

AVON AND SOMERSET POLICE AND CRIME NEEDS ASSESSMENT

September 2018



**AVON &
SOMERSET**
POLICE & CRIME
COMMISSIONER

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1. INTRODUCTION

1.a PURPOSE AND SCOPE

The Avon and Somerset Police and Crime Needs Assessment (PCNA) is produced to present a consolidated, evidence-based, picture of the most significant issues, risks and threats shared by local crime, community safety, health, criminal justice, and other partner agencies across Avon and Somerset in order to inform strategic planning and decision making.

This is achieved by reviewing information from a wide range of sources, particularly the environmental and organisational assessments that those agencies routinely produce to focus specifically on:

- Understanding forecasted demand, risks and issues that would be likely to have an impact upon delivery of the current Police and Crime Plan and wider crime and community safety environment over the next four years;
- Furthering understanding of the impact and extent of victimisation and offending across Avon and Somerset, particularly with regard to vulnerable people and unmet need;
- Identifying shared organisational priorities, opportunities and areas for improvement by reviewing the local crime, community safety and criminal justice landscape; and
- Reviewing public perceptions and feelings of safety in relation to crime and community safety to inform the Commissioner's approach to local accountability.

1.b METHODOLOGY

The PCNA has been developed in stages:

- Stage 1: Review key documents to produce first draft. These include crime figures, perception and satisfaction data, performance information, force and partner strategic assessments, national strategic reports, inspection reports, the Tipping Point report and the Force Management Statements. Organise this into background information and reflections against each current strategic priority of the current Police and Crime Plan and document any information indicating emerging considerations/potential for future priorities. Circulate draft to stakeholders and invite feedback and opportunity to attend a round-table discussion
- Stage 2: Round-table discussion with key stakeholders to validate and moderate information, identify any gaps (including considering feedback received to-date)
- Stage 3: Produce final draft for PCC sign off and consideration by the Police and Crime Panel
- Stage 4: finalise assessment and publish.

The needs assessment was compiled between June 2018 and September 2018. Information, especially related to performance, may have changed in preceding months, but will not be updated until the next refresh of the needs assessment.

2. AVON AND SOMERSET – BACKGROUND INFORMATION

2.a GEOGRAPHY AND PARTNERSHIP LANDSCAPE

The Avon and Somerset area incorporates a diverse range of physical, economic and social environments spanning 1,855 square miles. It includes the cities of Bristol and Bath through to some of the most rural areas in England. The M4 and M5 intersect the area, which is also served by the main rail routes from London to South Wales and the South West, and by Bristol International Airport and the Avonmouth Docks.



There are four unitary Local Authorities

- Bath and North East Somerset;
- Bristol;
- North Somerset; and
- South Gloucestershire.

Plus a two tier authority area made up of Somerset County Council and District Councils of:

- West Somerset;
- Taunton Deane – (West Somerset and Taunton Deane will form Somerset West and Taunton Council from April 2019);
- South Somerset;
- Sedgemoor; and
- Mendip.

Each local authority has a community safety partnership:

Local Authority	Community Safety Partnership Name and Plan
BaNES	Bath and North East Somerset Community Safety Partnership (Plan in development)

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Bristol	Safer Bristol https://www.avonandsomersetplan.co.uk/wp-content/uploads/2017/05/avon-and-somerset-police-local-crime-plan-bristol-1.pdf
North Somerset	North Somerset Community Safety Partnership People and Communities Board https://www.avonandsomersetplan.co.uk/wp-content/uploads/2018/07/avon-and-somerset-police-local-crime-plan-north-somerset.pdf
Somerset	Safer Somerset Partnership https://www.avonandsomersetplan.co.uk/wp-content/uploads/2018/03/avon-and-somerset-police-local-crime-plan-somerset.pdf
South Gloucestershire	Safer and Stronger Communities Strategic Partnership https://www.avonandsomersetplan.co.uk/wp-content/uploads/2017/05/avon-and-somerset-police-local-crime-plan-south-gloucestershire.pdf

There are nine NHS Trusts that cover (or part cover) the Avon and Somerset area:

- Avon and Wiltshire Mental Health Partnership NHS Trust
- North Bristol NHS Trust
- Royal United Hospitals Bath NHS Foundation Trust
- Somerset Partnership NHS Foundation Trust
- South Western Ambulance Service NHS Foundation Trust
- Taunton and Somerset NHS Foundation Trust
- University Hospitals Bristol NHS Foundation Trust
- Weston Area Health NHS Trust
- Yeovil District Hospital NHS Foundation Trust

From a health commissioning perspective, the Avon and Somerset area is served by three Clinical Commissioning Groups (CCGs):

- NHS Bath and North East Somerset CCG
- NHS Somerset CCG
- NHS Bristol, North Somerset and South Gloucestershire (BNSSG) CCG

The area is covered by the NHS England South West Health & Justice team.

There are two fire services serving the Avon and Somerset area:

- Avon Fire & Rescue Service
- Deon and Cornwall Fire and Rescue service

The Criminal Justice landscape across Avon and Somerset currently includes five Magistrates Courts (Bath, Bristol, Weston-super-Mare, Taunton and Yeovil), two Crown Courts (Bristol and Taunton), and four prisons (Ashfield, Bristol, Eastwood Park and Leyhill).

The Avon and Somerset force area currently sits within the wider Crown prosecution service (CPS) South West, the South West & South Central area of the National Probation Service and the Bristol Gloucestershire, Somerset & Wiltshire Community Rehabilitation Company (BGSW CRC).

The Force area is served by five Youth Offending Teams:

- Bath and North East Somerset YOT
- Bristol YOT
- North Somerset YOT
- Somerset YOT
- South Gloucestershire YOT

The sheer scale and diversity of this landscape presents a highly complex picture for local service providers in identifying and responding to local need.

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2.b PEOPLE

According to the Office of National Statistics (ONS) 2017 estimatesⁱ, the population served by the Avon and Somerset Constabulary is around 1.7 million people, and 679,000 households. This figure has been predicted to increase by around 5.3% by 2020, resulting in 87,000 more residentsⁱⁱ. The highest growth rates are projected to be among children aged 5 to 14, particularly in Bristol, and among people aged 70 and over, particularly in Somerset and North Somerset.

The most reliable data source for population figures is the Censusⁱⁱⁱ but the latest dates back to 2011. Census data, and therefore ONS estimates from 2017^{iv} are also given below where available.

Population Data from 2011 Census

Resident Population

Area	2011 Census figures	2017 ONS estimates
BaNES	176,016	188,700
Bristol	428,234	459,300
North Somerset	202,566	212,800
Somerset (Total)	529,972	555,200
Mendip	109,279	
Sedgemoor	114,588	
South Somerset	161,243	
Taunton Deane	110,187	
West Somerset	34,675	
South Gloucestershire	262,767	279,000
TOTAL	1,599,555	1,695,000

Gender Data of Resident Population

Area	Males	Females
BaNES	86,072	89,944
Bristol	213,071	215,163
North Somerset	98,463	104,103
Somerset (Total)	258,396	271,576
Mendip	53,387	55,892
Sedgemoor	56,048	58,540
South Somerset	79,106	82,137
Taunton Deane	53,280	56,907
West Somerset	16,575	18,100
South Gloucestershire	130,424	132,343
TOTAL	786,426	813,129

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Ethnicity Data (Rounded to nearest full percentage unless under 1%)

	BaNES	Bristol	N Som.	Somerset	S. Glos	TOTAL
White: English/Welsh/Scottish/Northern Irish/British	158,640 90%	333,432 78%	190,553 94%	501,558 95%	241,611 92%	1,425,794 89%
White: Irish	1146 0.65%	3851 0.9%	1113 0.55%	2257 0.43%	1223 0.47%	9590 0.6%
White: Gypsy or Irish Traveller	58 0.03%	359 0.08%	176 0.09%	733 0.14%	271 0.1%	1597 0.1%
White: Other White	6629 4%	21950 5%	5234 2.58%	14,707 3%	6469 2%	54989 3%
Mixed/multiple ethnic group: White and Black Caribbean	951 0.54%	7389 2%	681 0.34%	1200 0.23%	1516 0.58%	11737 0.73%
Mixed/multiple ethnic group: White and Black African	292 0.17%	1533 0.36%	256 0.13%	650 0.12%	396 0.15%	3127 0.2%
Mixed/multiple ethnic group: White and Asian	954 0.54%	3402 0.79%	698 0.34%	1407 0.27%	1016 0.39%	7477 0.47%
Mixed/multiple ethnic group: Other Mixed	701 0.4%	3114 0.73%	398 0.2%	984 0.19%	739 0.28%	5936 0.37%
Asian/Asian British: Indian	1116 0.63%	6547 2%	817 0.40%	1069 0.2%	2699 1%	12,248 0.77%
Asian/Asian British: Pakistani	170 0.1%	6863 2%	111 0.05%	203 0.04%	698 0.27%	8045 0.5%
Asian/Asian British: Bangladeshi	219 0.12%	2104 0.49%	299 0.15%	442 0.08%	238 0.09%	3302 0.2%
Asian/Asian British: Chinese	1912 1%	3886 0.91%	619 0.31%	1247 0.24%	1312 0.5%	8976 0.56%
Asian/Asian British: Other Asian	1160 0.66%	4255 0.99%	590 0.29%	1912 0.36%	1493 0.57%	9410 0.59%
Black/African/Caribbean/Black British: African	499 0.28%	12085 2.82%	383 0.19%	607 0.11%	987 0.38%	14561 0.91%
Black/African/Caribbean/Black British: Caribbean	672 0.38%	6727 2%	188 0.09%	291 0.05%	980 0.37%	8858 0.55%
Black/African/Caribbean/Black British: Other Black	155 0.09%	6922 2%	61 0.03%	115 0.02%	251 0.1%	7504 0.47%
Other ethnic group: Arab	375 0.21%	1272 0.3%	127 0.06%	175 0.03%	366 0.14%	2315 0.14%
Other ethnic group: Any other ethnic group	367 0.21%	2543 0.59%	262 0.13%	415 0.08%	502 0.19%	4089 0.26%

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Religion Data

	BaNES	Bristol	N. Som	Somerset	S.Glos	TOTAL
Christian	99,468 57%	200,254 47%	123,545 61%	339,211 64%	156,504 60%	918,982 57%
Buddhist	941 0.53%	2549 0.6%	554 0.27%	1612 0.3%	708 0.27%	6364 0.4%
Hindu	535 0.3%	2712 0.63%	340 0.17%	506 0.1%	1681 0.64%	5774 0.36%
Jewish	254 0.14%	777 0.18%	157 0.08%	337 0.06%	145 0.06%	1670 0.1%
Muslim	1179 0.67%	22,016 5.14%	869 0.43%	1470 0.28%	2176 0.83%	27,710 2%
Sikh	140 0.08%	2133 0.5%	95 0.05%	100 0.02%	623 0.24%	3091 0.19%
Other	935 0.5%	2793 0.65%	939 0.46%	3361 0.63%	888 0.34%	8916 0.56%
None	57,626 33%	160,218 37%	60,867 30%	141,071 27%	80,607 30.68%	500,389 31%
Not stated	14,938 8.49%	34,782 8%	15,200 8%	42,304 8%	19,435 7%	126,659 8%

Long-term health problem or disability (Rounded to nearest full percentage unless under 1%)

	BaNES	Bristol	N Som.	Somerset	S. Glos
Day to day activities limited a lot	12,267	34,570	17,335	43,988	17,842
Day to day activities a little	16,028	37,154	21,405	55,676	23,072
% of total resident population	16%	16%	19%	19%	16%

Age taken from 2017 mid-year estimates (Rounded to nearest full percentage unless under 1%)

	BaNES	Bristol	N. Som	Somerset	S. Glos	TOTAL
Under 18	38,092 20%	99,103 22%	45,562 21%	116,513 21%	61,364 22%	360,634 21%
19 – 24	25,837 14%	58,199 13%	11,185 5%	42,113 7%	20,972 8%	158,306 9%
25 – 35	25,224 13%	96,795 21%	24,193 11%	64,440 11%	39,204 14%	249,856 15%
36 – 50	32,633 17%	84,020 18%	41,783 20%	99,847 18%	56,294 20%	314,577 18%
51 – 64	31,233 17%	61,306 13%	39,693 19%	109,340 19%	49,189 18%	290,761 17%
65+	35,659 19%	59,829 13%	50,418 24%	134,127 24%	52,004 19%	332,037 19%

There are no reliable estimates of sexual orientation across Avon and Somerset.

2.c CONTEXTUAL INFORMATION/ WHAT IS IT LIKE TO LIVE IN THE AVON AND SOMERSET CONSTABULARY AREA?

'Health outcomes are influenced by a complex interaction between the physical, social and economic environment we live, in; our lifestyles; and our individual characteristics. There is also a clear social gradient to health: the better our social status, the better our health is likely to be. The social determinants of health such as housing, education, work and income overlap with the social determinants of crime. Key risk factors for poor health align closely with risk factors for offending; and those who are or are at risk of offending as a group are more likely to suffer from multiple and complex health issues, including mental and physical health problems, learning difficulties, substance misuse and increased risk of premature mortality.

By working together and intervening early to address the common factors that bring people into contact with the police and criminal justice system and lead to poor health we can improve public safety, prevent offending and reoffending, reduce crime and help to improve outcomes for individuals and the wider community'. (Quote from Policing, Health and Social Care Consensus: Working Together to Protect and Prevent harm to Vulnerable People^v)

For the purposes of the Indices of Multiple deprivation, England is split into 32,482 small areas known as Lower Super Output Areas (LSOA). An LSOA is a fixed geographical area typically with a population of around 1,500 residents. In the previous PCNA^{vi}, it was noted that there are proportionally fewer LSOAs (areas) of high overall deprivation in Avon and Somerset than the England average, but that there were significant pockets of deprivation in the areas of Central Bristol, Lawrence Hill, Filwood, Staple Hill, central and south Weston Super Mare, Bridgwater, Taunton, Yeovil and Shepton Mallet. Each of these areas feature neighbourhoods which are amongst the 25% most deprived in England. The 2015 English Indices of Multiple Deprivation showed that proportion of areas within Avon and Somerset falling within the most deprived quartile in England increased by around 10% between 2010 and 2015. This was driven by increases in relative deprivation in Bristol, North Somerset and South Somerset. There has been no subsequent update of the English Indices of Multiple Deprivation^{vii}.

Bristol has 42 areas that rank in the most deprived 10% in England^{viii, ix}. In 2016, 16% of Bristol residents – 73,4000 people – lived in these areas including 19,200 children and 7,700 older people. The greatest levels of deprivation in Bristol are in Hartcliffe and Withywood, Filwood and Lawrence Hill. The Somerset Safeguarding Children Board annual report 2016-17^x cites areas of Taunton (Lambrook and Halcon) and Sedgemoor (Sydenham and Hamp) as being the most deprived areas in the County. West Somerset communities are the most ruraly isolated with West Somerset being flagged as having less social mobility in a report published by the Social Mobility and Child Poverty Commission in 2016. North Somerset has 18 areas in the most deprived quartile in the country, all of which are in Weston-super-Mare. In North Somerset there are big differences between areas in that it has both the most and least deprived 1% in England^{xi}. Life expectancy is higher in this area than the national average but with sharp contrasts between deprived and non-deprived areas.

Life expectancy in Local Authority areas is generally higher than the national average^{xii}. This is not the case in Bristol where life expectancy rate that is significantly lower than the national average for men, and marginally lower than the national average for women (JSNA). Life expectancy has been rising over time, however the gap between total life expectancy and healthy life expectancy has also been increasing. In Somerset, people can expect to spend the last 16 years of their life in ill health.

Mental health problems are affecting an increasing number of children and young people. Bristol, North Somerset, Somerset, and South Gloucestershire all have higher rates of self-harm hospital

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admissions compared to other parts of the country (BaNES being the only Avon and Somerset Local Authority to have less instances of hospital attendances for mental health issues than the national or regional average). Mental health issues are considered to reduce life expectancy by an average of 20 years. The incidence of suicide and undetermined death is highest amongst people in the most deprived areas^{xiii}.

People in the poorer areas live shorter lives than those in less deprived areas. This is most pronounced in North Somerset where the gap of life expectancy between the most affluent and most deprived wards is one of the largest gaps in the country (lowest in Weston-super-Mare Central ward, highest in Clevedon-Yeo ward – differing by 18.6 years for men and 16.5 years for women).

Unemployment is lower than the national average in BaNES, Bristol, Somerset and South Gloucestershire and North Somerset (with North Somerset observing while this is the case, there are fewer jobs available in the area than workers so many people commute out of the area for employment)^{xiv}.

Somerset has a lower proportion of working age people in the population than many other parts of the country because it has a high proportion of elderly^{xv}. The population of Somerset aged over 65 is expected to increase considerably when looking at a 20 year timeframe (2013-2033), with the numbers of those aged 85 and over expected to double from levels in 2013 (18,100) to a predicted 42,250 by 2033 (Somerset JSNA 2017-18). The population profile of North Somerset is older than the national average and the size of the population aged 65 and over increased by almost a third between 2001 and 2014^{xvi}. Ageing population is the core issue driving the 'Improving Lives' strategy. The population of people over the age of 75 is also expected to increase significantly in Bristol, North Somerset and South Gloucestershire, noted in the Sustainability and Transformation Plan of the BNSSG Clinical Commissioning Group^{xvii}. This will increase the burden on health and care services to an unsustainable level unless people and organisations behave differently and deliver services differently.

Housing

In 2016-17, 360 affordable homes were built in South Gloucestershire which was slightly below target (375) but a higher level than ever before. 1,630 new homes were built with the majority (1,373) being large development sites^{xviii}. In Bristol this was 1,994 new homes (including 700 units of student accommodation) and 199 affordable homes. Council home provision in Bristol was 27,198 at 1 April 2017^{xix}.

The gap between average house prices and salaries has been widening regionally and nationally. House prices in BaNES are very high (the average price of a home is over 8 times the average earnings of the area)^{xx}. The number of households accepted as homeless in 2016-17 increased from the 2015-16 levels in South Gloucestershire. The biggest cause of homelessness in South Gloucestershire is eviction from private rented sector housing followed by young people being asked to leave by their parents and relationship break-up. Most homeless households are families with children. Most private sector rents are higher than housing benefit levels^{xxi}.

North Somerset has planned to build 20,985 new homes between 2006 and 2026 but are challenged by the percentage of areas falling into the categories of green belt (40%), areas of outstanding national beauty (10%) and the floodplain (12%)^{xxii}. They are also aiming to improve poor housing conditions, provide housing solutions and advice and prevent homelessness.

Rough sleeping^{xxiii} differs from homelessness in that someone can be homeless if they are staying in temporary accommodation, but they are not 'rough sleeping' if they do have a proper roof over their head at night. It is accepted that the national annual count may underestimate the true scale of

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rough sleeping but the figures offer a snapshot of the issue across the force area. To be best understood the figures should be studied alongside other data sources.

In BaNES, rough sleeper numbers are lower than in other areas: 25 were recorded in 2016. This was a 14% increase in numbers of rough sleepers from the 2015 to the 2016 count. The number increased by 36% to 34 in 2017, significantly higher than the 15% England average over the same period. The rate of homeless households in temporary accommodation is less in Bath and North East Somerset than in other West of England Authorities and nationally and remained static up to 2016.

The number of statutory homelessness acceptances in Bristol reached its peak at just over 1,000 in 2015/16. However, this has been falling over the last two years and in 2017/18 there were 721. Bristol's figure represents one of the highest rough sleeper counts recorded nationally and in November 2016 there were also 74 rough sleepers identified in Bristol at the national Rough Sleeper count and this number rose to 86 in 2017.

