

# Problem profile: Serious violence in B&NES

March 2020

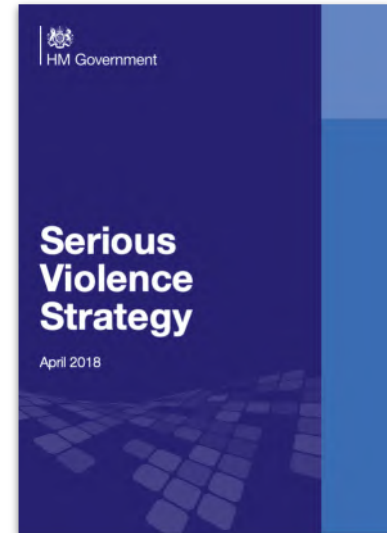


# **Problem profile context & overview**

## Context: the government's serious violence strategy

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- Following consultation, government has confirmed that a public health approach should be taken to reducing violence throughout England and Wales
- As part of the government's national serious violence strategy, 18 police force areas have received funding to set up **violence reduction units** (VRUs) to embed a public health approach to tackling rising levels of serious violence
- The Office of the Police and Crime Commissioner (OPCC) in Avon & Somerset was awarded **£1.16m in June** to set up a VRU in the area – this funding has been distributed to **each of the area's five local authorities** to establish local VRUs
- Bath and North East Somerset's (B&NES) approach to violence reduction is in line with this approach of early intervention and partnership working, and the authority will be using part of its funding to deliver violence reduction strategies
- These slides provide a completed **problem profile**, as required by the Home Office to describe what serious violence looks like in B&NES, providing an evidence base upon which an effective response strategy can be developed



# Introduction: the scope of the problem profile & Crest's role

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## The problem at hand

There has been a significant increase in some of the most serious and harmful types of violent crime across England and Wales since 2014. B&NES local authority is seeking to complete a problem profile of serious violence in B&NES, to be submitted to the Home Office as part of Avon & Somerset's overall response. Crest is providing 25 days of consultancy to B&NES local authority to develop the problem profile.

## The purpose

The purpose of this problem profile is to look at the current and future picture of serious violence and its drivers in B&NES, compared and contrasted to the other local authorities in Avon & Somerset where possible, as well as national averages, to guide the planning and commissioning of services and interventions within the local authority.

## Crest Advisory

We're crime and justice specialists – equal parts **research**, **strategy** and **communication**. We work with police forces, PCCs, central and local government, research trusts, businesses, public inquests and inquiries, think tanks and more. We produce **research reports** but also **practical strategy and advice** designed to be useful on the frontline.

# Aims of the problem profile, and the research questions it aims to answer

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## Aims of the problem profile

- To inform efforts to prevent serious violence in B&NES, feeding into the wider crime prevention agenda
- To better safeguard vulnerable teenagers and young adults aged under 25

## Research questions

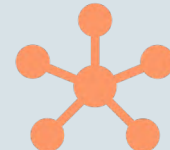
1. How can we define serious violence in B&NES?



2. How has serious violence changed over the past five years in B&NES?



3. What are the key drivers of serious violence in B&NES?



# Methodology and approach

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The project involved **three phases**:

- Landscape review
- Drivers analysis
- Writing up



We analysed **publicly available datasets**:

- Police recorded crime
- LG Inform
- Central government / NHS / Public Health England statistics
- B&NES Council Joint Strategic Needs Assessment (JSNA)
- *Developing a Serious Violence Strategy for Avon & Somerset*
- Business Improvement District report
- Third-sector / arms-length body data



We analysed **local datasets**:

- B&NES Council data (e.g. exploitation review and Youth Justice Board (YJB) review)
- B&NES Youth Offending Service (YOS) caseload and Asset+ data
- National Probation Service SWSC data
- NHS South, Central and West Commissioning Support Unit bespoke data request on knife assaults
- Avon & Somerset Constabulary bespoke data request
- Local drug services reports (NDTMS / Project 28)
- Southside domestic violence report (Q1 2017 - Q2 2019) and case studies
- IRIS Monitoring QTR4 report
- MARAC data return

