

# Safer Bristol Crime and Disorder Strategic Assessment

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January 2015

**Final Version**



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## 1. Aims, Information Sources and Structure

### 1.1. Aims:

The Crime & Disorder Strategic Assessment is a public document which seeks to provide the direction for Safer Bristol Partnership. It provides an overview of the current and future crime, disorder, and community safety issues affecting Bristol. The Strategic Assessment is also produced by Safer Bristol to meet its statutory obligation<sup>1</sup> to provide:

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

The understanding, evaluation, and predictions will enable Safer Bristol and its partner organisations to:

- Identify the current, emerging, and future opportunities and challenges
- Assess the impact these will have on our communities
- Make informed decisions on partnership enforcement activities and resource requirements
- Set strategic priorities for the Partnership for 2015/2016
- Influence the production of the annual Crime Needs Assessment produced by the Office of the Police and Crime Commissioner (OPCC).

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<sup>1</sup> Section 7 of the Crime & Disorder (Formulation & Implementation of Strategy) Regulations 2007; Statutory Instrument (SI) Number 1830

## 1.2. Information Sources:

The strategic assessment has taken information from a range of data sources from a range of partners, including: Avon and Somerset Constabulary; Bristol City Council; Avon Fire Service; National Probation Service; The Bristol, Gloucestershire, Somerset and Wiltshire Community Rehabilitation Company; Ministry of Justice; Home Office; Bristol Quality of Life Survey; Crime Survey of England and Wales; Youth Offending Team; Office of the Police and Crime Commissioner; Non-Statutory Partner Agencies

Data used to inform this assessment has been drawn from published data sources and derived from live data sets covering the period 2013/14 unless otherwise stated. Whilst every effort has been taken to ensure accuracy, due to the ongoing nature of police investigations, figures may be subject to change and inconsistencies may exist between published and live data.

## 1.3. Structure:

The assessment provides an overview of crime across Bristol, highlighting trends in recorded crime, estimated crime, an overview of offending rates by ward. It considers victim and offender profiles and explores the broader journey through the criminal justice system and wider issues which may impact on victims and offenders. The report then covers specific priority crime types which reflect current partnership priorities. This includes an analysis of current levels and trend context and highlights existing or new measures to address offending behaviour. The report includes a section on new or emerging crime types where there may be greater risk of hidden harm to victims but where data or information on true extents may be limited. The report concludes with an overview of organisational changes which have occurred in partnership agencies during the reporting period.

Recommendations are made in the body of the text and recapped at the end of each chapter.

## 1.4. Aligning Priorities:

This Assessment will complement the priorities identified within the Police and Crime Commissioners Plan and help deliver the Mayor's vision for Bristol, particularly the priority of 'Healthy and Caring'. This will be delivered through a focus on vulnerability, neighbourhood working, prevention and early identification.

### Police and Crime Commissioner Priorities:

- Reduce the impact that anti-social behaviour has in our communities
- Tackle domestic and sexual abuse, particularly towards women and children
- Prevent and reduce burglary and fear of burglary in our area
- Ensure victims are at the heart of the criminal justice system

### Mayor's Vision:

The vision is based on six priorities organised by three core themes of:

- People: 'Healthy and Caring' and 'Keep Bristol Working and Learning'
- Place: 'Keep Bristol Moving' and 'Building Successful Places'
- Prosperity: 'Global Green Capital' and 'Vibrant Bristol'

## 2. Summary:

- Set against a period of economic challenges and organisational restructuring, the partnership must work to maximise opportunities for cost effective joint working to reduce any impact on service delivery.
- In recent years, annual recorded crime trends in Bristol have shown a decline, though the rate of decline has slowed. Improvements in recording practices and identification of incidents may serve to explain this reduction in the rate of decline. However, the underreporting of crimes continues to present very real challenges to the partnership to both identify those at risk of harm or further victimisation and to provide appropriate interventions or support. The partnership must work to build a picture of the true level of offending and victimisation in Bristol and understand the barriers to reporting crime to police or partners.
- Deprivation and inequalities between wards and residents in Bristol may increase the likelihood of victimisation or becoming an offender. Particular challenges face the partnership around how best to address issues around the growing young population - a group who typically experience disproportionate victimisation. The partnership must work to understand pathways into criminality for first time entrants and identify suitable interventions to divert young people from entering the criminal justice system and continue to work with repeat offenders to address causes of offending.
- Substance misuse remains linked to criminality and victimisation. Efforts continue to provide support to offenders who enter the criminal justice system and individuals who wish to have support, but there remains a large group of people who are at risk of harm of

victimisation. The partnership must continue to work to understand levels of hidden harm amongst this group whose lifestyles may increase their risk of victimisation but reduce their willingness to engage with the criminal justice system.

- Reducing incidents of repeat victimisation in Bristol could help to drive down overall crime levels. A new victim team within the Police will help to identify and provide support to persistently targeted victims. The partnership should identify what processes are in place to identify those who are repeatedly targeted, particularly around Anti-Social Behaviour issues.
- The revised code of practice for victims provides additional support for those most vulnerable victims in society. Challenges exist for the partnership in ensuring these victims are confident in reporting issues to the police and are accessing the enhanced support they are entitled to. Building on data collected by new integrated victim teams, the partnership should work to understand whether particular issues exist around engagement with the criminal justice system amongst these groups.
- There remain gaps around the partnership's knowledge of hate crime levels in Bristol. Estimates suggest under-reporting of incidents is a considerable problem. The partnership must work to understand the true extent of hate crime and work to reassure victims their allegations will be taken seriously and increase reporting.
- For certain high impact crime types, our understanding of their impact in Bristol is unclear. Challenges exist for the partnership in generating estimates of the true extent and victimisation levels and confirming whether sufficient support and intervention measures are in place.

### 3. Overview of Crime

This section provides a short overview of crime in Bristol, drawing on recorded crime figures and providing comparisons, where appropriate, to performance across England and Wales, the Police or other community safety partnerships. It covers recorded crime, crime outcomes and court hearings and re-offending.

#### 3.1. Recorded Crime

Following prolonged periods of decline, recorded crime has increased very slightly in Bristol.

As with levels across England and Wales, recorded crime in Bristol had been falling since 2004/05. In 2013/14 Bristol observed a very slight increase (+1.5%) in the volume of offences recorded to 40,649 recorded crimes compared to the previous year. Overall crime levels for England and Wales and Avon and Somerset both continued to fall, though experienced a slow-down in the reduction of offences recorded.

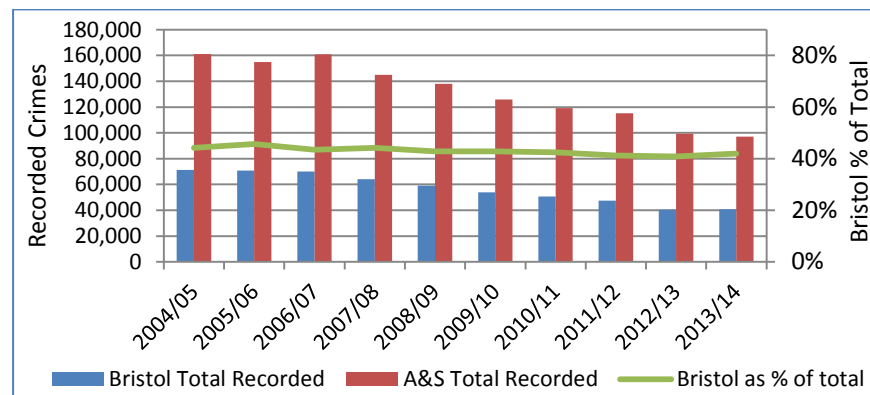


Figure 1: Recorded Crime across A&S force area and Bristol, showing Bristol as a percentage of force total

Exploring the slight rise within Bristol, it appears driven by rises in certain offence groups; however others have declined, as shown in Table 1. Of victim-based crimes<sup>2</sup>, large rises were observed in recorded Sexual Offences (+36%) and Violence against the Person Offences (+8%). This pattern is in keeping with trends observed across England and Wales.

Offence Group		2012/13	2013/14	% Change from 2012/13
Victim Based Crimes	Theft offences	21,298	21,412	+1%
	Violence against the person	6,445	6,929	+8%
	Criminal damage and arson	5,486	5,224	-5%
	Sexual offences	567	770	+36%
	Robbery	643	483	-25%
Other Crimes Against Society	Drug offences	2,839	2,694	-5%
	Public order offences	1,842	1,963	+7%
	Miscellaneous crimes against society	726	916	+26%
	Possession of weapons offences	195	258	+32%
Total		40,041	40,649	+1.5%

Table 1: Volume of Police Recorded Crimes 2012/13 and 2013/14 by Offence Group and percentage change from 2012/13 to 2013/14

<sup>2</sup> Violence against the person, Sexual offences, Robbery, Theft offences, Criminal Damage and Arson

It is possible the increase in sexual offences is related to a number of factors including: the effect of Operation Yewtree<sup>3</sup> on victims' confidence to report – analysis of Bristol offences suggests around 30 per cent of offences reported in 2013/14 related to a previous year; a review of sexual offences guidance to provide further clarity for recording sexual offences; and investigation by Her Majesty's Inspectorate of Constabulary and HM Crown Prosecution Service Inspectorate into the recording and prosecution of sexual offences.

Recorded Violence against the Person offence trends in the most recent year are not in keeping with wider trends on violent crime. Whilst increases have been observed, Crime Survey for England and Wales (CSEW) data suggests a downwards trend across England and Wales in the actual level of incidents. Within Bristol A&E first attendance figures are down 19 per cent compared to the previous year and emergency admissions have also shown a slight decline. This suggests any increase may be attributable to recording and reporting practices, rather than an actual increase in volume observed. Action taken by the police to improve compliance with the National Crime Recording Standard following renewed focus on crime recording by the police may help explain an increase in the volume recorded. Additionally, an increase in the reporting and recording of domestic abuse incidents following renewed focus on this area may also be part of the explanation.

Crime rates per 1,000 residents are falling (94 per 1,000 population) and have experienced year-on-year decline since 2006 from 168 per 1,000.<sup>4</sup> In 2013/14, rates in Bristol are higher than both Avon and Somerset (60 per 1,000) and England and Wales (66 per

<sup>3</sup> The investigation connected to Jimmy Saville and other celebrities

<sup>4</sup> Rates calculated by Bristol City Council for year ending December, rather than year ending March. Caution should be used when interpreting crime rates in city centre areas as these do not incorporate crimes experienced by the 'transient population' migrating into the city on a daily basis, either for work or leisure.

1,000) averages. Compared against the most similar community safety partnerships (figure 2), crime rates per 1,000 residents in Bristol are higher than average, both for 'all crime' and victim-based crime.

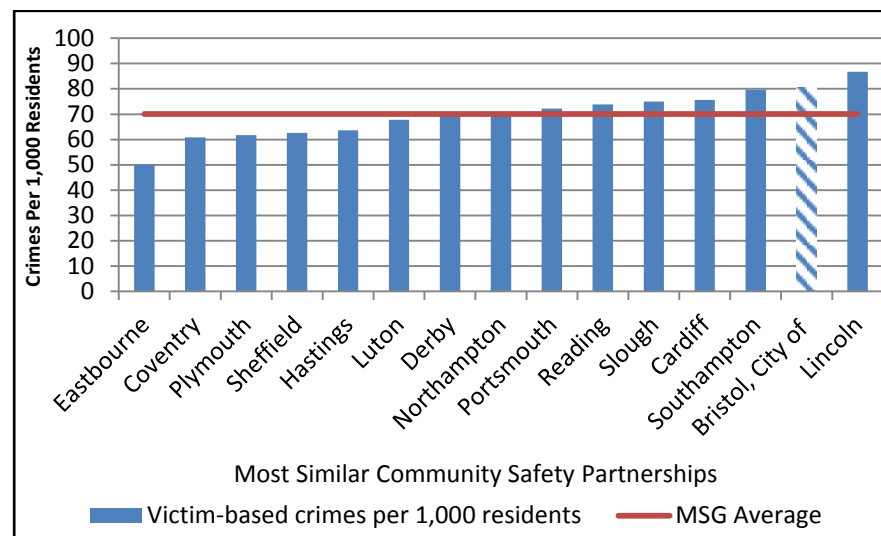


Figure 2: Victim-based crimes per 1,000 residents, Bristol compared against most similar community safety partnerships (2013/14)

A breakdown of this indicates the higher rates are attributable to higher rates across all categories if victim-based crime, rather than being skewed by particular offence groups.

### 3.2. Crime Reporting

The underreporting of crime incidents by victims continues to represent a challenge for the partnership.

