

Crime and Anti/social Behaviour

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1. Introduction

Why is it important?

Crime and disorder (including anti-social behaviour) can have a significant impact upon physical health and mental wellbeing. As well as the physical and mental effects of actual crime, fear of crime can have a substantial impact on mental health and quality of life. ⁱRepeat victimisation will deepen these negative impacts.

The risk of becoming a victim of crime is not distributed evenly across the population. Young people, people from Black and Minority Ethnic Communities and people with complex needs remain the groups at most disproportionate risk of victimisation. These groups are also least likely to report their victimisation to the police. Personally targeted offences such as domestic and sexual abuse, exploitation and hate crime remain substantially under-reported and as such, the true extent of victimisation remains unknown. It is these areas of 'hidden harm' that present the greatest safeguarding risks to vulnerable victims.

Those areas of North Somerset which suffer from higher levels of deprivation also record above average crime rates. In Weston Town Centre this equated to a recorded crime rate of 337 per 1,000 population and in Weston-super-Mare South Ward to 160 per 1,000 population, compared to 49 per 1000 population for North Somerset as a wholeⁱⁱ. The links between deprivation and higher crime rates and fear of crime are well documentedⁱⁱⁱ. Similarly the links between deprivation and poor health outcomes. Higher crime rates are likely to compound these problems further as becoming a victim of crime adversely affects health and increases the need to access services.

The 2013/14 Crime Survey for England and Wales reported that 12% of respondents had high levels of worry about violent crime, 11% about burglary, and 7% about car crime. Previous victims were more likely to worry than non/victims about; burglary (16% compared with 11%), car crime (11% compared with 6%) and violent crime (15% compared with 11%, respectively). All of these measures were at a similar level to the previous year and the general trend has been flat for a number of years. In terms of groups of individuals with increased worry about crime, it appeared those aged

between 45 and 64 were generally more worried about crime than other age groups (notable exception being worry about violent crime, where those in the youngest age group (16 to 24) had the highest level of worry). Additional variations included higher worry among those with a long standing disability, social renters, residents in areas of high physical disorder, residents in the 20% most deprived areas and those living in urban areas^{iv}.

The Crime Survey for England and Wales 2011/12 found 26% of respondents who had experienced or witnessed drink/related antisocial behaviour said it had a moderate or high impact on their quality of life; the respective impact of groups hanging around on the streets was 31%.

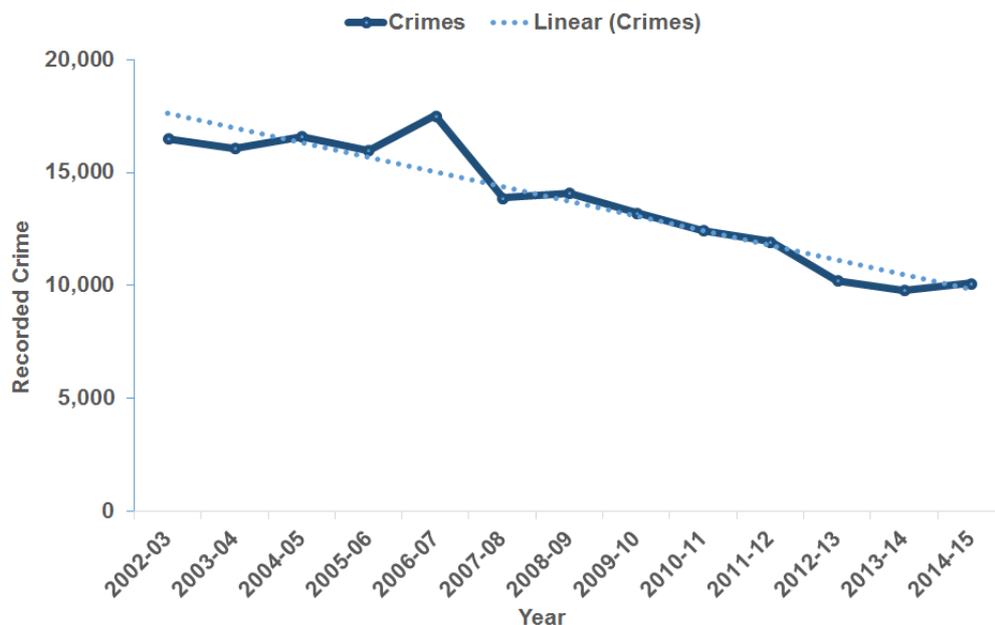
The importance of key partners working together to prevent and address crime and disorder and reduce fear in communities is recognised in national statutory requirements. 'Responsible Authorities' including the Police, Local Authorities, Probation, Fire and Health Services are required to work together to prevent and reduce crime, disorder, anti-social behaviour, substance misuse and re-offending.

2. Needs Analysis

2.1 Total Police Recorded Crime

The last 12 years has seen a significant downward trend in total recorded crime across North Somerset (see Figure 1) which matches similar trends both regionally and nationally.

Figure 1: Police Recorded Total Crime in North Somerset 2002 - 2015



Between 1st April 2014 and 31st March 2015 (2014/15) there were 10,099 recorded crimes in North Somerset which was a 3% increase compared with 2013/14 – the first increase since 2008/09. In comparison the Avon and Somerset police force area had a 1% decrease and across England and Wales there was also 3% increase. The

emerging upward trend in recorded crime is largely thought to be a result of improvements in the quality of crime recording standards^v which limit the ability to directly compare trends in recorded crime post-2013.

10,099 total crimes recorded last year in North Somerset equates to 49 per 1,000 head of population compared with an average of 60 per 1,000 population for the Avon and Somerset force area.

2.2 Breakdown of crime by offence type

Figure 2 below breaks down all police recorded crime from April 1st 2014 to March 31st 2015 and compares it to the same period in 2009/10. Violence against the Person now equates for 30% of all crime compared to 23% just 5 years ago. Shoplifting now equates for 9% of all crime compared to 6% in 2009/10. Burglary/Vehicle Theft/Criminal Damage now equate for a smaller proportion of total crime than 5 years ago.