# Glossary of key projects, terms and acronyms

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- **DHI** - Developing Health and Independence, delivering support services in B&NES
- **IRIS** - Identification and Referral to Improve Safety programme, GP-based service delivered by Southside
- **IDVAs** - Independent Domestic Violence Advisers
- **Julian House Freedom Programme** - educational information programme for women who have experienced / are experiencing domestic abuse, run by Julian House (domestic abuse support service)
- **MARAC** - Multi-Agency Risk Assessment Conference, bringing partners together to support high-risk domestic abuse victims
- **MAPPA** - Multi-agency public protection arrangements, designed to assess and manage the risks posed by sexual and violent offenders
- **NDTMS** - National Drug Treatment Monitoring System
- **New Way Service** - part of B&NES Council social services, working with families with domestic abuse issues that impact on children
- **Next Link** - former support and housing service for victims of domestic abuse
- **Project 28** - young people's drug and alcohol service, part of DHI
- **Southside** - Southside Family Project, supporting families with issues including domestic violence
- **YOS** - Youth Offending Service, working with offenders aged between 10 and 17
- **YJB** - Youth Justice Board



# **Executive summary**



## How can we define serious violence in B&NES?

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We have chosen to adopt a broad definition for serious violence. This definition examines **overall trends in violence against the person (VAP), robbery, and serious sexual offences**, providing comparative figures for the Youth Offending Service (YOS) cohort. It then focuses in on **domestic violence**. Except where explicitly noted, we have excluded certain offences from VAP given the different core drivers; these include harassment/stalking and driving offences. However, we include exploitation and weapon possession offences, as well as lower-level violence such as common assault and battery given the comparatively low figures for VAP at local authority level.

*Where possible* we draw out findings on under-25s, though available data at this level in B&NES is very limited.

# What is the scale of serious violence in B&NES? What is its nature, and how has serious violence changed over the past five years in B&NES?

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- **B&NES has a low overall rate of recorded violence**, though certain serious violent offence groups have risen significantly over the last five years. Whilst data for under-25s is not currently available, evidence suggests this trend is also true of the Youth Offending Service cohort
- **Serious violence is concentrated in Bath City Centre**, though there are signs of a spillover into other areas such as Keynsham, Twerton, and Somer Valley
- Violence and knife admissions to hospital are concentrated in **the early hours of the morning**
- Knife crime victims are concentrated in the **25-34 age bracket**, and are **overwhelmingly male**
- **Domestic abuse is the most common circumstantial flag** for serious violent offences, and domestic violent offences have a particular profile requiring attention
- **A low proportion of serious violent offences lead to charge / summons**

# What are the key drivers of serious violence in B&NES?

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- **Vulnerabilities:**

- **Adult:** parents with overlapping / multiple needs area concentrated in the most deprived areas. The street community is at particular risk of violence, with an entrenched issue surrounding domestic violence
- **Youth:** B&NES ranks low on aggregate national indicators of child vulnerability. However, a small group of very vulnerable children (e.g. the Youth Offending Service cohort) have particularly complex needs

- **Children exposed to domestic abuse:** domestic violence poses a particular challenge in B&NES, and a significant cohort of children witness it in the home (a known risk factor for future offending)

- **Drugs:** demand for drugs is comparatively high in B&NES given the low level of overall deprivation. Drug use is complex, and a county lines market exists which is known to be linked to violence and exploitation



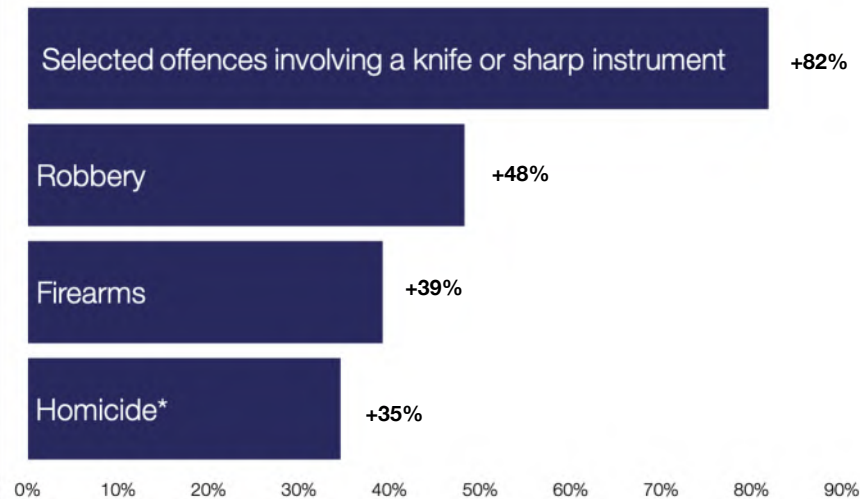
# **Serious violence: Context**

# There has been a significant increase in some of the most serious and harmful types of violent crime – particularly knife crime – across England and Wales since 2014

