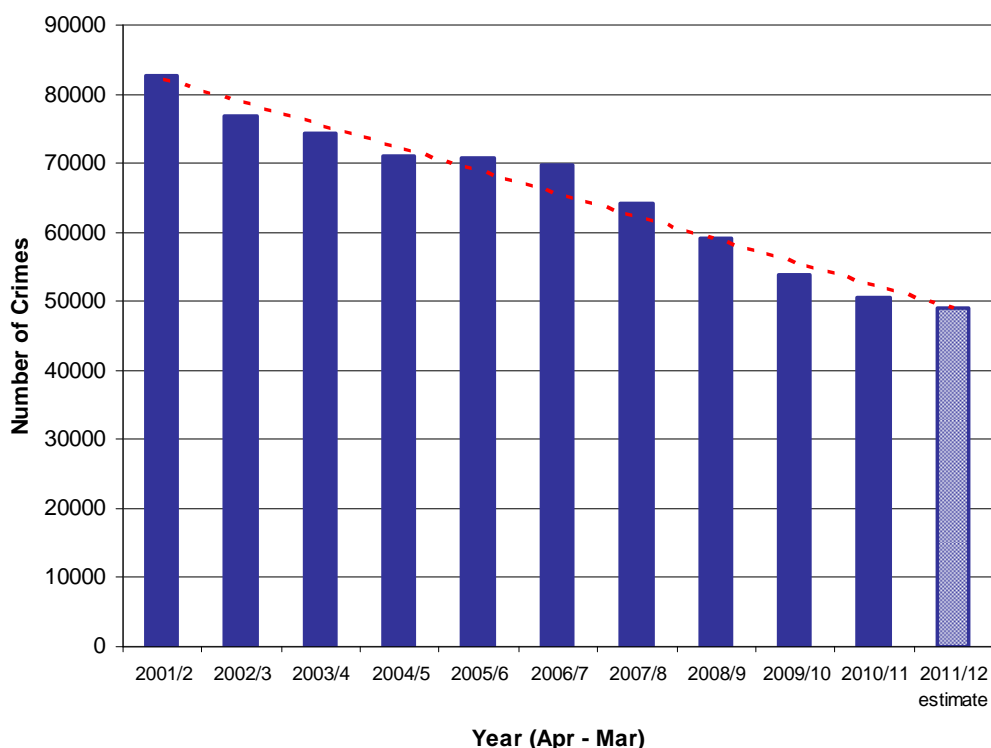


Figure 2 Recorded Crime in Bristol (Source: Avon and Somerset Constabulary)

The Neighbourhood Policing initiative was introduced by the Government in 2005. The idea is for police to work with statutory and voluntary agencies to provide a service that tackles community safety issues that are important to residents within each neighbourhood area. This new more community and neighbourhood focussed approach to tackling crime and disorder has involved the introduction of neighbourhood forums (see Section 7 for full description), high visibility patrols and activities such as leaflet drops, which raise awareness in the community of how local public services are dealing with crime and anti-social behaviour, particularly in areas which previously had the worst negative perceptions. Communities have also become engaged with local problem solving plans.

This has resulted in improvements in public perceptions of crime which can be seen in the Quality of Life Survey. The percentage of respondents who have been victims of crime in the past 12 months corresponds with police crime data and has continually reduced since the survey began in 2005. It is now 15.4%, 8% lower than 2005 figures. 19.2% of respondents now feel that crime has got worse in the past 3 years, a significant improvement compared with 2006 when 36.4% of respondents felt this was an issue. Moreover the percentage of respondents whose day to day life is affected by fear of crime is now 23.3% (16.7% lower than when the survey first began in 2005). Public perceptions of crime are worst in priority neighbourhoods (see Appendix 1) however the year-on-year downward trends in these areas are even more significant.

3.1 Acquisitive Crime

○ Overview

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

There is no specific victim profile for overall acquisitive crime as it covers such a range of offences however certain types of acquisitive crime have more identifiable victim types. As

described in Section 3, males, Black and Minority Ethnic (BME) (specifically Asian, Black and Other) and those aged 20-45 are statistically over-represented as victims of burglary, robbery and theft and handling offences. More specifically however, victims of distraction burglary are most likely to be females, white, aged 75 and over; victims of non dwelling burglary most likely to be males, white, aged 31-60; and theft from person, victims most likely to be females, aged 20-30.

Acquisitive crime hotspot areas also vary depending on crime type (see Appendix 1). An analysis of overall serious acquisitive crime in the city identified hotspots in Horfield, Windmill Hill, Southmead Estate, Church Road, Stapleton Road and the City Centre. The City Centre is also a hotspot area for less serious acquisitive crime such as shoplifting and theft from the person.

○ Performance

Table 1 Performance: National Indicators & Iqunta Crime Indicators

Offence	Core City Comparison Rank (out of 8)		Rate/1000 popn		Rate/1000 popn Core City Ave	
	Dec 2010	Dec 2011	Dec 2010	Dec 2011	Dec 2010	Dec 2011
NI 16 Serious acquisitive crime	5	4	22.18	18.56	21.08	18.73
Domestic burglary	5	4	19.98	17.14	18.75	18.57
Robbery	5	5	2.40	2.04	2.33	1.64
Vehicle crime	7	5	11.68	9.87	10.76	7.92
Theft & Handling	7	6	34.37	32.02	27.61	24.78
Shoplifting	8	7	12.12	11.34	8.55	7.85

NOTE: The collective target for the above crime types is NI16 (Serious Acquisitive Crime)

Serious Acquisitive Crime

There were 9,505 Serious Acquisitive Crimes¹² (NI16) in Bristol during 2010/11 – a decline of 17.2% on the previous year. Figures so far for 2011/12 (01 Apr – 30 Nov) are 16% lower than figures for the same period last year. Bristol has also gone up a rank compared to the Core Cities since Dec 2010 and now ranks 4/8 with a rate of offending of 18.56 crimes

per 1000 population (1% lower than the Core City average). In order to move from the second quartile to the first there would need to be a 7.9% reduction and to become the safest Core City, there would need to be a 38.3% reduction, assuming other Core Cities remained the same.

¹² Essentially Burglary, Robbery, TOMV & TFMV – see the National Indicator handbook of definition for further detail.