In the 2016 count, 8 rough sleepers were recorded in North Somerset and this fell to 7 in 2017. The demand on services have remained constant, between 264 and 268 homelessness applications received in North Somerset between 2013 and 2016. The number of households accepted as homeless has been increasing and was recorded as 109 in the year 2015/16.

Local authorities in Somerset received 751 homelessness applications during 2016/17. This was an increase of 8% on the 2015/16 figure. A total of 421 households were accepted as statutorily homeless during 2016/17 (representing 56% of all homelessness applications). This was 14% more homelessness acceptances than during 2015/16. As a proportion of all households, Somerset's number of acceptances was 1.76 per thousand households in 2016/17, below the national average rate of 2.54 (or 2.09 per 1,000 outside London). Local authorities in Somerset estimated the number of rough sleepers in 2017 to be 57 (as of autumn that year). This compared 48 in 2016 and 56 in 2015. The highest numbers of rough sleepers were in Mendip and Taunton Deane.

In South Gloucestershire, the number of rough sleepers recorded has remained static at 3 at the counts in the three years 2015-2017. This is 0.03% per 1000 households; significantly lower than the national (outside London) average of 0.18%. The number of households accepted as being homeless and in priority need has remained between 147 and 157 in the 3 years 2016-2018.

Rurality

Around 50% of the BaNES population are in Bath itself, with 21% in the market towns of Keynsham, Midsomer North and Radstock. The rest of the population (29%) are distributed in rural communities (of which there are 69 in BaNES)^{xxiv}.

48% of Somerset's population live in areas described as 'rural' by the Office for National Statistics^{xxv}. Over 50% of North Somerset's population is 'predominantly rural'^{xxvi}. Many people who live in rural areas do so by choice, but age, living alone, and being unable to drive/have access to transport combined with living in a rural area with less amenities/transport networks can increase the risk of social isolation which can impact on mental health.

Parts of South Gloucestershire also face rural isolation, with limited access to services and transport. Transport improvement (improvements to public transport and reduction of traffic congestion) was the most commonly cited desired improvement in the Quality of Life survey in Bristol (2017-18)^{xxvii}. Young people are less likely to have access to their own transport or be able to afford public transport. There is also a proportion of elderly people who are non-drivers (for

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various reasons but for example through reaching a point where they feel unfit to drive, or where they have previously relied on a spouse to drive who has since died)^{xxviii}.

2.d POLICING ORGANISATIONAL LANDSCAPE

Police funding, both revenue and capital, has seen substantial reductions since 2010. If the climate of austerity continues then there will be some difficult decisions to make about the level of service that can be offered to communities. A sustainable funding settlement, providing longer-term forecast of funding levels, will be critical to being able to meet demand in the future.

At 31 March 2018, the Constabulary had the following staffing positions^{xxix}:

Employee Roles	Plan FTE	Actual FTE	Variance FTE
Police Officers	2,651	2,549	-102
PCSOs	341	324	-17
Police Staff	2,393	2,230	-163
Total Employed Workforce	5,385	5,103	-282

A proportion of vacancies are intentional, reflective of planned future reductions in headcount in order to realise savings (particularly in the Constabulary's enabling service functions). Others are a consequence of workforce planning assumptions not being accurate, and also reflect the challenges of skill shortages. The Constabulary are working hard to close gaps and expect to introduce nearly 600 new police officers into the workforce over the next two years, and recruit PCSOs to full establishment levels. This presents an opportunity to increase the representativeness of the workforce, but places increased pressure on those developing the workforce through initial training and tutoring once in post. The Constabulary are aiming to substantially close gaps in establishment by the end of March 2019. There are new entry routes into the policing profession, including the introduction of the degree apprenticeship, fast track, Police Now and direct entry. These changes can be seen as both opportunities and risks^{xxx}.

A new neighbourhood policing model, preserving the levels of neighbourhood officers and informed by the 6 pillar model for policing, is going to be implemented in autumn 2018. The model principles are set out below:

- Responding to calls – ownership for responding to calls for service where a scheduled response is appropriate
- Offender Management – ownership for lower risk offender management and some localised organised crime group activity, as well as intelligence gathering
- Safeguarding – playing an active role in the management and safeguarding of vulnerable individuals and groups within our communities
- Problem Solving – delivering early intervention and crime prevention activity focused around out most vulnerable people and place
- Engagement – providing a visible patrol presence, attending public meetings and events, working with partners and schools, and leading on our citizens in policing work to grow our use of volunteers to support our management of demand
- Investigations – supporting ongoing investigations, particularly around organised crime groups and 'County Lines' groups.

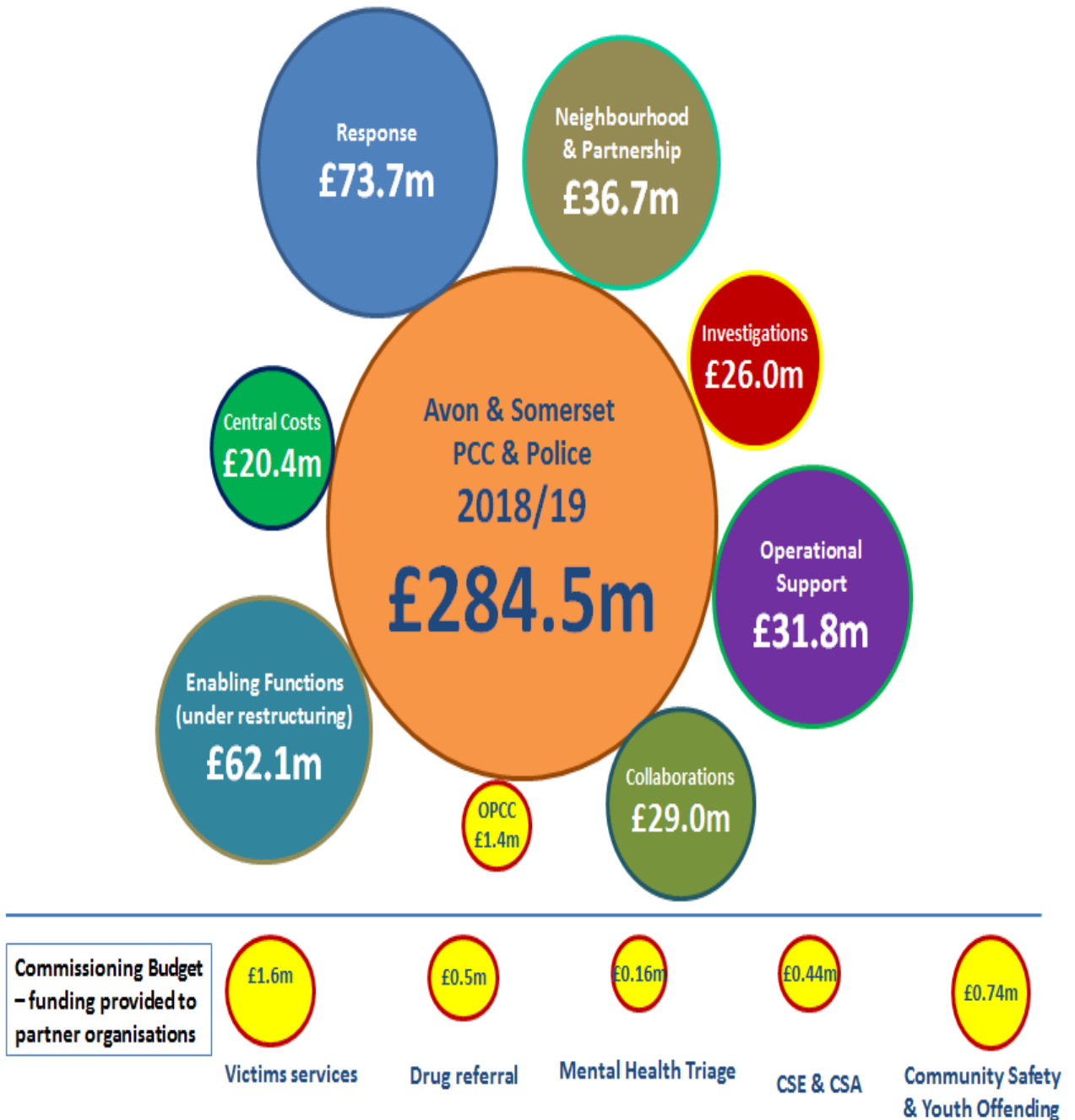
The Constabulary's newly developed 'people strategy' recognises the need for improvements in their workforce planning capability and capacity. Strengthening these functions is critical to both ensure that they are able to maintain establishment numbers in future, and to increase the representativeness of the workforce. A new annual Workforce Plan will be developed alongside the Medium Term Financial Plan, mirroring the same planning horizon^{xxxi}.

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2e FINANCE

Current Budget

The division of the PCC's net budget for 2018/19 is detailed below. This budget is balanced in the year and any surplus will be used to help fund capital projects. The budget is funded 38% from police council tax precept and 62% from core police grant.



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Financial forecast

The Medium Term Financial Plan (“MTFP”) is currently under development. This will set out the budget for 2019/20 and the next four years.

The PCC has agreed the following budget assumptions for the MTFP period:

- Police Main Grant is frozen at 2018/19 levels
- Police council tax precept is increased by £12 (for average Band D homes) in 2019/20 and then by 1.99% thereafter
- Pay awards of 2% each year for police and for staff & PCSOs
- Police establishment is maintained at 2018/19 levels with vacancies filled.

If these assumptions are followed and current savings plans of £7 million are fully implemented, the early draft of the MTFP is forecasting a small budget deficit arising in 2021/22 and then increasing to at least £9 million deficit by 2023/24.

Capital funding

In addition, the PCC is required to fund a capital programme to support investments in new technology and replace fleet and other assets. The capital requirement over the next four years is forecast to exceed £40 million. However, the capital grant awarded to the PCC is currently £1 million per annum. The capital funding gap arising will be closed by use of the PCC’s reserves, capital receipts and by making revenue contributions to capital.

Policing faces a national capital funding challenge as reserves are used and not replaced which is not addressed in the current police funding arrangements.

National Audit Office report (2018) – “Financial Sustainability of Police Forces in England & Wales”

A recent report by the NAO^{xxxii} highlighted a number of challenges to police funding:

- Police forces have reduced their reserves by 20% between 2015 and 2017 and further again in 2018/19
- Police forces reduced their total workforce by 18% between 2010 and 2018
- The Home Office should review the police funding formula to make it fairer and take better account of relative demand
- The Home Office should develop a clearer understanding of whether police funding is sufficient to deliver an efficient and effective service
- 76% of incidents responded to by police are “non-crime” including mental health related incidents, missing persons, car accident reports and 12% relating to anti-social behaviour. These non-crime incidents increase the pressure on police resources

Partner funding

Local Authority partners face ongoing funding challenges over the MTFP period and all are planning further cuts to services. It is not yet clear what will be the impact of the next round of partners’ cuts, but there is a risk that funding for community safety and work to prevent crime and anti-social behaviour will be reduced. The PCC is working closely with partners to review the service provision across Avon & Somerset and seek to minimise the impact on communities.

3. CHANGING PATTERNS

3.a NATURE AND VOLUMES OF CRIME AND INCIDENTS

The PCC is required to ensure that the Constabulary is able to respond to the national threats as set out in the Home Secretary's Strategic Policing Requirement (SPR). These threats are:

- Serious and organised crime
- National cyber-security incident
- Threats to public order to public safety that cannot be managed by a single police force acting alone
- Civil emergencies that require an aggregated response across police force boundaries
- Child sexual abuse; and
- Terrorism.

The threat of a terrorist attack remains severe. The Constabulary reported in the Tipping Point^{xxxiii} that there is a national and international surge in terrorist incidents and there is no intelligence to suggest this is coming to an end. The Constabulary reported that their capability and availability of specially trained officers to respond to or prevent such an incident would reduce year on year if there is no change to the funding position.

The Strategic Policing Requirement is internally reviewed every six months by a Governance Board and subsequently reported and reviewed by the Police and Crime Board.

The most recent Crime Survey for England and Wales estimates that for the majority of crime categories incidents have either fallen or shown no statistically significant difference^{xxxiv}. Meanwhile police recorded crime is increasing. There are a number of factors that can explain this including changes to police recording practices, increasing awareness and focus on certain crime types, and changing levels of victim confidence to report.

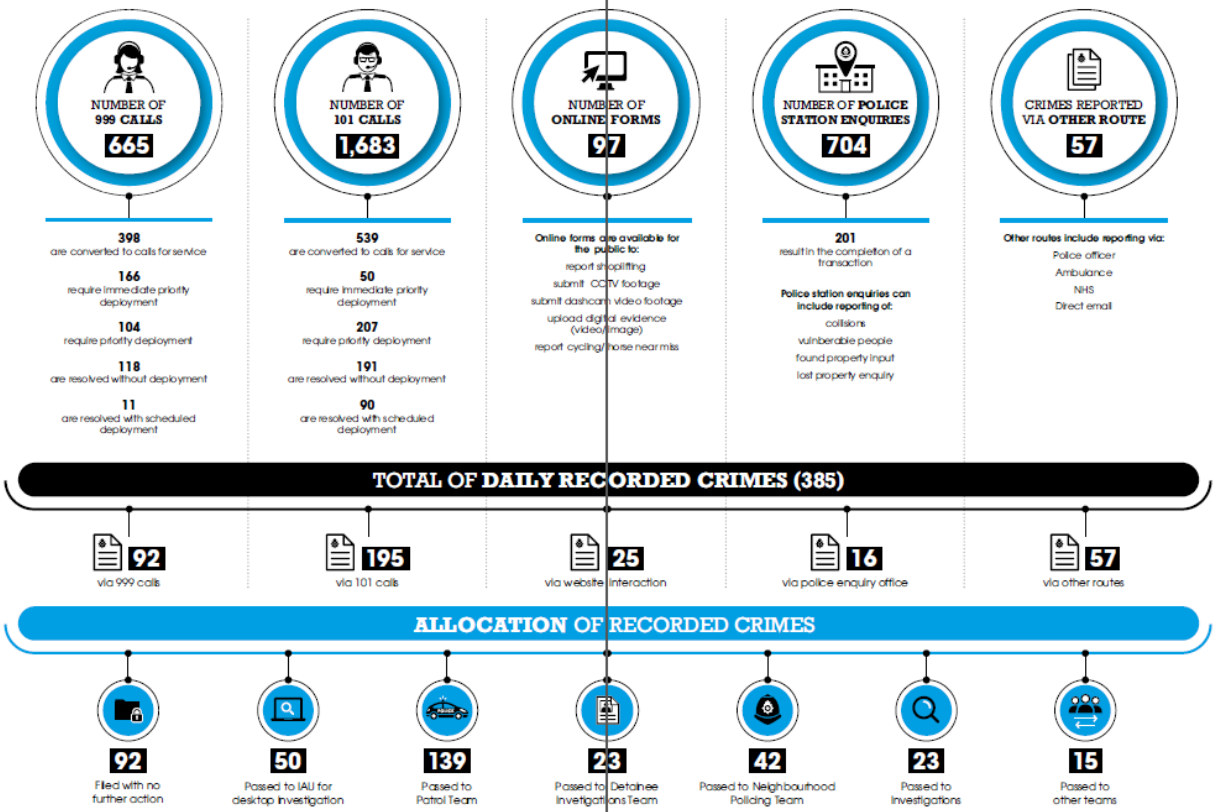
According to the Crime Survey for England and Wales, crime types dealt with by police that have increased over the last few years include violent crime, knife crime, sexual offences, theft and fraud.

The Crime Survey for England and Wales suggests that the levels of Anti-Social Behaviour (ASB) experienced or witnessed by survey respondents have remained relatively static over the past 5 years (between 27% and 31%).

The infographics below (from Force Management Statements 2018) illustrate responsive demand on a typical day for the Constabulary and preventative demand over the last year.

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RESPONSIVE DEMAND A TYPICAL DAY IN THE LIFE OF AVON AND SOMERSET CONSTABULARY



PREVENTATIVE DEMAND STATISTICS FROM THE LAST 12 MONTHS

4,076 VISITS

Have taken place with Registered Sex Offenders



24,969

Domestic Abuse, Stalking and Harassment (DASH) risk assessments have been conducted



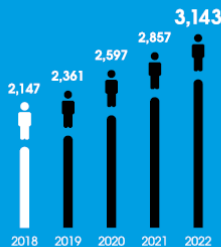
18,342 hrs

Have been spent conducting Registered Sex Offender visits

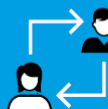
Total number of identified Organised Crime Groups (OCGs) = 90

Drugs (importation, production & supply)	64
Fraud	6
Sex Offences (organised prostitution)	3
Modern Slavery (including sex and labour exploitation)	5
Child Sex Exploitation (CSE)	1
Organised Acquisitive Crime	10
Firearms	1

PRIMARY CRIME TYPE OCGs



REGISTERED SEX OFFENDERS PREDICTED FUTURE DEMAND



20,416

Safeguarding referrals have been put in place



360

Domestic Violence Prevention Orders approved



1,604 OFFENCES LINKED TO IMPACT

MANAGED OFFENDERS



60

Registered Sex Offenders (RSOs) are assigned to each of our offender managers

The national recommendation is 50 per manager

TOP 10

12%

OF TOTAL RECORDED CRIMES (17,485) have been categorised in our top 10 strategic demand areas

13%

OF TOTAL CALLS FOR SERVICE (53,968) have been categorised in our top 10 strategic demand areas

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The State of Policing 2017^{xxxv} has predicted there will be an increase in future of recorded crimes of domestic abuse, sexual abuse and child abuse.

Complex crimes are increasing. To better understand this and deploy resources to best effect, the Constabulary has developed crime complexity analysis as part of their predictive analytics capability.

This rising complexity has an associated cost. Based on conservative estimates on time taken to resolve individual incidents, the Constabulary estimated an operational delivery gap of a further £15 million by 2020/21 in addition to that described by their financial risk assessment. This equates to 300 additional police officers^{xxxvi}.

Some offences by their nature are less likely to result in an offender being identified due to the circumstances in which the offence is committed, the likelihood of it being directly witnessed or the likelihood that forensic opportunities becoming available. Offences where the victim comes face to face with the perpetrator naturally carry a higher probability of suspects being identified with, for example, incidents of violence carrying a greater probability of detection than property crimes. The pro-active nature of policing drug offences means that the vast majority of these crimes result in the suspect being identified. The number of investigations that were closed with no identified suspect in 2017/18 was slightly below the national average (51% of outcomes compared against the national figure of 53%).

Offending^{xxxvii}

Organised crime groups (OCGs) involved in drug markets still have strong connections with violence, use of firearms, acquisitive crime and exploitation of vulnerable drug users. Drug markets across the Constabulary are very active; Bristol, a core city, is a central hub. The Constabulary is concerned that high levels of cocaine and higher purity drugs could result in reduced prices and the attraction of a new younger demographic of users.

Advances in technology and digital globalisation are used by criminals and OCGs as a means of facilitating fraud, child sexual exploitation and abuse. Increased use of technology by criminals as an enabler presents challenges to a finite investigative resource.

There are 110 OCGs mapped as being active across the Force area (as at September 2018), 30 active County Lines and tensions continue to exist between rival gangs in Bristol. It is assessed that it is unlikely that any completely new types of serious and organised crime will emerge however it is likely that offenders will commit existing crime in new ways and new places. Recent increases in feuds between established OCGs presents a particular risk of violence. Challenges continue to exist in the management and mitigation of threats these OCGs pose.

The criminal landscape continues to change and evolve with crimes being more complex to investigate and criminals utilising technology to assist in offending or evading law enforcement activity. Vulnerable people are being targeted by offenders committing fraud online.