Across England and Wales, there is a gap between the volume of recorded crimes and the estimated volume of crime which is generated via the Crime Survey for England and Wales (CSEW). Estimated for England and Wales suggest in 2013/14, only 39 per cent of all CSEW offences were reported to the police. Applying this rate to Bristol could suggest nearly 60,000 offences occurred, but went unreported.

Reporting varies greatly by offence type. Latest CSEW estimates<sup>5</sup> highlight the variation between offence groups:

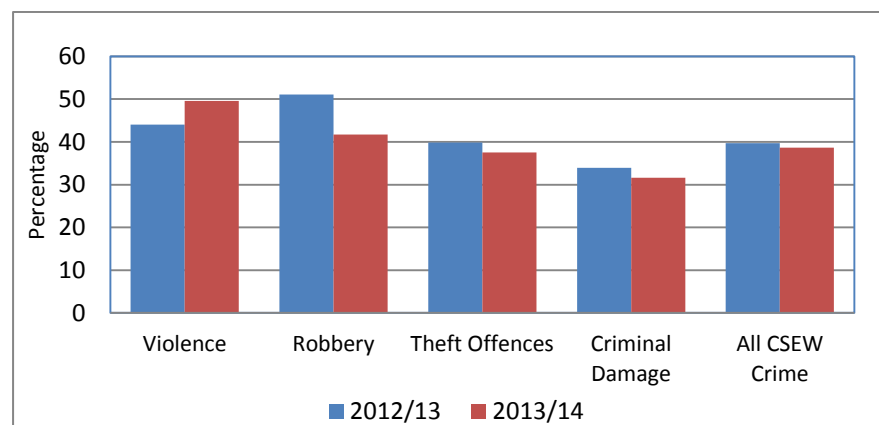


Figure 3: Percentage of CSEW incidents which were reported to the police by CSEW offence group 2012/13 and 2013/14

<sup>5</sup> ONS (2014) Crime in England and Wales, year ending March 2014; Annual trend and demographics tables

One of the main reasons listed for not reporting incidents to the police was the belief by the victim that the matter is too trivial or that the police would not, or could not, do anything about the incident. Of concern, in 35 per cent of CSEW violence incidents which were not reported, the reason for not reporting was 'the matter was private or dealt with ourselves'.

The annual Bristol Quality of Life Survey reports on the percentage of respondents who were victims of crime and reported to the Police. There has been a reduction between 2010 and 2013, however limitations of the data mean this cannot be understood at a ward level.

Whilst data suggest people may lack trust in the police's ability to do something about a crime, the 2013/14 police user satisfaction survey indicates over 90 per cent of people were satisfied with their whole experience with the police in Bristol, with around 95 per cent of users stating they were satisfied with the way they were treated by the police.

Reported levels of satisfaction in Bristol are higher than the local police force average. Compared against other forces in England and Wales, satisfaction levels with Avon and Somerset's overall service are higher than the England and Wales average and are currently at their highest level since 2010/11.

If satisfaction is linked to likelihood to report a crime, this could suggest under-reporting of crime in Bristol could be lower than the England and Wales average, however it is not possible to confirm this.

Satisfaction surveys are not currently able to distinguish satisfaction levels of priority victims. Through the introduction of the integrated victim care teams and the development of an outcome framework, there should be improved understanding of the experiences of these victims.

Reporting incidents to the police remains important to ensure victims are provided with the correct support to reduce any risk of harm or further victimisation. The Partnership should work to further understand the extent of unreported victimisation within Bristol and understand barriers to reporting incidents.

### **3.3. Crime Outcomes**

Crime outcomes in Bristol have remained stable since 2010/11 and the introduction of new outcome frameworks will help increase transparency.

In 2013/14, around 32 per cent of crimes were 'detected'. This rate has remained broadly stable since 2010/11. By offence group, detection rates are highest for Shoplifting offences (63%) and lowest for Theft from Motor Vehicle offences. Drops have been observed in violent crime and sexual offence detections, which may be linked to the increase in reported incidents for both these offence groups.

There have been changes at a national level in the recording of outcomes for crimes. Historically, the outcomes for crimes have been referred to as 'detections'. From April 2014, a new framework has been in place to help increase transparency of police recorded crime data, as all crimes will be assigned an outcome which will help explain what has happened in a case. With this change, it is difficult to directly compare outcomes between years.

Using the new framework, the partnership should review outcomes to identify opportunities to improve outcomes – in particular, incidents where victim or witness issues are preventing successful prosecutions.

#### **3.3.1. Restorative Justice**

Restorative justice is being used in Bristol to help tackle conflict in the city and provides an opportunity for victims to have their say.

Alongside other disposals, restorative justice offers victims a change to be heard and to have a say in the resolution of offences. For the victim, restorative justice can help to provide a sense of closure, enabling them to move on. For the offender, restorative justice provides an opportunity for them to face the consequences of their actions and recognise the impact it has had upon others. Restorative justice has the potential to help rehabilitate offenders and enable them to stop offending.

Supported by Restorative Solutions and Safer Bristol, the Police in Bristol introduced the use of Restorative Justice as a problem solving tool with the introduction of Neighbourhood Policing in 2005. It is now well embedded in neighbourhood management practice.

The PCC has been allocated funding by the Ministry of Justice for Victim Services Commissioning, some of which is to be invested to develop local capacity and capability in delivering restorative justice, particularly, where it can be embedded in the criminal justice process. Emphasis has been placed on restorative justice being 'victim-led' and it being available to victims at every stage of their journey. It also enables the raising of awareness of restorative justice amongst partners, victims and the public.



'Restorative Bristol' is a partnership of statutory and voluntary agencies working towards a city where individuals, agencies and services see restorative approaches as the first option for dealing with conflict. Restorative Bristol will be the vehicle through which the PCC's strategy will be delivered locally in Bristol.

In 2013/14 around 1,300 incidents were resolved by use of restorative justice. Of these 420 were for youth Restorative Justice and 870 for adults. By offence group, Restorative Justice was most commonly used for theft and handling of stolen goods offences – accounting for over half (53%) of all restorative justice interventions. Around a third of incidents were violence against the person offences.

#### **Restorative Bristol**

Restorative Bristol acts as an umbrella for all restorative practitioners and services to come together and develop innovative and ground-breaking approaches to tackling conflict in the city.

Strategic steer for Restorative Justice in Bristol is provided to the Restorative Bristol project officer by the Restorative Bristol Board. The board consists of partner agencies from the public, private and voluntary sectors. Their role is to: provide strategic leadership for delivering a restorative Bristol; champion restorative approaches across the community; ensure clear standards are in place for the delivery restorative approaches; ensure effective communication mechanisms are in place; maximise the use of restorative approaches across the city; and, ensure restorative approaches are only use where appropriate.

In 2013/14, the Neighbourhood Justice project - a volunteer led project which assists policing teams and partner agencies to deliver restorative justice to the community - received 172 referrals with 65 Restorative Justice conferences/interventions during this period.

Restorative justice is being used across all wards, but had most frequently been used for offences occurring in Cabot (29%), the majority which relate to Theft and Handling Stolen goods offences. Both Lawrence Hill and Southville each accounted for around seven per cent of RJ disposals.

Bristol is involved in a pre-sentence Restorative Justice Pathfinder Programme and has recently begun restorative justice interventions. The programme is running for 12 months as part of a wider trial at locations across England and Wales. The Pathfinder programme is a proof of concept of the model and not of RJ. The full report into the programme is due for publication in summer 2015. The initial ambition would be to identify up to 100 referrals for RJ interventions where offences are serious<sup>6</sup> acquisitive offences and violent crime.<sup>7</sup>

The use of restorative justice for other areas of crime is also occurring. The Office of Police and Crime Commissioner fund restorative interventions to hate crime, with a particular focus on young people.

In addition to implementing key learning from the Restorative Justice Pathfinder programme, the partnership should work to understand the impact restorative justice is having on both victims and offenders and scope whether restorative justice is helping to divert individuals from the criminal justice system.

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<sup>6</sup> Serious enough to be sentenced by Crown Court

<sup>7</sup> Excluding Homicide, crimes of a sexual nature, and domestic violence or abuse

### 3.4. Court Trials

Of trials heard in Bristol courts, there have been improvements in the number of effective trials, but still cases are cracking due to witness issues.

In 2013/14 over 10,000 criminal proceedings were completed in Bristol LJA and over 1,000 trials were listed. An efficient justice system is particularly important for victims and witnesses of crimes. Delays in trial resolutions or postponements can reduce victims' and witnesses' confidence in the system and in turn reduce the likelihood of future reporting of incidents or willingness to engage with the CJS – potentially increasing the risk of harm.

For trials in magistrates' courts, Bristol is performing well compared against England and Wales totals, with a higher percentage of effective trials and lower percentages of cracked and ineffective trials. Bristol has been improved in recent years, as shown in the following chart:

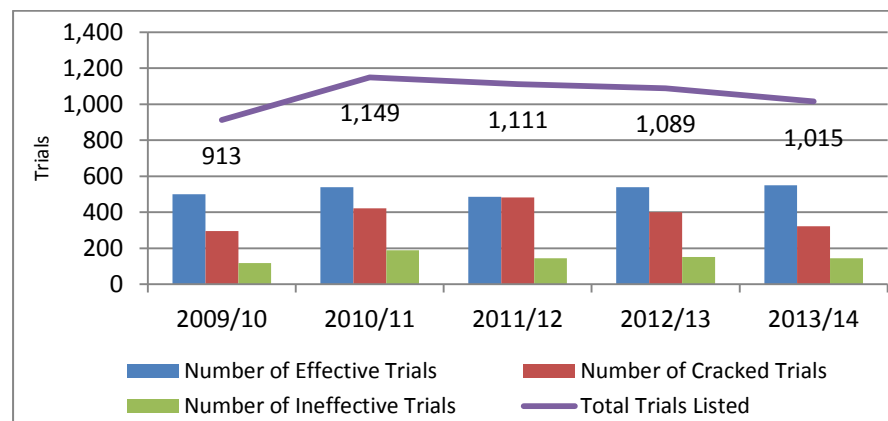


Figure 4: Effectiveness of trials at magistrates' courts in Bristol LJA, 2009/10 to 2013/14

At the Crown Court, there have been reductions in the volume of cases listed, but the volume of effective trials has remained stable whilst there have been reductions in both cracked and ineffective trials.

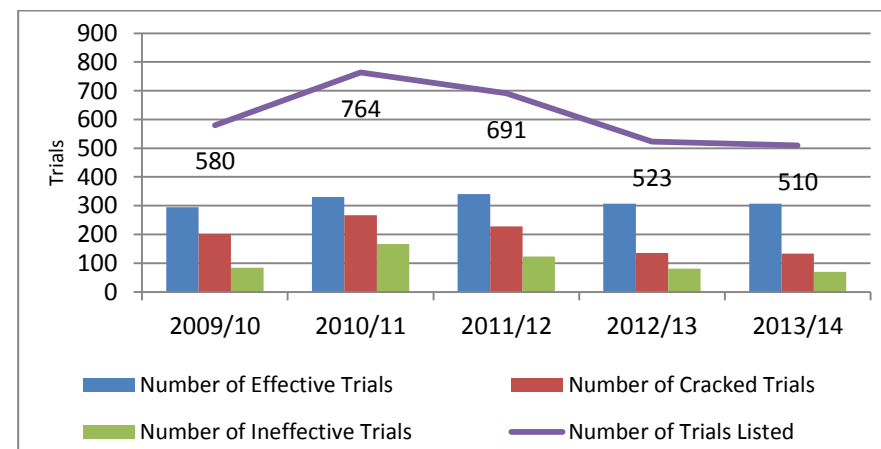


Figure 5: Effectiveness of trials at Bristol Crown Court, 2009/10 to 2013/14

Whilst there has been a reduction in the volume of cracked and ineffective trials, one of the most common reasons listed for cracked trials is due to a witness being absent or withdrawing. In the most recent year, this was listed as the reason for a cracked trial in 60 trials at magistrates' court. Cracked trials take up court resources and can cause unnecessary stress and anxiety for victims and witnesses. For ineffective trials, in eight trials the reason for the ineffective hearing was due to a police or expert witness being absent.<sup>8</sup>

<sup>8</sup> Ministry of Justice (2014) Court Statistics Quarterly, January to March 2014; Criminal Courts Transparency Tables

### 3.5. Offenders

Around 8,000 offenders were identified from police systems as having been prosecuted for offences which occurred in Bristol during 2013/14. Of these, around three quarters lived within Bristol, with the highest number living in some of the more deprived areas in Bristol. There remain gaps in knowledge around the offending population.