Domestic Burglary

Dwelling Burglary levels continue to reduce across the City. In 2010/11 there were 3713 recorded, a decrease of nearly 16% from 2009/10. Year to date figures show a 23% decrease compared to the same period last year. Bristol now ranks fourth out of eight against the Core Cities, a one rank improvement since Dec 2010 and the rate per 1000 population is now nearly 1% below the average core city rate. A 1.8% reduction on current levels would be required to move from the second quartile to the first and a 28.4% reduction to become the safest Core City.

Robbery

957 robberies were recorded in 2010/11, a decrease of 16% from 2008/09. Year to date figures show a 7% decrease compared to the same period last year. Nevertheless, successes in Bristol have been matched or even exceeded by reductions in other parts of the UK and Bristol has remained fifth of eight compared to the Core Cities with a rate per 1000 population 24% above the average core city rate. A 6.4% reduction would be needed to move from the third quartile to second however a large reduction of around 65% in current offence levels would be required to be the safest Core City.

Vehicle Crime

Vehicle Crime (Theft of Motor Vehicle (TOMV) and Theft From Motor Vehicle (TFMV)) has reduced significantly over the past three years. There were 1233 TOMV offences in 2010/11, a 23.3% reduction from 2009/10, and figures have remained stable in 2011/12 so far. TFMV too has seen reductions in the past year, reducing by 14% between 2009/10 and 2010/11 and with year to date figures of -17%. These reductions have resulted in Bristol moving up 2 ranks compared to the core cities, now ranking fifth out of eight compared to seventh last year. Bristol would now need a

1.6% reduction to move from the third quartile to the second and a 40% reduction to make Bristol the safest Core City for vehicle crime.

Acquisitive Crime

Shoplifting

As with shoplifting generally across the UK, there was a steep increase of approximately 40% between 2007/08 and 2008/09 in Bristol. It has been suggested that nationally this is due to the economic recession. Within Bristol the most commonly stolen types of item are now clothes and groceries as opposed to more luxury items such as cosmetics, jewellery and electrical items which adds further support to this suggestion. Nevertheless, since 2008/09 levels have remained stable.

Bristol has gone up one rank from worst of the core cities to seventh out of eight and would now only require a 6.9% reduction in current offence levels to move from the fourth quartile to third. Nevertheless it would need a large 63.2% reduction to become the safest Core City.

Theft Other

Between 2007/8 and 2009/10, Theft Other levels were decreasing year-on-year, however in 2010/11 there was a 6.5% increase compared to 2009/10 figures. Year to date figures for 2011/12 so far have started to decrease again and are currently 2% lower than the same period last year. Theft Other alone is not recorded with regards to a Core City Comparison however for Theft (other than vehicle) and Handling Stolen Goods, Bristol is ranked 6/8 of the Core Cities (a one rank improvement from 2009/10) and has a rate nearly 30% above the average Core City rate. A reduction of 20% would be needed to move from the third quartile to the second and a 45% reduction to be the safest of the Core Cities.

- **Activity**

Offender

- **Integrated Offender Management (IMPACT)**

IMPACT supports offenders to address the issues that are causing them to commit crime and enables them to make real changes in their lives. There are currently nearly 700 IMPACT nominals in Bristol. In the past year, the Priority Crime Team within Avon and Somerset Constabulary have provided further support for IMPACT by changing their remit and focussing more on IMPACT offenders, with all red IMPACT nominals (those most likely to offend) now covered regardless of their crime type.

To date IMPACT has had numerous successes. Although IMPACT performance on the NI18 performance indicator (binary re-offending) worsened in 2010/11, this is likely to be due to the movement of cases from Bristol Drug Management Team (DMT) into IMPACT as a large proportion of this cohort are shoplifters who have very high levels of predicted and actual binary re-offending rates compared with the other most common offence types.

Victim

- **Safer Homes Scheme**

The Safer Homes scheme comprises of a team of 3 specialist carpenters that visit the victims of crime across Bristol. Safer homes is also involved in the landlord accreditation scheme and the home action zone scheme, which targets emerging or current high crime areas and offers security visits to people living in that area all free of charge.

This approach has helped to drive down repeat burglary rates. In some areas of Bristol there was previously a one-in-three chance of being broken into again. That figure has now fallen to under one in 100 since the Safer Homes scheme was introduced. Safer Homes have resulted in the disruption of crime trends such as motorcycle theft in the Hillfields area. This involved the supplying and fitting of ground anchors and garage defenders to victims. More recently they have taken action against

Conversely, frequency of re-offending has not been affected by the movement of Bristol DMT cases and has shown a continuous downward trend since the scheme was introduced. Moreover, Safer Bristol have developed an IMPACT re-offending scorecard which compares the average re-offending rate per IMPACT client in the year before they entered the scheme with the first and second year after entering. For the IMPACT cohort in October 2011, there was an average 33% decrease in re-offending per client in the first year on the scheme and an average 39% decrease per client in the second year on the scheme compared to the year before entry. In addition to improving re-offending performance measures, in the first 2 quarters of 2011/12, IMPACT offenders have also been prosecuted for serious acquisitive crime on average 24% faster than mainstream offenders prosecuted for the same crime type, well above the 15% target. Since it was introduced as a pathfinder in Bristol in 2008, serious acquisitive crime in the city has dropped by 40%.

the emerging trend of lock snapping in Bristol. New locks were researched to combat this trend and ensure the properties were better protected. As of next month they will be supplying the new locks to every property they attend.

In total the scheme secured 4113 properties last year and from April of this year have attended 782 victims of crime: 356 burglary victims, 134 victims of domestic violence, 32 distraction burglary victims, 14 hate crime victims and 14 victims of ASB.

- **Doorstep Crime Team**

The Doorstep Crime Team is a partnership between Avon and Somerset Police and Bristol City Council Trading Standards Service which investigates 'doorstep crime' in Bristol as part of the Bristol Burglary Investigation Team. Doorstep Crime is defined by ACPO as

including distraction burglary, bogus callers and rogue traders. This joined-up approach means that the same high level of service is provided to the victim regardless of which agency is called.

Since the formation of the Bristol Doorstep Crime Team in June 2009 and Avon and

Somerset's work to tackle doorstep crime with the national Operation Liberal, distraction burglaries and rogue trading offences have reduced by around 66% in Bristol.