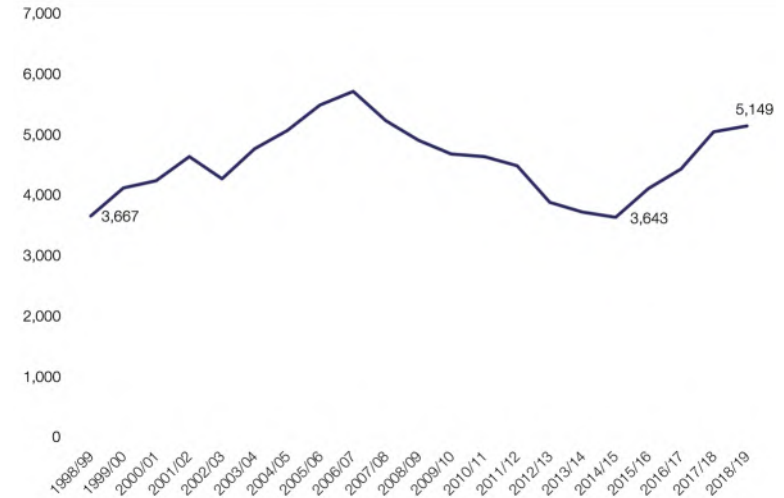
Against a backdrop of falling overall crime, selected high-harm violent offences have risen across England and Wales since 2014

This trend is supported by hospital admissions data for knife assaults. Such data shows a 41 per cent rise in episodes since 2015

Percentage increase in recorded offences related to serious violence, England and Wales, years ending March 2014 to 2019



Number of finished consultant episodes for assault by sharp object, 1998/99 - 2018/19



Source: ONS - Crime in England and Wales: Police Force Area data tables, Offences involving the use of weapons (Tables 12 and 19), Appendix tables: Homicide in England and Wales (Table 1)

NHS Digital - Hospital Admitted Patient Care Activity 2018/19

\*Figures for homicide exclude the victims of exceptional/terror attacks. Figures for knife crime exclude Greater Manchester for consistency

# A report by the Behavioural Insights Team for the police and crime commissioner (PCC) identified increases in knife crime and robbery across Avon and Somerset, and a concentration of violence in city centres (e.g. Bristol and Bath)

**BIT's suggested framework for serious violence prevention included a clear diagnosis of the problem:**

## Diagnosing the problem

- Knife crime and robbery have marginally increased, with increases in both violent knife offences and knife possession offences over the last three years
- There are approximately ten hospital admissions for assault by sharp object per month in Avon and Somerset, significantly below the comparative figures in police recorded data
  - Serious domestic and sexual violence show no clear signs of increase
- Serious violence is concentrated in a small number of places focused around the city centres (e.g. Bristol, Bath)
  - Serious violence is often committed by youths resident in the area (with youth violence on the rise)
    - Repeat offenders are responsible for 40 per cent of offending
    - Serious violence is linked to vulnerability within Avon and Somerset

The BIT report also recommends developing and evaluating responses (e.g. sharing best practice and disrupting negative associations amongst offenders), and creating the conditions for serious violence reduction (e.g. implementing Information Sharing to Tackle Violence and improving the analytical capability of VRUs)

# B&NES' demographic profile provides challenges for dealing with serious violence. Despite comparative affluence, there is a small but complex group fuelling elevated levels of vulnerability and risk on key indicators

**IMD:** B&NES is the 274th most deprived out of 317 local authority districts in England, with just two out of 115 of its Lower Super Output Areas (LSOAs) in the most deprived decile nationally. These are areas 011C (north-west Twerton) and 015D (Whiteway)

**Employment:** B&NES' claimant rate for unemployment benefit is below the national average (1.8 per cent / 3.0 per cent)