Figure 2: Breakdown of total crime in North Somerset by type – 2014/15 comparison to 2009/10

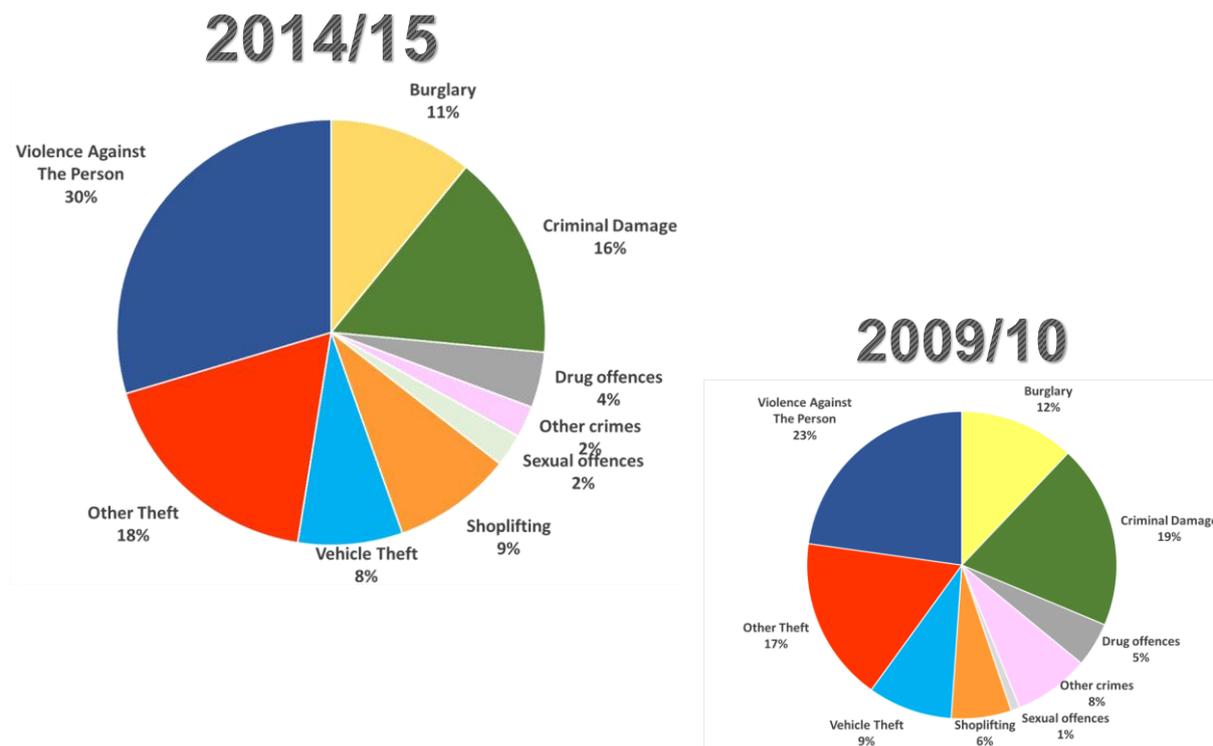


Figure 3 below shows the trend in total crime and selected crime groups reported to the police in North Somerset. Certain crime types have a particular tendency to be under/reported, including domestic violence, low level stranger assaults (including verbal harassment), criminal damage and thefts from the person, so the actual level of crimes in North Somerset will be higher.

Figure 3: Police Recorded Crime & Anti-Social Behaviour Incidents in North Somerset 2014/15 and comparison against 2013/14 and 2009/10

	Number 2014/15	% change from 2013/14	% change from 2009/10
Total crimes	10,099	+3%	-24%
Violence against the person	2374	+26%	-21%
All Serious Acquisitive Crime	1187	-3%	-39%
Domestic burglary	402	+16%	-38%
Shoplifting	911	-13%	+10%
Vehicle crime	797	-11%	-32%
Criminal damage	1515	+1%	-41%
Sexual Offences	250	+36%	+51%
Anti-Social Behaviour Incidents	6343	-11%	-34%

2.3 Violent Crime

Violent crime, including robbery and stranger assault can have a long term impact on physical health and mental wellbeing.

In 2014/15 there were 2,374 recorded Violence Against the Person (VAP) crimes in North Somerset which was a rate of 12 per 1,000 population and a 26% increase compared with 2013/14 (Table 1). There were similar increases both across Avon and Somerset (20% increase) and nationally (23% increase). This increase is thought to reflect changes in recording practices rather than a rise in violent crime.

- Over a longer 5 year period there has been a downward trend with 21% less crimes in 2014/15 than in 2009/10.

- The proportion that VAP makes up of total recorded crime in North Somerset has remained fairly flat with 23% in 2009/10 and 24% in 2014/15.

Research published by the Home Office^{vi} gives an overview of the unit cost of crime in 2010 comparison with 2003, including those incurred by health services in respect of violent crime:

CRIME TYPE	PREVIOUS UNIT COST	UNIT COST - 2010
Homicide ¹	£1,458,970 (2003 prices)	£1,774,681
Serious wounding ¹	£21,422 (2003 prices)	£25,747
Other wounding ¹	£8,056 (2003 prices)	£9,790
Sexual Offences ¹	£31,438 (2003 prices)	£36,952
Common assault ¹	£1,440 (2003 prices)	£1,750
Robbery – personal ¹	£7,282 (2003 prices)	£8,810
Burglary in a dwelling ¹	£3,268 (2003 prices)	£3,925
Theft – not vehicle ¹	£634 (2003 prices)	£763
Theft of vehicle ¹	£4,138 (2003 prices)	£4,970
Theft from vehicle ¹	£858 (2003 prices)	£1,034
Attempted vehicle theft ¹	£510 (2003 prices)	£617
Criminal damage (personal) ¹	£866 (2003 prices)	£1,053
Robbery – commercial ²	£5,000 (1999 prices)	£9,372
Burglary not in a dwelling ²	£2,700 (1999 prices)	£4,608
Commercial – theft of vehicle ²	£9,700 (1999 prices)	£10,043
Commercial – theft from vehicle ²	£700 (1999 prices)	£1,248
Commercial – attempted vehicle theft ²	N/A	£617
Shoplifting ²	£100 (1999 prices)	£124
Criminal damage (commercial) ²	£890 (1999 prices)	£1,838
¹ – Figures from HOOR 30/05		² – Figures from HORS 217

2.3.1 Focus on Weston-super-Mare night time economy (Friday and Saturday 6pm to 6am)

- 36% of VAP occurs over the weekend (Saturday and Sunday)
- 59% of VAP occurs between 6pm and 6am
- Over 60% of assaults recorded during night time economy hours are flagged as being linked to alcohol.
- 32% of VAP crimes occur within Weston town centre area. Of which nearly two thirds can be attributed to the night time economy period.
- A small number of locations experience a disproportionate amount of crime and disorder. 7 streets in Weston-super-Mare town centre account for 57% of all VAP crimes.
- 37% of calls attended by South Western Ambulance Service relating to assaults are weekends midnight to 4am

Research from Cardiff University^{vii} and others^{viii} suggests that a significant number of violent assaults which result in emergency department treatment are not in fact reported to the police so it is likely that these figures represent an underestimation and

that the associated impact on health services in relation to alcohol related violence is likely to be higher than crime figures alone suggest. This highlights the need for partnership working and information gathering and sharing by Emergency Departments to help police and the local authority target resources more effectively.

Between 2011/12 and 2013/14 there were 190 admissions to hospital for violence of North Somerset residents. In order to compare with other areas a standardised rate per 100,000 population is produced: for North Somerset the standardised admission rate was 33.8 per 100,000 people, below the South West rate of 41.5 and England rate of 52.4 per 100,000 people.