Where known, of offenders living within Bristol, the highest volume, ten per cent, resided in Lawrence Hill. Offenders living in this ward predominantly committed offences either in Lawrence Hill or in neighbouring Cabot ward. These offenders predominantly committed acquisitive theft offences.

Six per cent of offenders live in Filwood and around 25 per cent of their offences were committed within the ward area, the single highest volume.

#### 3.5.1. First Time Entrants:

In terms of young people entering the criminal justice system, Bristol's Youth Offending Team (YOT) has seen a 19.8 per cent reduction in the number of First Time Entrants (FTEs) compared to last year. This is in line with the national trend and is believed to be linked to a shift from the police using prosecutions towards increased use of restorative justice solutions. In addition, the current demographic profile of Bristol means the number of people aged 10-17 is at its lowest for a decade. However, with the growth in the 0-10 population, there may be an increase in coming years of the numbers entering as FTEs.

#### 3.5.2. Re-offending:

The level of reoffending is improving, but Bristol remains below the England and Wales and South-West averages.

The latest re-offending data (for the 12 months ending December 2013) indicate the level of reoffending of probation managed offenders is improving, with a decline observed between predicted and actual offending. However, reoffending has not improved as much as the England and Wales and South West region averages.

Re-offending rates vary by index offence. Re-offending is higher amongst those convicted of shoplifting and burglary offences (32% and 18% respectively). Other research carried out by Probation shows 25 per cent of all re-offences are for shoplifting. This rises to close to 50 per cent for women offenders.

Risk assessment of 971 of the offenders on the Community Rehabilitation Company, Bristol caseload shows that drug misuse, financial mismanagement, lifestyle and associates, and pro-criminal anti-authority attitudes all are areas that are significantly higher amongst those most likely to reoffend.

Consideration is currently being given to the creation of two Re-Offending Boards (Northern and South Hubs to be aligned to the IMPACT model). This will help create a better alignment of governance and co-ordination of offender management and re-offending.

### 3.6. Crime Distribution and Perceptions of Crime

The crime rate per 1,000 residents varies considerably by ward. Cabot Ward has the highest rate of offences per population. However, this is likely to be influenced by the characteristics of the ward. It has a large shopping centre and is also has a high number of night-time economy venues. The ward experiences a high volume of theft and violence against the person offences, with many of the victims living in other wards or areas.

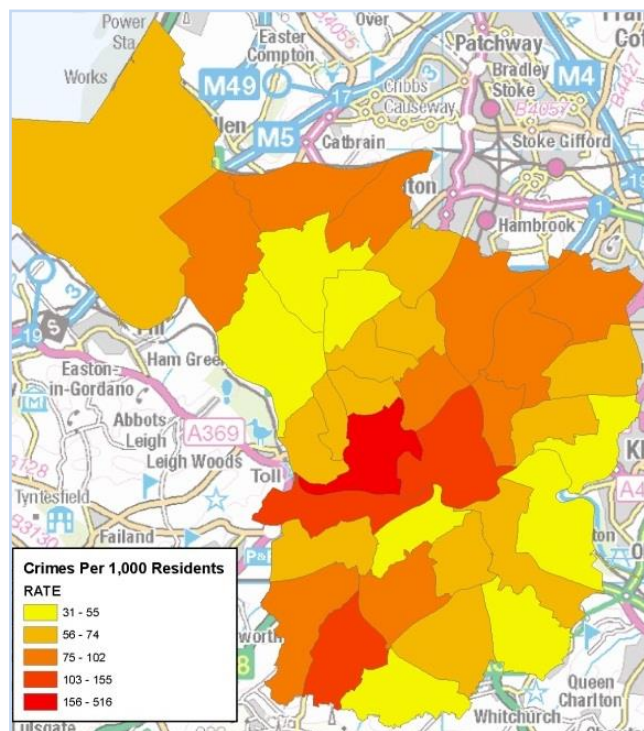


Figure 6: Map of crime rate per 1,000 by ward

Crime rates in the five wards with the highest rates<sup>9</sup> have all experienced a decline in rates across the past three years.<sup>10</sup> This suggests there has been an overall decline in crime across Bristol, rather than falls being driven by larger falls in certain areas. This is in keeping with general crime trends across England and Wales.

Efforts to pool tasking and problem solving resources to tackle local priorities have been effective. The Neighbourhood Delivery Team model is evolving with the roll-out of three Teams focusing on area based priorities informed by crime data as well as the priorities coming out of Neighbourhood Partnership plans.

The Council's Bristol Quality of Life<sup>11</sup> Survey found 12 per cent of residents had been a victim of crime in the previous 12 month period, there has been a downward trend in this percentage from a high of 23.5 per cent in 2007. In 2013, this figure was similar in deprived and non-deprived areas. Whilst there was little variation between wards, the east of the city was identified as having more victims.

The Bristol Quality of Life Survey helps provide insight into the impact of crime for residents of Bristol. The following chart outlines the respondents who said their day-to-day life was affected by crime, by the ward they reside in:

<sup>9</sup> Lawrence Hill, Southville, Hartcliffe, Ashley and Eastville

<sup>10</sup> With the exception of Hartcliffe, where the rate has remained stable for the previous two years

<sup>11</sup> A annual survey of randomly selected residents from across Bristol

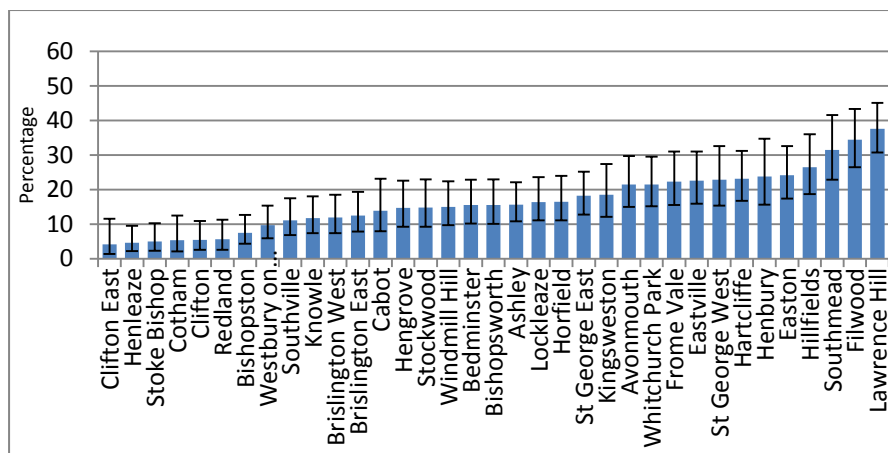


Figure 7: Bristol Quality of Life Survey (2013) – Respondents who said their day-to-day life was affected by Crime, by ward (including confidence intervals)

Of respondents to this question, fear of crime is greater amongst Muslim, LGBT, BME and disabled respondents as well as those living within priority neighbourhoods. Further work by the partnership to understand whether any disproportionate victimisation is occurring which may be linked to fear of crime within wards could help to identify opportunities for partnership interventions.

### 3.7. Deprivation and Inequalities

A broad literature has examined crime and its socio-economic determinants. From this, offending behaviour can, in many instances, be traced back to deprived social and family circumstances in households where an individual may experience alcohol, drug abuse, crime and domestic violence.

Disproportionate crime rates and perceptions of crime may be linked to deprivation across the wards in Bristol. Bristol has some of the most deprived LSOAs<sup>12</sup> in the country, though often these are adjacent to some of the least deprived.

One in four children in Bristol live in poverty (one in five nationally) and there are health and wellbeing inequalities across the city, including a persistent inequality in life expectancy between the most and least deprived areas.

Some of the more deprived wards in Bristol experience a higher rate of crime and anti-social behaviour. Certain demographics or characteristics may increase likelihood of victimisation or pathways into criminality:

Bristol has a relatively young age profile, with more children aged 0-15 than people aged 65 and over. The child population in Bristol has grown by over three times the national average in the last decade. Over the next five years, the highest projected growth rate is children aged 10-14.<sup>13</sup> Research indicates young people can be at a disproportionately high risk of becoming both victims and offenders so interventions during this period can be crucial.

Whilst difficult to prove a causal relationship, education attainment levels may have some relationship to likelihood to engage in criminality. It has been suggested higher earning potential from higher education attainments, a reduction in a young person's time availability and increased patience and risk aversion are suggested as factors which may help explain the relationship between education and crime.<sup>14</sup>

<sup>12</sup> Lower Super Output Area – a small geographical area containing around 1,500 residents.

<sup>13</sup> Bristol Joint Strategic Needs Assessment 2014

<sup>14</sup> Machin, S., Marie, O. and Vujić, S. (2011) The crime reducing effect of education. *The Economic Journal*, 121 (552). pp. 463-484.

Educational attainment is rising in Bristol, though there remains a gap in attainment levels of different groups. Gaps exist for education outcomes for children in care, with too few achieving 5+ grade A\*-C (including maths and English). Poverty continues to be correlated with education outcomes, with a gap existing between young pupils in receipt of free school meals and all pupils. Challenges also exist in improving the educational attainment of children and young people from different ethnic groups. Around seven per cent of young people aged 16-18 are recorded as being “not in education, employment or training”, significantly worse than the national average (5%), although this is falling.

Around 1,000 victims of crime in Bristol in 2013/14 were aged 15 or under, over half were victims of violence against the person offences. CSEW analysis of victims<sup>15</sup> aged 10-15 suggests the likelihood of being a victim of violence was most strongly associated with sex (boys were more likely to be victims than girls), having a long standing disability, and age (younger children being more likely to be victims). Across England and Wales, 37 per cent of violent incidents were perceived by the victim to be ‘wrong, but not a crime’ and the same proportion perceived it to be ‘just something that happens’. If representative of Bristol residents, it may indicate under-reporting is occurring if incidents are not perceived as offences, suggesting further work is required to raise awareness and change perceptions.

A further quarter of victims aged 15 or under were victims of theft and handling stolen goods offences. Household or personal characteristics associated with theft victimisation identified through the CSEW include: being from a higher income household, living in social rented accommodation and living in a lone-adult household. In addition, having a long-standing illness or disability, knowing someone who is or used to be in a gang, and being bullied in the last 12 months were also associated with theft victimisation. Unlike violent incidents, theft offences are more likely to be viewed as a crime by the victim, with over half of victims aged 10-15 recognising this.

Partnership working to address these circumstances, including tailored health interventions can have a strong positive impact. Within Bristol, the Troubled Families Programme is working to identify families who have problems and causing issues for their communities. Targeted work through this programme may help to reduce re-offending as well as the number of youths entering the criminal justice system.

Bristol, as an early adopted or phase 2 of the Troubled Families programme is being asked to work with 4,200 families with multiple and complex needs over the next five years. Bristol has range of services and a certain level of capacity. Evidence suggests working with families in a certain way can make a difference. Bristol now has the structures in place to develop and embed a whole family approach across a range of public services and ensure those services are attuned to the needs of families with complex problems. Bristol can use the information held wisely and target those who most need that support with the most appropriate support.

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<sup>15</sup> ONS (2014) Focus on Victimisation and Public Perceptions (2012/13)

### Troubled Families Programme

The Troubled Families programme works to:

- Get children into school
- Reduce youth crime and anti-social behaviour
- Put adults on a path back to work
- Reduce the high costs these families place on the public sector each year

Bristol has turned around its full allocation of Phase one families, one of three Local Authorities to do so. Bristol City Council became an early adopter of the second phase of the programme from September 2014.

## 3.8. Victims

Increasingly, the victim is being placed at the centre of the CJS. The introduction of a revised Code of Practice for Victims of Crime sets out duties for the agencies a victim will encounter during the criminal justice process. In addition, the Code sets out 'enhanced' support for victims who may require additional support and services through the criminal justice system due to the nature of their crime or because of their particular vulnerability as a victim. There are three groups which are entitled to receive enhanced entitlements:

- Victims of the most serious crimes;
- Persistently targeted victims; and
- Vulnerable or intimidated victims

### 3.8.1. Repeat Victimisation:

Identifying repeat victims and providing sufficient support remains important. The ability to help a victim reduce the risk of further victimisation not only helps to reduce the risk of harm they face, but can also help drive down overall crime levels. Much of the decline observed in CSEW crime incidents between 1995 and 2012/13 may have been driven by a fall in the number of incidents experienced by repeat victims, which decreased by 65 per cent, whereas single incidents of victimisation declined by 37 per cent during the same period.