Location

- **Stolen Property Initiative**

A new initiative has been launched in Bristol to comprehensively understand the disposal routes of stolen property taken in priority crime offences. The aim is to identify weak points in order to maximise enforcement and partnership activity. The objective is to reduce acquisitive crime through the disruption of the stolen goods markets by making it harder and riskier for organised crime groups and prolific offenders to operate. A series of raids on shops have been carried out resulting in 8 people being charged and 140 stolen property offences detected. The stores targeted were found to be accepting false IDs from sellers and 10 – 25% of their property was proven to be stolen from various offences. Many of the stores were not following Due Diligence Procedures (part of the Consumer Protection from Unfair Trading Regulations 2008) and so a new police visiting scheme has been introduced to ensure that stores are complying with these regulations. Future plans include

further work with Trading Standards, a new property protection plan using the National Mobile Property Register (NMPR) which is the national police database of registered property ownership and stolen property records and promotion of the tracking of internet enabled devices such as mobile phones and laptops.

- **Target Hardening Zones**

Dwelling burglary hotspots have been targeted through the Burglary Target Hardening Zones in Redland, Cotham, Bishopston and Montpelier. A recent review has concluded that with reductions in excess of 50% across these areas over the last 4 years, the specific partnership burglary target hardening plan has been closed. This is to allow the available resources within those areas to be refocused, with a wider remit on all types of serious acquisitive crime and the perpetrators of the offences.

- **Recommendations**

- Identify new citywide dwelling burglary Target Hardening Zones and assess impact.
- Target shoplifting offenders through movement of DMT offenders into IMPACT.
- Conduct research to provide a better understanding of robbery offending in Bristol.

3.2 Violent Crime

3.2.1 Non-Domestic Violence against the Person

○ Overview

Non-domestic violence in Bristol ranges from common assaults to more serious grievous bodily harm and murder.

Year on year, Bristol City Centre remains the most problematic area in the city for violence and disorder. In 2010/11, Cabot and Clifton NPA had a rate of violent crime 62% above the Bristol average rate (see Appendix 1). The area has a transient population attracted to

the various leisure facilities and night time economies which results in a prevalence of alcohol related disorder during pub and club closing times.

There are also a number of violence offences attributable to youths involved in street conflict in more deprived areas of the city such as St Pauls and Easton.

○ Performance

Table 2 Performance: National Indicators & Iquanta Crime Indicators

Offence	Core City Comparison Rank (out of 8)		Rate/1000 popn		Rate/1000 popn Core City Ave	
	Dec 2010	Dec 2011	Dec 2010	Dec 2011	Dec 2010	Dec 2011
Violence Against Person	8	6	19.89	17.67	13.96	12.25
NI15 Most Serious Violence	2	5	0.37	0.41	0.60	0.57
NI20 Assault with less serious injury	5	6	9.90	8.28	7.71	6.90

Violence against the Person

There were 12,875 violent crimes in Bristol during 2010/11, a decline of 5.4% on the previous year. In addition, figures so far for 2011/12 (01 Apr – 30 Nov) are 9% lower than figures for the same period last year. Bristol has also gone up 2 ranks compared to the Core Cities since Dec 2010, however still performs relatively poorly ranking sixth out of eight with a rate of offending of 17.67 crimes per 1000 population (12.3% higher than the Core City average). In order to move from the third quartile to the second there would need to be a 32.6% reduction and to become the safest Core City, there would need to be a 56.3% reduction, assuming other Core Cities remained the same.

Most Serious Violence

Most serious violent crimes¹³ (NI15) reduced by 8.6% in 2010/11 compared to 2009/10, with 308 offences recorded. Year to date figures show a further 12% decrease

compared to last year. Nevertheless, successes in Bristol have been exceeded by reductions in other parts of the UK and Bristol is now fifth out of eight Core Cities, compared to last year when it was second best. It now has a rate per 1000 population 15% above the average core city rate and although it would only need a 1% reduction to move up to the second quartile, it would need a 28% reduction to become the safest Core City.

Assault with Less Serious Injury

4025 assaults with less serious injury (NI20) were recorded in 2010/11, a decrease of 2.3% from 2009/10. Year to date figures also show a 6% decrease compared to last year. Nevertheless, Bristol has moved down a rank from fifth to sixth of eight compared to the Core Cities with a rate per 1000 population 20% above the average core city rate. A 25% reduction would be needed to move from the third quartile to second and a 44% reduction to be the safest Core City.

¹³ All Murder, manslaughter and infanticide offences, Attempted Murder, Wounding or other act endangering life, GBH (Part), Causing Death by Dangerous/Careless/Inconsiderate Driving, Causing Death by Aggravated Vehicle Taking.

Alcohol Related Violence

NI20 Assault with less serious injury is used as a proxy measure for alcohol related violence however it is acknowledged it will include a proportion of offences which have no alcohol element. Another proxy measure for alcohol related violence offences is emergency department attendance. Research based in Bristol Royal Infirmary found that 8% of all attendances were due to alcohol-related violence. The highest percentage of injuries related to violence was seen on Friday and Saturday night¹⁴. Moreover, estimates by the North West Public Health Observatory show

o Activity

Offender

- **Integrated Response - Integrated Services (IRiS)**

Building on the success of IMPACT, a new Integrated Offender Management team for dangerous violent and sexual offenders who pose a high risk of harm and re-offending is being developed. IRiS will fill existing gaps, by encompassing the management of dangerous individuals who currently fall outside of existing management processes. Proactive management will be undertaken and relevant pathways will be utilised to reduce the risk posed by offenders.

Location

- **Town Centre NTE**

A partnership crime reduction programme has been designed to stamp out unacceptable behaviour by city centre users. This programme will help promote public confidence for residents and visitors. Within the Cabot, Clifton and Clifton East wards

o Recommendations

- Install new computer system in the Bristol Royal Infirmary emergency department which will improve the quality of the data collected on attendances due to violence.

that violent crime makes up the majority of the alcohol attributable crimes in Bristol and it has highest rate of alcohol related violent crime out of the core cities¹⁵.

Gun and Knife Crime

Gun and knife crime are not compared at a citywide level, however in 2010/11 Avon and Somerset as a force area had the highest levels of gun crime and third highest levels of knife crime out of the eight Most Similar Groups. Nevertheless, these are still very low figures with only 0.08 gun crimes and 0.34 knife crimes per 1000 population.

- **Juvenile Offenders**

In October 2011, a partnership offender management approach was put in place with youths up to the age of 18 who are involved in street conflict. This has two strands: 'enforcement' which deals with those identified as the highest risk to the public and 'prevention and diversion' which deals with periphery offenders or those who have not recently offended. This gives identified individuals a higher level of attention than they would have previously been given.

violent crime has reduced by 18% over the last year and serious violent crime by 38.1%. On more specific police beats over the last twelve months violent crime has reduced by 67% on the waterfront and by 53% at the junction of Park Street and St Augustines Parade, an area dominated by late opening fast food outlets.