2.3.2 Focus on Domestic Abuse:

Domestic abuse is:

“Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality. This can encompass, but is not limited to, the following types of abuse:

- psychological
- physical
- sexual
- financial
- emotional

Controlling behaviour is: a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.

Coercive behaviour is: an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish, or frighten their victim.”

* This definition, which is not a legal definition, includes so called 'honour' based violence, female genital mutilation (FGM) and forced marriage, and is clear that victims are not confined to one gender or ethnic group.

Domestic Abuse accounts for around a third of all violent crime with recorded offences increasing sharply since March 2014. Improved recording practices have been a significant factor in driving this increase while the Avon and Somerset Police Crime Commissioner maintains a long term aspiration to increase confidence to report victimisation.

- 38% of domestic related VAP occurs over the weekend
- Weston town centre (23%), Bournville (16%) and Worle and North Village area (16%) were all areas recording relatively high proportions of domestic related VAP

In North Somerset from 1 April 2014 to 31 March 2015:

- The police were called to 3,003 incidents of domestic abuse, 41.5% of which were recorded as crimes. (This is a 20% increase in reported incidents and a 26% increase in recorded crimes compared to the previous year).
- 244 high risk victims of domestic abuse were referred to the Independent Domestic Violence Advisors (IDVAs) service. 197 of the people referred engaged with the IDVAs in order to receive support, this is the same number as the previous year^x.
- 188 people were prosecuted in the Specialist Domestic Violence Court (a 10% increase), 81.4% of these prosecutions were successful (a 4% decrease in percentage terms but an actual increase in the number of cases)^{xi}.
- 288 high risk cases were risk managed and action planned by the monthly Multi Agency Risk Assessment Conferences (MARACs) (a 7.8% increase on the previous year)^{xii}
- There has also been an increase in the numbers supported by Gemini Services', the specialist domestic abuse provider, and floating support services although the number of referrals to these teams actually dropped. This may indicate fewer inappropriate referrals being made at the same time as an increase in the numbers the service is called upon to support.
- Gemini Services, received 196 referrals to the domestic abuse refuge (a decrease of 25% on the previous year). 66 of the subjects of referral were accommodated in the refuge (an increase of 10%). This may indicate fewer inappropriate referrals being made at the same time as an increase in the numbers the service is called upon to support.
- In addition, 182 referrals were made to Gemini's outreach service (a 24.5% decrease), 139 of whom were supported (a 25.2% increase). The children's worker provided direct support to 65 children staying in the refuge after their parent had fled domestic abuse.
- 132 women took part in pattern changing courses (Key to Change, Break the Chains and My Kids and Me) facilitated by Alliance Homes and Gemini Services^x.
- A "Day to Count" multi-agency snapshot of domestic abuse, carried out over one day in November 2015, revealed that 81 people affected by domestic abuse sought support from a total of 10 services. 123 children were involved in these cases^{xiii}.

Domestic abuse has a significant and long-term impact on the community's health, abused women are at a significant risk for increased mortality, injury and disability, problems with general health, chronic pain, reproductive disorders, and poorer pregnancy outcomes^{xiv}

However, its impact is not just physical, it is also closely linked with mental health issues - 60% of women psychiatric in-patients have a history of domestic abuse^{xv} and there are strong links with alcohol and substance misuse, with abused women being

15 times more likely to use alcohol and 9 times more likely to use drugs than non-abused women^{xvi}

It also has an impact on children who live in families where it is present - outcomes for children witnessing violence are similar to those for children who have been physically abused^{xvii}

2.3.3 Focus on Hate Crime

According to the Association of Chief Police Officers (ACPO), “A hate crime is any criminal offence committed against a person or property that is motivated by hatred of someone because of their race, colour, ethnic origin, nationality or national origins, religion, gender or gender identity, sexual orientation, disability or age.”

There were 213 hate incidents and 156 hate (flagged) crimes recorded by police in 2014/15. This was a 53% increase in incidents and 51% increase in flagged crimes from the previous 12 months and continues the upward trend seen over the last 5 years. This recent increase in police recorded hate crime is matched across Avon and Somerset (30% increase) and nationally (5% increase 2013/14 no data for 2014/15) and are reflected across all hate crime categories, including:-

Racially aggravated offences (+58% in 2014/15) with around 120 reported each year. This remains the most commonly reported motivating factor in cases of hate crime, both locally and nationally.

Homophobic & Transphobic related incidents (+58% in 2014/15), with around 30 reported each year.

Disability related incidents (-18%), with around 10 reported each year.

Similar to domestic abuse improved recording practices have been a significant factor in driving the increase in hate crime recorded while the North Somerset Multi-Agency Hate Crime Strategy maintains a long term aspiration to increase confidence to report victimisation.

Findings from the Crime Survey for England and Wales^{xviii} between 2011/12 and 2012/13 indicates that the majority of hate crime involve minor assault or vandalism – which together account for around two thirds of self-reported hate crime. This stands in contrast to the police recorded hate crime picture, in which around 50% are recorded as public fear, alarm or distress – a category which does not generally include physical violence.

The 278,000 hate crimes per year reported by the public interviewed for the 2012/13 Crime Survey compares with 42,236 hate crimes recorded by police. This indicates the likely extent of under-reporting to the authorities. The Crime Survey indicates that around 40% of hate crimes come to the attention of the police – a similar level to overall crime – however, the level of reporting has fallen from around 51% over the previous four years. This is thought to be a result of reduction in the overall severity of hate crime and the lower reporting rate for less serious offences. The most common reason for not reporting incidents of hate crime to the police was because the victim felt that the police could do little about it (43% of incidents not reported).

2.4 Focus on Anti-Social Behaviour (ASB)

“Anti-social behaviour is a broad term used to describe the day-to-day incidents of crime, nuisance and disorder that make many people’s lives a misery – from litter and vandalism, to public drunkenness or aggressive dogs, to noisy or abusive neighbours. Such a wide range of behaviours means that responsibility for dealing with anti-social behaviour is shared between a number of agencies, particularly the police, councils and social landlords”

ASB remains the most common community safety issue faced by residents of North Somerset with up to 46,087 (22%) estimated to experience ASB in some form each year^{xix}. By contrast, around 6,300 incidents were reported to the police locally – a figure which has fallen steadily over the last 7 years in line with regional and national trends^{xx}. It is recognised by the partnership that police figures in isolation do not represent the whole picture of anti-social behaviour across North Somerset, as members of the public are encouraged to report such incidents to local authority and housing associations, for example.

In 2014/15 Avon and Somerset Police received 6343 reports for anti-social behaviour in North Somerset, this was an 11% decrease compared to 2013/14 and is in line with a 14% decrease across Avon and Somerset. The majority of Police recorded ASB in North Somerset is classified as ‘nuisance’ (4393 or 70%), the majority of the rest is classified as personally directed ASB (1632 or 26%) and the remainder (318 or 4%) classified as ‘environmental’.