Where known, in Bristol over ten per cent of victims in 2013/14 had been a victim of crime within the 12 month period prior to their incident; five per cent had previously been a victim of the same offence. The following table outlines repeat victims of the same offence by offence group:

Offence Group	Percentage experienced by repeat victims (same offence)	
	2012/13	2013/14
Arson	5%	3%
Burglary	6%	5%
Criminal Damage	9%	9%
Fraud Forgery	1%	5%
Other Offences	3%	5%
Robbery	5%	3%
Sexual Offences	4%	3%
Theft And Handling Stolen Goods	4%	3%
Violence Against The Person	10%	9%
<b>Total</b>	<b>6%</b>	<b>5%</b>

Table 2: Percentage of recorded offences experienced by repeat victims, by offence group



The increased focus on persistently targeted victims through the victims' code of practice should further help with the identification of, and support provision to, these victims. The Lighthouse team (see section 6.4) within the police should assist in this step within the Police; however the partnership should consider what mechanisms are in place to identify those who may be repeatedly targeted, particularly around issues which may go unreported to the police (e.g. ASB) and what support is offered to help reduce future victimisation.

### 3.8.2. Vulnerable and Intimidated Victims:

The victim in around 1,800 crime incidents in 2013/14 was identified as being vulnerable; the following chart outlines trends within Bristol since 2011/12:

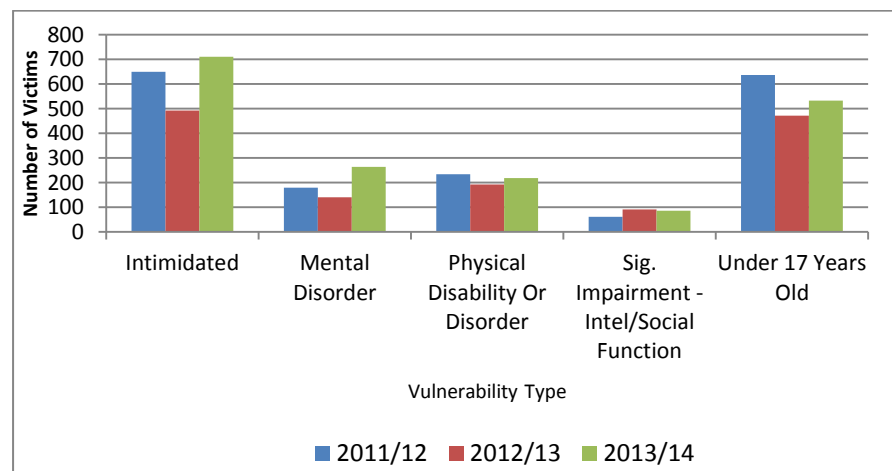


Figure 8: Victims identified from police systems as being vulnerable by vulnerability type and year

Comparison data are not available for most similar areas, however modelling conducted in advance of the introduction of the victim care teams estimated up to 7,000 victims a year could require access to enhanced support, of which many would be vulnerable.

Through improved recording practices and training to help staff recognise relevant factors, the force's understanding of this priority group should improve over the coming year. However, whilst there may be improved identification of vulnerable people who have reported incidents, challenges may still exist around identifying and supporting those who are victims of crime, yet have not reported it.

Particular challenges may exist around providing support to those with mental health conditions, as studies indicate higher prevalence of mental health issues among the homeless, victims of domestic violence, offenders, children of offenders and the prison population. Research also indicates people with mental health problems experienced higher rates of crime and were considerably more likely to be a victim of crime than the general population. They were also less likely to be satisfied with the service they receive from the criminal justice system.<sup>16</sup>

The partnership should work to ensure the most vulnerable victims of crimes are confident in reporting incidents. The partnership should identify whether there is under-reporting within this group and if so, work to understand and remove any barriers.

<sup>16</sup> Victim Support (2014) At Risk, Yet Dismissed: The criminal victimisation of people with mental health problems.



## Recommendations:

- The Partnership should combine demographic and crime data to identify any incidences of disproportionate victimisation. Where identified, the Partnership should consider and implement suitable initiatives to reduce the risk of victimisation and harm.
- A priority for the Partnership should be to work to understand more around the FTE cohort currently and work to identify suitable intervention opportunities and apply these to the growing 0-10 population group to reduce likelihood of people entering the criminal justice system (CJS).
- The Partnership should ensure the availability of resources for prevention and early intervention to reduce and contain the numbers of young people who go on to high cost care or custody solutions.
- The Partnership should ensure planning over the next three years is in place to meet the demographic challenge and likely increased demands on the system which may follow.
- The Partnership should support the roll out of Neighbourhood Working arrangements to address local crime and other associated priorities identified in Neighbourhood Partnership plans.
- The Partnership should work to further understand the extent of unreported victimisation within Bristol and understand barriers to reporting incidents.
- Using the new framework, the Partnership should review outcomes to identify opportunities to improve outcomes – in particular, incidents where victim or witness issues are preventing successful prosecutions.
- The Partnership should work to ensure the most vulnerable victims of crimes are confident in reporting incidents. The Partnership should identify whether there is under-reporting within this group and if so, work to understand and remove any barriers.
- In addition to implementing key learning from the Restorative Justice Pathfinder programme, the Partnership should work to understand the impact Restorative Justice is having on both victims and offenders and scope whether Restorative Justice is helping to divert individuals from the criminal justice system.
- The Partnership should work to ensure Restorative Justice approaches are recognised as a core intervention within offender management to help reduce reoffending
- The Partnership should support initiatives which focus on crime reduction and community engagement in more deprived areas within Bristol
- The Partnership should embrace the whole family approach adopted by Troubled Families and facilitate better outcomes for those most in need by sharing partnership data in support of predictive analysis.

## 4. Significant Crime Issues

This section explores key crime issues in greater detail. These crimes are those which reflect policing priorities, or pose a risk of harm to victims. Each section explores the current extent, locations and specific challenges present around these crimes.

### 4.1. Acquisitive Offences

Overall, acquisitive offences continue to observe year-on-year declines however rises have been observed in both shoplifting offences and theft from motor vehicle offences.

Serious acquisitive crime is defined as offences where the offender derives material gain from the crime and includes the following offence types: dwelling burglary, car crime (theft of a motor vehicle, theft from a motor vehicle) and robbery.

In 2013/14 in Bristol 6,449 serious acquisitive crime offences were recorded, an eight per cent fall compared with the previous year. There have been year-on-year declines in the volume of recorded offences since 2004/05, matching trends across England and Wales. The rate of offences theft offences per 1,000 residents remained high (50 per 1,000) in comparison to the most similar community safety Partnerships:

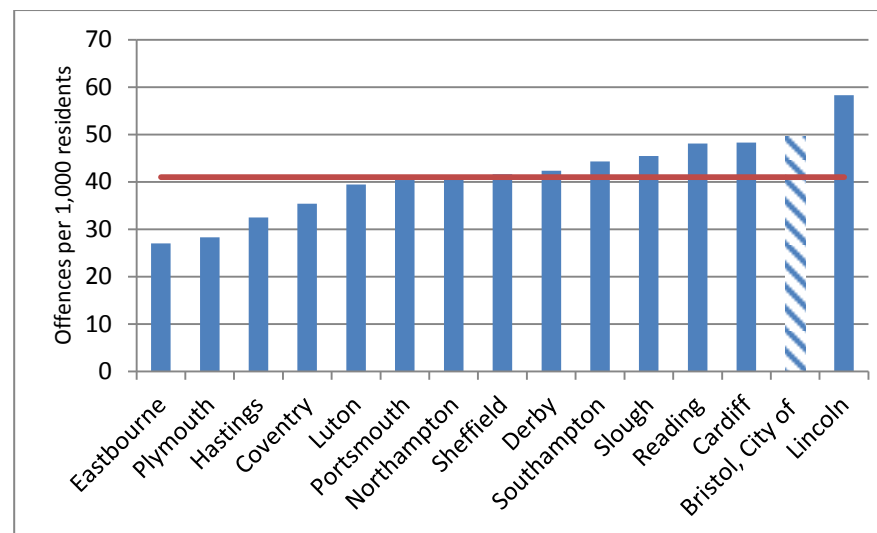


Figure 9: Rate of Theft offences per 1,000 residents, compared against Bristol's most similar community safety partnerships

#### 4.1.1. Robbery

There was a 20 per cent decline in robbery offences in 2013/14 compared to the previous year to 483 offences. The highest volume of offences reported occurred in Cabot (19%), Lawrence Hill accounted for 12 per cent and Ashley ten per cent.

Victims of robbery offences were predominantly male and aged 16-34 and victims were less likely to experience repeat victimisation. However, CSEW data suggests only 42 per cent of robberies were reported to the police. This suggests an additional 650-700 offences may have gone unreported.

#### 4.1.2. Dwelling Burglary

Preventing burglary and fear of burglary has been identified as a priority by the Police and Crime Commissioner. Offences in Bristol have observed year-on-year declines and most recent volumes were half those observed in 2009/10. This pattern is mirrored across England and Wales and offences are now at their lowest since 1981. Unlike other offences, dwelling burglary figures are likely to be accurate. Estimates suggest around 90 per cent of dwelling burglary offences (where a loss occurs) are reported to the police.

Of offences in Bristol, the highest volume occurred in Cabot (5%) with even volumes of offences occurring in Hillfields, Cotham, Eastville, Frome Vale and Ashley.

Work undertaken by the police to identify burglary hot spots in the city, coupled with predictive analytics work to identify burglary offenders may have helped to further reduce volumes.

#### 4.1.3. Vehicle Crime

In Bristol in 2013/14, there were 3,116 Theft from Motor Vehicle (TFMV) offences. An eight per cent increase compared against the previous year. Following a period of decline in offences since 2005/06, the volume of offences has levelled-off, with around 3,000 offences occurring annually in Bristol since 2011/12.

Theft of Motor Vehicle (TOMV) offences fell by around 23%, from 1,023 to 791. Offences occurred in all wards; Hillfields and Cabot accounted for the highest volume of TOMV offences (6%). TOMV offences have been declining year-on-year since 2004/05.

#### 4.1.4. Shoplifting

Whilst not defined as a serious acquisitive offence, data suggest there has been a rise in the volume of shoplifting offences observed in 2013/14.

There has been an 11 per cent rise in reported shoplifting offences in Bristol in 2013/14 to 5,060 offences. Rough estimates suggest around £430,000 worth of goods have been reported stolen. Of offences, around a third happened in Cabot, with Southville experiencing the second highest volume (8%).

It is difficult to assess whether this rise is a real increase, or due to increased reporting. The CSEW reports the longer-term trend in shoplifting offences is different to the decline seen for other theft offences and a British Retail Consortium Survey ((2013) indicated members were experiencing higher levels of shoplifting, however the 2013 Commercial Victimisation Survey showed no statistically significant change in the estimated levels of shoplifting compared with the 2012 survey.<sup>17</sup>

Shoplifting can be used by offenders to get access to money to fund substance misuse and Probation data suggest offenders who commit shoplifting offences have the highest rates of re-offending – data for the period ending March 2013 suggest around 32 per cent of shoplifters re-offend.

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<sup>17</sup> ONS (2014) Crime Statistics, Focus on Property Crime, 2013/14

#### 4.1.5. IMPACT

High volume acquisitive crimes are often being committed by some of Bristol's most prolific offenders. One of the most effective ways to cut crime is to focus the effort on people who are committing most of the crimes in Bristol. Within Bristol, these offenders are managed through IMPACT, a multi-agency team which includes the Police, Probation, Prisons and Recovery Workers. IMPACT remains a significant contributory factor in achieving reductions in serious acquisitive crime.

As of October 2014, there were 534 IMPACT offenders being targeted and managed by the IMPACT scheme in Bristol. The majority of the offenders were male (89%). The actual re-offending rate for any IMPACT nominal in any three month period during Jan-Dec 2013 was 24 per cent. The current IMPACT cohort is categorised by the needs of the offenders. 196 offenders were classified as red, demonstrating high needs of the offenders. The average age of these offenders is around 33 years old, and around 40 offenders received intervention from the CJET as part of their drug recovery.

Avon and Somerset Police currently runs a project on the use of restorative justice as part of IMPACT. This has been in place for more than two years, and all IMPACT offenders who have been sentenced are referred to the project on a weekly basis, for consideration on the use of restorative justice. Since April 2013, there have been 57 IMPACT referrals to the project, where ten referrals progressed to the 'victim-contact' stage with three resulting in face-to-face meetings between the offender and the victim. The referral stage is used to assess the suitability of the cases and whether they are appropriate for restorative justice intervention.

The offenders are selected based on offending history, lifestyle, and substance misuse. If the offenders do not co-operate with their orders, licences and support, the IMPACT team can implement enforcement action. IMPACT has received a strong investment from the key partners of the Police, Probation Service, Safer Bristol, Prison Service, Criminal Justice Engagement Team and the voluntary and community sector.