**Child poverty:** B&NES has the joint-lowest proportion of children living in poverty after housing costs in the South West (19 per cent). However, there is substantial intra-area variation, with the proportion falling to 11 per cent in Keynsham East and rising to 31 per cent in Radstock and 35 per cent in Twerton. Academic studies (e.g. [Whitworth \(2011\)](#)) suggest that inequality within UK communities is 'fairly strongly' correlated with violence

**Age:** B&NES has a comparatively young population, with a median age of 38.2 (compared to 40.1 nationally) and an old-age dependency ratio close to the average

**Education:** The proportion of students achieving a good level of development by age 5 and achieving grades 9 - 5 in English and Maths at KS4 are both above the national average (62.7 per cent vs. 59.7 per cent and 47.6 per cent vs. 42.6 per cent respectively). However, the proportion of children achieving the latter grades from disadvantaged backgrounds is below the national average (19.2 per cent vs. 21.7 per cent)



**Health:** The health gap between socio-economic occupations is the tenth highest of all 55 unitary authorities in England and Wales for men, and twenty-fourth highest for women

**B&NES has an affluent population, but significant inequalities in outcomes and some elevated risk for the most at-risk groups**



# **Serious violence in B&NES: Overview**



# Defining serious violence in B&NES

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**Funding for the Violence Reduction Unit (VRU) is designed to reduce serious violence**, yet what constitutes “serious violence” is left undefined. The success measures for the programme are reductions in:

- **a) hospital admissions** for assaults with a knife or sharp object and especially among those victims aged under 25;
- **b) knife-enabled serious violence** and especially among those victims aged under 25, based on police recorded crime data;
- **c) all non-domestic homicides** and especially among those victims aged under 25 involving knives.

The term “serious violence” is usually used to describe a subset of the highest-harm, least frequently occurring violent crimes which result in serious harm or injury. According to the Home Office’s [“Serious Violence Strategy”](#), this encompasses **homicide, knife crime, gun crime, and robbery**. In a report for the Avon & Somerset PCC following stakeholder consultation, the Behavioural Insights Team **included more serious violence against the person (VAP) and sexual offences, along with any domestic violence, and any violent offence involving a knife.**

## Defining serious violence in B&NES

As this report will discuss, the extent of the four offence types recognised in the Home Office strategy is limited in B&NES. Given this, we have chosen to adopt a broader definition than that adopted by either the Home Office or the BIT report. This definition examines **overall trends in violence against the person (VAP), robbery, and serious sexual offences**, providing comparative figures for the Youth Offending Service (YOS) cohort. It then focuses in on **domestic violence**. Except where explicitly noted, we have excluded certain offences from VAP given the different core drivers; these include harassment/stalking and driving offences. However, we include exploitation and weapon possession offences, as well as lower-level violence such as common assault and battery given the comparatively low figures for VAP at local authority level.

*Where possible* we draw out findings on under-25s, though available data at this level in B&NES is very limited.

# After long-term decreases, recorded crime has risen by 37 per cent since 2014. This has been driven by increases in sexual, public order, and violence offences, though changes to recording / reporting practices have played a role

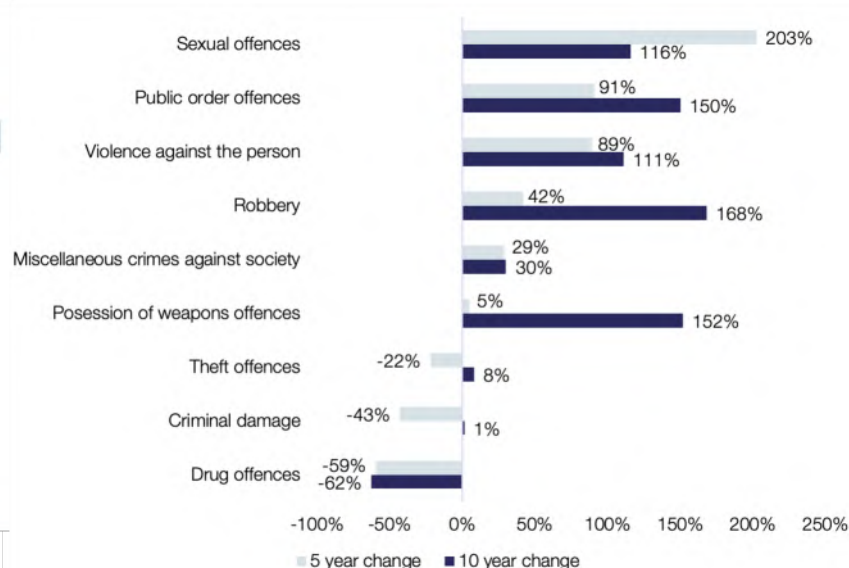
After falling by 40 per cent since 2007, total recorded crime has risen by 37 per cent since 2014