¹⁴ What is the burden of alcohol related injuries in an inner city emergency department? (2010), Hoskins, R and Bengler, J

¹⁵ North West Public Health Observatory: Local Alcohol Profiles for England 2009/10

3.2.2 Domestic Violence (DV)

○ Overview

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. This includes family members. Those who experience violence and abuse come from all backgrounds, irrespective of social class and income. In Bristol, the highest levels of domestic violence are reported in more deprived areas of the city such as Southmead, Lawrence Weston, Hartcliffe and Easton (See Appendix 1).

Nevertheless, it is widely acknowledged that domestic violence is underreported by victims. From national research in 2007, it was estimated that in Bristol there are nearly 40,000 women aged between 16 & 59 who have experienced some form of DV. Taking under-reporting into consideration, the true

frequency of DV in Bristol was estimated to be 26,195 incidents per annum¹⁶. However, only 7,505 domestic incidents were reported to the police in 2010/11¹⁷.

The BCS has captured data on domestic violence offences via a self-completion module since 2001 and the data have consistently shown that victims of domestic violence were more likely to experience repeat victimisation than victims of other types of crime. Repeat victimisation accounted for 73% of all incidents of domestic violence as measured by the 2010/11 BCS.

Around 59% of the people who commit domestic violence are repeat offenders. Tackling prolific domestic violence perpetrators can have a large impact on crime reduction targets.

○ Performance

As stated previously, there were 7505 domestic incidents reported to the police in 2010/11 (stable from 2009/10 figures). There is no core city comparison for domestic violence offences, however Avon and Somerset has the lowest number of recorded offences compared to its most similar groups (MSGs) and is nearly 40% lower than Cambridgeshire which has the highest recorded levels of the MSGs.

Activity

Offender

• **Integrated Domestic Abuse Programme**

The Integrated Domestic Abuse Programme (IDAP) is a probation-accredited programme for working with domestic violence offenders being supervised by the probation service. The programme tackles issues such as the misuse of power and control and is designed to help

offenders stop their violence. Support is also offered for the partners of men attending IDAP. It is estimated that 54 offenders will successfully complete the programme in Bristol this year.

¹⁶ Locally published research by Dr N Westmarland (Safer Bristol, 2007), based on Walby, S. and Allen, J. (2004) *Domestic Violence, Sexual Assault and Stalking: Findings from the British Crime Survey*, Home Office

¹⁷ Home Office Statistical Bulletin: Crime and England in Wales 2010/11 (Published 2010/11)

<http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/crime-research/hosb1011/hosb1011?view=Binary>

- **Perpetrator Behaviour Change Programme**

In October 2010 the “Stopping Violence Programme”, a new voluntary DV perpetrator programme, was implemented. This is aimed at men who are seeking help to change violent, controlling or harmful behaviour either by volunteering themselves or being referred to by voluntary agencies and statutory services. Partners/ex partners of these men are also offered support from a women’s safety worker. The most recent figures (ending June 2011) shows that 16 of them

had been offered a place, all of which accepted. One man completed the programme at the end of June however as the remainder have not yet completed the full programme, outcomes cannot be measured at present. The Women’s Safety Worker offered a service to all female partners and/or ex partners of the men who were offered and accepted a place on a programme, with 13 accepting support. Splitz are currently advertising for sessional workers, with an aim to build a permanent bank of facilitators to provide continuity for group members.

Victim

- **Underreporting**

Safer Bristol have developed a Domestic Violence Risk Index¹⁸ which measures the relative level of risk of being a victim of domestic violence in each lower super output area (LSOA) in Bristol. It uses six different indicators from Home Office research¹⁹ (age group 16-29, unemployed, low income, bad health, drug and alcohol use, ‘striving’ ACORN type) to predict this level. The predicted levels of risk are then compared to the actual

reported levels to look for potential underreporting. The top three areas identified as having the highest levels of potential underreporting are: Clifton, Cotham and Frome Vale.

- **Victim Services**

There are a number of victim services in Bristol which aim to increase confidence in reporting and provide support to those experiencing DV.

Location

- **Community Support Services**

A new community based service with locations in the North (Northern Arc) and South (Southern Arc) of the City was commissioned from Next Link. The services commenced on

1st November 2011 and will provide services for both women and men who have experienced DVA including people who remain within their relationships and require support to stay safe.

○ Recommendations

- Use Safer Bristol DV Risk Index to provide services in areas of highest risk and also to promote reporting in those areas identified as having the highest levels of potential underreporting.
- Explore why reporting of DV in Avon and Somerset is so much lower than the other areas in the MSG. This should include research into what reporting mechanisms are available in other areas.

¹⁸ Safer Bristol Domestic Violence Risk Index (2011), Laura Welshman

¹⁹ Home Office: Domestic Violence: Findings from a new British Crime Survey self-completion questionnaire (1999)
<http://www.ccrm.org.uk/images/docs/britishcrimesurveydv.1.pdf>

3.2.3 Sexual Offences

○ Overview

It is acknowledged that we do not have a true understanding of sexual offending as a large percentage of offences are not reported.

The 2009/10 British Crime Survey estimated that only 11% of victims of a serious sexual assault reported that assault to the police. Reported sexual offence figures in Bristol decreased by nearly 5% between 2009/10 and 2010/11 which suggests that victims are continuing to fail to report.

○ Performance

In 2010/11 there were around 760 sexual offences in Bristol, approximately 60% of which were of a serious nature. The most common types of sexual offence were: sexual assault on a female (28%), rape of a female

The top five citywide hotspots for sexual offences, based on three years worth of data, are all located around local sex markets in Trinity NPA and Bristol East NPA. An analysis of violent offences against sex workers in Bristol identified that sex workers are 167 times more likely to be a victim of rape and 67 times more likely to be a victim of attempted rape than a non-sex worker female in Bristol.

(21%) and kerb crawling (20%). Bristol is eighth out of the eight core cities for sexual offences, with a rate per 1000 population nearly 60% above the core city average.

○ Activity

Offender

• Operation Bluestone

In September 2009 a dedicated team to tackle rape and sexual assault was put in place in Bristol. As a result detection and convictions rates of such crimes have increased across the City. During its first year of operation, the detection rate increased by 6 per cent and In 2010/11 the detection rate was 45% compared to 38% in 2009/10.