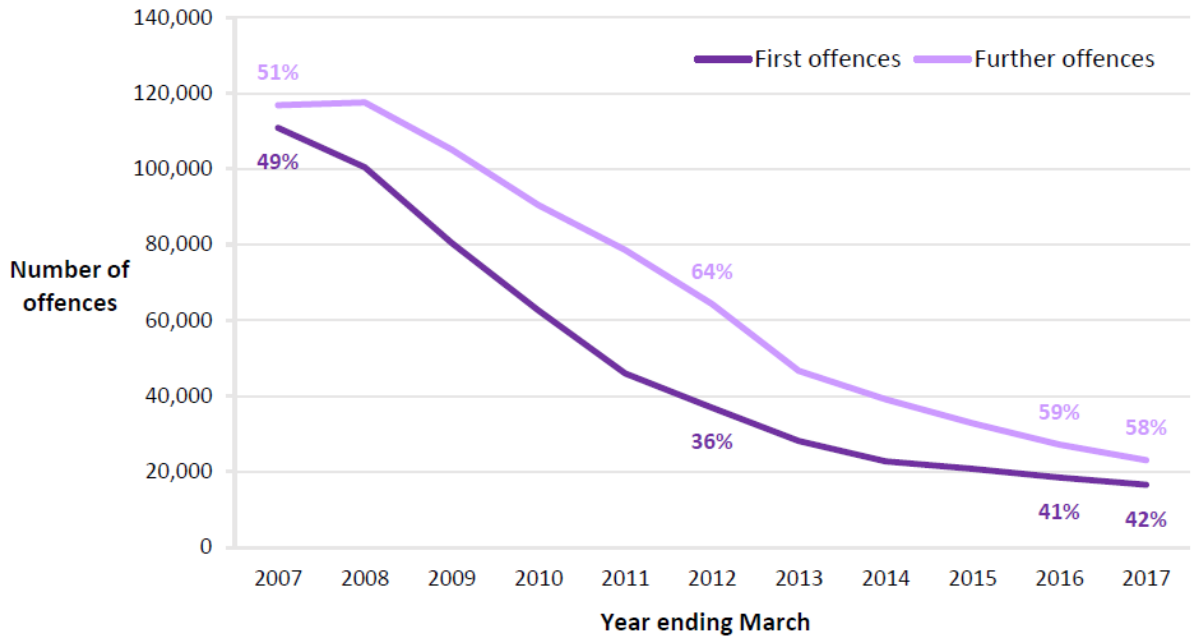
The risk from County Lines continues to see offenders from outside of the force area targeting local vulnerable drug users by cuckooing their address in order to set up local drug dealing markets. The use of violence to enforce these activities has been noted and continues to present an ongoing risk.

Labour and sexual exploitation continue to be the most common forms of MSHT. The highest threat in this case is assessed as sexual exploitation where services are advertised on online platforms. OCGs have been identified and it is highly likely that more OCGs exist and are operating; there is a particular intelligence gap in relation to rural Somerset.

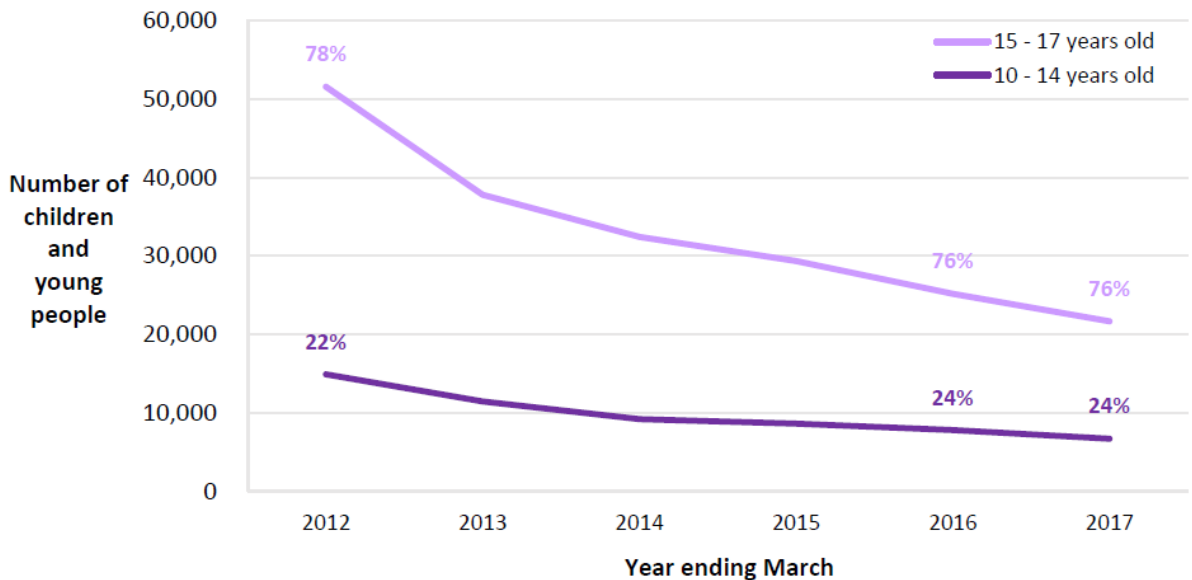
Adult and Youth reoffending rates up to 2015 in Avon and Somerset were below the national average but the CRC interim reoffending rates were higher and also above the national average.^{xxxviii}

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The table below shows a national picture of first and further offences committed by children and young people in England and Wales, between the years ending March 2007 and March 2017^{xxxix}.



The table below shows a national picture of the number and proportion (by age group) of children and young people who received a caution or conviction in England and Wales between the years ending March 2012 and March 2017.



The most common proven offence type committed by children and young people in the year ending March 2017 was 'violence against the person' (28% of proven offences).

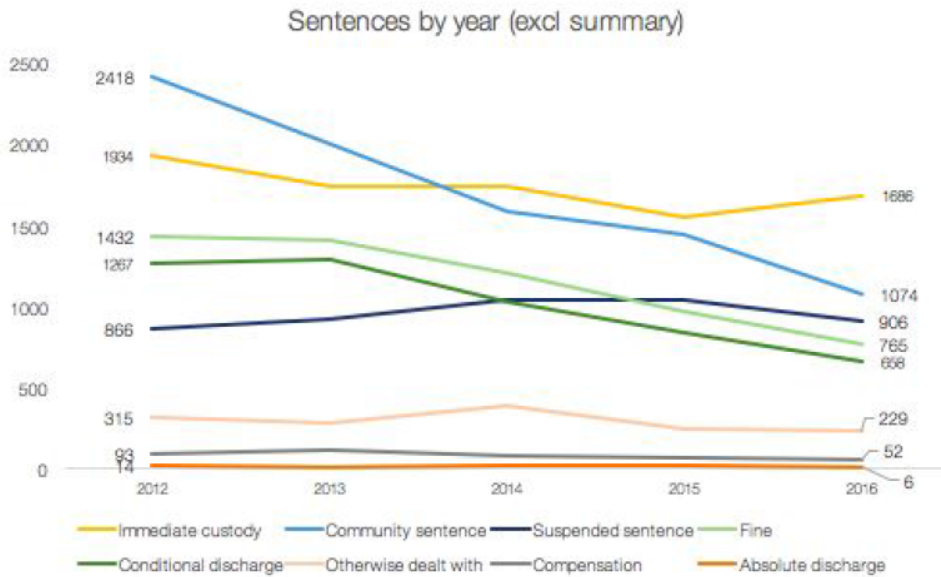
The local picture has not been established as yet.

The report by Crest consultancy on reducing reoffending within Avon and Somerset highlighted that:

- HMP Bristol is overcrowded and struggles to deliver resettlement
- There is high repeat demand on the system from those managed by the CRC

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- Community sentences are declining whilst custody remains stable (in line with national trends)
- Theft offences and summary offences (those triable at a magistrates' court) account for two out of the three top offences that result in a custodial sentence (it also picks out that people who receive short sentences for committing low level offences typically have a high reoffending rate) .



The PCC has set up an Avon and Somerset Reducing Reoffending programme working in partnership with the Ministry of Justice under a memorandum of Understanding and with other local partners under an Executive Board. The Programme aims to improve coordination of local services to reduce reoffending rates.

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3.b RISK OF VICTIMISATION

Relative to other Avon and Somerset Local Authority areas, Bristol has the highest recorded rate of all crime (excluding fraud)^{xl}. The table below shows the number of recorded victims over the financial year 2017-18 by area. It also shows the number of referrals to Lighthouse (the enhanced victim support service jointly funded by the Constabulary and the PCC), giving an approximation of the percentage of the victims that were assessed as vulnerable.

Occurrence Address	Number of Victims	Victims assessed as vulnerable who were referred for enhanced support	
		Number	%
Bath & North East Somerset	10612	2183	20.6%
Bristol East Central	20881	3905	18.7%
Bristol North	12683	2161	17.0%
Bristol South	14578	3753	25.7%
Bristol	48142	9819	20.4%
North Somerset	12323	2787	22.6%
Somerset East	14096	3191	22.6%
Somerset West	17688	3788	21.4%
Somerset	31784	6979	22.0%
South Gloucestershire	14654	2843	19.4%
Total number of victims recorded as living in the Avon and Somerset policing area	117515	24611	20.9%

The table below uses the figures of recorded victims in the above table to indicate which Local Authority area has a higher rate of victimisation. Most areas are comparable but with Bristol having a rate of victimisation that is approximately double that of its neighbouring Local Authorities.

Local Authority Area	Number Victims 2017-18	of in	Resident Population estimates of 2017 (ONS)	Estimated victimisation rate by 10,000 population
BaNES	10,612		188,700	562
Bristol	48,142		459,300	1048
North Somerset	12,323		212,800	579
Somerset	31,784		555,200	572
South Gloucestershire	14,654		279,000	525

Improvements need to be made on the capturing of diversity data of victims of crime as it has not been routinely and reliably captured in Avon and Somerset.

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Despite experiencing the lowest proportion of crime, older people have a higher perception of risk of victimisation and, thereby, a higher fear of crime than any other age group. Elderly people are particularly concerned about online crime and identity fraud^{xii}. It is also recognised in the Victim Needs Assessment carried out by Perpetuity^{xliii} that there are longer lasting negative outcomes post-victimisation for elderly victims than any other age group.

The National Serious Violence Strategy^{xliii} indicates a trend of victims and perpetrators of violent crime being younger than historically. It also suggests that most violent crime is carried out by males and that victims are also mostly male.

The National Strategy also states that looked after children are at higher risk of involvement with the criminal justice system. The Department of Education, in partnership with the police and other organisations are developing a National Protocol on reducing criminalisation of looked after children and care leavers.

Child Sexual Exploitation & Abuse features as one of the three threats forming the Vulnerabilities “pillar” in the National Strategic Assessment of Serious and Organised Crime 2018^{xliv}. The National Strategic Assessment recognises that the true scale of Child Sexual Exploitation and Abuse remains hidden and is greater than that recorded in official statistics. Recorded sexual offences against children in the UK continue to increase year-on-year, but at a reduced rate, as the awareness and proactive focus of agencies on Child Sexual Exploitation & Abuse has increased.

Child Sexual Exploitation & Abuse represents the highest of the Vulnerability threats facing Avon and Somerset^{xlv}. As is the case nationally, Child Sexual Exploitation and Abuse offences in Avon and Somerset have continued to increase year-on-year. The Constabulary forecasts that there will be further significant increases in offence numbers over the next 12 months, in large part due to the roll-out of Operation Topaz; a proactive approach to the identification and safeguarding of child victims of exploitation, and those at risk of becoming victims, and the disruption of suspects, an approach that includes improved partnership working.

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4. STRATEGIC PRIORITIES

4.a PROTECT THE MOST VULNERABLE FROM HARM

This section attempts to answer the following questions:

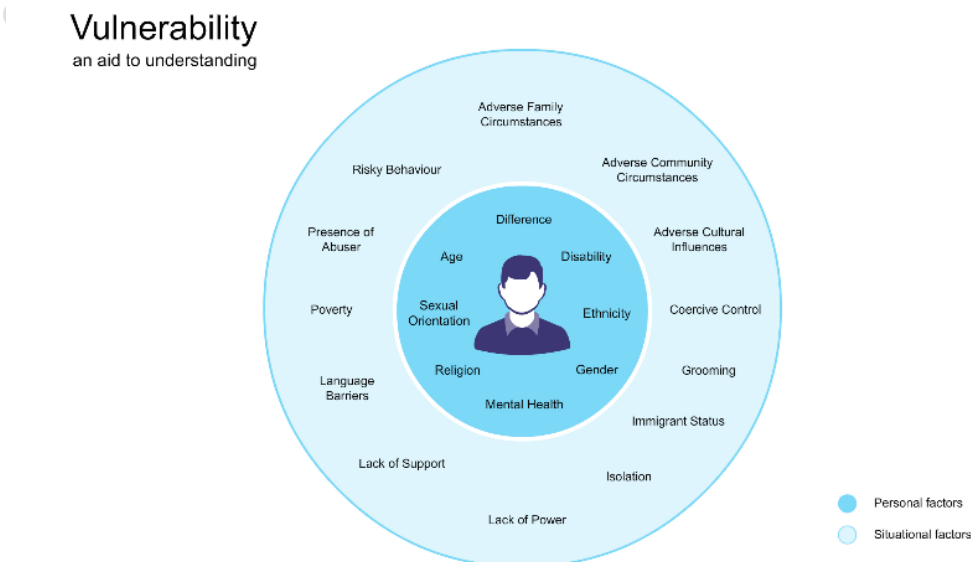
- Who is vulnerable and how many people is that in A&S?
- What pressures are organisations facing? What demand is forecast?
- Are services able to meet demand?
- Are agencies able to identify vulnerability?
- Is there unmet need and if so, where and to what extent?
- What is known about under-reporting?
- Are approaches aimed to increase confidence to report working?
- Are agencies able to support those they do provide service to effectively? Is it victim-centred?
- Are agencies sharing information and intelligence?
- What is being done to tackle dangerous offenders and is that working?

Who is vulnerable and how many people is that in A&S?

The Constabulary has adopted the College of Policing (2015) definition of Vulnerability within their Vulnerability Strategy^{xlvi}:

“A person is vulnerable if, as a result of their situation or circumstances, they are unable to take care of or protect themselves or others from harm or exploitation”

The concept of Vulnerability encompasses both the person and their circumstances. Any person could be vulnerable; it is the "situational factors" acting with "personal factors" that can make someone suffer or be at risk of harm. This is illustrated below. The features of incidents and crimes involving vulnerable people therefore vary tremendously, are often complex, often hidden, and often involve people at the highest risk of harm. This in turn requires a response that takes full account of the uniqueness, complexity and associated risks involved for the person in their circumstances.



Source: College of Policing, 2017

As such, it is not possible to assess the number of people who would be categorised as vulnerable within the Avon and Somerset population as people can become vulnerable at any time.

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Analysis undertaken in South Gloucestershire for the Safeguarding Children's Board found that when examining the protected characteristics of Looked After children, Black/Black British children are over represented compared to South Gloucestershire population. This is also true for children on child protection plans, referrals to Social Care and for missing children. This might be the case for other Local Authority areas but it has not been possible to determine if this is the case^{xlvii}.

What pressures are organisations facing? What demand is forecast?

The Constabulary recorded a similar number of crimes in the 2017-18 year as the 2016-17 year (141,525 recorded in 2017/18, 140,253 in 2016/17). This represents an increase of 1%. The number of calls to the police (999 and 101) had slightly reduced (859,201 calls received in 2017/2018 compared with 864,034 for 2016/17). However, the nature of the crimes recorded show an increase in those where victims were assessed as vulnerable and therefore this still represented an increase in demand in terms of the levels of support required by the victim and in the complexity of managing the case and reducing the harm posed to victims and by offenders. Between the 2017-18 year and 2016-17, 999 volumes had risen by 17%.^{xlviii}

While demand is stable, there are areas where recorded crime is increasing (taken from Qlik Sense in September 2018). These include:

- Sexual Offences – 8% increase
- Domestic Abuse – 6% increase
- Cyber-crime – 32% increase.

This may be attributable to a range of factors including awareness campaigns, media coverage, increased confidence in the police, increased resources (for example there is now a cyber protection officer role within the Constabulary) and improved crime recording practices.

There is a difference between 'expressed demand' – where people will contact the police and ask for help, and 'hidden' demand – where people are victims of crime but may feel unable or unwilling to ask for help, or not identify themselves as a victim or needing police support. Hidden demand is far harder to forecast. However, it is considered that complex crime is increasing and will continue to do so.

As an example, demand for child safeguarding is increasing and this is expected to continue.

Local Authority	Period of reporting	Number of children subject to a Child Protection Plan	Number of Looked After Children	Other Comments
BaNES ^{xlix}	FY 2017-18	176 – an increase from previous year (151)	Increased	25% rise in requests for services over 2 year period
Bristol ^l	FY 2016-17	Stable – an average of 480 children on plans at any point.	Has ranged between 660 – 704	Upward trend in number of contacts progressed as referrals
North Somerset ^{li}	FY 2016-17	150 – a slight increase compared with previous years	226 – an increase on previous years	
Somerset ^{lii}	FY 2016-17	413 – an increase on previous year (279)	Decreased from previous year	A decrease of referrals balanced against an increase in early help cases
South Glos. ^{liii}	FY 2016-17	186 (5% increase on previous year)	179 (7.8% rise on previous year)	Number of referrals to social care also increased to 2,401 (16.3%)

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Avon and Somerset have an aging population and as the elderly population increases and the number of dementia sufferer's increases, it is likely that there will be more vulnerable adults who will require safeguarding^{liv}.

Mental health related issues often generate repeat demand. On average, an incident involving someone in mental health crisis will take 4 hours of one officer's time. The Constabulary reported in September 2017 that it had spent over 50,000 hours on such incidents in the twelve preceding months^{lv}.

The Missing Person demand requires on average between 8 and 13 hours for each missing person. Numbers of missing people have been increasing over time, with an increasing number of repeat 'mispers' too. Missing people may also be victims of crime and therefore the demand on officer time might continue beyond locating them and undertaking a prevention interview^{lvi}.

Drug markets are active and Bristol has high rates of heroin and crack cocaine use and a high rate of drug misuse mortality. The Strategic Threat Assessment 2017/18 reported a total of 93 drug related deaths in Bristol between 2014 and 2016 with the Bristol Drugs Project reporting funding cuts for drug and alcohol services as a contributor to this figure^{lvii}.

There are active County Lines markets (using cuckooing tactics and linked to use of weapons and violence) in Bridgwater, Taunton, Yeovil, Weston-super-Mare, Yate and Bath, and some Somali dealer networks using cuckooing tactics in East Bristol. The purity of cocaine has increased, its availability has increased and prices have dropped, increasing the risk of attracting a younger demographic of users. There are concerns that fentanyl is being introduced into the drugs market, and the use of SPICE is also increasing. The risk of synthetic cannabinoids is particularly high in the prison community and is also in use in the homeless community in Bristol.

Female Genital Mutilation (FGM), one of the most complex forms of child abuse, remains a threat due to the considerable physical and mental health consequences. Recorded FGM based crimes and incidents have seen large increase since 2013 rising from just 20 in 2013/14 to 83 in 2016-17. Thanks to an increase in third party reporting and active partnership in this area there has been an increase in initial FGM Protection Orders being issued.

The risk of Modern Slavery for labour and sexual exploitation continues to increase with links to international organised crime. Hidden crimes such as these where victims are very vulnerable present a significant threat requiring substantial pro-active intelligence and investigations to uncover the crime and bring the victims to safety and the offenders to justice.

Are services able to meet demand?