In addition, Avon and Somerset Police pro-actively opened 129 cases of anti-social behaviour for North Somerset where case management was required for ongoing issues. This was a 101% increase for North Somerset on the previous financial year. Force wide, Police saw a 51% increase 2013/14 to 2014/15.

ASB is heavily concentrated in the main town centres and is compounded by the presence of facilitators such as drugs, alcohol and the physical environment. There are also strong correlations with concentrations in violent crime and criminal damage in the night time economy, and in neighbourhoods of higher deprivation. Specific issues and concentrations in ASB include:-

- Weston-super Mare central ward which accounts for 1 in 4 of total reports to police in North Somerset with approximately 40% occurring in night time-economy hours (6pm to 6am Friday and Saturday). The profile of night time economy-related crime and ASB is well understood, allowing for more targeted preventative interventions to be exploited. Street drinking and aggressive begging in central ward remains an area of focus for local agencies and a common issue of public concern.
- Weston-super-Mare Southward is a priority location for neighbourhood-based ASB with 1 in 4 of total reports to police. Youth-related anti-social and intimidating behaviour in particular was highlighted as a significant concern amongst residents consulted via Police Crime Commissioner Summer engagement events in 2014.

Despite a 1% increase in criminal damage offences in 2014/15 (see figure 1) there has been a 41% decrease in recorded criminal damage since 2009/10. This pattern matches those found regionally and nationally.

In 2014/15 North Somerset Council received 6542 reports of anti-social behaviour compared to 6266 in 2013/14 a 4% increase. It is unknown how many of these duplicate reports to the police. The reports can be broken down into the following categories:

- | | |
|--|------|
| • Noise related complaints | 1996 |
| • Fly-Tipping and Littering complaints | 2587 |
| • Dogs related complaints | 1670 |
| • Vandalism & Other | 46 |

Alliance Homes own the majority (around 6,500 properties) of social housing in North Somerset and provide housing/housing-related support to around 12,000 people. In 2014/15, Alliance Homes received 1961 reports of environmental/location based anti-social behaviour in addition to 600 person centred/targeted anti-social behaviour reports; a 16% and 54% increase respectively on the previous year.

The key performance measure for police around ASB is victim satisfaction. In 2014/15 satisfaction data recorded by Avon and Somerset Police for ASB victims and witnesses found 79.6% of North Somerset victims were satisfied with their overall reporting experience, compared to 81.8% force wide. Within the Police Crime Commissioner North Somerset Plan is a target to increase satisfaction with ASB Services to at least 86%.

2.5 Acquisitive Crime

Serious acquisitive crimes (residential burglary, robbery and theft of and theft from motors) make up approximately 12% of total crime in North Somerset, and despite fluctuations in the individual crime types over the three years between 2009/10 and 2014/15 serious acquisitive crime has fallen by 39% from 1947 to 1187 crimes and by 3% between 2013/14 and 2014/15 which matches the 3% drop across the Avon and Somerset Force area.

- Residential Burglary – Although overall residential burglary has fallen by 38% in the five years between 2009/10 and 2014/15, there was an increase of 16% (55 crimes) in the 12 months between 2013/14 and 2014/15. Whilst this was much higher than the increase of 7.3% across the force area, the much smaller volume of crimes means that small changes in volume result in large % changes.
- Vehicle Crime – Vehicle crime (predominately Theft from a Motor Vehicle and Theft of a Motor vehicle) form the largest single contribution to acquisitive crime making up approximately 40% of the total. Over the five years between 2009/10 and 2014/15 vehicle crime fell by 32% with an 11% reduction in the 12 months between 2013/14 and 2014/15 compared with a 4% reduction across the Avon and Somerset force area.
- Robbery - The number of robberies in North Somerset remain at very low levels. Although numbers increased by 23% between 2013-14 and 2014-15 in North

Somerset; this was an increase of 12 crimes from 52 to 64. The long term trend has been downward with a huge 51% drop since 2009/10.

2.6 Sexual offences

Sexual offences recorded by the police increased by 36% across North Somerset in 2014/15 which was in line with a 37% nationally and 22% in Avon and Somerset and continued the pattern seen over recent years. Within this category, reported rape offences increased by 41% nationally and 62% locally. Recent trends have been strongly affected by more victims coming forward to report offences following the Operation Yewtree investigations^{xxi} and improved compliance with recording standards. Avon and Somerset Constabulary have reported a 50% rise since 2013/14 in historic serious sexual offences dating back up to 20 years and further increases in reporting amongst male victims and those aged 45 to 54.

2.7 Cyber Crime

The nature of some 'traditional' crime types has been transformed by the use of computers and other information communications technology (ICT) in terms of its scale and reach, with risks extending to many aspects of social life^{xxii}, such as:

- financial transactions;
- sexual offending;
- harassment and threatening behaviour; and
- commercial damage and disorder.

Latest figures from the Crime Survey for England and Wales (CSEW) showed that while other acquisitive crimes recorded by the police continued to decline there was an increase in the volume of fraud offences recorded by Action Fraud (up 9%) largely driven by increases in non-investment fraud (up 15%) – a category which includes frauds related to online shopping and computer software services^{xxiii}. It is difficult to ascertain if this is growing awareness and reporting of such incidents or an actual increase but supporting evidence has come from National Fraud Investigation Bureau from Industry sources which reported a 17% increase in 2014/15.

Avon and Somerset police report that personally-directed cyber-enabled crimes such as cyber bullying, on-line stalking and harassment, sexting and sexual exploitation continue to increase, reflecting the growth in on-line opportunities to offend and the increasing popularity of anonymous dating and webcam-based social media sites^{xxiv}.

As the offending environment changes at pace with new technology and on-line capability presenting new opportunities for cyber-crime it is essential that local agencies improve their knowledge of the scale and nature of cybercrime, how it is changing over time and whether interventions to tackle the problem are having an impact. There is also a need to keep building education and awareness in the community to counter these threats.

2.8 Re-offending

The focus and aim of reducing reoffending action is to intervene in the cycle of recidivism for those individuals who have become “persistent and/or serious offenders with relatively established criminal identities”^{xxv}

Re-offending is disproportionately skewed towards a minority of individuals. At a national level^{xxvi} for example, 24% of those who re-offend on four or more occasions account for 56% of all re-offences.

Re-offending is most prevalent amongst those that:-

- Commit theft offences - Ministry of Justice research indicates that around 58% of adult and 36% of juvenile offenders convicted of a theft offence go on to re-commit a similar offence within 12 months.
- Serve short term sentences (less than 12 months) who are not subject to probation or external provider supervision - around 57% of these offenders re-offend within 12 months. The first months of an order or licence is therefore critical to reducing re-offending rates
- Have drug and alcohol needs – most notably opiates or cocaine. The treatment of the drug related needs of offenders in North Somerset has produced some excellent results with re-presentation rates for offenders remaining at 0% over a long period of time. The new integrated North Somerset drug and alcohol treatment service will build on the, already effective, interventions available to offenders and will improve the relationships between drug treatment, IMPACT North Somerset, and the High Impact Families programme.