#### **IMPACT**

IMPACT works with statutory, voluntary, and community organisations to ensure a holistic approach to supporting individuals. This includes utilising volunteers and mentors to assist offenders with their rehabilitation in the community.

One of the most effective ways to cut crime is to focus the effort on people who are committing most of the crimes in Bristol. The offenders are selected based on offending history, lifestyle, and substance misuse. If the offenders do not co-operate with their orders, licences and support, the IMPACT team can implement enforcement action. IMPACT has received a strong investment from the key partners of the Police, Probation Service, Safer Bristol, Prison Service and the voluntary and community sector.

In response to changes to how the Police operate, Bristol IMPACT has amalgamated with South Gloucestershire and Bath and North East Somerset IMPACT. This has seen a review of the cohort and greater focus on those committing serious acquisitive crime. It is anticipated further changes may be required through the Transforming Rehabilitation agenda affecting the Probation service.

## 4.2. Anti-Social Behaviour

Anti-Social Behaviour continues to be a problem for local communities in Bristol, but new powers may assist in reducing its impact.

Avon and Somerset Constabulary and partner agencies<sup>18</sup> received reports of around 33,500 Anti-Social Behaviour (ASB) incidents in Bristol in 2013/14, as shown in the following table:

Partner Agencies	2011/12	2012/13	2013/14
Avon and Somerset Police	28,955	27,953	25,062
Avon Fire and Rescue Service	1,373	1,039	1,063
BCC Environmental Protection	4,195	4,177	4,162
BCC Housing	2,582	2,416	2,374
BCC Street Scene	1,215	826	893
<b>Total</b>	<b>38,320</b>	<b>36,411</b>	<b>33,554</b>

Table 3: Anti-Social Behaviour reports received by Department/Agency 2011/12 to 2013/14

Nearly three-quarters of incidents recorded by the police were classified as: 'Nuisance' – those incidents where an individual or group causes trouble, annoyance, inconvenience, offence or suffering to people in the local community; around a fifth as 'Personal' – incidents that are deliberately targeted at or are aimed at having an impact on a particular individual or group; and around five percent as Environmental – incidents and inconsiderate actions which have an impact on the surrounding environment.

By ward, the highest volume of incidents reported to the Police occurred in Cabot ward, accounting for around 18 per cent of incidents. Lawrence Hill featured the second highest volume of offences (9%), though Lawrence Hill had the highest volume of personal ASB incidents (see figure 7).

<sup>18</sup> Bristol City Council, Avon Fire and Rescue Service

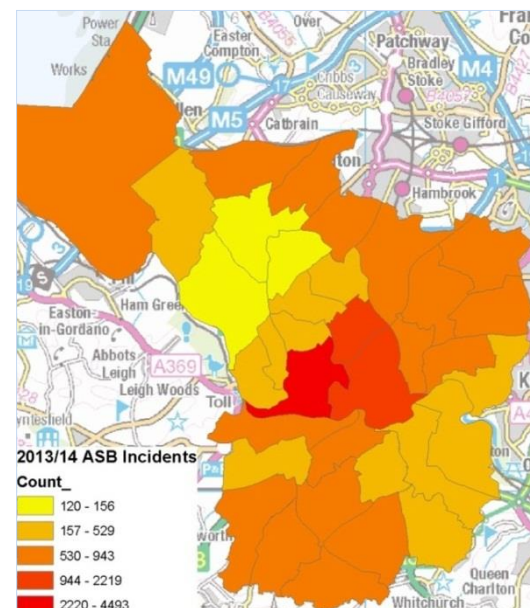


Figure 10: Map of ASB incidents by Ward

The Bristol Quality of Life Survey indicates around 29 per cent of Bristol residents feel locally ASB is a problem, though as volumes of incidents have decreased, perceptions it is a problem too have decreased. Within Bristol, perceptions varied by ward, broadly in line with the volume of incidents experienced. Nearly 60 per cent of residents in Filwood and 56 per cent of residents in Lawrence Hill felt ASB was a problem locally, dropping to five per cent of residents in Henleaze.

Owing to the nature of ASB, records of incidents may not be a true reflection of the levels of victimisation occurring. One incident could affect many people, but may only result in one report to police or partner agency. Potentially, this leads to a risk of hidden harm occurring. Of incidents reported in 2013/14 around 2,500 contained a marker to indicate the victim was vulnerable, though the number of vulnerable people affected may actually be greater.

Acknowledging the impact ASB can have on victims, a new series of reforms were introduced with the Anti-Social Behaviour, Crime and Policing Act which will work to put the victim at the heart of the response to ASB, changing the way in which incidents of ASB are reported, no longer focussing on the behaviour but instead considering the impact on the victim. In addition, the new integrated approach to victim services will see improvements in the support and case management of vulnerable victims – including victims of ASB.

The new measures may help to improve perceptions of ASB and experiences with the Police. Police user satisfaction data indicate around 82 per cent of victims were satisfied with their whole experience with the police in relation to their ASB incident, whilst satisfaction with interactions with the police are high (95%), only two-thirds of respondents were satisfied with the follow-up service. The Bristol Quality of Life Survey suggests only 40 per cent of residents in Bristol think police and local public services are successfully dealing with ASB, suggesting there is room for improvement in how ASB incidents are resolved.

Bristol City Council data indicate the average ASB case took 89 days to resolve. 73 per cent of survey respondents were very or fairly satisfied with the way their ASB complaint was dealt with, 65 per cent of respondents were very, or fairly, satisfied with the outcome of their complaint. 91 per cent of respondents found it easy to contact a member of staff to complain about ASB.

#### Anti-Social Behaviour, Crime and Policing Act

- **Community Trigger**; gives victims the ability to demand action starting with a review of their case, where the locally defined threshold is met
- **Community Remedy**; gives victims a say in the out-of-court punishment of perpetrators for low level crime and ASB.
- **Criminal Behaviour Order**; aimed at tackling the most serious and persistent offenders following a conviction for a criminal offence. In addition to prohibitions, the order can include requirements which can aim to tackle the underlying cause of ASB and be tailored to the needs of each offender
- **Dispersal Order**; this requires a person to leave an area for up to 48 hours. It can be used to provide immediate respite to a community
- **Community Protection Notice**; these are intended to deal with particular, ongoing problems which negatively affect a community's quality of life. These permit a warning to be issued, if the behaviour continues a notice can be issued a breach of which can result in a fixed penalty notice or remedial action.
- **Closure Power**; this permits the police or the council to quickly close premises which are being used, or likely to be used, to commit nuisance or disorder.
- **Public Space Protection Order**; will provide councils with a flexible power to put in place local restrictions to address a range of ASB issues in public places, where the problem is persistent, unreasonable and having a detrimental impact on the local amenity or residents' quality of life.
- **New Grounds for Possession**; the Act provides new absolute grounds for possession for serious ASB which will mean a faster court process that better balances the needs of victims and witnesses and the rights of alleged perpetrators.
- **Civil Injunction**; will be available in the county court for adults and the youth court for 10 to 17 year olds. It will allow a wide range of agencies, including the police, local council and social landlords to make applications. The injunction may include both prohibitions and positive requirements.

Dealing with the offenders of ASB, during 2013/14 The Council's Housing Delivery Service undertook a total of 3,019 early interventions. Of the 2,348 new cases opened in the period, 1,244 were resolved by early interventions meaning around 47 per cent required some level of escalation. Around five per cent of their cases warranted formal court action to deal with offenders' behaviour. The council obtained 18 tenancy possession orders. Also during this reporting period, the police ASB team issued 903 warning letters and 146 acceptable behaviour contracts.

Collectively during 2013/14, the Partnership obtained 40 Anti-Social Behaviour Orders, 34 injunctions and three crack house closures. Further analysis needs to be undertaken of repeat offenders. However, 130 offenders have been reported to the Council's Housing Delivery Service on more than six occasions, eight of which have been reported ten or more times.

The Partnership has already embarked on the implementation of learning arising from a multi-agency case review in this area. All recommendations arising from the Mr Bijan Ebrahimi case review should be implemented and the Partnership should have regard to any future learning that may arise from the case.

### 4.3. Hate Crime

Whilst there have been increases in reporting of incidents of hate crime, this is still unlikely to be representative of the true extent

In 2013/14 in Bristol, 750 crime incidents recorded by police contained at least one hate crime marker. This is a 13 per cent increase on the previous year, when 665 incidents were reported to the police. By offence description, the majority of these offences were classified as public order offences (and the majority of these were public fear, alarm or distress). The following table provides a breakdown by marker:

Hate Crime Marker	Total	% Change from 2012/13	% Repeat Victims <sup>19</sup>
Age	9	125%	-
Disability	31	-6%	3%
Gender	11	120%	-
Sexual Orientation	78	39%	9%
Race	608	14%	6%
Religion	45	36%	-
Transgender	10	100%	17%
<b>Total</b>	<b>750</b>	<b>13%</b>	<b>7%</b>

Table 4: Hate crime markers recorded by police in 2013/14, percentage change from 2012/13 and repeat victims

<sup>19</sup> The percentage of crimes where the victim had been a victim of the same offence type within the last 12 months, over the total number of crimes.



The majority of recorded Hate Crime incidents are violence against the person offences, which account for over three-quarters of the total volume of offences. Of these, over half were offences of Causing Intentional Harassment, Alarm or Distress. Around 15 per cent of offences are criminal damage offences.

The hate crime figures are unlikely to be representative of the true extent of the problem; it is likely a large volume of incidents remain unreported. A joint report published in 2013 estimates only around 40 per cent of hate crime incidents are reported to the Police. The most common reason for not reporting a hate crime incident to the Police was because the victim believed the Police could not do much about it.<sup>20</sup>

Owing to recording practices, direct comparison with other community safety Partnerships is not possible. However Bristol accounted for around three-quarters of all Hate Crimes recorded in 2013/14 in Avon and Somerset and the Police Force had the highest volume of offences compared against its most similar forces.

It is difficult to know whether increases in reporting represent an increase in the volume of incidents occurring. Efforts by the Police to improve the identification of motivating factors behind crime incidents and recording practices within the police may help to explain the observed rise in offences, rather than be indicative of an actual rise in the volume of offences. Additionally, the work by Bristol Hate Crime Support Services may also have helped to improve reporting of incidents.

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<sup>20</sup> ONS/Home Office/Ministry of Justice (2013) 'An Overview of Hate Crime in England and Wales'

Across England and Wales in 2013/14, there was a rise in recorded hate crime incidents. Overall, there was a five per cent increase in Hate Crime incidents - compared against a 13 per cent increase in Bristol - with large increase observed in reported Transgender (+54%) and Religion (+45%) Hate Crimes<sup>21</sup> a trend which was replicated in Bristol.

Of all hate crime incidents, 35 per cent were detected, a very slight decrease compared against the previous year (-0.9%). Of detected crimes, around 72 per cent resulted in a charge, 11 per cent resulted in a caution and 15 per cent had a restorative justice disposal.

Based upon crime incidents recorded by the Police, where information was known, the majority of victims of hate crime were aged 26-44 (57%). The majority of victims were male (64%). Around a quarter of victims reported their ethnicity as White-British. 66 victims had previously been a victim of a hate crime in the past and 131 had been a previous victim of crime. 78 victims were considered vulnerable.

For racist incidents, 87 per cent of victims were satisfied with their experience with the police. 94 per cent were satisfied with the way they were treated by police. However, the experiences of those who were victims of other hate crimes is not recorded and knowledge around performance in this area is lacking. As victims of Hate Crime are priority victims, satisfaction surveys conducted by Lighthouse may help to increase understanding in this area and identify any barriers to reporting.

Based upon data from the 2011/12 and 2012/13 Crime Survey of England and Wales (CSEW), the report highlights the risk of being a victim of personal hate crime was highest amongst:

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<sup>21</sup> Home Office (2014) 'Hate Crimes, England and Wales, 2013/14'



- People aged 16-24 (0.5% experienced personal hate crime); in particular men (0.7% experienced personal hate crime).
- Those with religious group 'other' and Muslim (1.1% and 0.8% respectively).
- People with Black and Minority Ethnic backgrounds (0.6%)
- Those whose marital status was single (0.5% compared with 0.1% of married adults)
- The unemployed (0.6% compared with 0.2% of employed adults)

It also highlights the risk of being a victim of household hate crime was highest amongst people who:

- Were social renters (0.6%, compared with 0.1% of owner occupiers)
- Lived in a household with a total income of less than £10,000 (0.5%)

The report highlights higher rates of repeat victimisation for hate crime compared with CSEW crime overall. It estimated 36% of victims of household hate crime had been victimised more than once in the previous year, compared with 21% of victims of personal hate crime.