The State of Policing 2017 report^{lviii} recognises there is, at a national level, a crisis in children and adolescent services, and an inability for police to meet demand. It calls for communication with the public so that they can understand the extent of it – crime and non-crime and obvious and hidden crime.

It acknowledges there is a national shortage of investigators.

It highlights the issues around the availability of support to those in custody that causes delays in detention times e.g. no available accommodation has been leading to children being detained overnight in cells, and also that the shift from S136 detentions in custody has resulted in police waiting in health care facilities for prolonged periods of time.

The lack of provision of ambulances for the purposes of transport to hospital is impacting on the frontline police service delivery. Changes to the Mental Health Act that saw reductions in the length of time a person can be detained under Section 136, and the need to consult a mental health professional before using MHA powers, are also impacting on the Constabulary's ability to manage demand.

The APCC and NPCC joint submission to the Home Office in 2016^{lix} suggested that the future (up to 2021 and beyond) would be more complex, volatile and risky with financial resources more likely to be increasingly stretched and that this indicated the need for a debate which would include

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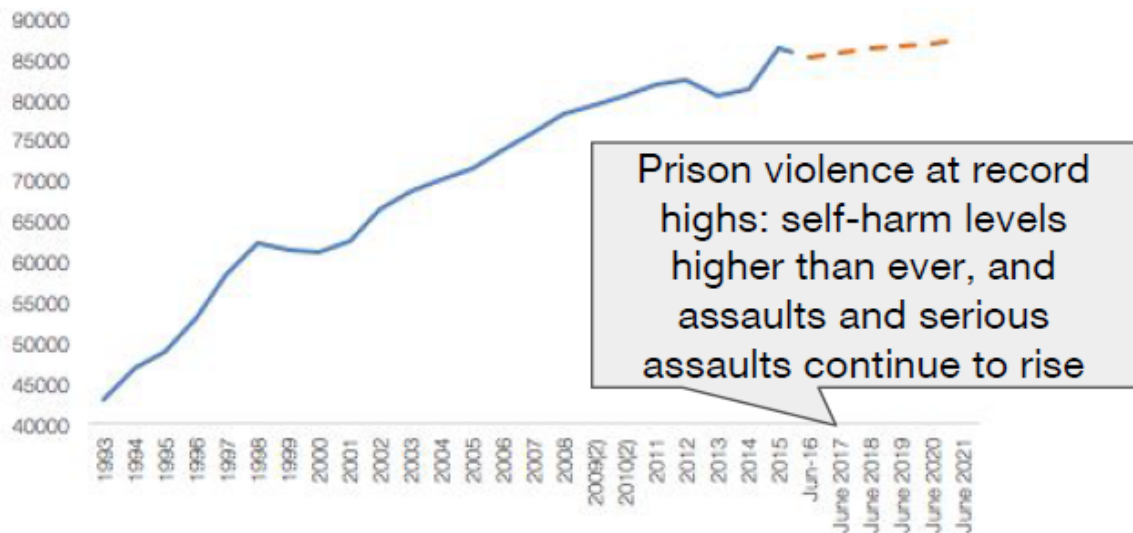
consideration of where the police service should do more, and where it could do less. It suggested there should be a debate as to whether conceiving of the policing service as 'first and last resort' limited its scope for change.

The overall impression from the victim needs assessment process carried out by Perpetuity research for the OPCC^{ix} is that victim services are largely considered to work well and be effective for victims. However, not all demand can be met, for example the thresholds for access to statutory services to support additional needs are perceived as excluding people who would benefit from it if provided. Geography is also an issue with those in rural areas having less accessible provision of support.

MARAC referrals have been increasing to the degree that Local Authorities have felt there are capacity issues and the result has been that the delivery of MARACs has been reviewed with new delivery models under consideration.

Demand on prison is increasing and expected to continue:

Prison population 1993-2021 (2017-2021 official MoJ projections)



Are agencies able to identify vulnerability?

This question can be answered in different ways – either by considering the ability to identify vulnerability of people coming into contact with the Police, and also by considering the knowledge that the Police have around people at risk. This next section addresses the question from the latter perspective.

The Constabulary's Strategic Intelligence requirements 2018-19 document assessed the Intelligence knowledge level of threats^{xi}. This was broken down into a number of factors including knowledge of the scale of the threat (victim numbers), the offender profile, the locations across the force area where victims may be more vulnerable, the technology used by offenders. Ratings of the knowledge that could have been applied were 'poor', 'fair', 'good' and 'excellent'. Of the 171 factors assessed, knowledge was considered to be 'poor' for 103 of them (60%).

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Threat	Knowledge level			
	Rated 'Poor'	Rated 'Fair'	Rated 'Good'	Rated 'Excellent'
County Lines	-	5	1	-
Drug Markets	3	5	4	-
Child Sexual Exploitation and Abuse	13	1	4	-
Modern Slavery and Human Trafficking	12	4	-	-
Poly Drug Use	2	6	-	-
Serious and Organised Crime	9	3	1	-
Organised Immigration Crime	14	2	-	-
Off-Street Prostitution	7	3	2	-
Gang Violence	5	8	3	-
Criminal Use and Supply of Weapons	17	4	-	-
Cyber Crime	4	2	-	-
Money Laundering	5	-	-	-
Fraud	5	2	-	-
Foreign National Offenders	4	1	-	-
Organised Acquisitive Crime	3	6	1	-
Total	103	52	16	-

Through Operation Topaz, the work of the Constabulary's Child Sexual Exploitation Prevention & Coordination Officer is being directed to help address the identified strategic intelligence requirement for Child Sexual Exploitation. This will help continually improve the Constabulary's understanding of its nature and extent in Avon and Somerset.

Is there unmet need and if so, where and to what extent?

The Strategic Threat Assessment 2017/18^{lxii} indicated that there is a high risk of children being abused by offenders on online platforms with an increase in international referrals. The increase in demand presented a significant challenge as only the highest risk cases could be addressed and managed – there was no capacity to address lower risk cases.

The Victim Needs Assessment^{lxiii} identifies the following groups of victims whose support needs are considered as not met:

- Victims with disabilities/special needs
- Low-medium risk domestic abuse victims
- Victims of trafficking and exploitation
- Victims of fraud and other cybercrime typologies
- Victims with no recourse to public funds (e.g. migrant)
- Victims of hate crime
- Victims with mental health issues.

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The literature reviewed by Perpetuity suggested that victims of hate crime are the least likely to have their needs met, as well as the least likely to have access to services. Victims of hate crime's main unmet need was a lack of awareness of how to report the incident.

It was stated that the unmet need of victims with mental health issues is that they require early intervention, access to treatment and 24/7 responses, all of which are lacking under current statutory service provisions.

Young people and vulnerable adults who are arrested do not consistently receive timely support from appropriate adults during their time in custody.

Elderly victims lack protection that would prevent repeat victimisation and can find accessing services difficult.

Geographical availability of support is an issue – support was found to be inconsistent across areas with rural areas disadvantaged, and the victim needs assessment stated there is 'a distinct postcode lottery'. Somerset appeared to be the area most often cited as lacking suitable support provision.

The Victim Needs Assessment asked respondents to a survey (78 responses) whether they felt the needs of victims of crime and ASB to cope and recover were met by the full range of available services in Avon and Somerset (i.e. not just the OPCC commissioned services). 36% felt that needs were 'adequately' met and 33% felt they were 'poorly' met. This would suggest there is room for improvement. The OPCC commissioned services however were largely viewed as providing an effective foundation for meeting need. Concerns were raised about the effectiveness of referral processes (including officers identifying who needs to be referred, and the potential for missing opportunities to refer to services that could support victims even though they might not be eligible for the Lighthouse referral). Some people also raised concerns about the effectiveness of the support provided by Lighthouse itself and work is currently underway to improve the current level of service.

What is known about under-reporting?

The volume of recorded crime that would be described as 'hidden crime', where victims are more likely to be reluctant to report to the police, has been increasing and this would indicate that approaches to increase confidence to report are working. Communications campaigns have been seen to have an effect on this – for example the 'Let's Nail It' campaign aimed at awareness-raising of modern slavery generated a spike in reports to the police^{lxiv}.

However, the Victim Needs Assessment indicated that service providers estimated the percentage of service users who had reported to the police that they were a victim of an offence and the average of these estimates was 57%. This would mean that there is a significant percentage of people who have sought support but not reported to the police, and an unknown percentage of people who may have been victimised but neither sought or been aware of available support as well as not having reported to the police.

Exploring the reasons why people do not report, the victim needs assessment suggested that the most common reasons were a fear of the consequences of doing so, fear of not being believed and not feeling mentally strong enough to cope with the process. Lack of trust in the police was also commonly given as a reason. Interviewees reported that underreporting was more likely in deprived areas and among BAME communities and that specific crime types were associated with underreporting, for example DA, Hate Crime, Sexual Offences. The OPCC Equality Impact Assessment undertaken in relation to recommissioning victims services identified that people with learning difficulties are less likely to report or engage with services and face challenges during the court process^{lxv}.

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Asked about how reporting could be encouraged, people have said that opportunities to engage needed to be created, awareness needed to be raised, that the police need to ensure they respond effectively and that the criminal justice system needed to undergo changes. Specific ideas included:

- Regular police engagement with the public, such as drop in sessions with beat officers
- Outreach work by specialism (e.g. hate crime, LGBTQ, young people, BME)
- Engaging with those attending hospitals
- Work in schools (before victimisation occurs) to build trust in police
- Advertising for vulnerable people (example cited of NSPCC and Barnardo's)
- Communicating positive reporting experiences of victims through the media
- Communicating action taken against offenders
- Communicating support available
- Making information available on victim services in multiple place i.e. via police website, OPCC website
- Covering that even if a previous report could not be investigated or progressed, it is still worth reporting repeat incidents
- Explaining the process of what would happen when people report incidents
- Raising awareness of availability of online reporting
- Ensure a non-judgemental and approachable police response is provided
- Ensure victims receive the right information
- Ensure consistency and continuity
- Ensure agencies work together and share information
- Provide advocacy to support victims through the process
- Review sentencing and victim protection approaches
- Make the criminal justice process quicker and safer for victims.

A substantial proportion of assault cases that require attendance at an emergency department of a hospital would have not been reported to the police. The information sharing standard set under the Sharing to Tackle Violence initiative should improve this.

The rural crime network feel that crime in rural areas is significantly under-reported and that this is linked to a lack of confidence in policing to take rural crime seriously or take effective action and that the under-reporting then leads to a lack of prioritisation which reinforces the experience or perception that the response to this crime is poor and further discourages reporting. 69% of respondents to the rural crime survey (carried out by the network) who were business owners had been a victim of crime in the last year^{lxvi}. Recorded business crime has decreased by around 5% in the last twelve months (taken from Qlik September 2018).

Are agencies able to support those they do provide service to effectively? Is it victim-centred?

In BaNES in relation to Safeguarding, the rate of re-referrals into Children's Social Care remained lower than the national average which they interpret as indicative of good quality assessments and interventions which are predominantly meeting the need of families^{lxvii}. The case is not the same in Bristol though where there have been concerns about the length of time children remain on a Plan and also an increase in the number of children who have been subject to a plan more than once – with 23% of children with Child Protection Plans in March 2017 having had more than one plan^{lxviii}.

In South Gloucestershire, as the number of referrals increased, so did the proportion of re-referrals with a rise of 3.1% compared to re-referrals rates in 2015/16^{lxix}. In Somerset there was a decrease in the number of repeat plans^{lxx}. Re-referral rate for North Somerset has not been established.

The victim needs assessment^{lxxi} stated there was a perception that a proportion of victims may not attempt to access support influenced either by the nature of the crime they were a victim of, or by their personal identity in relation to protected characteristics. (Most commonly mentioned were: young people, people with mental health issues, BAME communities, males, LGBTQ communities; victims of sexual offences, CSE, hate crime and of ASB).

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Where victims feel support is lacking, they most often state they do not receive the information they need. This relates to both information about criminal cases and their own support needs, for example, timely information that updates them on their case, information about the type of support available, and more general information about the criminal justice system process.

This can be particularly significant for those from BAME groups and those who have difficulty communicating in English (this is an estimated 1.5% of the Bristol population^{lxvii}, but this information was not found for the other Local Authority areas). Further, the over-emphasis on internet-based services can be exclusionary for these groups.

The needs assessment^{lxviii} suggests there is a lack of specialist support, lack of one-on-one support services and lack of services offering free legal advice or assistance.

It also reports that victims can come into contact with multiple numbers of organisations at once and the organisations' ways of working can result in silo working, lack of information sharing and signposting that can inhibit access to services.

Waiting lists for support are considered to be too long, support can be restricted e.g. not available on weekends and therefore unavailable at the time of need, and the support offered can be too short for some victims, particularly when considering the time it can take to build trust between the service user and provider.

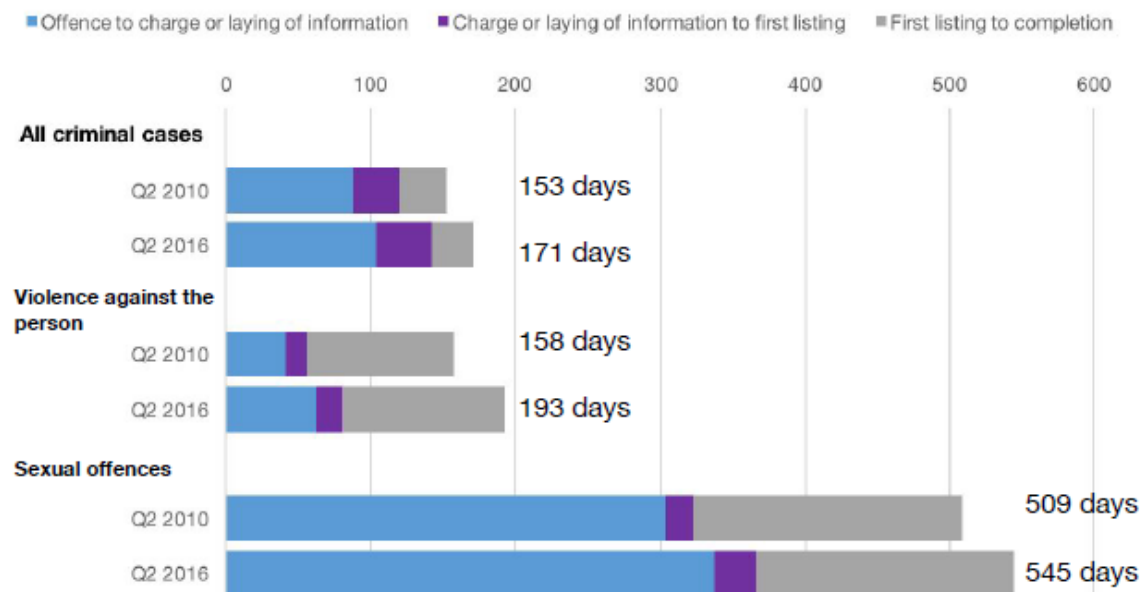
The needs assessment identified 74% of survey respondents felt there were barriers to accessing services. The main themes were:

- Clear information - for victims and professionals. There was thought to be a need for a reference point describing the services available and how to access them, and efforts needed to raise awareness of a reference point.
- Capacity – it was suggested that services lack capacity to respond to victims in a timely fashion, consequently expectations are not managed and their emotional wellbeing thought to be affected.
- Suitability – it was felt that in many cases there are high thresholds for eligibility to access services (for example, to gain support for domestic abuse, and to access statutory services) which create barriers to support for those not meeting the thresholds.
- Practicalities – such as childcare, location, travel costs, opening hours were all noted to create problems from victims seeking support.
- Communication – it was noted that language barriers affect the ability of victims to engage with services. This manifests both in finding out what services are available and in approaching services for support.
- Fear – of what will happen. It was felt that information on how services work and what to expect from the support would help alleviate the fear of engaging that creates a barrier for some victims.

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Victims are waiting longer to get justice.

Average number of days taken from offence to completion for selected offences and all criminal cases, England and Wales 2010-16



Are agencies sharing information and intelligence?

The State of Policing 2017^{lxxiv} report predicts there will be greater information sharing (coming together of national systems, sharing between forces, agencies etc.).

The Constabulary secured £3.2m funding from the Home Office to carry out a multi-agency data analytics project in Avon and Somerset. The Chief Fire Officer for Devon and Somerset Fire and Rescue Service has been seconded as the Programme Director. This has the potential to systematically improve partner data sharing and target partner activity.

One example of where there has been improved information sharing is in relation to Operation Topaz:

No one agency can have the full picture on a vulnerable person or victim. Through Operation Topaz, agencies are able to share even low level information that does not meet standard thresholds, in ways that mean that all safeguarding partners both contribute information about, and are aware of, the current known risks, allowing a proactive partnership approach to the safeguarding of children at risk of exploitation and the disruption of suspects.

What is being done to tackle dangerous offenders and is that working?

By May 2017, the Constabulary had 1,926 registered sexual offenders (RSOs) in the Avon and Somerset area. The numbers have been increasing 10% per annum since 2007. A change in law in 2012 increased the number of notifications required for each RSO. The aggregated uplift in demand as a result is considerable, as are the risks of non-compliance^{lxxv}.

The Constabulary currently manages in excess of 11,000 offenders. There are nearly 2,000 further high risk individuals in Avon and Somerset communities that are not subject to any formal management programme. These individuals include domestic abusers, violent offenders, sexual offenders, robbers and burglars.

Over the last 12 months, they alone have been linked to over 4,300 victims of crime. These numbers exclude offenders in prison who will be released at some stage. The neighbourhood

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policing teams currently play the leading role in 'managing' those 2,000 high risk individuals who are not currently subject to any formal management programme.

The State of Policing 2017 report identifies forces nationally have a limited capacity to manage offenders, particularly RSOs and expects this issue to increase in severity^{lxvii}.

Increasingly offenders are committing crimes with a sophisticated level of cyber knowledge, able to wipe devices, keep images in cloud tools which are not recognised by digital forensic tools. This is resulting in failing to identify and prosecute (or where prosecuted, being able to charge with only a fraction of the offences committed)^{lxviii}.

DRAFT

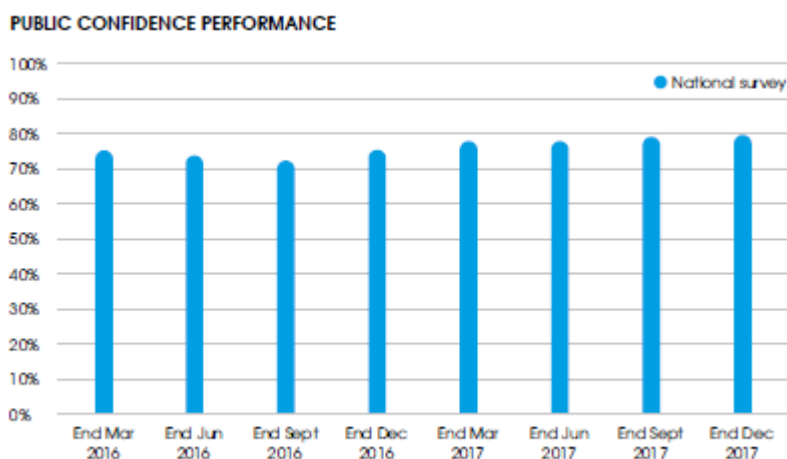
4.b STRENGTHEN AND IMPROVE YOUR LOCAL POLICING TEAMS

This section attempts to answer the following questions:

- What are public levels of confidence and expectations around service?
- Are the police able to respond? Are they accessible?
- Is there unmet need and if so, where and to what extent?
- What are the local priorities?
- What are the patterns around victim satisfaction?
- What crime prevention activity is undertaken?
- What's working around community involvement?

What are public levels of confidence and expectations around service?