• Sex Offender Management

Bristol was chosen as one of the pilot sites for a sexual offender management pilot dealing with high risk individuals who are not currently managed as Registered Sex Offenders. The pilot has now come to an end and the decision was made to continue project. Greater information sharing has meant a full intelligence picture can be built for sexual offenders who were not previously identified or managed before the implementation of the project. Since the implementation of the Sexual Violence Perpetrators Project, a number of tools have been used to disrupt the risky sexual behaviour of offenders.

Acceptable Behaviour Contracts, ASBOS, and successful remand applications have helped to manage the behaviour of a number of offenders.

• Juvenile Offenders

Be Safe is a multi-agency , multi-disciplinary partnership service in Bristol managed by North Bristol NHS Trust with staff from NBT, CYPS Social Care, Bristol Youth Offending Team, and Barnardos. The service works with children and young people aged 8 to 17 years where there are concerns about their problematic/harmful sexual behaviour and will offer advice, consultation and training to professionals, and direct assessment and intervention services to children, young people and their families. Be Safe is accountable to the Be Safe multi-agency Partnership Group with representatives from each of the agencies seconding staff to the service as well as Avon and Somerset Police; and to the Bristol Children's Safeguarding Board.

Victim

- **Underreporting**

Underreporting issues will be improved through partnership work between the police (Op Bluestone) and charities such as The Bridge, a service which provides sexual health and medical care and ongoing support and counselling for victims of sexual offences and the One25 Project, a charity which aims to help women trapped in street sex work, supporting them to break free and build new lives. In the first year of Op Bluestone, the victim declines to prosecute rate decreased by 13%, when compared with the previous year.

On 13th December 2011, Op Bluestone won an award for crime initiatives tackling violence against women, came first in a public vote on worthwhile crime initiatives, and came second in the overall Tilley awards (recognises initiatives where problem solving and partnership working make a measurable and sustainable impact on crime reduction) judged by a panel.

Avon and Somerset Constabulary's Vice Enforcement Team and vice liaison officers

also regularly make contact with sex workers and encourage them to report.

- **Street sex workers**

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

Since January 2010, the Street Sex Work Options Project (SSWOP) has worked with 54 different women involved with sex working on the streets in Bristol and with chronic substance misuse issues. There are a total of 12 women who are currently in recovery. SSWOP continues to be supported by Safer Bristol to advocate for packages of care and residential treatment for this client group.

Location

- **Sex markets**

A fortnightly tactical assessment produced for Op Bluestone now identifies crimes committed against known sex workers in Bristol. All offences including sexual offences committed against sex workers are hot-spotted in order to help task and deploy resources used to tackle vice related crime. The dedicated vice team are made aware of victims of crime who

are sex workers and current hotspots for offending.

In addition, Avon and Somerset's Vice Enforcement Team are working together with Crimestoppers to develop a leaflet which will be posted in sex market locations, encouraging local residents to report any vice related activity they may witness.

- **Recommendations**

- Using a similar method to the Safer Bristol Domestic Violence Index, develop a sexual offending index which will help to identify areas where underreporting is likely to be high so that resources can be targeted in these areas.
- Expand interventions with perpetrators of kerb crawling and vice related offences.

3.3 Hate Crime

○ Overview

Hate Crime is defined as a criminal offence which is perceived to be motivated by hostility on grounds either of race, religious belief, sexual orientation, disability or gender. In recent years Bristol has undergone a major demographic change, more so than any other city in Britain, making it one of the most diverse cities outside London. Around 60% of Hate Crime reported to Avon and Somerset Police occurs in Bristol. It is therefore important that work is undertaken to combat hate crime and promote community cohesion.

Due to public perception and fear of retribution, hate crime remains underreported. A number of surveys^{20 21 22} have found that there is a major discrepancy across all hate crime types, between the number of people who have been the victim of hate crime and

the number of hate crimes that have been reported.

Within Bristol, offenders are typically young white British Males which matches the national profile of hate crime offenders. In Bristol, 18% of hate crime offences reported to the Police involve a repeat hate crime offender.

Safer Bristol is working with partners to commission hate crime services. A needs assessment has been produced²³ which will feed directly into the Hate Crime Joint Commissioning Group and development of a service specification to commission services based on the identified needs. The Hate Crime Joint Commissioning group plan to award the contract for hate crime service in October 2012.

○ Performance

There were almost 2500 Hate Crime incidents reported in Bristol²³ in 2010/11, a 12% decrease compared to 2009/10, which suggests that hate crime is still significantly

underreported. Nevertheless, although levels of hate crime/incidents appear to be declining, Bristol has high reporting levels to the police in relation to core cities, ranked seventh out of eight and with a rate per 1000 population 45% higher than the average core city rate.

²⁰ Home Office Statistical Bulletin: Crime and England in Wales 2010/11 (Published July 11)

<http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/crime-research/hosb1011/hosb1011?view=Binary>

²¹ Homophobic Hate Crime – The Gay British Crime Survey 2008, Stonewall

Available on request at http://www.stonewall.org.uk/what_we_do/2583.asp

²² The Life Opportunities Survey 2009/2010

<http://odi.dwp.gov.uk/docs/res/los/los-qr-lm-er.pdf>

²³ Safer Bristol Hate Crime Needs Assessment (2011), Laura Welshman

²⁴ Covers all incidents reported to BCC Housing Dept, BCC Education (CYPS), Support Against Racist Incidents (SARI), The West of England Centre for Inclusive Living (WECIL), Educational Action Challenging Homophobia (EACH) and Avon and Somerset Constabulary recorded on Safer Bristol's Hate Crime Database.

○ Activity

Offender

- **Offender Justice**

The Strategic Partnership Against Hate Crime (SPAHC) strategic objectives include to promote zero tolerance of hate crime and increase the rate at which offenders are

brought to justice. They aim to strengthen a systematic and coordinated approach to the detection, arrest, conviction and effective sentencing of offenders. The detection rate for racially and religiously aggravated offences in 2010/11 was 46.3 per cent, having risen from 36.3 per cent in 2009/10.

Victim

- **Underreporting**

The Strategic Partnership Against Hate Crime (SPAHC) has developed the Hate Crime strategy 2010-2014. One of its priority strategic aims is to increase victim confidence in reporting and signposting the various support agencies and third party reporting centres that exist in Bristol. The police and

hate crime support services providers now hold a weekly hate crime case review panel meeting to improve reporting and to support victims of hate crime. The panel reviews reports of hate crime and is then able to offer support services more quickly to victims of hate crime and their families.