Prolific offending is in steady decline in North Somerset, Avon and Somerset and nationally, due in part to improvements in the management of prolific offenders, reductions in problematic drug use and a multi-agency focus on the criminogenic factors that are most commonly linked to their offending – accommodation, relationships, thinking and behaviour, alcohol and drug misuse.

The core mechanism for delivering local reducing reoffending initiatives is Integrated Offender Management delivered under the name IMPACT North Somerset. IMPACT North Somerset began in late 2010; it is a multi-agency scheme focussed on managing high risk of reoffending individuals within the community. However in the last 12 months the significant changes to the criminal justice landscape has meant that IMPACT has been in a transition phase with the roles and responsibilities of partners changing. This has included the disbanding of the Avon and Somerset Probation Trust, which has been replaced by Community Rehabilitation Companies (Somerset and North Somerset local authority areas come under one CRC) with responsibility for low and medium risk offenders operating on a payment by results basis. The National Probation Service still has a North Somerset team focusing on local high risk offenders. The inception of the new Avon and Somerset Constabulary operating model in October 2014 integrates offender management services under a broad new ‘MANAGE’ work stream and locally this has meant realignment of police IMPACT staff

to cover Somerset and North Somerset. The interim impact upon delivery, information sharing and offender management outcomes are as yet unknown.

There has been a significant refocus in the past two years of the cohort of serious acquisitive crime offenders managed by IMPACT. In 2013/14 this resulted in 25 offenders being deselected due to no known offending or intelligence and in 2014/15 a further 44 were de-selected. The Prolific and other Priority Offenders (PPO) cohort has been under review with 9 individuals being deselected due to no offending behaviour. The most recent performance around reducing risk of offenders revealed that in 2013/14 15% of offenders worked with in IMPACT experienced a reduction in risk level (twice the level of those whose risk level increased).

Since the change to the probation landscape and police operating model we have had no new reoffending performance for North Somerset in the past 18 months. The last performance information provided for 2013/14 showed that North Somerset was broadly in line with Avon and Somerset and national average, with approximately 1 in 4 of all offenders committing a further offence within 12 months and an average of 3 offences per re-offender. Repeat offences amongst those being actively managed through integrated offender management programmes are often lower in severity than the initial offence, with offenders often being identified at an early stage as a result of intense supervision.

During 2014/15 there were 315 referrals into the North Somerset Early Intervention Accommodation Project (EIAP) which is a partnership approach to providing suitable, stable accommodation and support to individuals wishing to turn their lives around. Out of the 315 that were referred 139 individuals were provided with accommodation, 59 kept in accommodation meaning 198 positive outcomes (63% of total referrals).

2.9 Under Reported Crime and Hidden Harm

As per the Avon and Somerset Police and Crime Needs Assessment 2015^{xxvii} a significant proportion of crime and ASB goes unreported to agencies. Reasons range from being perceived as too trivial, feeling that nothing could/would be done, feeling afraid of the consequences of reporting, feeling embarrassed, ashamed or that a victim will not be believed or taken seriously. Personally targeted offences such as domestic and sexual abuse, exploitation and hate crime remain substantially under-reported and as such, the true extent of victimisation remains unknown. It is these and other areas of 'hidden harm' that present the greatest safeguarding risk to vulnerable victims. Those least likely to report their victimisation include:-

- BME communities, particularly where there language or cultural barriers
- Male victims of personally targeted abuse, including domestic and sexual violence – although there are indications⁴³ that this disparity is reducing
- Young people - often due to a feeling that they will not be believed, fear of retaliation or a lack of awareness of the services available. Findings from the CSEW 2012 indicate that while only 15% of 10 to 17 year olds report crime to the police, around 60% report incidents to teachers

- People with mental health conditions – research conducted by the mental health charity Mind indicates that around 30% of self-reported victims told no one about what had happened
- Larger businesses – who can experience high rates of low level crime and may be less likely to report cyber-crime or data theft on account of the potential reputational impact.

Local and national research and intelligence has identified the prevalence of ‘hidden harm’ across the following offence types. These include Child Sexual Exploitation (CSE), Female Genital Mutilation (FGM), Child and Adult protection-related crimes which are all picked up in the JSNA Safeguarding and Safeguarding Children chapters. Aside from these there are two additional areas of community safety focus in the past 12 to 18 months:

Modern Slavery/Human Trafficking: Across Avon and Somerset including North Somerset increasing numbers of businesses have been identified in the last 12 months as being involved in Modern Slavery/Human Trafficking^{xxviii}. A major reason for this has been the improvement in awareness and intelligence sharing among agencies prompted by the work of the Ant-Slavery Partnership who have expanded their work from Bristol to across Avon and Somerset. Successful operations to tackle modern slavery have revealed that individuals being exploited rarely see themselves as a victim and perpetrators are frequently involved in a range of other serious and organised crime.

Extremism: The threat of extremism remains significant with a range of factors creating the potential for extremist activity some specific to North Somerset other general threats that impact all areas.

Environmental extremist activity: Nuclear Reactor at Hinkley Point in Minehead, development of the MetroBus Project and the continuing of badger culls. These continue to attract protest activity which have been predominantly low key and lawful. The exploration of opportunities across the region also creates potential for protest activity over the next twelve months.

Political extremist activity: Risks associated with the Extreme Left and Right Wing remain. The threat of anti-establishment attacks to police and other agency property also remains significant. Government policy regarding public sector spending, pay and remuneration and issues of immigration continue to create potential for extremist activity.

The current International Terrorism Threat is assessed as severe – meaning that a terrorist attack is highly likely. The threat nationally is also reportedly rising^{xxix}. The threat of spontaneous volatile extremism from ‘lone actors’ remains high as does the risk of radicalisation amongst vulnerable individuals and marginalised groups, such as those in prison and disengaged young people. Increases in international tensions, particularly in Syria and Iraq, are increasing the risk of attacks against the West, alongside ongoing threats relating to Al-Qaeda aligned ideology. The majority of individuals reportedly indicating an extremist mind-set are doing so in relation to ISIL and ongoing conflicts.

3. Current strategies, services and community voice

The Crime & Disorder Act (1998 and subsequent amendments) places a duty on a number of organisations (the Local Authority, Police Force, Probation Trust, Clinical Commissioning Group and Fire Service) to work together in a Community Safety Partnership to prevent and tackle crime and disorder. This includes specific requirements to reduce re-offending, substance misuse and anti-social behaviour. North Somerset Council is developing a new Corporate Plan which includes ambitions to 'support families to give their children the best start in life' and to 'build and sustain great places to live – safe, accessible and flourishing'.