The Crime Survey for England and Wales^{lxviii} indicates that public confidence in the police in Avon and Somerset has been relatively stable over the last two years, with the most recent performance (as at 31/12/17) now standing at 79.5%. When comparing with other police forces, the Constabulary is currently above average 16/43).



The Crime Survey for England and Wales indicates that the proportion of residents feeling that the police are dealing with local priorities has been relatively stable over the last year, averaging around 58%. The previous year it was averaging 54% and may indicate a potential to rise to previous levels or above (In December 2014, 62% felt local priorities were dealt with^{lxix}).

The public perception of police dealing with priorities is poorer within rural communities than in urban areas. Concerns are most commonly around speeding and fly tipping (indicating that Local Authorities may also be finding it harder to respond to issues as these are shared problems not the sole responsibility of the police).

Are the police able to respond? Are they accessible?

The NPCC pre-budget assessment recognised that refocussing priorities often exposes weaknesses in other areas of policing. Neighbourhood Policing lies at the heart of the British Model of Policing and is central to the objectives of the Police and Crime Commissioner's Police and Crime Plan. But Neighbourhood Policing is now left increasingly exposed and continued financial challenge will mean further erosion. Neighbourhood Policing Teams (NPTs) are required increasingly to manage considerable risk and responsibility^{lxxx}.

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Without further resources it will be impossible for them to provide the standard of service, visibility and community intelligence expected by the public and the service at large. NPTs are working increasingly to threat, risk and harm principles to reflect the changing nature of demand but this means that crimes and incidents with a high occurrence but low impact, such as theft of or from motor vehicles and non-domestic burglary, are not being investigated as we or the public would like.

The rural crime network argues for a revision to the application of THRIVE to prioritise action. They suggest that a better understanding is required of the cumulative impact of crime on communities. Bringing in the element of considering the repetitiveness of incidents could potentially support this area and also those persistently targeted by 'low threat' ASB incidences^{lxxxix}. The concept of a community as a victim could complicate an approach that is person-centred but does form an element of assessment used by CSPs when prioritising community safety issues.

The capacity of NPTs to engage with communities is already reduced with little time left for regular engagement or visible patrol activity. Demand pressures require a focus on the "here and now" with reduced time afforded to proactive and long term problem solving and prevention work. Delivery of consistent neighbourhood policing is already being unduly shaped by financial influences and demand pressures^{lxxxii}.

The budgeted establishment number of Neighbourhood Police Officers is 365 and PCSOs is 340. This is the number budgeted for and does not reflect the actual number of Neighbourhood Police Officers and PCSOs which will fluctuate due to vacancies from time to time. The Constabulary are actively recruiting to reach these numbers but need to balance recruitment speed against the ambition to increase the representativeness of the communities served, which may lengthen recruitment timescales because of the time needed to engage and build trust with communities that are under-represented in the Constabulary.

The Constabulary typically receive just under one million calls for service a year. This year (17-18), they have received 859,201 calls (242,281 999 calls and 616,920 101 calls). They have continued to maintain low levels of abandonment rates on calls for service^{lxxxiii}.

	2015/16	2016/17	2017/18
999 abandonment rate	1.3%	0.3%	0.2%
101 abandonment rate	7.6%	4.9%	5.1%

Is there unmet need and if so, where and to what extent?

The victim needs assessment carried out for OPCC indicated that stakeholders felt there was a lack of suitable support for people not qualifying as vulnerable under the VCOP definition^{lxxxiv}.

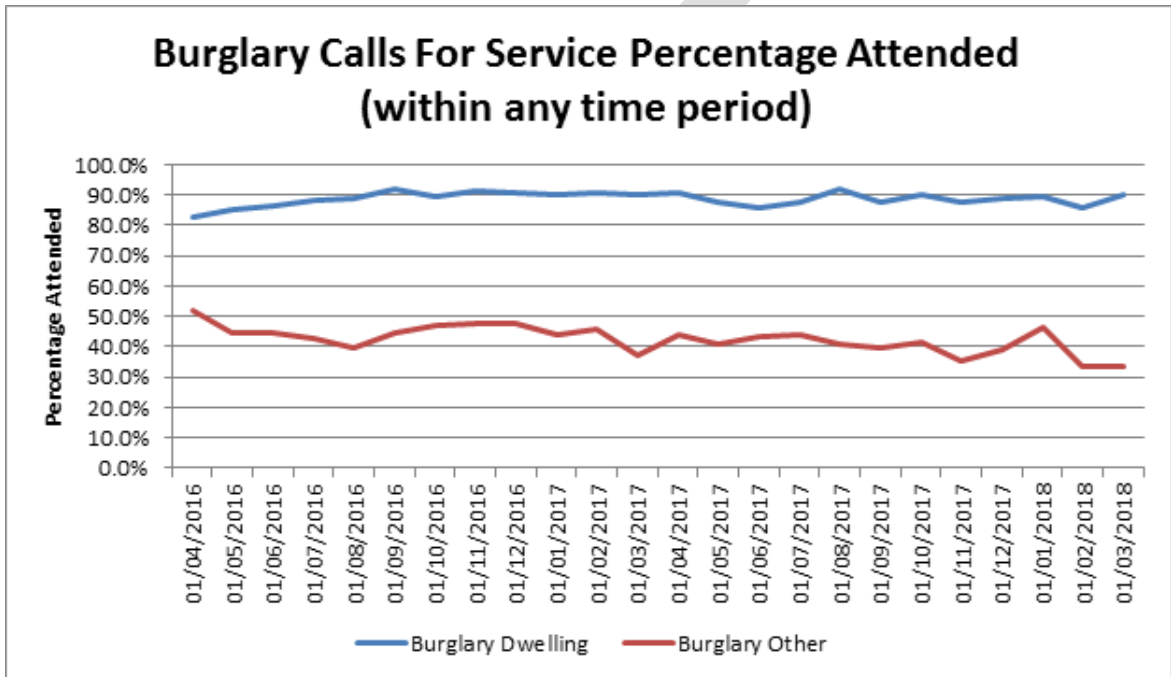
The Strategic Threat Assessment 2017-18 highlights capacity issues as presenting a risk of moving to only being able to deliver reactive policing with an impact likely to be seen on satisfaction levels, bringing offenders to justice and the proactive identification of threat risk harm issues that require problem solving and resourcing^{lxxxv}.

The proportion of positive criminal justice outcomes is disappointing. This has more than halved in the last four years (which can be partly but not fully attributed to improvements in recording practices). The Constabulary are working on various initiatives to improve this situation.

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	2013/14	2014/15	2015/16	2016/17	2017/18
Volume of Recorded Crime	97,245	98,275	119,233	139,262	129,395
Number of Positive Outcomes	32,899	26,565	18,575	22,943	17,870
% of Positive Outcomes	33.8	27.0	15.6	16.5	13.8

The chart below^{lxxxvi} gives an example of ability to attend scenes over time (does not show timeliness of response, only whether a scene was attended or not).



What are the local priorities/problems?

Over time, people’s perceptions of important issues facing Britain have shown a decreasing concern for crime, law and order and an increasing concern regarding health and social care, immigration, defence/terrorism and more recently, the decision to exit the European Union. In December 2017, crime was perceived an important national issue by 12% of people surveyed, with 13% identifying defence/terrorism issues, 12% identifying health and social care as a national concern and 51% concerned over the common market issue^{lxxxvii}.

The declining concern for crime as a national issue does not necessarily represent however a perception that crime and anti-social behaviour is a lessening issue in local neighbourhoods as perceptions of local issues have remained stable. Similarly, studies have shown that people may perceive organised crime as a serious problem but do not recognise it as such in the area where they live with it and the policing activity related to it remaining ‘hidden’ even when the impact might be felt at a local level.

Local policing priorities are identified in PACT meetings and through a local confidence survey (with around 3000 responses each year) and these have consistently shown to be:

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- 1) **Wanting increased police visibility** (with visibility strongly linked to reported public confidence)
- 2) **Road safety**
- 3) **Anti-social behaviour**
- 4) **Drug-related crime**
- 5) **Burglary**

These are therefore reflected in the Plan under the strategic priority of Strengthening your Local Policing teams. Since publishing the Plan in November 2016, the OPCC have worked with Community Safety Partnerships in the Local Authority Areas and developed joint plans^{lxxxviii}. This allows for some local variation of priorities to reflect local issues. The table below sets out the local policing priorities in each area.

BaNES (3) (Draft Plan)	Bristol (4)	North Somerset (4)	Somerset (4)	South Glos. (3)
Protect the Most Vulnerable from Harm	Protect the Most Vulnerable from Harm	Supporting Vulnerable Victims	Protect People from the Harm of Domestic and Sexual Abuse Identify and Prevent the Exploitation of Vulnerable People	Protecting People from Harm
Strengthen and Improve Local Communities to Improve Outcomes for Local People	Strengthening and Improving Outcomes in Priority Neighbourhoods	Building Strong Resilient Communities		Strengthen and Improve your Local Community
	Tackling Inequality – Throughout all the partnership delivers	Tackling Crime and Improving Outcomes in Priority Neighbourhoods	Identify Inequalities and Vulnerabilities and offer support to improve Health Outcomes and Reduce Harm	
Work Together Effectively to respond to Community Safety Challenges	Working Together Effectively – ‘Make Every Contact Count’	Working Together Effectively	Meet our Statutory Duties	Working Together Effectively

Road Safety

47% of all neighbourhood policing areas record speeding as a public concern. The risk of being killed or seriously injured on Avon and Somerset roads however is low compared to other parts of the country, and the number of people killed and seriously injured in a year has continued to fall across the Avon and Somerset area^{lxxxix} with South Gloucestershire being the local authority with the lowest casualty rate across England^{xc}.

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Congestion levels are generally increasing which is reducing average speed and may therefore be contributing to reduced numbers of those killed and seriously injured on the roads as there is a correlation between speed and severity of injury. People who live in the most deprived areas are statistically more likely to be injured in traffic collisions. 74% of people surveyed in Bristol felt traffic congestion was a problem in their area^{xcvi}.

ASB

There were 65,672 ASB incidents in the financial year 2017/18 with a total of 65,533 officer hours spent at the scene of these incidents^{xcvii}.

Only 7% of respondents to the South Gloucestershire Viewpoint survey felt that anti-social behaviour was a problem in their local area. Where people were concerned, most related to litter (other concerns included vehicle crime, hate crime, fly tipping/grazing and vandalism). Only a third of people felt though that the police and other public agencies were successfully dealing with anti-social behaviour and crime in their local area (although this is an increase on the previous year's figure: 30%)^{xcviii}. The Joint Strategic Assessment of Crime and Disorder noted that levels have remained stable^{xcix}.

In Bristol, records of anti-social behaviour have been falling and the number of people feeling that the fear of crime affecting their daily life has halved over 5 years^{xcx}.

In North Somerset, residents perceive ASB to be reducing (except for in relation to litter which was perceived to have increased)^{xcxi}.

In BaNES, 85% of the population have expressed satisfaction with their local areas a place to live, which is significantly higher than national figures. However, people living in the most deprived communities are BaNES are reportedly 22% more likely to consider ASB a problem in their area than those in affluent local communities^{xcxii}.

The scale of ASB as a problem in Somerset was not identified.

Drugs

Class A drug misuse and injecting drug use is highest in Bristol compared with the rest of the force area, and is higher than the national average. The existence of rehabilitation centres in parts of the area (notably Weston-super-Mare) further augments the drug using population (i.e. for those who do not successfully complete rehabilitation but stay in the local area).

Aimed at reducing harm caused by drugs, it was agreed that the Constabulary would be supportive of drug safety testing being carried out at the 'Love Saves the Day' festival held in Bristol in May 2018. The Service, provided by 'The Loop' (a UK based charity) provided a service that allowed people to have a sample of substances in their possession tested (and subsequently destroyed). Results were then passed to them as part of an individually tailored 15 minute harm reduction intervention delivered by an experienced substance misuse practitioner. This enabled identification of potentially dangerous substances (e.g. very high purity or substances other than those intended) and may have prevented deaths. The delivery of this service also allowed there to be an early warning system for other UK festivals. Love Saves the Day is the first event of the festival season and information gathered about the drugs circulating was able to be shared with police, healthcare providers and other events to ensure potentially dangerous drugs are identified and consumers warned about the associated harms.

The Drug Education Programme has continued to run in Bristol. The programme offers a one-time opportunity for any individual found in possession of any type of drug (enough only for personal use) to attend an education course as an alternative to caution or charge. It is designed to reduce

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drug related criminal behaviour by focusing on the vulnerability of the person and their risk of addiction and future problematic drug use. Due to the success of this programme it was included in the commissioning of the Advice and Support at Custody and Court Service in order to secure sustainable funding in Bristol and roll it out across Avon and Somerset during the course of 2018/19^{xcviii}.

The force has established a new drug strategy, with aim of reducing illicit and harmful drug use as well as bringing those involved in the supply of drugs to justice. The force aspires to establish a branded operation to visibly focus its actions to disrupt and dismantle the supply of drugs into their communities, particularly targeting county lines operations and urban drug dealing networks.

Somerset has been chosen as a pilot area for the Serious Organised Crime (SOC) Whole System Approach Pilot. This will include funding being provided to recruit a Serious Organised Crime Community Coordinator to work with partners and communities in the Local Authority area. The coordinator will be responsible for delivering targeted Prevent interventions aimed at those most at risk of being drawn into serious and organised crime. They will work with partners to identify where and how best to allocate an interventions budget within their force area, prioritising the pilot location.

Burglary

Levels of burglary have reduced again this year (11,295 recorded in 2017/18 with 11,543 recorded in 2016/17) but outcomes have slightly declined (from an average of 9% of positive outcomes in 2016/17, to 7% for 2017/18)^{xcix}.

The burglary improvement group established in the Constabulary intends to develop a multi-faceted branded operation for a force-wide response to Burglary. Under this the Constabulary plans to co-ordinate an investigative and preventative response.

What are the patterns around victim satisfaction?

Overall victim satisfaction of respondents to the national user satisfaction survey (which include victims of hate crime, ASB, burglary and violent crime) fell to around 75% in 2017/2018. Historical overall satisfaction figures used to look at satisfaction of burglary, vehicle and violent crime and this can be seen in the chart below).

	2013/14	2014/15	2015/16	2016/17
Overall satisfaction %	89%	84%	78%	76%

What crime prevention activity is undertaken?

The police have a website offering advice on how to be safe and help stop crime and anti-social behaviour in communities: www.aspolicestaysafe.co.uk.

The Constabulary has identified five 'strategic priority areas' to target its prevention and deterrence efforts. The areas, four in Bristol and one in North Somerset (Trinity, Filwood, Hartcliffe, St Pauls and Bournville) have been determined by analysing the key sources of demand over a two year period; namely offender cohorts, victim/vulnerable person cohorts, calls for service, population demographics and levels of deprivation. Further research has then been conducted to validate the analysis and develop a deeper understanding of the root cause issues^c.

Local Policing commanders are accountable for developing long-term problem-solving, demand-reducing solutions in these areas in conjunction with partner agencies, voluntary organisations and the communities themselves. Neighbourhood teams have therefore developed problem-solving plans for their areas and local tasking meetings take place fortnightly which involve reviewing areas of concern and prioritising key areas for visibility. Patrol plans have been created to focus on managing hot spots, including areas of high demand or high threat, harm and risk factors.

Local Authorities use a proportion of the Police and Crime Grant to fund services that aim to prevent or reduce crime e.g. contributions to Youth Offending Teams support.

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What's working around community involvement?

At the end of March 2018, there were over 1600 people involved in community-policing type activities that support the delivery of the Police and Crime Plan^{ci}.

The figure of what are collectively known as 'Citizens in Policing' is made up of:

- 281 Police Support Volunteers
- around 750 volunteers engaged in 102 Community Speed Watch schemes at 299 sites across the force area
- 307 Special Constables
- 240 Volunteer Police cadets spread across 10 volunteer-led Cadet Units
- 20 attendees of a 999 academy run by Bridgwater College and supported by Local Policing; and
- 30 'mini cops' in Year 5 at a Bristol School.

While the numbers of Special Constabulary members have been reducing over the last three years, the rate of attrition has slowed and the average amount of volunteer hours given by each Special Constable has increased over the same period, demonstrating a greater commitment from those individuals.

Based on the local survey (n3000 a year), the number of people involved in active citizenship activities related to policing appears to have remained stable with around 11% involved this year in activities, compared against around 10% the year before.

An Avon and Somerset Neighbourhood Watch Association has been established to channel and maximise the power and influence of the 4000 Neighbourhood Watches operating across the force area. The Constabulary are helping and guiding them - as part of their Citizens Academy syllabus - to create resources and run skill based workshops to equip residents with the tools and knowledge to do much more on community safety. The syllabus is an opportunity for the public to learn about what the police do and how they do it and what they can do to help themselves. They are also working to integrate Neighbourhood Watch into neighbourhood policing teams and encourage them to act as the first point of call for low level incidents to reduce demand and build community resilience. A pilot is currently underway in the Portishead area of North Somerset.

The APCC and NPCC joint submission to the Home Office in November 2016 suggested consideration be given to a strategy, to be developed by government, the police service, other local and national public services and the voluntary and community sectors, that would maximise the scope for utilising volunteer resources^{cii}. It may be that front line resources need, and could harness, support that stretches beyond any existing remit. If resources are found to be insufficient, communities may begin to look to implement local community safety services that are unconnected with the police service. This is perhaps increasingly likely in rural communities that the recent rural crime survey suggests are feeling increasingly 'frustrated, undervalued and isolated'^{ciii}.

4.c ENSURE AVON AND SOMERSET CONSTABULARY HAS THE RIGHT PEOPLE, RIGHT EQUIPMENT AND RIGHT CULTURE

This section attempts to answer the following questions:

- Are the police reflective of communities?
- What are the levels of engagement/understanding of communities?
- What are the perceptions around fair treatment of victims, witnesses, suspects, detainees?
- Are there challenges around crime recording?
- What's happening technologically to support policing?

Are the police reflective of communities?

Percentages of total establishment March 2018	BaME	Disability	Female	LGBT
Police Officers	2.7%	5.0%	32.1%	3.7%
Police Staff	2.4%	6.0%	62.7%	2.6%
PCSO	5.3%	5.6%	55.4%	6.2%
Specials	1.8%	0.3%	28.6%	2.7%
Estimate of Force Population (at 2011)	6.6%	Not known	51%	Not known

The Constabulary is not currently reflective of the communities it serves.

A Diverse Workforce Recruitment Steering group meets fortnightly and is particularly focussing on driving through work to achieve the aims. By widening the attraction of people, from under represented communities and groups, the Force will link objectives two and three of the emerging Diversity and Inclusion Strategy.

Avon and Somerset's overall resident population is less ethnically diverse than the national average¹, however diversity is increasing and there are significant differences across urban and rural areas.

Bath and North East Somerset Council Public Equality report^{civ} contained the following information about their demographic.

Approximately 10% (17,500 people) of the BaNES population define as non-white-British. The second most common ethnicity is 'Other White' (6,600 people) and this population group is increasing. It is likely that a large proportion of these people will be from the EU accession states. There are also approximately 4,500 people of Asian or Asian British descent living in BaNES.

Bristol^{cv} is increasingly diverse and in June 2018 was considered to have people from 187 countries of birth, following at least 45 religions and speaking at least 91 main languages. From the 2011 Census, the population of not 'White British' had risen to 22%. BAME population make up 16% of the total Bristol population. White non-British make up 6% and White British 78%.

¹ 2011 Census: 80.5% of the nation's residents are White British. Each Local Authority's proportion of white residents are above the national average.

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There are at least 45 religions represented in Bristol but with a significantly higher than typical proportion of the population (38%) stating they have no religion. Christianity is the largest religion in Bristol (47%) though the trend is in decline. Those following Islam as their religion have grown from 2% in 2001 to 5% in 2011.