Location

- **Community Cohesion**

The Tension Monitoring Group (TMG) is a multi-agency operational group that meets monthly and includes the Council, Police and Voluntary sector. Safer Bristol is a lead partner. The group produces monthly briefing updates on community impactful tensions. All

partners are signed up to ensure that policy initiatives are being merged with community development and community cohesion work. Work is continually undertaken to ensure that there is an understanding of the demographic changes within the city and that these are being managed.

○ Recommendations

- Using a similar method to the Safer Bristol Domestic Violence Index, develop a hate crime index which will help to identify areas where underreporting is likely to be high so that resources can be targeted in these areas to encourage reporting.

4. Anti-social Behaviour

○ Overview

Anti-social Behaviour (ASB) was defined in the 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".

ASB in Bristol ranges from low-level activity such as street drinking and hoax calls to more serious types such as drug dealing and violence. The most significant types of ASB in Bristol are: Rowdy & Inconsiderate Behaviour, Fly-Tipping, Graffiti and Criminal Damage which account for 68% of ASB reported to the City's authorities.

ASB has an impact on the quality of life of Bristol's communities. Analysing ASB levels against the fear of crime in each ward shows a strong significant positive correlation (90%)²⁵. Although this correlation does not imply a causal link between ASB and fear of crime, it

○ Performance

Similar to crime levels in Bristol (down 6.2%) between 2009/10-2010/11, levels of ASB reported to the city's authorities²⁷ have also decreased by nearly 12% over the same period with just over 61,000 incidents reported. Crack House Closures and Prostitute Cautions have doubled since 2009/10, with Acceptable Behaviour Contracts issued remaining at 2009/10 levels.

In addition, overall public perception and confidence in the response to ASB is improving in Bristol. In the Quality of Life Survey 2010, 31.8% of residents thought anti-social behaviour was a problem in their local neighbourhood. This indicator has decreased year-on-year since the survey began and has

suggests that it is likely to be an influential factor.

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

Geographical analysis of all ASB in Bristol²⁶ highlights a number of locations that act as a focus for offending across the city. The Top 5 of these, in order, are:

1. Stokes Croft & St Pauls
2. The City Centre
3. Stapleton Road, Easton
4. Lawfords Gate, St Judes
5. East Street, Bedminster

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

shown a significant improvement compared with 2005 when 49.2% of residents felt this issue was a problem locally. In addition, in the most recent British Crime Survey interviews (year ending June 2011) 55.6% of respondents 'agreed' or 'strongly agreed' that: 'The police and local council are dealing with the anti-social behaviour and crime issues that matter in this area', a 5.9% improvement from the same period in 2009.

Police user satisfaction with follow up service (60.7%) and with overall service (78.4%) for ASB incidents have improved significantly in 2010/11, with both measures meeting the Police Authority target for the year.

²⁵ A correlation coefficient of over 60% shows a significant positive correlation (i.e. 60% of the variation in one is linked to variation in the other).

²⁶ ASB Needs Assessment 2010/11, Laura Welshman

²⁷ Covers all stormlogs (Police), Criminal Damage and Public Order (Police), deliberate false alarms (Avon Fire & Rescue), Complaints for fly-tipping, fly-posting and graffiti (BCC Street Scene), ASB related Noise complaints (BCC Noise) and BCC Housing complaints.

○ Activity

Offender

- **Repeat Offenders**

Repeat offenders are monitored through case management systems with an incremental, partnership approach to tackling their behaviour being taken. The Family Intervention Project takes a holistic, whole family approach to managing repeat offenders and perpetrators of anti-social behaviour, with 36 families taking part in 2010/11 and 27 families in 2011/12 to date.

It is being explored whether the Avon and Somerset Constabulary offender management system for criminal offenders can be

developed further to apply to offenders of ASB. Furthermore, Bristol City Council have developed the offender management model further by expanding the remit of the Streetwise Project to oversee all street based ASB including street drinking and begging.

Further work is underway with adult social care and mental health services to improve outcomes for vulnerable adults at risk of causing ASB in the community and links with the Neighbourhood Justice Project are being developed to ensure that all ABCs are completed in a restorative way.

Victim

- **Vulnerable Victims**

Since May 2011, Avon and Somerset Constabulary have been using a new ASB call handling process called ProQA, the only force in England and Wales to do so. ProQA aims to identify the nature of the reported incident quickly and effectively ensuring the most appropriate outcome for the victim. As soon as the victim is highlighted as vulnerable, ProQA prioritises the call as 'immediate' or 'priority' for response. All high-risk (and some medium risk) victims are now managed by a new, purpose-built software package that is part of Guardian. In addition, repeat and vulnerable victim risk assessment matrices are now used across the City Council's landlord services and ASB team.

Victim Support are now delivering structured training in how to deal with vulnerable victims.

They are contracted to give this specialised input to frontline practitioners from both Police and Bristol City Council so that those staff will be able to provide a professional level of support for high risk victim of ASB.

- **Victim Contact**

The Police have implemented call backs for all ASB calls as part of their ASB Gold Standard. The call back rate has increased significantly since it started and most areas are now meeting the 90% call back target. The Council's Landlord Service have also implemented a service improvement plan that has tightened up on case acknowledgements and action plans. Both agencies have seen a positive trend in customer satisfaction as a direct consequence of this service improvement work.

Location

- **Priority Locations**

Comprehensive crime and ASB data has been given to each Neighbourhood Delivery Team in the form of "Crime Footprints" (Appendix 2) to help inform joint-tasking and partnership problem solving processes. Each NDT has

drawn up targeted action plans to specifically address the local issues identified in their footprint data and progress against these plans will be fed back to residents and stakeholders through the Neighbourhood Partnerships.

○ Recommendations

- Avon and Somerset Constabulary should enable local citizens' involvement in dealing with crime and ASB. Restorative justice approaches at a neighbourhood level may be a means of doing so.

6. Substance Misuse and Treatment

6.1 Crime, re-offending and substance misuse as a long term issue

The links between substance misuse and offending are well recognised and the Integrated Offender Management Programme links with substance misuse services to ensure offenders access the range of support available to them.

49% of offenders and 76% of re-offenders under the supervision of Bristol Probation Trust have drug misuse needs. Drug-misusing offenders have a much higher level of proven re-offending (see Section 2 for definition) than overall offenders, with 60% of the drug-misusing cohort re-offending compared to only 32% of the overall cohort. They also have a higher frequency of re-offending, with an average of 4.5 offences per drug-misusing re-offender compared to only 3.35 per overall re-offender.