The People and Communities Board fulfils the role of Community Safety Partnership in North Somerset. The People and Communities Strategy includes a priority to 'make our streets and communities safer'. The overriding objective being to work together to ensure that successes achieved to date are continued. The People and Communities Board has identified three priority work areas for community safety:

- Reducing Anti-social behaviour (including hate incidents)
- Reducing Domestic abuse
- Reducing Re-offending

These three work areas have been identified as being those where partnership working can bring the greatest benefit in relation to community safety. Key areas for development over the coming year are detailed in the section below.

3.1 Domestic Abuse – Strategy and Services

The North Somerset People and Communities Board Joint Commissioning Group (Crime, Drugs and Alcohol) Commissioning Strategy lists domestic abuse as one of its four work areas. It includes 7 actions which are being led by the multi-agency Domestic Abuse Strategy Group (DASG):

1. Secure funding to continue the delivery of domestic abuse services

Progress against this action:

North Somerset Council, North Somerset Clinical Commissioning Group (CCG) and the Police and Crime Commissioner have committed, in principle, to share the costs of core domestic abuse services (with the PCC's contribution funded through the Community Safety Grant). This funding funds the IDVA service, MARAC and Domestic Abuse Co-ordinator post.

The refuge, outreach support, pattern changing course and some of the children's support is contained within the Supporting People funded domestic abuse contract which expires in 2017.

Healthy relationship work within schools, the health based IRIS Project and some of the children's support work is funded on a year by year basis. DCLG

funding for the new Delivering Differently in Neighbourhoods Project expires in 2016/17.

2. Improve the collection, supply and analysis of data relating to domestic abuse

Progress against this action:

Since domestic abuse is such an under-reported issue, it is difficult to build up a clear picture of the number of families affected by it. However, a range of data, including police incidents, referrals to services and numbers participating in pattern changing courses is being collected quarterly and allows the DASG to carry out year on year comparisons. In addition, in November 2015, a one day survey of domestic abuse reports across agencies in North Somerset provided a “snapshot” insight into a typical day’s activities. This may be repeated in future years

3. Develop sustainable service user involvement

Progress against this action:

A successful bid for “Delivering Differently in Neighbourhoods” funding from DCLG was made at the start of 2014/15. This project will build upon consultation mechanisms which already exist with service and ex-service users and practitioners of domestic abuse support agencies in order to develop a new neighbourhood model of domestic abuse support. The model will utilise the enthusiasm and commitment of survivors of domestic abuse who want to “put something back” in order to help others similarly affected. It will empower them to influence future services, to support victims to access neighbourhood support services and to gain confidence and experiences which help them move on with their lives, into employment and new, healthy relationships or life circumstances.

4. Explore all options for work with perpetrators

Progress against this action:

The DASG set up a working group to explore options and this group obtained funding from the Joint Commissioning Group to develop this work area. It is currently working on a project to provide one-to-one support for individuals who are concerned about their abusive behaviour. It is planned that the project will offer support to low to medium risk offenders and will fit within a joined up approach to management of domestic abuse perpetrators.

5. Ensure that support for children affected by domestic abuse is part of the wider agenda

Progress against this action:

Training on identifying and responding to domestic abuse is available for all schools and early-years settings and take-up has been excellent. Most schools

have a domestic abuse champion who works to ensure children are supported within their usual environment.

Children's Social Care work to support many children affected by domestic abuse, in the October 2013-September 2014 period, 61% (58) of initial case conferences and 45% (78) of review case conferences involved domestic abuse

In addition, the families of 351 children were supported by the MARAC.

At the Government Spending Review in 2013 it was announced that the Troubled Families (known as High Impact Families locally) programme would be expanded to work with 400,000 more families from 2015 to 2020, with £200 million funding for 2015 to 2016. For North Somerset this meant a target of working with an additional 980 families by 2020 within it High Impact Families program. To be referred into the scheme families will have to be referred by specialist agencies as having two of six problems: involvement in crime/ASB, non-school attendance, children needing help, adults out of work, health issues or the presence of domestic violence and abuse. Therefore a new avenue of support is enabled for families affected by domestic abuse. Out of the current North Somerset cohort of 176 identified High Impact families, 28% have been identified as experiencing or at risk of Domestic Abuse.

6. Work to develop health focussed domestic abuse initiatives

Progress against this action:

The council and CCG have commissioned the Identification and Referral to Improve Safety (IRIS) Project which will be delivered in 12 GP practices in the district in 2015/16. Participating practices receive training and tools to help them identify patients affected by domestic abuse and can then make a referral on their behalf to an advocate educator who provides direct support.

7. Ensure that domestic abuse responses are embedded in alcohol strategy

Progress against this action:

The service specification for the North Somerset Substance Misuse Service 2015-18 requires that the provider trains staff on the issue and works in partnership with domestic abuse agencies, making referrals where appropriate. The provider attends MARAC and the DASG and is working closely with Gemini Services to support individuals affected by both domestic abuse and alcohol misuse.

In addition, a multi-agency partnership day held in May 2015 has improved partnership working between domestic abuse and other local alcohol and substance misuse support providers.

The following specialist services are provided to support those affected by domestic abuse:

- Independent Domestic Violence Advisors
- Outreach floating support for low to medium risk cases
- Monthly Multi-Agency Risk Assessment Conferences (MARAC) meetings (2 per month when required)
- Refuge accommodation for women, men and children fleeing domestic abuse
- A children's worker within the refuge
- Pattern changing programmes for those affected by domestic abuse
- The Identification and Referral to Improve Safety (IRIS) Project (2015-16)
- Work in schools to embed healthy relationships education (2015–16)
- Delivering Differently in Neighbourhoods Project (2015–16)

3.2 Anti-Social Behaviour – Strategy and Services

The Anti-Social Behaviour (ASB), Crime and Policing Act 2014 widened the goal posts on many of the available powers to deal with anti-social behaviour, giving more agencies the power to apply and use them. The introduction of the act in late 2014 further encouraged reporting of anti-social behaviour and hate incidents, and included two new measures designed to give victims and communities a say in the way ASB is dealt with: the community trigger and community remedy. The Community Trigger in particular allows victims (or a third person on behalf of a resident) of ASB to request a review of their case should they feel responses from agencies have been inadequate.

Recent progress has been made in relation to the reporting process for victims and witnesses of ASB and Hate incidents. Avon and Somerset Police and North Somerset Council have renewed their online reporting mechanism making it easier to report different types of ASB to the relevant agency and department. In 2014 there was also the introduction of monthly resident drop in sessions across North Somerset which are supported by council, police and victim support officers and provide an alternative method of reporting or gaining advice in relation to ASB and Hate incidents for residents in North Somerset.