English is the main language spoken in Bristol, followed by Polish and Somali. 9% do not speak English as their main language but the proportion of people who cannot speak English well or at all is only 1.5% of Bristol population.

North Somerset's Equality report^{cv} also relies upon the 2011 census data for information on residents' ethnicity: The census records White British people makes up 94% of the population. A further 3% of the population (or 5,200 people) describe themselves as White Other.

The census shows 1% of the population (or 2,500 people) as being Asian. The largest ethnic groups within this are Indian and Chinese.

1% of the population (2,000 people) describe themselves as Mixed Race.

The census also offers detail on main languages spoken by North Somerset residents, the main languages recorded being Polish, Spanish, French and Portuguese. Data from schools offer a more recent snapshot: Overall, 3.7% (or around 900) pupils in North Somerset do not speak English as their first language. Of the 80 different languages spoken, the most common are Polish, Malayalam and Bengali.

In North Somerset 30% of the population stated they follow no religion, while 61% identified as Christian. Of the other major religions, 1% follow Islam, 0.9% Buddhism, 0.6% Hinduism and 0.2% Judaism.

The 2011 census showed Somerset's population^{cvi} to be 529,972. The BAME (Black, Asian and Minority ethnic) population of Somerset was estimated at 10,717, an increase of around 5,000 people since the 2001 Census. The BAME population now comprises 2.0% of Somerset's overall population, which is well below the national average of 14.0%. 733 people were recorded as Gypsy or Irish Traveller, the second highest number of any local authority in the South West. Just over a third of these are resident in Mendip. 929 people were recorded as Asian or Asian British and 1013 as Black / African / Caribbean and Black British. Somerset has seen a large increase in Polish-born residents since the accession of the A8 East European countries to the EU in 2004. Of the 8,171 East European-born residents recorded in the 2011 Census, around two-thirds were from Poland.

At the time of the 2011 census there were 262,767 residents of South Gloucestershire^{cvi}. Of these residents:

249,574 residents (95.0% of the total population) were 'White' which was the majority ethnic group. Within this group 'White British' was the largest sub-group (accounting for 91.9% of the total population). The 'White Other' sub-group (which includes people of eastern European origin) accounts for 2.5% of the total population. 5.0% of the population were from black and minority ethnic (BME) groups – more than twice the number recorded in 2001 (2.4% of the total population).

95.5% of the usual resident population identified with at least one UK national identity (English, Welsh, Scottish, Northern Irish, and British) which is above the national average of 91.0%. 6.6% were born outside the UK; considerably lower than the national average of 13.4%. The most common non-UK countries of birth for usual residents were Poland (1,828) and India (1,695). 93.4% of residents were born in the UK – the national average is 86.6%.

While the Census does not capture data around sexuality and gender identity and there is not another reliable source of this information, it is difficult to discern how representative the force is of the LGBT community.

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What are the levels of engagement/understanding of communities?

The issue of trust in the Criminal Justice System was identified as a key principle in the Lammy report^{cxix}. Trust is low not just among defendants and offenders, but among the BAME population as a whole and this would include victims. 51% of people from BAME backgrounds born in England and Wales who were surveyed in the 2015 Crime Survey for England and Wales believe that 'the criminal justice system discriminates against particular groups and individuals'. It is expected that increasing representativeness within the Criminal Justice Service and Policing Service would 'demystify' the decision making process and help to build respect for the rule of law, which in turn would improve trust so that more victims from a BAME background would feel able and inclined to report crime and access support.

LGBTQ+ victims of crime are less likely to report a crime. A report by Stonewall^{cx} states that four in five LGBT people (81 per cent) who experienced a hate crime or incident didn't report it to the police. The victim needs assessment^{cxii} identified fear of not being understood and being 'outed' as a barrier to reporting a crime.

What are the perceptions around fair treatment of victims, witnesses, suspects, detainees?

As part of the Legitimacy inspection, HMICFRS inspectors evaluated "To what extent does the Force treat all of the people it serves with fairness and respect?" and rated the Constabulary as "Outstanding"^{cxii}.

A high proportion of surveyed victims report satisfaction with treatment, and there have been no issues reported by the Independent Custody Visitors that relate to unfair or disrespectful treatment.

In the last year there were 57 complaint allegations made about unfair treatment, 15 of which are still under investigation. Of the 42 that have known results, 2 complaints were withdrawn by complainants, and 7 were disappplied². 11 were found as having no case to answer and 22 were resolved with the complainants by either the policing department the complaint related to or by the complaints department^{cxiii}.

The State of Policing 2017 report^{cxiv} indicates that there is a new system on the horizon for handling super complaints (of things that would cause significant harm to public interests).

Are there challenges around crime recording?

The HMICFRS Crime Data Integrity Inspection 2016 for Avon and Somerset Constabulary^{cxv} showed that the constabulary has made concerted efforts to improve crime recording. The majority of officers and staff have made progress in placing the victim at the forefront of crime. The report notes the effective process for providing vulnerable victims with quick and appropriate access to support services to which they are entitled.

The report, however, also found that there were areas that required improvement. 10.4% of crimes (estimated to equate to 13,700), including serious crimes such as rape, other sexual offences and violence go unrecorded and improvements are also required in the recording of modern slavery. This failing is judged to potentially deprive many victims of the services that they require.

The Constabulary have an action plan in place to address the findings of the inspection and intend to self-audit in the future to establish if further progress in improving crime data integrity has been achieved.

The Constabulary also has been able to develop predictive analytics models that can scan for missed crimes which provide an appropriate safety net. However, resources to use the models and act on the information need to be maintained.

² Grounds for disapplication are detailed in IOPC Statutory Guidance but can include the complaint being made more than twelve months after the alleged incident, a complaint not disclosing the name of the complainant or any other interested person, or if the matter is already the subject of a complaint.

More than 12 months have elapsed between the incident, or the latest incident, giving rise to the complaint and the making of the complaint and either that no good reason for the delay has been shown or that injustice would be likely to be caused by the delay

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What's happening technologically to support policing?

Body worn video cameras have helped to support enforcement activity through the capture of high quality evidence. Benefits include increasing the likelihood of a positive outcome: a guilty plea at first hearings where footage is used is 61% as opposed to 56% for all cases, and positive outcome rates for cases where footage has been taken is around 21%, significantly above the average for all cases (around 13%). The camera footage is also for scrutinising police performance or reviewing and investigating complaints^{cxvi}.

Greater use of body worn video cameras in the future is predicted within the State of Policing 2017 report^{cxvii}. This chimes with the ambition of the Chief Constable in Avon and Somerset who wants to see its use broaden for statement taking for example.

There has been rapid development of the Qlik sense software since it was purchased in September 2016. Apps have been developed as strategic, management and operational aids. They can be used to:

- manage and forecast demand;
- manage team workload;
- identifying suspects, victims and missing people in a beat;
- improve data quality;
- manage offenders, organised crime groups, persistent callers, missing people;
- evaluate risk of harm;
- analyse intelligence; and
- monitor and evaluate performance information.

The Constabulary has secured £3.2m funding from the Home Office to carry out a multi-agency data analytics project in Avon and Somerset to further develop Qlik. The Chief Fire Officer for Devon and Somerset Fire and Rescue Service has been seconded as the Programme Director. This has the potential to systematically improve partner data sharing and target partner activity.

Equipping the workforce with mobile devices that can access organisational systems and databases will significantly increase visibility and accessibility of officers. The devices issued to-date have been well-received by the workforce who received them as part of testing the equipment. The equipment is now in the process of being distributed across the force.

4.d WORK TOGETHER EFFECTIVELY WITH OTHER POLICE FORCES AND KEY PARTNERS TO PROVIDE BETTER SERVICES TO LOCAL PEOPLE

This section attempts to answer the following questions:

- How cohesive are communities?
- What are people's CJ experiences?
- How effectively are organisations working in partnership?
- What financial challenges exist around efficiencies?
- Is there scope for future collaborations?
- How are people interacting with the police?

How cohesive are communities?

76% of Bristol residents are satisfied with their local area as a place to live, but only 56% of people in the most deprived areas^{cxviii}. 67% of Bristol residents feel that people from different backgrounds get on well together. 10% of people report their day-to-day life is affected by the fear of crime. This rises to 25% in the most deprived areas of the City.

In South Gloucestershire, the latest Viewpoint citizens' panel survey (2016) indicated that 81% of residents are fairly or very satisfied with their local area as a place to live. However, the Quality of Life report also states that 27% of respondents felt the area had become a worse place to live in the past two years (64% feeling it was the same, 8% saying it had improved and 1% felt they 'did not know')^{cxix}. Over the last four years there has been a steady increase in the proportion of people feeling it had become a worse place to live. Two thirds of respondents felt that their local area was somewhere where people from different backgrounds get on well together. Almost a quarter of people took a neutral position (neither agreeing nor disagreeing that people got on well) and 8% felt people from different backgrounds did not get on well together. A related question was whether people felt there was a problem with people not treating each other respectfully or considerately. 51% of people felt this was a small problem, 8% felt it was a fairly big problem, 2% felt it was a very big problem. 32% felt it was not a problem.

The latest rural crime survey indicated that people in rural communities perceived their communities as strongly cohesive.

It has not been possible to obtain enough data to answer this question at the point of finalising the draft. However, at the workshop held on 5 September, attendees were keen the assessment should reflect the opportunity that exists to increase community cohesiveness such that it would reduce demand for policing and partner support. Therefore, future assessments should look to establish the evidence-base to explore this more comprehensively.

What are people's CJ experiences?

The Victim Needs Assessment^{cxx} stated that the impact of the police and criminal justice system was persistently viewed as creating barriers to achieving optimal outcomes for victims. It referred to use of the Criminal Justice Board to attempt to address procedural issues and the commitment made to look for ways to mitigate and improve the processes experienced by victims. It noted the importance of having effective support processes in place to enable victims to navigate the system. It also highlighted that this is particularly difficult for people with mental health problems. Interviewees and survey respondents reported to Perpetuity that victims received a poor experience across the Criminal Justice System. This included victims receiving poor (or no) feedback on actions that were being taken, victims being ignored or receiving no response, victims not being taken seriously, and victims being viewed as 'a problem'.

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How effectively are organisations working in partnership?

The Victim Needs Assessment^{cxxi} captured weaknesses reported to exist in respect of partnership working and these are noted in the below table.

Organisation	Weaknesses stated by survey respondents to the Victim Needs Assessment
CPS	<ul style="list-style-type: none"> • Communication – a lack of communication between the CPS and other services, for example, the police, courts, victim services, but also the victim themselves. • Time keeping – it was suggested case material was often not submitted in a timely fashion therefore hindering the victim’s opportunity to contribute a personal statement. • Understanding victim needs – it was thought that a lack of understanding could manifest in a number of ways, for example poorly worded restraining orders leaving victims vulnerable.
Courts	<ul style="list-style-type: none"> • Safety – it was noted that in many cases, sentencing and bailing of perpetrators does not make adequate account of protection for the victim. • It was noted to be problematic at some courts to arrange for a victim to use a different entrance to the accused perpetrator (an entitlement under VCOP). • Waiting times for cases to go to court was thought to cause prolonged suffering for the victim and it was highlighted that adjournments frequently occur for a multitude of reasons.
Council	<ul style="list-style-type: none"> • One survey respondent noted that where victims need help to relocate to a different area due to a crime committed against them, it would be advantageous if the local council could accept evidence from the commissioned victims’ service, rather than insisting on evidence directly from the police, when allocating priority for housing. • Another survey respondent noted there was not enough joined up work to tackle crime and ASB. • Inconsistent provision across differing LAs.
Lighthouse	<ul style="list-style-type: none"> • Quality of service depends on the experience and expertise of those managing the cases.
Police	<ul style="list-style-type: none"> • Partnership working is hindered by police officers moving roles frequently meaning that built-up personal working relationships are lost

The Multi-Agency Safeguarding Hub arrangements in Bristol are considered to be working well with benefits identified^{cxvii} as:

- Improved access to information;
- Better interpretation of information;
- Shared ownership of decisions;
- Improved multi-agency response to safeguarding concerns;
- Discussions at the MASH promote a better inter-agency understanding of approach and risk assessments;
- Shared information and decision-making can led to preventative plans that avoid escalation to statutory social work services; and
- There has been improved consultation with and data collection from other agencies through its implementation.

The Government’s proposals for changes in structure, coverage and function of Safeguarding Children Boards following the Wood Review are being progressed across Avon and Somerset.

Using Home Office funding for Police transformation (secured in the financial year 16/17), the OPCC commissioned the Behavioural Insights Team to produce a report of low-cost practical solutions that would increase the efficiency and effectiveness of the criminal justice service.

The report presented a proposed model for transforming criminal justice in Avon and Somerset and beyond, setting out recommendations for trial based on four opportunities that cut across the criminal justice service:

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- Embedding feedback to improve decision making;
- Improving the impact of communication channels;
- Creating a sense of collective purpose across the system; and
- Developing tools to assist with decision making.

Alongside tangible proposals for local implementation, the report set out national learning and recommendations to influence change at a national level, and develop the role of the PCC in driving an efficient and effective criminal justice service.

Match-funding was secured from criminal justice partners for the appointment of a Senior Responsible Officer (SRO) for a two-year period (January 2018 – December 2019) to lead and deliver a programme of work to take forward recommendations of the review and associated work to transform the local criminal justice service. Implementation of a delivery plan has begun with multi-agency task and finish groups keeping justice and the witness and victim experience as its core.

The SRO is also leading on the Avon and Somerset response to the Lammy Review, an independent review into the treatment of, and outcome for Black, Asian and Minority Ethnic individuals in the criminal justice system, which highlighted disproportionality and inequality. Key recommendations of the Lammy Review are to explain or reform disparity and disproportionality. In response, a Lammy Review Local Criminal Justice Sub Group has been established and agencies have commenced activity involving data collection and initial analysis of issues to “explain” or reform disparity in the following areas:

- Crown Prosecution Service are addressing why ethnicity is not recorded at point of pre-charge decisions and how to improve ethnicity recording
- Her Majesty’s Courts and Tribunals Service are seeking to increase the representativeness of Magistrates and potentially looking at analysing disparity issues in “triable either way” cases or complaints
- Analysis being undertaken to understand why hate crime victims do not come forward
- National Probation Service are scrutinising concordance data – comparing the pre-sentence report type and proposals against sentences issued
- The local Community Rehabilitation Company is looking at disparity related to attrition rates on attendance and completion of programmes
- Bristol Prison is looking at disparity on Use of Force and establishing a scrutiny panel
- The Constabulary are looking at opportunities to proactively and consciously give Out of Court Disposals to minority groups, including BAME, traveller, women and all marginalised groups.

What financial challenges exist around efficiencies?

Collaboration is in place with other police force areas:-

- A Regional Organised Crime Unit which aims to identify, disrupt and dismantle organised crime groups impacting on the South West of England. This collaboration is between Avon and Somerset, Devon and Cornwall, Dorset, Gloucestershire and Wiltshire.
- A four force regional Special Branch collaboration that sits within the South West Counter Terrorism Intelligence Unit, which works to keep people safe from terrorism and domestic extremism activity.
- A Tri-force collaboration for firearms policing and training with Gloucestershire and Wiltshire
- South West Forensics, a regional collaboration that provides a streamlined state-of-the-art forensic service at a lower cost to the forces involved.
- A Major Crime Investigation Team where Avon and Somerset work with Gloucestershire and Wiltshire to tackle major crime – responding to offences of murder, manslaughter, workplace deaths and suspicious deaths.

In the summer of 2017, Avon Fire moved their headquarters to the Police HQ site in Portishead. This has saved money from reduced office costs and released a capital receipt for the Fire Authority to reinvest in fire services. During the year further collaboration has developed with local Fire

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Authorities to generate savings by sharing estates and by Fire attending certain incidents as first responder when appropriate.

Is there scope for future collaborations?

The State of Policing 2017 report indicates there will be an increasing need for a partnership approach to early intervention and support. It sees the role of the Police as one which would identify and understand vulnerability and consider what can be done to help rather than just focusing on asb/offence itself (seeing a shift from following right process to getting the right outcome, recorded in report as 'do the right thing'). It also states there is a need for increased co-commissioning (both in terms of working more closely and in terms of pooling resources).

During the 2017/18 year, Home Office Police Transformation funding was used to commission an independent report on the options, opportunities and challenges of closer governance and joint working between Police and Fire Authorities. The report, produced by Actica Consulting^{cxiii} was presented to the Home Office and is now published and available to support all PCCs and Fire Authorities with forming their approach to closer working and joint governance.

A challenge that presents to future collaboration and partnership working is that agencies do not work towards shared objectives or success measures:



How are people interacting with the police?

Both OPCC and the Constabulary are committed to ensuring communities have lots of different ways of being able to communicate with them and to offer communities a voice on policing priorities and police performance.

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Engagement is possible in the following ways:

- Attend a quarterly PCC Police Public Forums
- Come and speak to the PCC on one of her community days, during a community surgery session
- Get in contact with the OPCC via email, letter or telephone
- Attend community meetings such as PACT meetings, neighbourhood forums, community engagement forums
- Through social media such as Facebook live sessions, or online PACT meetings
- Attend a “Have a cuppa with a copper” sessions in coffee shops, which gives opportunities for people to engage with officers in places people might normally visit rather than having to go to a more formal, organised event.

To enable service improvement, the Constabulary have well-established Independent Advisory Groups (IAGs) of which members are volunteers with a variety of backgrounds and an interest in policing and its effect on communities.

The Constabulary have also designed and established a Citizens’ Academy which aims (over a ten week programme) to encourage participation in policing, create a cohort of policing advocates (maybe through changing initial perceptions of the Police), activate and increase awareness of policing in local communities. This has been attended by people from different communities, backgrounds and with a range of life experiences. On completion of the programme, a large percentage of attendees expressed an interest in joining the force as a volunteer and/or become part of the Independent Advisory Group.

There are opportunities in existence for people to become involved in the scrutiny of policing activity through membership on an OPCC-led scrutiny panel. These exist to look at:

- Complaints against the police;
- Out of Court disposals; and
- Use of police powers.

The Victim Needs Assessment^{cxix} reported that OPCC commissioned service providers were positive about their engagement with the other services, and found the Victim Services Provider Forum meetings to be a useful way of keeping engaged with work being carried out in the area.

4e. Emerging Issues

This section covers what might be considered as emerging/growing priorities that might require reflection or adjustment within the Police and Crime Plan.

Fraud

The 2017-18 Strategic Threat Assessment^{cxv} stated that people living in the Avon and Somerset Constabulary area are now more likely to be a victim of Fraud than any other crime type. The use of technology by criminals is a key enabler of fraud and is highly likely to continue to increase the number of victims being targeted. The Assessment indicated there are resourcing gaps in Intelligence and Investigations that lower the capability to identify and address this issue.

Analysis of the Crime Survey for England and Wales (CSEW)^{cxvi} data on fraud and computer misuse highlights that most incidents of fraud generally involve little or no harm to their intended victims. Given the Constabulary priorities using a Threat, harm, risk assessment (THRIVE), tackling this type of crime is unlikely to be prioritised under this model.

Hate Crime

Hate crime reporting has increased year on year in Bristol from 931 in 2012-13 to 2,263 in 2016-17. The Strategic Threat Assessment 2017/18^{cxvii} stated that racial hate crime in South Bristol has risen disproportionately over the past two years and considered a factor of this to be a Social Housing policy that is placing BAME, refugee and asylum seeking families in areas that are socially deprived with inequalities in education, and another that issues of immigration and national identity would disrupt community cohesion through the transition to exiting the EU. The Assessment also identified there are spikes in incidences caused by Islamophobia that follow terror attacks, taking approximately four months from terror incidences to return to usually anticipated levels.