The Bristol Quality of Life Survey asks residents about discrimination and harassment in relation to age, disability, religion, sexual orientation ethnicity/race and gender. Since 2006, a small proportion of the population have indicated they suffered different types of discrimination or harassment (5% or fewer). About a fifth of disabled people, people of Muslim faith and BME people report being a victim of discrimination or harassment. This rises to over a quarter of LGBT people. Generally men, compared to women experience more discrimination and harassment, except for gender discrimination.

The highest volume of hate crime incidents were recorded in the ward of Cabot. By beat, the highest volume occurred in the Trinity Beat, with Broadmead and the City Centre also experiencing a similar level. Outside of the centre, hotspots for hate crime also emerge in Filwood and Hartcliffe.

Where known, suspects of hate crime incidents were predominantly male (72%). Where ethnicity was known for the offender, the majority of offenders were White – North European (86%). Seventy per cent of offenders were aged 11-40. Female suspects were typically younger than male offenders, with a larger proportion of female suspects being aged 11-20 (35%), whilst a larger proportion of male suspects were aged 21-40 (51%).

Of suspects identified, around 15 per cent were linked to more than one incident, with three per cent of suspects being linked to more than three incidents.

In 2013/14 and 2014/15, Bristol Hate Crime Support Services has received OPCC community safety grant funding to deliver restorative approaches to hate crime, with a focus on young people. To date, referrals into the project had been lower than anticipated, though are increasing. This approach is reported to be delivering effective outcomes and the Partnership should work to provide support in getting referrals into this process.

### Bristol Hate Crime Support Services

In September 2013 a new support service for victims of hate crime in Bristol launched. A collaboration of agencies – SARI, Brandon Trust, Bristol Mind and LGTB Bristol now form Bristol Hate Crime Services (BHCS). This partnership champions the rights for communities in Bristol who have been disproportionately targeted by hate crime.

The service provides a one-stop hate crime reporting centre for all strands of hate crime. The service provides support for victims of any hate crime and provides specialist advice and support tailored to individual needs and experiences. Victims of hate crime are able to: report incidents via a new website; access a 24-hour advice line; and, drop in at various access points throughout the city.

Between June 2013 (when BHCS service delivery began) and March 2014 over 150 cases have been opened and supported.

The Partnership must continue to work to improve reporting of hate crime incidents and continue to improve understanding of the extent of victimisation.

### 4.4. Sexual Offences:

There was a 36 per cent increase in the total volume of reported sexual offences in 2013/14 compared to the previous year. Whilst the rise is indicative of increased reporting, rather than increase volume, it remains challenging to obtain reliable information on the true extent of sexual offences, as it is known a high proportion of offences are not reported to the police. The following table provides an overview of annual recorded offences since 2011/12:

Offence Description	2011/12	2012/13	2013/14
Rape of a female aged 16 and over	148	131	194
Rape of a female child under 13	23	21	18
Rape of a female child under 16	32	29	45
Sexual assault on a female aged 13 and over	174	179	221
Sexual assault on a female child under 13	37	47	47
Female Victim Sub-Total	414	407	525
Rape of a male aged 16 and over	4	5	16
Rape of a male child under 13	1	7	12
Rape of a male child under 16	5	4	5
Sexual assault on a male aged 13 and over	14	17	35
Sexual assault on a male child under 13	8	10	19
Male Victim Sub-Total	32	43	87
Other Sexual Offences	132	117	158
<b>Total Sexual Offences</b>	<b>578</b>	<b>567</b>	<b>770</b>

Table 5: Police Recorded Sexual Offences by Offence Description 2011/12, 2012/13 and 2013/14

Of incidents reported to the police, there were a higher volume of female victims than male, though under-reporting is likely to be an issue for both. Analysis of CSEW data suggests around 72 per cent of female victims aged 16-59 will have told someone about their most recent incident, but only 15 per cent will have told the police about it.<sup>22</sup>

Based upon mid-year population estimates, it has been estimated around 4,800 women and girls aged 16-59 in Bristol have been a victim of sexual assault in the previous year. Using Home Office estimates, there are potentially 40,000 female survivors of sexual violence and around 5,200 male survivors at any one time in Bristol.<sup>23</sup>

Of the most serious sexual offences<sup>24</sup> reported to the police in 2013/14, the highest volume was reported to have occurred in Cabot ward. Of these, the majority were 'sexual assault on a female' offences, around a third of which occurred in premises linked to the night-time economy. Following Cabot, Lawrence Hill had the next highest level of offences – though in this ward, offences were more likely to have occurred in a residential address, suggesting different offender-victim relationships.

For sexual offenders who are at high risk of causing serious harm to the public, or their previous victim they may now be managed via IRiS (Integrated Service Integrated Response). In October 2014, IRiS had a caseload of around 200 offenders.<sup>25</sup>

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<sup>22</sup> Caution should be used when interpreting these figures, as reporting behaviour is subject to external influences, such as the media, government/police initiatives and public opinion.

<sup>23</sup> Safer Bristol (2014) Bristol Domestic & Sexual Abuse Needs Assessment

<sup>24</sup> Rape and Sexual assault

<sup>25</sup> Though not all will be sexual offenders

### **IRiS**

Integrated Service Integrated Response (IRiS) is a joint partnership between Avon and Somerset's Probation Trust, Police Service and Wiltshire's Mental Health Partnership NHS Trust. It aims to provide an integrated approach to the management and rehabilitation of offenders over the age of 18, who are at high risk of causing serious harm to the public or their previous victims in central Bristol. All agencies work together towards a single risk management plan to avoid duplication and make the process more efficient.

The evaluation of the pilot identified IRiS as being an innovative approach to end-to-end offender management and strengthens the existing Probation, Police and third party management and rehabilitation structures. IRiS provides a set of robust support, intervention and disruption processes which have created a successful way of managing compliance and risk of harm. At time of writing, the evaluation identified IRiS had a reoffending rate of -38.5% against its set target.

The Partnership should continue to support multi-agency efforts to improve the reporting of sexual offences; partners should combine data to try to improve their understanding of the extent of victims of sexual violence to understand the true scale of this often unreported crime.

## 4.5. Substance Misuse

The links between drug and alcohol abuse and crime are complex; however substance misuse and dependency effects can have a societal impact, with many problematic users having links to criminal activity and a high number of offences committed whilst the offender is under the influence of alcohol.

In Bristol, around 2,700 drug offences were recorded (-5% compared to previous year) and over 4,400 offences were believed to involve alcohol and estimates suggest around 8.08 alcohol related offences occur per 1,000 population in Bristol.<sup>26</sup> The most recent treatment needs assessment identified nearly half of all domestic violence offenders were under the influence of alcohol when they committed acts of physical violence.<sup>27</sup>

There are an estimated 4,200 opiate users, 4,300 crack users<sup>28</sup> and 16,000 dependent drinkers in Bristol.<sup>29</sup> Successful drug intervention programmes remain a priority, with estimates suggesting that every pound spent on drug treatment, saves society £2.50.<sup>30</sup> In November 2013 Bristol introduced the Recovery Oriented Alcohol and Drugs Service (ROADs) and since April 2014, the OPCC has commissioned the Arrest Intervention and Referral Service (AIRS) – both programmes should assist in identifying problematic substance abusers and providing support, in turn reducing levels of offending and reducing their impact on society.

<sup>26</sup> Local Alcohol Profiles for England

<sup>27</sup> Safer Bristol (2012) Bristol Alcohol Strategic Needs Assessment

<sup>28</sup> Public Health England (2014), Estimates of the prevalence of opiate use and/or crack cocaine use 2011/12

<sup>29</sup> Safer Bristol (2012) Bristol Alcohol Strategic Needs Assessment

<sup>30</sup> National Treatment Agency for Substance Misuse, 'Estimating the crime reduction benefits of drug treatment and recovery' 2012

### **Bristol's Recovery Orientated Alcohol and Drugs Service (ROADS)**

Launched in 2013, ROADs provides a varied and integrated service for individuals wishing to access support and treatment for their drug and alcohol use and is delivered by Bristol Drugs Project, St Mungo's, Bristol Specialist Drug and Alcohol Service, Developing Health and Independence, and the Addiction Recovery Agency.

ROADs is responsible for achieving the national Public Health Outcome 2.15 - Successful Completion of Drug Treatment. In 2013, Bristol performed above both the regional and national average of this national public health indicator for both opiate clients (9%) and non-opiate clients (48%)

In 2013/14, a total of 2,849 opiate users accessed treatment, 561 of these clients accessed treatment through a criminal justice referral source (DRR, CJET, Police). 549 non-opiate users accessed treatment during the same period of which 133 were from a criminal justice referral source.

### **Arrest Intervention and Referral Service (AIRS)**

Since April 1st 2014, the Arrest Intervention and Referral Service (AIRS) has been commissioned by the PCC. AIRS is available to all prisoners in custody with problematic alcohol or drug use issues and is delivered from the four Police centres.

The service will help people who use Class A, B and C drugs, alcohol, 'legal highs' and party drugs in addition to prescribed and over the counter medication. It is available to those mandated to engage with AIRS through receiving a positive drug test and those who volunteer to undertake an assessment and intervention.

Providing effective interventions for problematic substance misusers may also help reduce the risk of harm people may encounter from lifestyles which help support their addiction. Substance misuse is common among women involved in prostitution, with one study 87 per cent of women interviewed used heroin.<sup>31</sup> Estimates from NHS Bristol and a recent survey of injecting drug users suggest annually there may be 230-360 sex workers with an injecting history in Bristol. Research into sex work in London found that all evidence demonstrates female sex workers are at far higher risk of violence than any other group of women. However, victims of either domestic or sexual violence and abuse, who are sex workers, are unlikely to report to the police.<sup>32</sup>

Helping to support offenders, the Criminal Justice Engagement Team (CJET) offers community engagement and treatment for criminal justice clients in Bristol in five key areas. In addition to AIRS, they are able to provide:

- Rapid Prescribing for clients leaving prison and IMPACT clients
- Restrictions on Bail: close work between Probation and CJET means clients are seen quickly and their community treatment plan organised promptly.
- Alcohol Treatment Requirement (ATR): CJET works closely with Probation to assess clients in the magistrates' court suitability for an ATR.

- Prison Pick-Up: CJET works closely with partners to deliver a peer led prison pick-up service, to help reduce the number of clients not attending community treatment services post-release. This offers a person centred approach involving IMPACT and ROADS providers to make the difficult transition to the community as easy as possible and reduce the likelihood of returning to the criminal justice system.

The societal impact of drug use in Bristol should not be underestimated, particularly in more deprived wards. The Bristol Quality of Life Survey explores perceptions of drug use being a problem and found around a quarter of Bristol residents felt drug use was a problem in their area, with higher percentage reporting this in more deprived areas, with 64 per cent of residents in Filwood and 58 per cent of residents in Lawrence Hill reporting this to be the case; areas where crime rates are higher.

The partnership needs to continue to work to uncover the extent of hidden harm caused by substance misuse and to continue to identify support mechanisms for helping recovery and reintegration into society.

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<sup>31</sup> Hester, M & Westmarland N (2004) Tackling Street Prostitution: Towards an Holistic Approach, Home Office Research Study 279. London, Home Office

<sup>32</sup> Bristol Domestic & Sexual Abuse Needs Assessment

#### 4.6. Violence against the Person

There was an eight per cent rise in Violence against the Person (VAP) offences (to 6,445) in 2013/14 compared to the previous year. Much of this rise is accounted for by an 11 per cent rise in the volume of Violence without Injury offences. Across England and Wales during the same period, a six per cent rise was observed.

Understanding the true extent of VAP offences is complicated; CSEW analysis suggests only around 50 per cent of violence incidents in 2013/14 were reported to police. This suggests around 6-7,000 incidents may have gone unreported.