There are an estimated 4,777 Heroin and/or Crack Users in Bristol of which 73.5% (3512) accessed structured treatment during 2011-11²⁸. This level of penetration compares favourably with other core cities. When less structured treatment is also considered, such as the needle exchange service, drop in sessions and outreach work, it is likely that only a relatively small cohort of the estimated users in Bristol are not in touch with any services. In Bristol 18% of the total structured treatment population are criminal justice clients compared to 24% nationally²⁹. Anomalies are seen in the proportion of criminal justice clients that are reported as successfully completing treatment yet re-present at treatment services at a later stage, with 18% of criminal justice re-presentations in Bristol compared to 7% nationally.

This is being explored further as part of the annual drug treatment needs assessment process.

○ Recommendations

- Whilst a level of reengagement by criminal justice clients with structured treatment is positive this 'revolving door' suggests there is more to be done to ensure that the treatment system and partner agencies are effectively meeting the needs of criminal justice clients and ultimately reducing re-offending.

6.2 Changing patterns of drug use

National data shows a reduction in the number of drug users accessing treatment for heroin and/or crack dependency. This is especially prominent for the under 30's age group. These trends are recognised in Bristol both in terms of the numbers of heroin and crack users presenting to treatment services and police data on drug seizures.

Police custody data³⁰ demonstrates that the number of arrests for trigger offences has been consistently lower throughout 2011 than in previous years. However, of those arrests the proportion of offenders testing positive for class A drugs has remained relatively static at approximately 40% of those tested. The actual substance that offenders test positive for however appears to be changing which is indicative of changes in drug use within the wider drug using population. Reviewing data since Nov 2008 shows a decrease in the number of offenders testing positive for sole opiate use and combined opiate and crack use but an increase in the number of offenders testing positive for cocaine. When reviewing the results of drug test data this includes both powder and crack cocaine. This suggests that fewer sole opiate users are arrested for committing trigger offences and

²⁸ Bristol PDU Prevalence Estimates 2010-11 Opiate and/or crack users = 4777 In treatment, PDU = 3512 = 73.5%. reference Glasgow estimates of prevalence.

²⁹ DOMES q2.

³⁰ Avon and Somerset Constabulary Custody drug data reports

highlights that a larger cohort of cocaine users are presenting through the Drug Intervention Programme. In addition, since the end of 2009/10 police cocaine seizures have been increasing and cocaine is now seen as the second most popular drug after cannabis.

Again at a national level data, an increased number of young adults are seen to be coming into treatment for cannabis use. This may be due to a number of factors such as increased popularity of cannabis, stronger strains causing further issues or whether the treatment system has changed to appeal more to cannabis users. This trend doesn't necessarily equate to an increased use of cannabis but highlights the need to provide services that can meet the needs of cannabis users³¹.

In a recent online survey conducted by Safer Bristol³² 592 people gave their feedback on substances in use, reasons for their use and their awareness of services available to them. Comparisons between Bristol respondents and non Bristol respondents showed higher levels of use of all substances in Bristol suggesting a need for more work that focuses on prevention. The results also provide further evidence of a wide range of substances in use and newly emerging patterns, with alcohol (95%), cannabis (53%) ecstasy (45%), nitrous oxide (39%) and cocaine (37%) being used by high numbers of respondents. Of the respondents who reported using substances that were not opiates or crack only 31% were aware of available services to address their use which highlights the need for targeted publicity.

o Recommendations

- The current drug treatment system is adapting to meet the needs of non opiate and crack users. This needs to consider stimulant services, i.e. for ecstasy, cannabis and legal highs to be in line with the needs of the local community. Work in the community then needs to be undertaken to change preconceptions of the types of services available and, in particular, raise awareness of non opiate and crack services.

6.4 The effect of drug use and offending on community confidence

Not only can drug misuse cause harm to an individual and increase risk of actual offending but it can also have a negative effect on the fear of crime and confidence in the community. Analysing perceptions of substance misuse against the fear of crime in each ward shows a strong significant positive correlation between the perception of drug dealing and people using drugs as problems and the fear of crime in a community, while the correlation between drunk and rowdy people in public being seen as a problem and fear of crime is not significant (Table 3). Although this correlation does not imply a causal link between drug misuse and fear of crime, it suggests that it is likely to be an influential factor.

Table 3 Correlations between perceptions of substance misuse and fear of crime in the community

Perception measure	Drug dealing is a problem: Agree	People using drugs in the neighbourhood is a problem: Agree	Drunk and rowdy people in public places is a problem: Agree
Correlation coefficient ³³	87%	89%	49%

This effect appears to be particularly prevalent in disadvantaged communities. Trinity NPA contains some of the most deprived areas in Bristol. It is ranked the worst in the city for all drug measures and also has the worst levels of fear of crime (see Appendix 1). Within Trinity NPA, Lawrence Hill is the most deprived of the areas with 6 of its 7 LSOAs falling within the most deprived 10% of LSOAs in England. It is the worst ranked ward for drug measures and fear of crime.

³¹ Drug Treatment and Recovery in 2010-11
www.nta.nhs.uk

³² The survey report will be available on the Safer Bristol website from 01/02/2012:
<http://www.bristol.gov.uk/node/4571>

³³ A correlation coefficient of over 60% shows a significant positive correlation (i.e. 60% of the variation in one is linked to variation in the other).

A street level up approach to tackling drug markets which focuses on community confidence has been put into action in Bristol. This involves liaison with the community, statutory and voluntary partner agencies to include their views on delivering a coordinated, more holistic approach to offending behaviour and its impact on the community. The project's focus is on drug treatment to deter re-offending, improve community cohesion and design out crime. 2 drug markets (Hartcliffe and Henbury) have been tackled to date resulting in 45 arrests, 3 potential crack house closures, over £100,000 drug recovery and the rise of Intelligence, particularly community intelligence. In addition, a community concern that drug 'drop in' centres are not available in the North is being addressed by CJIT and Beacon are piloting a one day a week service in conjunction with 'The Southmead Project' which commenced in November 2011.

o Recommendations

- All Neighbourhood Delivery Teams to include in their action plans a community engagement activity plan to tackle drug misuse and offending as well as related fear of crime.
- Continue street level up approach in remaining 12 identified drug markets.