In light of the new tools and powers available to more agencies for dealing with ASB and a desire to include hate related incidents, North Somerset reviewed its victim-focused ASB MARAC (multi-agency risk assessment conference) and found a weekly steering group would be more efficient and effective. North Somerset's ASB and Hate Incident steering group started in November 2014 and has had 84 referrals from a variety of agencies to date, including high-risk victims, perpetrators and locations. Increased agency participation has developed links between the partnership and local services such as mental health and substance misuse and seen positive working and outcomes for victims of ASB in North Somerset. The introduction of 'locations' to the steering group process has enabled North Somerset Council to work effectively with Police and other partner agencies to successfully tackle ASB hotspots across the district, including implementing a dispersal zone in Weston-super-Mare in August 2014.

Launched in October 2014 within Avon and Somerset Constabulary, Lighthouse Victim and Witness Care offers an enhanced service to vulnerable, intimidated or persistently targeted victims of crime and ASB, and victims of serious crime. Many of the cases

processed through the steering group in North Somerset have been supported by Lighthouse involvement, supporting victims.

Appointment of a North Somerset Council ASB caseworker in 2012 has enabled closer joint working for ASB cases and related crimes in North Somerset, including utilising the new ASB tools and powers.

Community Response is a joint initiative between North Somerset Council and Avon and Somerset Police to extend their close working links to enable officers, whether they are from the council or the police, to identify and deal with ASB issues when they are out and about in the local community. Three community response officers were employed by North Somerset Council at the end of 2014 and have been vital in some of the positive work and cases processed through the ASB steering group.

During 2014/15 there was the first North Somerset Hate Crime needs analysis completed. The needs analysis used police data and quantitative and qualitative information from local support agencies and national research. Key findings included significant under-reporting of incidents (possibly by as much as 85%) especially hate motivated by sexuality and disability. There was also a need identified to increase awareness of what hate crime is and what to do if you are a victim especially amongst young people and a desire for specialist support to be more accessible for the different types of hate incident experienced. A new Hate Crime strategy has been written with an operational 12-month action plan for multi-agency practitioners based upon the key findings of the needs analysis.

3.3 Reducing Re-offending – Strategy and Services

Over the next 12 months a key challenge will be to continue the development of IMPACT alongside a changing criminal justice landscape. The Somerset and North Somerset Community Rehabilitation Company and North Somerset National Probation Service will have had time to bed in and more clarity should be available around new policies, practices and procedures. The impact upon delivery, information sharing and offender management from the new operating model in Avon and Somerset Constabulary will also become clearer.

In North Somerset the Reducing Reoffending Strategy is based upon the existence of effective pathways out of re-offending similar to those already developed for provision of accommodation. These projects will focus on the eight pathways out of re-offending:

1. Accommodation
2. Employment, learning and skills
3. Mental and physical health
4. Drugs
5. Alcohol
6. Finance, benefits and debt
7. Children and families
8. Attitudes, thinking and behaviour.

3.4 Under Reported Crime and Hidden Harm

New Prevent duties came into effect on 1 July 2015. The Counter Terrorism and Security Act (2015) places new legal duties on Local Authorities for Prevent work.

The new duties for North Somerset Council include:

- Establish or utilise an existing multi-agency group to agree risk and co-ordinate Prevent activity
- Ensure links with a range of partnership boards
- Put arrangements in place to monitor the impact of Prevent work
- Ensure effective dialogue and co-ordination with community based organisations
- Use the Counter Terrorism Local Profile to assess risk and inform planning
- Develop a Prevent action plan
- Ensure appropriate frontline staff including those of its contractors have a good understanding of Prevent and are able to recognise vulnerability
- Ensure staff are aware and able to make Channel referrals
- Ensure publicly-owned venues and resources do not provide a platform for extremists. This includes consideration of IT equipment available to the general public
- Leadership role in terms of other agencies and organisations supporting children

An action plan around 'Prevent' will be managed by the new multi-agency 'Prevent' board.

North Somerset Council Community Safety Drug Action team continue to work with the Anti-slavery Partnership to develop opportunities for improving multi-agency information sharing and responses to modern slavery in North Somerset. A North Somerset multi-agency anti-slavery group with representatives from across health, police, social care, council enforcement and housing was setup in 2015 to develop an action plan around the work stream.

3.4 Community Voice

3.4.1 Fear of Crime

The national Place Survey that used to ask the same questions in each Local Authority area across the country is no longer in operation, therefore it is very difficult for North Somerset to compare resident's perception of crime and anti-social behaviour with other areas. However, North Somerset has continued to ask some of the same questions in its own residents survey which takes place biannually and started in 2012, this has enabled some comparisons over time to be made.

Figure 4: North Somerset Residents Survey 2008 – 2014; How safe do you feel during the day?

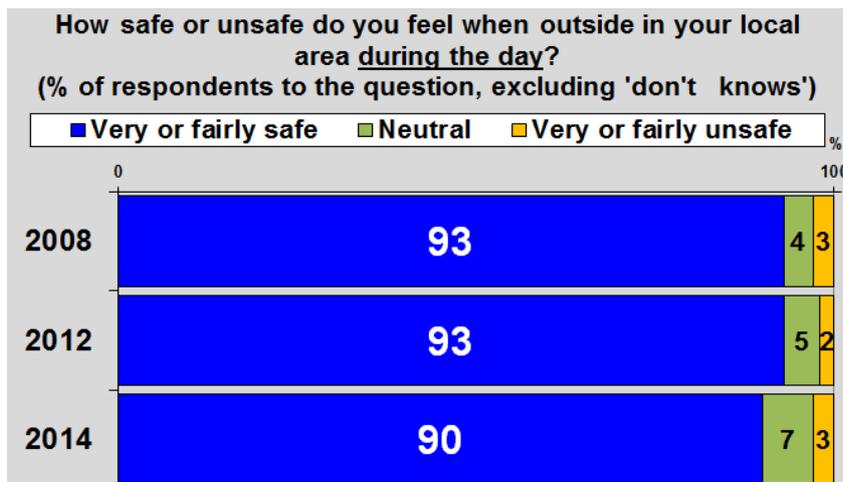
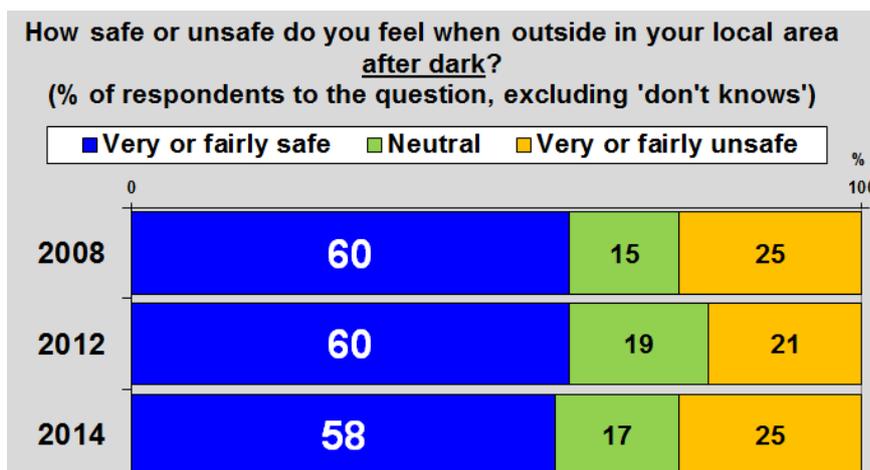