Compared against the most similar community safety partnerships, Bristol has a higher than average rate of offences per 1,000 residents:

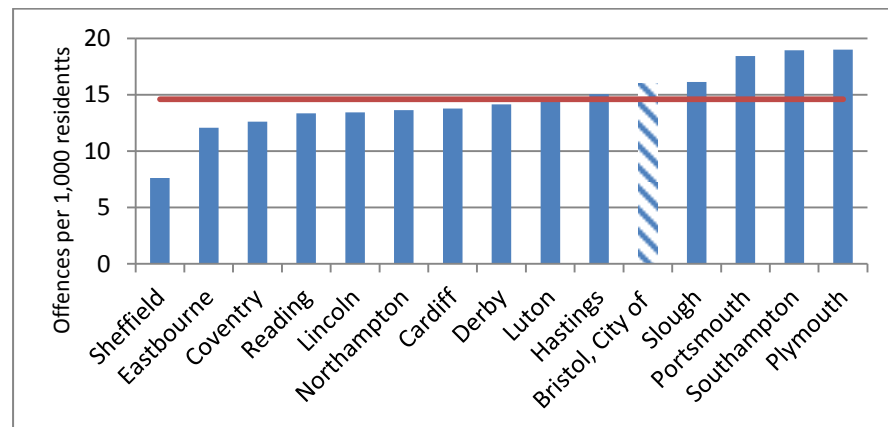


Figure 11: Violence against the Person offence rate per 1,000 residents, Bristol compared against most similar community safety partnerships

Analysis of CSEW data indicates males aged 16-24 were more likely to be a victim of violence offences, estimating around seven per cent of males in this age range were victims of violence once or more in 2012/13. This could suggest there is still under-reporting of victims in this group, as they are under-represented in victim data held on police systems.

The night time economy in Bristol continues to act as a driver for VAP offences. Around 20 per cent of all VAP offences occurred in Cabot ward and peak time analysis of offence times highlights peaks in activity between 23:00-03:00 between Friday evening and Sunday morning. Multi-agency efforts to reduce the risk of victimisation in the centre are ongoing, however to fully address overall VAP offences levels, the Partnership should consider further understanding VAP offences which occur in other wards as targeted efforts to reduce VAP in other areas could help to drive down overall levels of crime.

#### 4.7. Domestic Violence and Abuse

There has been a rise in reported domestic violence and abuse incidents in Bristol, though this still remains under-reported and challenges remain in increasing the number of reports converted to prosecutions

Around 7,000 domestic violence and abuse incidents were reported to the police in 2013/14. Of these 3,200 were categorised as a crime – representing around a six per cent increase compared against the previous year. A review of the cases suggests around three per cent of incidents reported in 2013/14 related to historic incidents. Rises in domestic violence and abuse may be linked to efforts by the police and partners to increase confidence to identify and report incidents, rather than an overall rise in volume, however more is still required.

Domestic violence is recognised to be an under-reported crime, whilst the impact on the victim is great. The 2012/13 Crime Survey of England and Wales indicates that of violent crime victimisation, victims of domestic violence experienced the greatest emotional reaction with 92 per cent of victims being emotionally affected and 49 per cent affected very much.<sup>33</sup> It is thought a victim will have experienced multiple domestic violence assaults before contacting the police. Analysis of CSEW data estimates 74 per cent of incidents of domestic violence were experienced by repeat victims. It is possible many people and agencies may have been aware of these attacks.

Current levels of reporting remain substantially below Home Office estimates for the extent of domestic abuse. Most recent estimates suggest around 14,000 women and girls in Bristol aged 16-59 have been a victim of domestic abuse in the past year – the true extent of victims would be even higher, as these estimates fail to account for women aged 60 and over and male victims – though estimates suggest across England and Wales, around four per cent of men experienced domestic abuse in the last year.<sup>34</sup>

Of incidents reported in Bristol in 2013/14, volumes were highest in some of the more deprived wards, with the highest levels of incidents occurring in Lawrence Hill, Hartcliffe and Filwood. Of concern is that 14 per cent of Bristol residents stated ‘domestic abuse is a private matter’ in response to the Bristol Quality of Life survey question, rising to 27 per cent of Filwood residents. However, the overall rate has been declining since 2011.

To help address domestic violence, police in Bristol have new legislative tools at their disposal. The introduction of Domestic Violence Protection Notices (DVPN) and Domestic Violence Protection Orders (DVPOs) since June 2014 will help provide the victim of abuse space away from the perpetrator to consider their options and what support they need. The need for space is supported by research which highlights many victims of domestic abuse need time away from the offender to think clearly about their options and to make safer choices. The successful application of these could help increase the number of victims who proceed with reporting domestic abuse as a crime.

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<sup>33</sup> ONS (2014) Overview of Violent Crime and Sexual Offences 2012/13

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<sup>34</sup> ONS (2014) Focus on Violent Crime and Sexual Offences, 2012/13

Multi-Agency Risk Assessment Conferences (MARACs) agree upon safety plans for victims at high-risk of serious physical injury or death from domestic violence and abuse. The CAADA DASH Risk Identification Checklist is used to identify high risk victims. This checklist covers issues such as levels of fear, use of weapons, threats to kill, sexual violence, depression and suicidal thoughts. MARAC conferences offer greater opportunity to identify victims at an earlier stage.

#### **Domestic Violence Protection Notice**

The DVPN lasts for 48 hours. In that time, the notice has to be served on the suspects and the police have to apply at magistrates' court for the notice to be extended into a DVPO. The order can last for anything between 14-28 days.

#### **Domestic Violence Protection Orders**

With DVPOs, a perpetrator can be banned with immediate effect from returning to a residence and from having contact with the victim for up to 28 days, allowing the victim time to consider their options and get the support they need. Research shows that many victims of domestic abuse need time away from the perpetrator to think clearly about what their options are and to make safer choices.

Since their introduction in June 2014, over 25 applications have been made for a DVPO, of these six offenders have been arrested for breaching the order.

In 2013/14 nearly 1,400 cases were discussed at MARAC, of which 164 were repeat cases. The reported cases also concerned over 1,000 children in households across Bristol. There has been a nearly 50 per cent increase in the total number of cases discussed compared against the previous year. Of referrals into MARAC, 62 per cent came from the police and a further 21 per cent came from Independent Domestic Violence Advisors.

Owing to the high volume of cases referred into MARAC in Bristol, it is necessary to operate a pre-MARAC meeting, which is attended by fewer agencies. In 2013/14, 813 cases were discussed in pre-MARAC, of which 540 were not put through to the MARAC (of which 186 were repeat cases) as the agencies present were able to offer sufficient support without the need to discuss at a full MARAC panel.

In incidents where the death of someone aged 16 or over has, or appears to have, resulted from violence, abuse or neglect by someone related to or with whom the victim has had an intimate personal relationship, or a member of the same household as the victim, a Domestic Homicide Review may occur.

#### **Domestic Homicide Reviews**

The purpose of the Domestic Homicide Review is to establish:

- What lessons are to be learned regarding the way in which local professionals and organisations work individually together to safeguard victims;
- Identify clearly what those lessons are both within and between agencies and agree timescales they will be acted on;
- Apply lessons to service responses; and
- Prevent domestic violence homicide and improve service responses for domestic violence victims.

Since 2011 the Safer Bristol Partnership has been notified of eight deaths for consideration for a Domestic Homicide Review. To date, three of these cases have progressed to a statutory Domestic Homicide Review.



In November 2013 the Home Office published a review of lessons learned from Domestic Homicide Reviews received. The Partnership should ensure the recommendations have been considered and implemented where appropriate.

### **Recommendations:**

- The Partnership's focus on ASB should be around identified threats, risks and harm leading to vulnerability in individuals and communities. In particular, further analysis needs to be undertaken of repeat offenders and victims and suitable interventions identified and implemented. These actions are key learning points of the Multi-Agency Case Review of Mr Bijan Ebrahimi.
- The Partnership should review Bristol's approach to ASB, considering organisational changes and implementing serious case review learning.
- The Partnership must continue to work to improve reporting of hate crime incidents and continue to improve understanding of the extent of victimisation in Bristol and barriers to reporting.
- The Partnership should support the review of the multi-agency risk assessment arrangements to identify risk and harm for victims of hate crime.
- The Partnership should review the hate crime scorecard and include outcome measurements to ensure improved quality of service is delivered to victims of hate crime

- The Partnership should support, influence and deliver on Partnership activity agreed through the alcohol strategy
- The Partnership should ensure findings from the 'One-Year on' ROADS review are implemented and reflected in improved system-wide performance.
- The Partnership should continue to support multi-agency efforts to improve the reporting of sexual offences; partners should combine data to try to improve their understanding of the extent of victims of sexual violence to understand the true scale of this often unreported crime.
- The Partnership should review processes for supporting adult victims at risk of repeat sexual assault and sexual exploitation.
- The Partnership should review statutory and funded service provision to ensure that there are appropriate services available for victims of domestic violence and abuse assessed as standard or medium risk using the DASH risk assessment
- The Partnership should take a multi-agency approach to finding a sustainable solution for managing the volume of high-risk victims of domestic abuse referred to MARAC in Bristol
- In November 2013 the Home Office published a review of lessons learned from Domestic Homicide Reviews received. The Partnership should ensure the recommendations have been considered and implemented where appropriate.

- The Partnership should make sure good practice and shared learning from Domestic Homicide Reviews is captured and used to improve service delivery
- The Partnership needs to continue to work to uncover the extent of hidden harm caused by substance misuse and to continue to identify support mechanisms for helping recovery and reintegration into society.
- The Partnership should ensure the new Arrest Referral and Intervention Scheme within the new detention centres link effectively with IMPACT and CJET.

## **5. Coercion and Exploitation**

In addition to crimes covered, there are further crime issues where the extent is not fully understood. For previously mentioned crime types, national surveys help provide estimates to allow the partnership to understand gaps between reported and actual levels of offending and victimisation. With the following issues, there is far less understanding around the true extent of offending and therefore greater risk of hidden harm.

### **5.1. Child Sexual Exploitation**

Child Sexual Exploitation (CSE) is not new, however through local incidents and national media coverage a wider public awareness has been created. The NSPCC indicate five per cent of children in the UK suffer contact sexual abuse at some point during their childhood.

Violence, coercion and intimidation are common. Involvement in exploitative relationships is characterised by the child's or young person's limited availability of choice, as a result of their social, economic or emotional vulnerability.

A common feature of CSE is that the child or young person does not recognise the coercive nature of the relationship and does not see themselves as a victim of exploitation. This presents challenges for policing, as unlike other offences where victims identify themselves to the police, this may not occur, making it difficult to understand the true extent of CSE occurring in the Bristol area.

Reliable estimates of CSE are difficult to obtain. An enquiry by the Children's Commissioner estimated as many as 16,500 across England and Wales were at risk of CSE.<sup>35</sup> It has been estimated in Bristol over 200 young people are at high risk of CSE victimisation and over 80 young people experiencing or having recently been victims of CSE. Targeted work by Barnardo's Against Sexual Exploitation (BASE) has already identified 78 young victims of CSE in the city as part of their targeted work.

#### **Child Sexual Exploitation**

The nationally agreed ACPO definition of CSE is:

- Sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where the young person (or third person/s) receives 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/or others performing on them, sexual activities.
- CSE can occur through the use of technology without the child's immediate recognition; for example being persuaded to post images on the internet/mobile phones without immediate payment or gain.

Owing to the hidden nature of these offences, partnership working plays an important role in identifying and reducing the risk of harm. Any young person can be a victim of exploitation, regardless of age, gender, ethnicity and sexuality. However, a number of factors have been identified which can increase a young person's vulnerability

<sup>35</sup> Children's Commissioner (2013) 'If only someone had listened: Office of Children's Commissioner's Inquiry into Child Sexual Exploitation in Gangs and Groups Final Report'.

and it remains important all partnership agencies are aware of these issues and identify warning signs accordingly.

Work is ongoing by the police to develop further understanding of the prevalence of CSE in the force area and innovation funding bid will be submitted to the Home Office to get funding to support the development of a specialist victim identification and support service across local authority and police force boundaries in the West of England area.

In addition, the force is working with partner agencies, such as BASE to identify victims of sexual exploitation and the evolution of Multi-Agency Safeguarding Hubs (MASH), in line with national best practice, will expand this partner integration and lead to a consistent approach across the force.

Particular challenges exist around the emergence and popularity of anonymous dating and webcam-based social media sites and the accessibility by children via mobile devices. Meeting, grooming and exploiting children through online media continues to be a common method of contact for offenders. This complicates the ability for guardians to monitor activities of children as well as the detection and identification of offenders by law enforcement.

## **5.2. Modern Slavery**

During 2013, the term Modern Slavery was introduced into the UK to describe all offences previously described as, human trafficking, slavery, forced labour and domestic servitude. Globally, an estimated 29.8 million people are in modern slavery. Traffickers and slave masters will use whatever means they have at their disposal to coerce, deceive and force individuals into a life of abuse, servitude and inhumane treatment.

Victims are not always forced to come to the UK. Many victims from the European Economic Area report their first contact with a trafficker began with the offer of an apparently legitimate job and so they travel willingly to the UK. A report by the National Crime Agency does highlight the country of origin of potential victims who encountered exploitation in the South West region, where known, was from the UK.