6.5 Organised Crime and Drugs

There are over 40 Organised Crime Groups identified operating in Bristol, approximately 70% of those operating in the East or the South of the City. The large majority of the identified Organised Crime Groups are involved in the supply of illicit drugs, particularly heroin, cocaine and crack cocaine. Other groups are involved in cannabis cultivation, firearms supply, handling stolen goods, organised burglary, fraud, money laundering, prostitution and trafficking human beings. Through their control of the drugs trade, organised crime groups in Bristol enable easy access to class A drugs for problematic drugs users, provide outlets for goods stolen through acquisitive crime and contribute to ASB through prostitution, cannabis supply and cocaine supply into the night-time economy. They also promote fear of crime through the extreme violence used to control illicit markets and victims such as the women trafficked for sexual exploitation.

There are 14 identified class A drug markets in the City, from the local markets for crack and heroin based in the deprived estates in Filwood, Hartcliffe, Southmead and Lawrence Weston to the large 'recreational' drug market in the pubs and clubs in the City Centre. These drug markets, controlled by organised crime groups, supply problematic users across the City and cause problems in the community.

The Proceeds of Crime Act 2002 has allowed the police to undertake investigations in order to assess a criminal's benefit from crime following conviction for any criminal offence which the offender may have benefited from. The court can then make a confiscation order, based on the identified assets, effectively ordering the criminal to sell all of his assets to satisfy the order. Failure to satisfy the order within a given time will result in an additional mandatory period of imprisonment. Following release from this sentence, the debt still has to be paid. In the first 3 quarters of 2011/12 the amount ordered to be confiscated from drug related acquisitive crime was £226,000 in Bristol and £3.25million forcewide.

7. Neighbourhoods

In order for the Neighbourhood Partnerships to make good decisions, which reflect the needs of the neighbourhood as a whole, the members of the partnership need to hear the voices of their wider population. The Neighbourhood Forums are a type of public meeting, much less structured and less formal than the Neighbourhood Partnership, where anyone from the neighbourhood can come and raise their issues, concerns about services delivered in their area or ideas for way to improve their neighbourhood. Service related concerns can be addressed by officers from partner organisations who are supporting the process either directly, or through the relevant Neighbourhood Delivery Team (NDT). This is a group of local officers from across all the main public and voluntary community sector that come together monthly to pick up on the more complicated, cross organisational issues raised by residents. Each team covers 2 Neighbourhood Partnerships and their job is to work together, across service boundaries, to fix problems within the area.

There are 7 NDTs covering 7 Neighbourhood Policing Areas (NPAs):

- **Bishopsworth**

Bedminster
Southville
Hartcliffe
Whitchurch Park
Bishopsworth

- **Brislington**

Knowle
Brislington East
Brislington West
Stockwood
Hengrove
Windmill Hill
Filwood

- **Bristol East**

Hillfields
St George East
St George West
Frome Vale
Eastville

- **Cabot and Clifton**

Clifton East
Clifton
Cabot

- **Lockleaze and Redland**

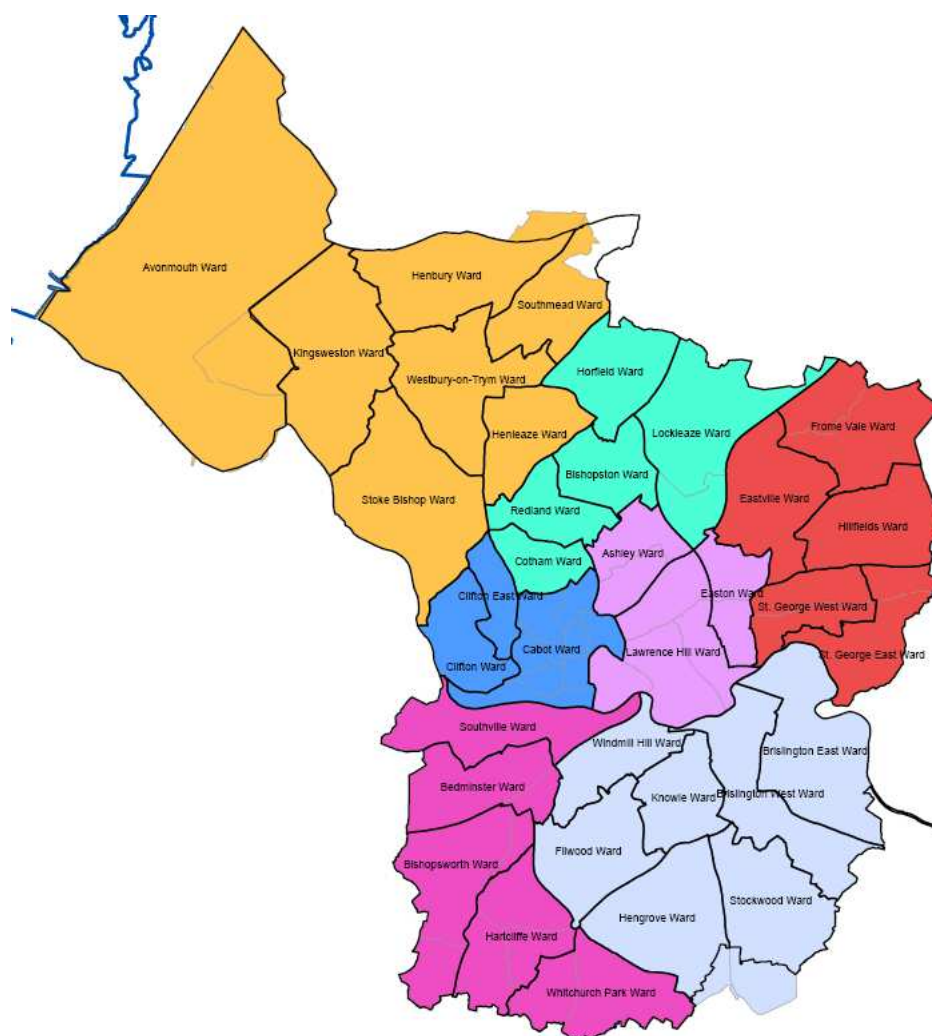
Lockleaze
Horfield
Cotham
Redland
Bishopston

- **Southmead and Avonmouth**

Avonmouth
Henbury
Westbury-on-Trym
Southmead
Henleaze
Stoke Bishop
Kingsweston

- **Trinity**

Easton
Ashley
Lawrence Hill



Crime Footprints containing comprehensive crime and ASB data have been given to each NDT to help inform joint-tasking and partnership problem solving processes. Each NDT has drawn up targeted action plans to specifically address the local issues identified in their footprint data and progress against these plans will be fed back to residents and stakeholders through the Neighbourhood Partnerships. These Crime Footprints are attached in Appendix 2.