The literature reviewed in the victim needs assessment^{cxviii} suggested that victims of hate crime are the least likely to have their needs met, as well as the least likely to have access to services.

Incidents of hate crime 'spike' after national events. It is likely there will be an increase in reports in 2019 if, as is anticipated by the government, the United Kingdom formally leaves the European Union. The latest thematic inspection on hate crime carried out by HMICFRS recommends that the Policing Service makes adequate preparation for this. It also states that forces need to significantly improve their response to hate crime^{cxix}.

This might call for an increased prioritisation of activities to promote community cohesion and also present the police with challenges around legitimacy if there are communities who feel unsupported and are increasingly victimised.

Homelessness/Acquisitive crime motivated by poverty

As numbers of people who are homeless or increasingly struggling financially increase, the numbers of people vulnerable to being victims of crime and at risk of engaging in unlawful acts will also increase. It will also increase pressure on housing services.

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Knife Crime

Knife crime is increasing across the force area^{cxix}, reflecting national trends. The Strategic Threat Assessment 2017-18 reported a 35% increase in incidents classified as possession of a bladed article. Most of the knife crime occurs in larger populated areas such as Bristol, Bath, Weston-super-Mare, Taunton, Bridgwater and Yeovil, and repeat offences tend to occur in residential areas where there is social housing. Intelligence indicates a strong link between knife possession and drug dealing, particularly in East Bristol. In South Bristol, however, offences are more closely linked to domestic issues or community conflicts.

Offences are more likely to be committed by males aged between 20 and 29 and increasingly perceived as a way to earn respect from others as well as useful for protection.

Violent Crime

According to the Strategic Threat Assessment 2017-18^{cxix}, incidents of violence against the person are high and increasing. A proportion of these crimes is attributable to gang related violence (seen predominantly in Bristol involving gang rivalries and Weston-super-Mare linked to County Line drug activity and drug debts). However, it is likely that these specific types of violence may also go unreported with those involved not wanting police involvement. Therefore, a proportion may relate to general rise in violence. The rates of violent crime in Bristol is the highest of the core cities.

The Home Secretary responsible for the published Serious Violence strategy^{cxix} indicated they wanted to see PCCs prioritise (within their police and crime plans) and work in partnership to tackle the serious violence that damages communities. The Government's Serious Violence strategy sets out a new challenge for Community Safety Partnerships and other local partnerships to respond to serious violence and involve communities in tackling it. It contains four strands and the table below shows how the strategy aligns to the current Police and Crime Plan:

Serious Violence Strategy Strand	Alignment to Police and Crime Plan	
	Priority	Objective
Tackling County Lines and drugs misuse	Protect the Most Vulnerable from Harm	Tackle the dangerous offenders who perpetrate these crimes to reduce future harm
Early Intervention and prevention	Protect the Most Vulnerable from Harm Strengthen and Improve your Local Policing Teams	Deliver high quality effective public sector services that are well-informed, victim-centred where appropriate, with a focus on early intervention Improve crime prevention and reduce reoffending
Supporting communities and partnerships	Strengthen and Improve your Local Policing Teams Work Together Effectively with other police forces and key partner agencies to provide better service to local people	Increase community involvement to deliver the Police and Crime Plan Work with Local Authority Leaders strengthening effective partnerships to intervene earlier and build safer, stronger and more cohesive communities

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Effective law enforcement and criminal justice responsibilities	Work Together Effectively with other police forces and key partner agencies to provide better service to local people	Transform the local criminal justice service in order to make it speedy, effective and improve the experience of victims
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The Strategy references new legislation will be introduced to strengthen controls on weapons, and that policing will be provided tools to disrupt and prevent serious violence, covering the need for early intervention to prevent young people committing violent crimes.

Quote from the Strategy^{cxxxiii}: “The changing drugs market is identified as one of the drivers of the recent increase in violent crime. We are therefore taking a range of action to tackle county lines and the misuse of drugs. The Home Office will support a new National County Lines Co-ordination Centre to take action to tackle county lines and the misery it brings through drugs, violence and exploitation of the vulnerable”.

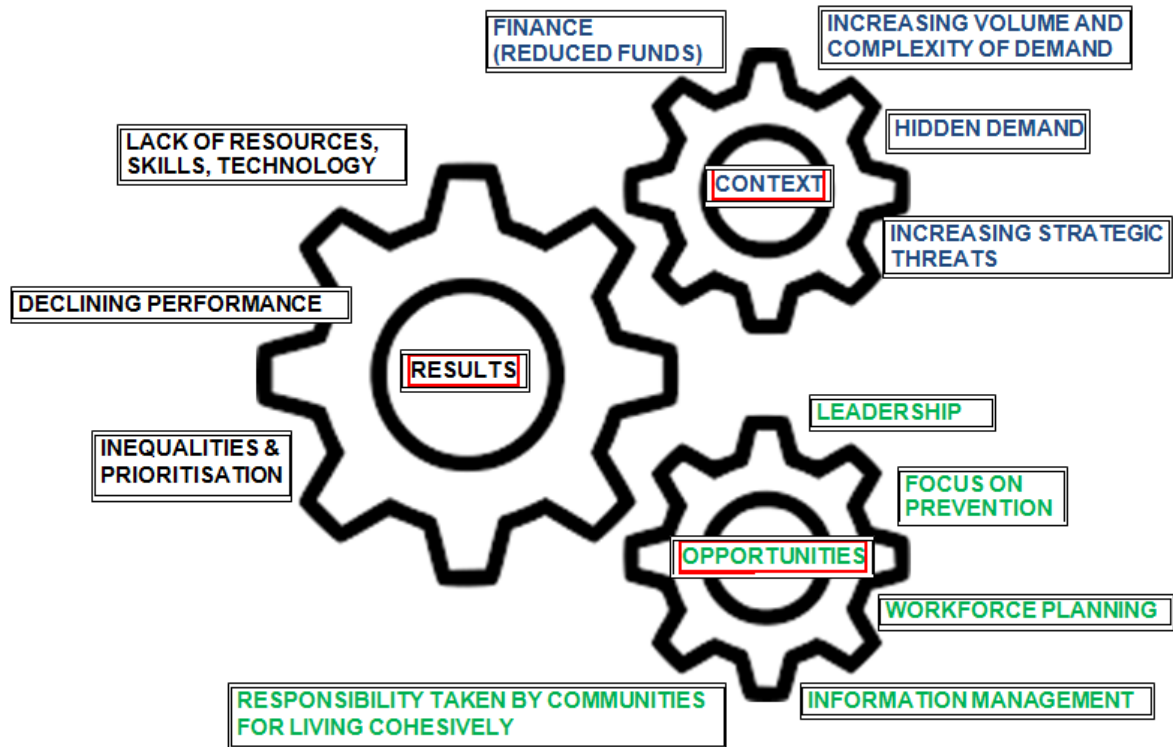
HMICFRS will look at serious violence within the PEEL inspections and also will carry out a thematic inspection on County Lines in the 2018/19 programme. The serious violence strategy also states that the Home Office will look for opportunities for communities to hold PCCs to account for addressing serious violence. It also indicates the Strategic Policing requirement could be adjusted to reflect a role in tackling it. It is likely that this will increase the focus on OCGs and their management.

The availability of government funding to offer early interventions to prevent young people from getting involved in gangs and criminal activity offers opportunities to engage in preventative activity at a time when resources are stretched to the point of making it challenging to even maintain a reactive service. It does, however, potentially make more prescriptive what focus is expected of policing activity on crime prevention.

5 STRATEGIC ISSUES, RISKS AND OPPORTUNITIES

At the workshop held on 5 September, stakeholders reviewed and discussed a number of issues, risks and opportunities. The following section reflects a rationalisation exercise undertaken in order to bring to attention the collective view of the most critical strategic issues, risks and opportunities³ related to policing.

These have been conceptualised as those arising from **the context** under which police forces are operating, those **resulting** from that context and those that could present as **opportunities** to have a mitigating or positive effect if issues were addressed.



CONTEXT

STRATEGIC ISSUE – FINANCE

POLICING

Political decisions such as Comprehensive Spending Review, setting of current funding model (which resulted in Avon and Somerset being comparatively under-funded relative to its population size) resulted in resourcing cuts and revisions to operating models to generate revised savings. £76 million will have been saved since 2010 by March 2019. There have been successive changes over the last five years: New Operating Model (2013); Priority Based Review changes to operating model (2017); Neighbourhood Policing Model (2018); Enabling Services Review (2018).

Austerity measures have been prolonged. The Government's latest funding settlement was better than anticipated but still left a large budget gap to close.

PARTNERSHIPS

Government funding has reduced for partner agencies and services have had to contract.

³ An issue is something that is happening or has happened that has presented a problem; a risk is something that is of concern because it could happen and would be an issue if it did happen.

The capability and capacity of agencies to support the needs of the growing safeguarding demand continues to be affected by reductions in government spending and agency resources

Impact:

Funding shortfalls in both the Constabulary and partner agencies means that resources cannot be matched to demand and it is increasingly challenging to effectively get 'up-stream' of demand through a greater emphasis on prevention. Partner agencies' financial deficits are resulting in cuts to service provision and this is leading to police being required to respond to incidents that might not have occurred had people had earlier access to support provision.

Risk: If the climate of austerity continues then there will be some difficult decisions to make about the level of service that can be offered to communities. For example, the Constabulary has stated that their capability and availability of specially trained officers to respond to a terror incident, and neighbourhood officers to prevent them, will significantly reduce year on year if the current 'flat cash' position from central government is sustained. With funding levels maintained, but costs increasing year-on-year, no money can be generated for investment and efficiencies continue to be required to effectively stand-still financially.

Risk response:

PCCs have recently been able to elect to increase the precept levels (the money local tax payers are required to pay towards local policing). An increase in 2018/19 council tax levels was proposed by the PCC and approved by the Police and Crime Panel in February 2018. Government authorisation to do this in future is conditional, and public support for this action is potentially unsustainable, particularly if Constabularies are unable to evidence an improved level of service as a result. The entire precept accounts for only 38% of total police funding. The PCC ensures central government is well-appraised of policing challenges. Response to this risk is limited and so it is largely to be tolerated rather than treated. The Constabulary continues to implement efficiency reviews and rationalise its estate in order to protect frontline policing numbers. While the frontline policing headcount can be protected until 2021, workload for those officers continues to increase.

STRATEGIC ISSUE – INCREASING VOLUME AND COMPLEXITY OF DEMAND

Increasing volume and complexity of demand has arisen from a range of factors. These include:

- increasing population;
- increasing vulnerability within the population;
- increasing prevalence of people experiencing mental ill-health crises;
- an increasing offender population requiring statutory management; and
- advancements and availability of technology that assists offenders and can be involved in evidential enquiries.

Impact: This is first impacting on agencies whose primary purpose is in addressing vulnerability and mental ill-health before it reaches the police threshold. Their demand exceeds their capacity.

There is then a subsequent effect on policing demand. Police are required to prioritise a response based on threat, harm and risk. Capacity is stretched and the ability to respond effectively or in a timely way, meeting public expectations of service is not consistently at the desired levels across the policing area.

Rising complexity has an associated cost. The Constabulary has estimated an operational delivery gap of a further £15 million by 2020/21 in addition to that described by their financial risk assessment. This equates to 300 additional police officers.

Issue Response: The PCC has been liaising with health partners to ensure there is adequate provision of support to address incidents related to mental ill-health; consideration is being given to the ability to sustain the best practice approach to statutory offender management; and the workforce management plan will need to give regard to how best to respond to growing technological capability and it as an enabler of both offending and investigations, and its role within court cases.

STRATEGIC ISSUE – INCREASING STRATEGIC THREATS.

The current strategic threat assessment identifies a number of increasing crime threats including County Lines Drug Markets, Child Sexual Exploitation and Abuse, Modern Slavery Human Trafficking and criminal use of weapons. The majority of these threats have links to Serious and organised crime, Organised Crime Groups and Gangs and target some of the most vulnerable people in society. The threat from SOC is increasing in both volume and complexity and will continue to do so in the short to medium term.

Impact: The Strategic Threat Assessment 2018-19 notes about a third of the identified groups have been identified in the last year (relates to increased capability to map) and also that around 87% of disruptions have had little to no impact on the groups, indicating they are well-established and strongly resilient.

Issue Response:

In response to a national increase in recorded violent crime, the National Serious Violence strategy sets out a need for PCCs to prioritise tackling serious violence within their police and crime plans, and work in partnership to do so. The strategy sets out a new challenge for Community Safety Partnerships and other local partnerships to respond to serious violence and involve communities in tackling it. The Strategic Policing Requirement is under review and may be adjusted to reflect a role in tackling serious violence. This is likely to increase the focus on organised crime groups and their management.

STRATEGIC ISSUE – HIDDEN DEMAND

Intelligence gaps exist and it is acknowledged that there are 'hidden' victims. This will apply to people who do not wish to, or are unable to, come forward to either the police or to independent support services who would offer service without the need to report a crime to the police, and to people who do not know or do not identify as a victim (for example victims of cyber-crime, modern slavery, grooming, adults at risk of exploitation), and also to people who may report to the police but may not be correctly identified as a victim.

Impact: victims may continue to be victimised, unsupported, unprotected and perpetrators are not brought to justice.

Issue Response: a 'listening culture' needs to be developed as an intelligence approach. Services need to build the capacity to support victims once identified. Training and assurance work needs to be undertaken to minimise the risk of failing to identify and support victims.

IMPACT

STRATEGIC ISSUE – DECLINING PERFORMANCE AGAINST THE POLICE AND CRIME PLAN

An evaluation of performance in the financial year 2017-18 as assessed in the framework underpinning the Police and Crime Plan shows a mixed picture. Demand was relatively flat compared with the previous year, crime recording accuracy was considered to have stabilised and the influence of historic reporting on outcomes was considered to have substantially reduced. However, positive outcomes continued to show a trend of decline, and victim satisfaction levels in the majority of measured

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indicators were also on a negative trajectory. Assurance work and stakeholder input suggests there may be inconsistent approaches to service delivery.

Performance Improving	Performance Stable	Performance Declining
<ul style="list-style-type: none"> • HMICFRS Inspections on Police Effectiveness, Efficiency and Legitimacy; • Public Confidence in Policing and in Local Policing tackling community priorities; • Control over communication centre abandonment rates. 	<ul style="list-style-type: none"> • Vulnerable victim satisfaction with support received from Lighthouse; • Successful criminal justice outcomes - conviction rates (slight decline); • Complaints of police incivility (slight decline); • Levels of active citizenship (slight improvement); • Workforce representativeness (slight improvement). 	<ul style="list-style-type: none"> • Successful criminal justice outcomes - positive outcomes; • Levels of victim satisfaction.

Impact: negative impact on the Police and Crime Plan objective ‘tackle the dangerous offenders who perpetrate crimes to reduce future harm’ and ‘victims are satisfied with the service they have received’.

Risk: if the issue persists or increases in scale or severity, over time local people could lose confidence or trust in the service and withdraw their support. This would threaten police legitimacy and make it harder to improve performance in the future.

Issue Response: The Constabulary acknowledge that they need to improve performance in relation to satisfaction and outcomes and this will require strong leadership, a focus on both outcomes as well as demand management, an increase in the skills and confidence of officers and staff, and a strengthening of investigative capability and capacity.

The State of Policing report (2017) indicates the police need to improve their response to crime and prevention of Serious and Organised crime. The NCA reports^{cxxxiv} a need for a more consistent approach to capturing and using County Lines intelligence. The Victim Needs Assessment highlights a need for improved effectiveness of referral processes and this is supported by performance monitoring of VCOP compliance.

The recent changes in approach to monitoring outcomes (MoJ) and the refresh of the Plan offer opportunities to increase the focus of performance on outcomes for victims.

STRATEGIC ISSUE – LACK OF RESOURCES, SKILLS AND TECHNOLOGY

The Police are under establishment and are likely to be so until at least March 2019. New resources require training and some areas require specialised knowledge that will take time to acquire.

The Strategic Intelligence Requirements document 2018-19 identifies 60% of the 171 factors assessed as having ‘poor’ levels of knowledge.

Approximately half of respondents (51%) to the latest staff survey felt they had the tools and resources required to do their job.

Impact: Being short of resources impacts on the ability to manage demand, to achieve positive outcomes where there are opportunities to do so, and increases the strain on the workforce in place which may impact on the way in which they behave towards local people.

Issue Response: The Constabulary is accelerating its recruitment and is developing its workforce strategy. The PCC has authorised an £11 million programme of investment in mobile technology and is overseeing an acceleration of the roll out of devices during 2018/19 to support improvements in police officer visibility, efficiency and effectiveness.

STRATEGIC ISSUE – INEQUALITIES AND PRIORITISATION

Residents in Avon and Somerset are generally satisfied with their local area as a place to live but people living in deprived areas are less so. Local Authority areas in the Avon and Somerset policing area all have wards where there is significant social deprivation and there are also areas of relative affluence, and so people and communities are experiencing quite marked disparities in quality of life (and length of life).

Black/Black British people are over-represented when examining the protected characteristics of Looked After Children, children on child protection plans, referrals to Social Care and for missing children, and also within the criminal justice system.

Victims (needs assessment) sometimes feel support is lacking or inaccessible – this is often linked to personal characteristics and/or geographical isolation.

Reduced funds are forcing prioritisation. For the police, priority will be given to vulnerable people and areas where there are vulnerable residents and/or incidences resulting in, or risking, significant threat/harm.

For partner agencies, efforts are focusing on reducing inequalities and on increasing community resilience.

'Visibility' of policing is what local people typically state should be a priority for local police and this may be a driver of public support.

The public perception of police dealing with priorities is poorer within rural communities than in urban areas. This may be the case as the rate of victimisation shows that the risk of being a victim is higher in Bristol than in other local authority areas, and as capacity to undertake proactive activity or reassurance activity (patrols) is reduced, visibility in areas without incident will be correspondingly reduced.

Impact: There are indications that where people feel they will not be taken seriously, that the police cannot (or will not) act in their interest, they will stop reporting crime. This threatens the police legitimacy because there will be a lack of/loss of trust. It also threatens public support for an increase in the precept:

Risk: The Constabulary prioritises its response to crime using an assessment of threat, harm and risk. There are crimes which occur in volume but the harm is relatively low compared to others crimes being responded to (investigations, safeguarding of vulnerable victims etc.).

The Constabulary risks people feeling isolated or overlooked, particularly in areas where there is low risk to communities. There may therefore be a significant cohort of people within communities who receive a policing service that they might feel does not meet their expectations.

Continued cuts would increase the likelihood of this risk happening (e.g. these could require further rationalisation of estate) and would further reduce the ability to act preventatively and to carry out visible activities such as patrols.

Risk Response: The Police look for opportunities engage with communities to build trust, and to share estate with partner agencies to maintain accessibility for local people. The PCC looks for opportunities to make the case for fairer funding.

SOLUTIONS/RESOLUTIONS

STRATEGIC ISSUE/OPPORTUNITY - LEADERSHIP

The State of Policing report 2017 stated police need to improve leadership capability and understanding of what they have now. This is also a recommendation HMICFRS made within ASC PEEL inspection programme specifically to the Constabulary.

Opportunity to develop: The Constabulary are launching newly developed organisational strategies (service strategy, people strategy, digital strategy, infrastructure strategy) and developing their leadership programme and considering next steps and its relationship with their newly developed people strategy. Leadership will be key in meeting the challenges articulated in this assessment, in developing officers and staff, maintaining and improving workforce engagement, driving continuous improvement and delivering the Police and Crime Plan.