Modern slavery is a largely hidden crime and it is very challenging to understand the extent, impact and scale of the problem. According to information and referrals received, nationally there were 2,744 potential victims of human trafficking encountered in 2013, an increase of 22 per cent compared to the previous year.<sup>36</sup> In 2013/14 Avon and Somerset Police made 23 referrals to the national referral mechanism. Of these 13 were adult referrals and ten were minors.<sup>37</sup>

In June 2014, the Modern Slavery Bill was introduced in the House of Commons. The Bill marks the first of its kind in Europe and sends a strong message domestically and internationally the UK is determined to put an end to modern slavery.

Within Avon and Somerset the Anti-Slavery Partnership exists with mission to support and enable the discovery of, and response to, incidents of modern slavery and exploitation.<sup>38</sup> Understanding the scope of this problem within Bristol remains important. Partnership working may help to identify potential victims or perpetrators which will help improve our understanding of the extent of this problem and ensure sufficient measures are in place.

<sup>36</sup> National Crime Agency Strategic Assessment: The Nature and Scale of Human Trafficking in 2013

<sup>37</sup> National Crime Agency, Human Trafficking: National Referral Mechanism Statistics. (Combined figures Apr 2013 – Mar 2014).

<sup>38</sup> <http://www.aspartnership.org.uk/>

### **Avon and Somerset Anti-Slavery Partnership**

This is an advisory and an operational body which exists to make recommendations to the relevant agencies and decision-making bodies concerning relevant trafficking and slavery police issues.

The partnership meets quarterly with a series of sub-groups working on specific issues of:

#### Champions:

Gathering a group of passionate individuals across multiple agencies who can be an advocate for trafficking in their organisation. These individuals liaise directly with the anti-slavery partnership, share information and access training and support for their staff.

#### Problem profile:

Develop and implement a plan to gather intelligence, analyse data and prepare a problem profile about areas where slavery may be occurring in our locality.

#### Training:

Develop standardised training models to be used by a variety of agencies as a basic introduction to slavery and trafficking.

#### Expansion:

Increase the breadth of membership of the ASP and expand further into the Avon and Somerset force area to share expertise and learning

### 5.3. Female Genital Mutilation

Female Genital Mutilation (FGM) is practised in over 28 African Countries. It is estimated there could be as many as 140 million women worldwide who have undergone FGM. FGM is illegal in the UK and as such it is a secretive practice. It is generally performed on girls aged 8-14, but can be done at any age. In Bristol, it is estimated there are approximately 1,200 girls who come from communities where FGM has been practised. A recent study by public Health England estimates that there are currently around 1,330 girls in Bristol in the highest risk category of FGM; that is they come from backgrounds where the prevalence rate is effectively universal in their country of origin.

Since 2008/09 there have been six cases of FGM recorded by Avon and Somerset police. It is likely FGM is an under-reported offence. In the summer of 2014, a national poster campaign was launched to help raise awareness of this issue and highlight FGM is child-abuse. Significant multi-agency efforts have also been made locally to tackle FGM from a variety of angles, including working with effected communities to challenge cultures that condone the practice. Increased coverage of the issue within the media may help to encourage reporting to understand the true extent of this problem.

### 5.4. Forced Marriages

In 2012, the government announced it intended to make the forcing of someone to marry a criminal offence in England and Wales, and strengthening the civil law in England and Wales by making the breach of a Forced Marriage Protection Order a criminal offence. These proposals formed part of the Anti-Social Behaviour, Crime and Policing Act (2014) and new forced marriage offences came into force in June 2014.

Nationally, the government's Forced Marriage Unit gave advice or support related to a possible forced marriage in around 1,300 cases, of which around two per cent of cases came from the South West.<sup>39</sup>

### 5.5. Extremism

Prevent is one of the four strands of CONTEST, the UK strategy for countering terrorism. It is aimed to work closely with individuals who are likely to adopt extremist views, and work in partnership with other agencies and our communities to identify individuals who may need our support.

A process called 'Channel' has been developed to support people at risk of being drawn towards terrorism and violent extremism. Bristol City Council, Avon & Somerset Police and other partners, including Probation, health agencies, community organisations and individuals within local communities work together to support vulnerable individuals who are prone to radicalisation and revised tailored safeguarding measures to support their needs are taken. A range of options are available including mentoring, welfare support and access to key services. These services often prevent people from becoming involved in crime.

Since April 2012, there have been a total of seven Channel referrals for Bristol and they are predominantly Al'Qaeda inspired cases but there has also been one case relating to extreme right wing. A key area of work for the Partnership will be to support Prevent around the impact of the current situation in Iraq and Syria through the Building the Bridge Partnership.

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<sup>39</sup> Forced Marriage Unit Statistics January to December 2013

Partnership working is important for identifying potential victims, or those at risk of victimisation. A key challenge for the Partnership is to improve understanding in these areas, with a view to revealing hidden harm and more accurately understanding prevalence. Once a baseline has been established, the Partnership should confirm whether sufficient support is in place.

Due to the increased threat posed by terrorists, in particular as the result of the involvement of Britons in the ISIL insurgency in Syria, the Government has recently asked Parliament to fast track a new Counter Terrorism and Security Bill. It was introduced into the Commons on 26<sup>th</sup> November 2014 and will receive Royal Assent in early 2015. The Bill places the following duties on specified agencies (facilitated through local Community Safety Partnerships) to:

- putting the existing *Prevent* programme on a statutory footing and imposing a duty on specified authorities in the exercise of their functions to have due regard to the need to prevent people being drawn into terrorism.
- establishing panels of persons to assess the extent to which identified individuals are vulnerable to being drawn into terrorism. Once an individual is identified as vulnerable, the panel's functions are to prepare a plan to support them to reduce their vulnerability, arrange that support, review the plan and revise support, or withdraw support (for example, because the individual refuses to give or withdraws consent.)

### **Recommendations:**

- A key challenge for the Partnership is to improve understanding in crime areas where there are considerable gaps around understanding, with a view to revealing hidden harm and more accurately understanding prevalence. Once a baseline has been established, the Partnership should confirm whether sufficient support is in place.
- A key area of work for the Partnership will be to support Prevent and implement the requirements contained within the Counter Terrorism and Security Bill
- The Partnership should continue to raise awareness and encourage reporting of Human Trafficking through referral to the National Referral Mechanism
- The Partnership should support work to reduce the risk of harm through CSE by working with the police and by identifying further opportunities to raise awareness.
- Continue to support local multi-agency efforts to reduce the harm caused by FGM and to encourage increased reporting

## **6. Organisational Changes**

Over the past year, the criminal justice landscape in Bristol has undergone significant change. Changes in response to the economic climate have occurred including: the police restructuring the way they operate; a range of Government-led changes, including the introduction of a Police and Crime Commissioner; and the transforming rehabilitation programme of the Probation Service.

Alongside this, legislative changes and the introduction of a revised code of practice for victims of crime have helped place victims of crime at the forefront of the response to crime. Changes to the delivery of victim services, which will now be commissioned directly by the Police and Crime Commissioner, will allow resources in Bristol to be commissioned according to the needs of the city's residents. In addition, the introduction of the Lighthouse Team will help meet the requirement to provide an enhanced service to those victims who require additional support, this service aims to reduce the risk of repeat victimisation and increase the likelihood of successful prosecution and conviction of offenders.

Partnership working remains essential to help reduce the impact of economic cuts on service delivery whilst delivering against priorities. It is recognised that the previous breadth of project delivery across community safety cannot be maintained and resources will be focused on the key priorities identified within this Assessment.

### **6.1. Police**

Changes to the police through the introduction of the operating model will work to make the police a smaller, more efficient organisation. Alongside efficiency improvements, this aims to improve services for local residents by ensuring more police

resources are on the frontline at the right time and the police work more closely with local communities. In addition, the police are exploring the use of predictive analytics and help manage and increase understanding of the increasing levels of data available to them. This is already being used in support of the Troubled Families programme; to help identify high-risk Anti-Social Behaviour (ASB) cases; collision hot spots; active burglary offenders and helping to link suspects to burglary. In the coming year, further work in this area should help expand understanding. Opportunities for partnership working should be identified.

### **6.2. Probation**

The Probation service has now split into the national Probation service and Government-run Community Rehabilitation Companies, though these changes are organisational and will not affect those people on Community Orders or Licences.

### **6.3. Police and Crime Commissioner**

The Police and Crime Commissioner has outlined priorities for Avon and Somerset as a police service and the issues highlighted affected Bristol residents and the Mayor has set out his vision for Bristol. Crime and disorder reduction have a part to play in these and the Safer Bristol partnership faces challenges in ensuring these changes, and the challenges they may present, are embraced and opportunities for partnership working and joined up approaches are exploited to continue to work to reduce the impact of and prevention of crime and criminality whilst continuing to focus on the Police and Crime Commissioners priorities and helping deliver the Mayor's vision and to help support in the delivering of the 2015 European Green Capital Programme.

Whilst organisational changes have occurred to adapt to changes in circumstance, very real challenges will be present for the partnership in the face of the challenging economic situation to continue to deliver the same level of service as has previously been observed. The partnership must work to identify any further opportunities for joint working to minimise any impact on service delivery.

#### **6.4. Victim Services**

Within Avon and Somerset a new integrated victim care team, called Lighthouse, has been established to identify and ensure 'enhanced' victims are provided with the correct support and guide the victim through the CJS.

The introduction of the new integrated victim care team will help to improve identification of, and support provision for priority victims. The commissioning of the Lighthouse Service will help to improve the identification of vulnerable and intimidated victims and those victims who are being persistently targeted.

##### **Lighthouse**

The Lighthouse team offers an enhanced service to vulnerable, intimidated or persistently targeted victims and victims of the most serious crimes

Victims who meet the criteria to receive an enhanced service will be guided through the criminal justice process, from first point of contact by Victim and Witness Care officers, who also provide practical and emotional support.

The new Integrated Victim Care service aim to guide victims through the CJS; they will provide a single point of contact for victims, reducing handovers between agencies which should serve to simplify the process for victims. This will be achieved through immediate referral of vulnerable, intimidated and persistently targeted victims, as well as victims of the most serious crimes. Victims will be provided with safety and crime prevention advice, and victims will receive regular and timely updates on case progression.

To support the delivery of this new model, there has been a programme of training for key staff and internal systems have been updated to ensure consideration be given to whether victims are entitled to enhanced support.



**Recommendations:**

- The Partnership should work together to identify any further opportunities for joint working to minimise any impact on service delivery. This should be considered alongside a cost-benefit analysis.
- The Partnership should explore opportunities to combine data to increase understanding around issues – continued exploration of opportunities around Predictive Analytics may provide useful insight and help direct resources more efficiently
- Aligning delivery timescales for the Joint Strategic Needs Assessment, Police and Crime Commissioner Needs Assessment and Partnership strategic assessment may help to ensure consistency of priorities and timescales
- Support the implementation of new local tasking arrangements for the city through Neighbourhood Delivery Teams to help direct resources efficiently

## 7. Glossary:

Acronym	Name
A&E	Accident and Emergency
A&S	Avon and Somerset Constabulary
AIRS	Arrest Intervention and Referral Service
ASB	Anti-social Behaviour
BME	Black and Minority Ethnic
CAADA	Co-ordinated Action Against Domestic Abuse
Channel	Multi-agency approach to protect people at risk from radicalisation
CJET	Criminal Justice Engagement Team
CRC	Community Rehabilitation Company
CSEW	Crime Survey for England & Wales
DASH	Risk Identification Checklist for Domestic Violence, Stalking and Honour-based Violence
DHR	Domestic Homicide Review
DRR	Drug Rehabilitation Requirement
FGM	Female Genital Mutilation
FTE	First Time Entrants
IMPACT	Integrated offender management project which manages offenders responsible for acquisitive crime
IRiS	Integrated Response, Integrated Service
LAPE	Local Alcohol Profiles for England
LGBT	Lesbian, Gay, Bisexual and Transgender
LSOA	Lower Super Output Area
LJA	Local Justice Area
MARAC	Multi Agency Risk Assessment Conferences
NDT	Neighbourhood Delivery Team
NHS	National Health Service
NRM	National Referral Mechanism
NSPCC	National Society for the Protection of Cruelty to Children
OPCC	Office of the Police and Crime Commissioner

PCC	Police and Crime Commissioner
PREVENT	Prevent is one of the four strands of CONTEST, the UK strategy for countering terrorism
<b>Acronym</b>	<b>Name</b>
QOL	Quality of Life Survey
ROADS	Recovery Orientated Alcohol and Drug Service
VAP	Violence Against the Person