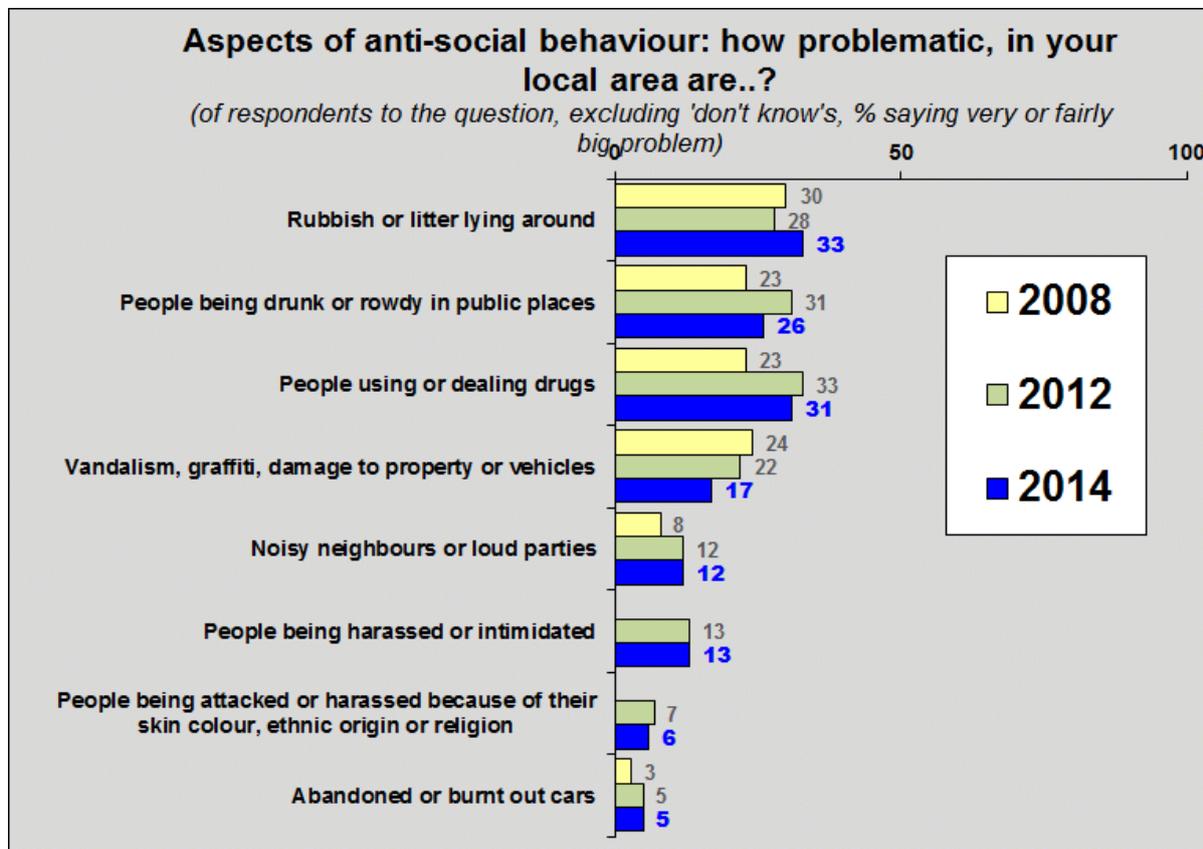
Figure 5: North Somerset Residents Survey 2008 – 2014; How safe do you feel during after dark?



- Overall most residents in North Somerset feel very or fairly safe in their local area during the day, although this does appear to have fallen slightly in 2014 from 93% to 90%.
- The proportion of people who feel safe in their local area after dark is as expected lower than during the day at approximately 60% however this is still relatively high and when the national Place Survey was conducted in 2008 this was higher than the national average. Results also showed those who lived in Weston-super-Mare were most likely to say they felt unsafe after dark along with residents who were disabled and those living in more deprived areas.
- In 2012 additional questions asked those people who visited named town centres how safe they felt there after dark. Visitors to Weston-super-Mare town centre were most likely to feel unsafe (38%) compared to Clevedon (12%), Portishead (7%) and Nailsea (15%) town centres.

3.4.2 Perception of Anti-social behaviour

In 2014, residents in North Somerset generally felt that there was less anti-social behaviour in their area compared with 2003.



- Rubbish and litter lying around was the issue most residents felt was a problem (33%) however this has fallen from 43% in 2003.
- The proportion of residents who thought there was a problem with drunk and rowdy behaviour in their area had reduced by more than half from 55% in 2003 to 26% in 2014. Residents who were under the age of 30, disabled, living in Weston-super-Mare or living in deprived areas were more likely to think this was a problem than the overall average.
- 31% of residents felt that there was a problem with people using or dealing drugs in their area in 2014 compared with 67% in 2003. Similarly to drunk and rowdy behaviour, residents who were under the age of 30, disabled, living in Weston-super-Mare or living in deprived areas were more likely to think this was a problem than the overall average.
- Environmental anti-social behaviour issues of vandalism including graffiti, noise and abandoned vehicles have all fallen to very low levels in the past 6 years.
- Two new questions were added to the consultation in 2012 to cover harassment and hate crimes. Overall very few residents felt either was a problem for them in their area

4. Key issues

1. That the health and well-being needs of victims of crime (and where appropriate their children and families) are taken into account
2. That the health and well-being needs of offenders (and where appropriate their children and families) are taken into account.
3. That health needs which are consistently linked to community safety (e.g. substance misuse and mental health) are addressed by commissioners and policymakers in a joined up way.
4. That we continue to increase reporting of and partnership response to priority work areas of Domestic Abuse, Anti-Social Behaviour including Hate Crime.
5. That identified service gaps are prioritised by commissioners and partner agencies including:
 - Sustainable funding for core domestic abuse services
 - Further development of key Domestic Abuse projects including
 - i) behavioural change program for perpetrators
 - ii) service user involvement in service delivery
 - iii) support for children affected by domestic abuse
 - iv) victim identification in health settings
 - To oversee the development of pathways out of re-offending similar to those already developed for provision of accommodation.
6. That a whole family approach is taken to the needs set out in this chapter by commissioners, policymakers and practitioners
7. That the role of prevention and early intervention is recognised by commissioners and policymakers
8. That the needs of some communities who are disproportionately affected by crime and anti-social behaviour are taken into account in commissioning and policy decisions
9. That commissioners and policy makers recognise emerging community safety issues including ICT related crime

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