STRATEGIC ISSUE/OPPORTUNITY – IMPROVED WORKFORCE PLANNING

There are resourcing gaps in the Constabulary that lower the capability to identify and address issues. There are drivers behind this such as a national shortage of investigators, a need to improve enabling services' capability and processes in areas of recruitment, succession planning and learning and development planning. Workforce planning is an area of weakness acknowledged within the Force Management Statement this year and in the newly developed 'people strategy'.

Opportunity to develop: Change programmes exist to redesign enabling services, to change infrastructure and to deliver technological advancements that will improve effectiveness and efficiency of the workforce.

Strengthening workforce planning is critical to both ensure that they are able to maintain establishment numbers in future, and to increase the representativeness of the workforce. A new annual Workforce Plan will be developed alongside the Medium Term Financial Plan, mirroring the same planning horizon. The Constabulary plan to introduce nearly 600 police officers into the workforce over the next two years, and to recruit PCSOs to full establishment levels. It will, however, take time to build skills such as Investigative training in child protection.

STRATEGIC ISSUE/OPPORTUNITY – INCREASE RESPONSIBILITY OF COMMUNITIES TO LIVE COHESIVELY

There were 65,672 ASB incidents in the financial year 2017/18 with a total of 65,533 officer hours spent at the scene of these incidents.

Opportunity to develop: The new Neighbourhood Policing Model has been designed to free capacity to problem-solve. Active citizenship activity is on the increase (marginally). If communities could be encouraged to peacefully resolve neighbourhood disputes and improve cohesion, this would significantly reduce demand of both the police and services within Local Authorities such as Housing.

STRATEGIC ISSUE/OPPORTUNITY – FOCUS ON PREVENTION

Funding issues and lack of capacity limits opportunities for proactivity and work that would prevent crime in the long-term.

Opportunity to develop: There are a number of opportunities to undertake or continue with preventative activities that could reduce future demand.

The government has indicated it will continue to support the Troubled Families Programme in England (2015-2020)

The Reducing Reoffending Board is sponsoring two pilot projects:

- **POSitive:** This pilot will offer an enhanced prolific offender support approach particularly around accommodation, training, employment and support for the most prolific cohort of offenders serving short term sentences. This will be delivered by a third sector organisation, and will be initially part-funded by the OPCC.
- **Start to Finish:** North Somerset Local Authority and OPCC are joint funding a coordination post to work closely with non-statutory offenders in North Somerset who present significant challenges within the local community.

The State of Policing report (2017) signposts youth offending as a government priority.

As outlined in the National Serious Violence Strategy, the government will be providing a new Early Intervention Youth Fund. This will be £22million over two years (£11m a year) for PCCs and Community Safety Partnerships to provide joined up support to Youth Groups and Communities to support early intervention and prevention with young people.

The availability of government funding to offer early interventions to prevent young people from getting involved in gangs and criminal activity offers opportunities to engage in preventative activity at a time when resources are stretched to the point of making it challenging to even maintain a reactive service. It does, however, become relatively prescribed in terms of what focus is expected.

The Constabulary's new Neighbourhood Policing model is designed to allow for capacity to undertake a greater amount of Problem-Solving activity within communities.

STRATEGIC ISSUE/OPPORTUNITY – IMPROVE INFORMATION MANAGEMENT

Improvements are required regarding the capturing of data and the quality of what is recorded. This impacts on the ability to identify and support victims, crime data integrity, ability to analyse and inform decision-making or determine if needs of communities are being met).

Poor information sharing has been highlighted in SCRs as a barrier to Child Protection.

No single agency can have a full picture of a vulnerable person's needs and circumstances. To attempt to access the full picture requires the Constabulary and partner agencies to adopt a 'whole place' approach, through effective and sustainable and collaborative relationships and partnerships. It requires effective joint and co-ordinated multi-agency working, including the sharing of information and intelligence, identification and management of risk, prevention and problem-solving, safeguarding, victim support, investigation of crimes, and management of dangerous offenders.

Opportunity to develop: The Constabulary recognises this and data quality is an identified strategic risk with a detailed risk treatment plan. Development of business intelligence and analytics tools offers some opportunities but data quality is also a risk to the utility of such tools.

The State of Policing report 2017 predicts there will be greater information sharing in the future such as the coming together of national systems.

Connecting Care is a local electronic patient record that allows health and social care professional directly involved in an individual's care and support to share a summary of the medical record and any

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safeguarding concerns. Bristol City Council has worked with the South West Commissioning group to implement Connecting Care for children and families in the city and it is improving information sharing and speeding up enquiries in First Response. Safeguarding teams in health agencies are able to see if previous safeguarding referrals have been made for a child, or if a social worker is allocated.

The Office of Data Analytics project is offering a real opportunity to progress intelligent information sharing. Organisations need to develop data sharing agreements and lack of knowledge/confidence in GDPR rules has been an inhibitor to-date. Specialist advice might be required to resolve this. There is also the potential for the ODA project to review the relationship between Connecting Care and Qlik technology.

There may be further opportunities to find efficiencies in analytical capability once information is shared effectively.

Risk resulting from improved technology to understand full picture:

This occurs where there is better information available and that it is accessible but that it may not be acted upon.

6 CONCLUSIONS

Avon and Somerset Constabulary are under considerable financial pressure, with a forecast revenue budget deficit of £16 million to close by 2023/24. A portion of these latest savings are underway and the Constabulary has already undertaken significant transformational change to find efficiency savings.

The PCC is underfunded per head of population by the police grant settlement compared to the national average, due to persistent and historic issues with the police funding formula. This population is not only growing but its proportion of residents who are at greater risk of being identified as a vulnerable person is increasing. It is also diversifying as it grows, making the challenge of closing the gap of representativeness (the policing community needing to reflecting the community it serves) harder.

Recorded crime overall is now at a stable level in Avon and Somerset. However, the complexity of the demand the police are facing is increasing. There are also areas where recorded crime and/or types of threats continued to increase over the last year and is forecast to do so. These are areas such as County Lines Drugs Markets, Child Sexual Exploitation and Abuse, Modern Slavery Human Trafficking, Criminal Use of Weapons, Sexual Violence, Domestic Abuse, and Cyber Crime. The risk of being victimised is judged to be approximately twice as high in Bristol as in Bath and North East Somerset, North Somerset, Somerset and South Gloucestershire. A significant proportion of calls for police service do not relate to crime: The NAO reported in 2018 that nationally 24% of incidents that forces responded to in 2016-17 were crime-related, 12% related to anti-social behaviour and 64% of incidents were non-crime related, such as dealing with missing persons or responding to a car accident.

Currently the Police do not have as many officers and PCSOs as their budget provides for. This is having an effect on workload and on capacity to respond to calls for service, to investigate crimes and to problem-solve at a neighbourhood level. Once recruited, it will take time to train officers to reach full capability levels (for example it takes several years to be fully trained in child protection). There are intelligence gaps to close. There are further savings that need to be found through restructuring of enabling services. Workforce management is an acknowledged area for improvement and the benefits of achieving this will take some time to realise.

The risk of offending and of poor health increases where people experience issues with housing, education, and employment. The quality of life people experience is influenced by levels of deprivation. People generally live longer in the force area than elsewhere in the country but those in deprived areas have significantly shorter life expectancies than those who do not. People who live in deprived areas are more likely to report there are problems such as anti-social behaviour in their locality, to be dissatisfied with the area in which they live. Mental health problems are affecting an increasing number of children and young people in the area. Houses are becoming increasingly difficult to afford. Employment is currently less of an issue in Avon and Somerset than elsewhere in the country, although in North Somerset many residents are reported as having to commute out of the area for their work.

The financial pressures experienced by partner agencies are making it increasingly harder for them to provide support to people that might reduce the risk of them offending or of them being victimised. This in turn is increasing the pressure on the policing service.

Geographical isolation is an issue that has been noted in understanding the provision of support services for victims, and also in reported perceptions of confidence in the police as a service.

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There remain victims who have yet to be identified, who may feel unwilling to approach the police for support, or may not identify themselves as a victim. Improving the sharing of information and intelligence between agencies, and continuing to raise awareness of hidden demand and to communicate available support, may assist in increasing confidence to report and in victim (and offender) identification.

This document has identified the following key strategic issues:

- Financial – funding pressures on police; and on partners
- Demand – the volume and complexity of demand is increasing
- Threats – threats are increasing (threats include County Lines Drugs Markets, Child Sexual Exploitation and Abuse, Modern Slavery Human Trafficking and Criminal Use of Weapons)
- Hidden Demand – a greater understanding of hidden demand is still required in order to identify and support vulnerable victims
- Police Performance - requires improvement in relation to victim satisfaction and criminal justice outcomes
- Police Resources, Skills and Technology – requires improvement
- Existence in Inequalities – impact on people’s lives and need to prioritise improving this
- Linked to above – the impact of needing to prioritise and the effect on people who are not prioritised

Additionally, the following strategic issues also offer opportunities to positively impact on the above

- Leadership – Avon and Somerset need to develop their leadership capability (and a better understanding of what they have)
- Workforce Planning – needs to improve
- Community Cohesiveness – developing this could reduce future demand
- Preventative activity – increasing this effectively could reduce future demand
- Information Management – increasing the effectiveness of this could better protect vulnerable victims and improve offender management and reduce the risk of harm to communities

Despite receiving below average levels of police grant funding and having less police officers than the national average for the size of population, the Constabulary has been rated as “Good” by HMICFRS in all key areas, and its leaders are ambitious to improve further and be rated as “Outstanding”.

7. GLOSSARY OF TERMS

APCC: The Association of Police and Crime Commissioners (APCC) is the national body that supports Police and Crime Commissioners (PCCs), and other local policing bodies across England and Wales, to provide national leadership and influence change in the policing and criminal justice landscape.

Anti-Social Behaviour (ASB): Anti-social behaviour is defined by the Crime and Disorder Act 1998 as 'acting in a manner that causes or is likely to cause harassment, alarm or distress to one or more persons not of the same household'. This can include personally directed and community directed incidents and incidents that have a wider environmental impact. ASB can include indictable criminal offences such as criminal damage as well as civil offences and broader 'anti-social' behaviours such as low level nuisance, noise, graffiti and litter pollution. There are many variations in the definition of ASB across agencies.

BAME: Black, Asian, and minority ethnic, used to refer to members of non-white communities of and in the UK.

BNSSG CCG: Bristol, North Somerset and South Gloucestershire Clinical Commissioning Group is made up of local GPs and health professionals from our 85 practices, working together with other clinicians and patients to decide how the local NHS budget should be spent.

CCGs: Clinical Commissioning Groups commission most of the hospital and community NHS services in the local areas for which they are responsible.

CJS Criminal Justice System or Criminal Justice Services: incorporates the Police, the Crown Prosecution Service, courts, prisons, National Probation Service, Community Rehabilitation Company, youth offending teams and Victim Support and other organisations and multi-agency partnerships.

CRC: Community Rehabilitation Companies are the private-sector suppliers of Probation and Prison-based rehabilitation services for low and medium risk offenders in England and Wales.

CSEW Crime Survey for England and Wales: The Crime Survey for England and Wales (formerly British Crime Survey) provides the most robust indicator of long term trends in overall crime victimisation rates at a local and national level. It should be noted, however, that the survey does not provide estimates for sexual offences, homicide, crimes against businesses and crimes that have no victim. The survey also excludes victims aged 9 and under and those that are not resident in households.

Community Safety Partnerships (CSPs): A local authority level statutory partnership established by the Crime and Disorder Act 1998 to co-ordinate action on crime and disorder. Community safety is not just about tackling crime but about improving quality of life and reducing the fear of crime in communities.

Child Sexual Exploitation (CSE): A form of sexual abuse in which a person(s) exploits, coerces and/or manipulates a child or young person into engaging in some form of sexual activity in return for something the child needs or desires and/or for the gain of the person(s) perpetrating or facilitating the abuse.' (SBNI 2014, adopted from the CSE Knowledge Transfer Partnership NI).

Citizens in Policing: an umbrella term for over 500,000 volunteers who support the police either directly or indirectly, these include Police Support Volunteers, Special Constables, Volunteer Police Cadets and Neighbourhood and Home Watch.

County Lines: a business model of supplying drugs where a network is established between an urban hub and a country location where orders are placed via mobile phone. Young or vulnerable people are often exploited to store, supply and move stock and cash.

CPS: Crown Prosecution Service, an independent body that prosecutes criminal cases that have been investigated by the police and other investigative organisations in England and Wales.

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Cuckooing: a form of crime in which drug dealers take over the home of a vulnerable person in order to use it as a base for drug dealing.

Cybercrimes: ACPO Cybercrime Strategy 2009 defines cybercrime as 'the use of networked computers or internet technology to commit or facilitate the commission of crime'. Cyber-dependent crimes are ones that can only be committed online, cyber-enabled crimes can be committed on or off line but when they are cyber-enabled they are facilitated by online activity.

Degree apprenticeship: a new type of programme offered by some universities. Students can achieve a full bachelor's or master's degree as part of their apprenticeship by combining working with studying part-time at a university (UCAS.com).

Direct Entry: The Direct Entry programme supports the National Policing Vision in helping to bring existing exceptional leaders into the police service to make an immediate impact on culture, efficiency and effectiveness. This will be achieved by opening up entry to the service to proven leaders who will join policing directly at the rank of Superintendent and Inspector rather than having to work their way up from the rank of constable (College of Policing).

Domestic abuse: the misuse of physical, emotional, psychological, sexual or financial control by one person over another who is or has been in a relationship. Domestic abuse usually forms part of a pattern of offending and can transfer from generation to generation as part of a repeated cycle of behaviour.

The Government expanded the statutory definition of domestic violence and abuse in March 2013 to include; "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."

Fast Track Programme: A joint College of Policing (COP)/Force promotion and development programme that supports serving constables to advance to the most senior ranks of the Police Service.

Female Genital Mutilation (FGM): a procedure where the female genitals are deliberately cut, injured or changed, but where there's no medical reason for this to be done. FGM is usually carried out on young girls between infancy and the age of 15, most commonly before puberty starts. It is illegal in the UK and is child abuse.

Hate Crime: Any criminal offence that is seen to have been motivated by hostility or prejudice towards a persons' social group, including their race, ethnicity, gender, religious belief, sexual orientation, or disability.

Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS): Statutory body responsible to the Home Office for inspecting police forces and fire and rescue services in England and Wales.

IAG Independent Advisory Group: IAG members are volunteers drawn from our communities from various backgrounds. They have an interest in policing and its effect on our communities and offer independent advice.

There are 6 locations based Independent Advisory Groups across the force area and three further Advisory groups:

- Disability Independent Advisory Group (DIAG) a force-wide group made up of those who reflect the needs of disabled service-users
- Youth Independent Advisory Group (YIAG) a force-wide group made up of young people
- Strategic Independent Advisory Group (SIAG) a force-wide group covering matters of strategic and force-wide significance. It is made up of the Chair Independent Advisors from the 6 IAGs and DIAG

IOPC: The Independent Office for Police Conduct is a non-departmental public body responsible for overseeing the system for handling complaints made against police forces in England and Wales.

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LGBTQ: the Lesbian, Gay, Bisexual, Transgender, and Queer (or Questioning) community.

Lighthouse: Lighthouse Safeguarding Unit, a team within Avon and Somerset Constabulary responding to vulnerable, intimidated and persistently targeted victims and witnesses.

MoJ: Ministry of Justice, a ministerial department of the British government, working to protect and advance the principles of justice.

Multi-Agency Risk Assessment Conferences (MARAC): are part of a co-ordinated community response team that deal with severe domestic abuse and child abuse cases.

Multi-Agency Safeguarding Hubs (MASH): Provides a single point of contact for all professionals to report safeguarding concerns

Neighbourhood Policing teams (NPTs): Local policing teams who have responsibility for responding to calls, offender management, safeguarding, problem solving, engagement and investigations.

NPCC: National Police Chiefs' Council brings police forces in the UK together to help policing coordinate operations, reform, improve and provide value for money.

ONS: The Office for National Statistics is the UK's largest independent producer of official statistics and the recognised national statistical institute of the UK

Office of the Police and Crime Commissioner (OPCC): A non-political, impartial organisation supporting the work of the OPCC.

OCGs: Organised Crime Group. An organised crime group is defined as a group which has at its purpose, or one of its purposes, the carrying on of criminal activities and consists of three or more people who agree to act together to further that purpose.

PCSO: Police Community Support Officer, a uniformed civilian member of police support staff, a role created by section 38 of the Police Reform Act 2002. A PCSO shares some but not all Police powers.

Police and Crime Commissioner (PCC, Commissioner): Elected individual with responsibility for identifying local policing needs, setting priorities that meet those needs, agreeing a local strategic plan, holding the Chief Constable to account, setting the force budget and precept and hiring and if necessary dismissing the Chief Constable.

Police and Crime Panel: Since November 2012, police and crime panels have had a vital role in each Police force area. The panel is made up mainly from councillors from councils within the police force area with at least two independent co-opted members. They challenge, scrutinise and support each Police and Crime Commissioner (PCC), by scrutinising police and crime commissioners' precepts and police and crime plans, conducting confirmation hearings and dealing with complaints against the PCC.

Police Now: a two-year programme that offers top graduates the opportunity to become neighbourhood police officers.

Qlik Sense: a visual analytical software package that has been developed as a strategic, management and operational tool within Avon and Somerset Constabulary.

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Registered Sexual Offenders (RSOs): A person who is convicted or cautioned in relation to a specific sexual offence, or who has committed a sexual offence but has been found not guilty due to insanity or disability.

ROCU: Regional Organised Crime Units work across force areas and county borders to provide a range of specialist policing capabilities to forces which help them to tackle serious and organised crime effectively. These capabilities include undercover policing, specialist surveillance, and cyber-crime investigation.

Senior Responsible Officer (SRO): the visible owner of the overall business change, accountable for successful delivery and is recognised throughout the organisation as the key leadership figure in driving the change forward.

Serious Organised Crime (SOC): serious crime planned, coordinated and conducted by people working together on a continuing basis. Their motivation is often, but not always, financial gain.

Strategic Policing Requirement (SPR): Issued 'from time to time' by the Secretary of State setting out current national threats and appropriate national policing capabilities to counter those threats.

Strategic Threat Assessment (STA): Assessment brings together a picture of the threats and risks associated with criminality based upon the local, regional and national issues and influence the Force's priorities.

Stonewall: A charity campaigning for the equality of lesbian, gay, bisexual and trans people across Britain.

Serious Violence Against the Person (SVAP): comprises a range of Home Office crime categories including serious wounding with intent (s18), possession of firearms with intent to injure, causing death by dangerous driving, murder, attempted murder and manslaughter.

Sexual Violence: defined as "Any sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic, or otherwise directed, against a person's sexuality using coercion by any person regardless of their relationship to the victim, in any setting, including but not limited to home and work". This can include offences such as rape, grooming and sexual exploitation, indecent exposure and sexual harassment.

THRIVE: Methodology to assess how Police best respond to a report of a crime or an incident: Threat, Harm, Risk, Investigation Opportunities, Vulnerability of the victim and the Engagement level required to resolve the issue.

Victim Code of Practice (VCOP): (the Victims Code) is the statutory code established by the Domestic Violence, crime and Victims Act 2004 that sets out the minimum level of service that victims should receive from the criminal justice system.

Violent Crime: a Home Office defined category of offences which comprises violence against the person, sexual assaults and robbery.

Youth Offending Team (YOT): Multi-agency statutory bodies under the 1998 Crime and Disorder Act.

8 ACKNOWLEDGEMENTS

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For further information about the Avon and Somerset Police and Crime Needs Assessment please contact Office of the Police and Crime Commissioner at pcc@avonandsomerset.police.uk or by telephone: 01278 646557.

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