Police recorded offences in B&NES Community Partnership Area, years ending September 2009 - 2019\*



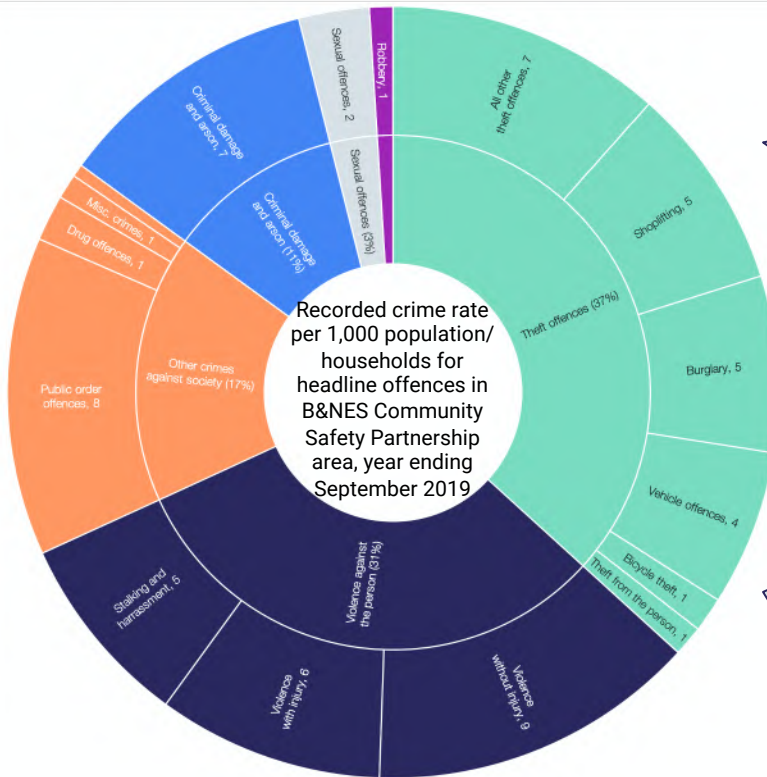
The most sustained increases have been seen in sexual, public order, and violence offences, though these are all subject to reporting / recording practices

Police recorded offences in B&NES Community Partnership Area, year ending September 2009 / 2014 / 2019



# Violence against the person\* accounted for almost a third of recorded crime in B&NES in the year ending September 2019, with violence without injury making up the biggest share. This mirrors national proportions, but at lower rates

The outer circle shows the rate per 1,000 people of each offence type in B&NES in the year ending September 2019. The **overall rate of crime was 62.36**, which was significantly below the **mean rate across Avon and Somerset** police force area (**80.35**) and **England and Wales (88.81)**



In focus groups with young people, 60 per cent of respondents agreed that serious violence is an issue which affects B&NES

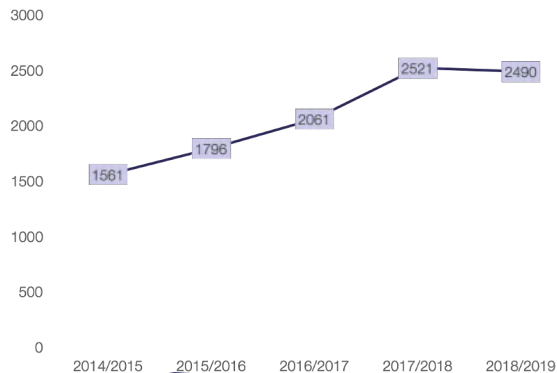
Violence against the person offences made up 33 per cent of proven offences across England and Wales in the year ending September 2019 – a very similar proportion to B&NES. Overall, the breakdown of different violent offence types in B&NES **mirror the proportions** seen nationally, but **occur at a lower rate** per 1,000 population in B&NES

# Violence against the person, robbery and serious sexual offences have all seen significant increases since 2014/15, although this has steadied or reversed over the last year. Interviews suggested possible under-reporting in B&NES

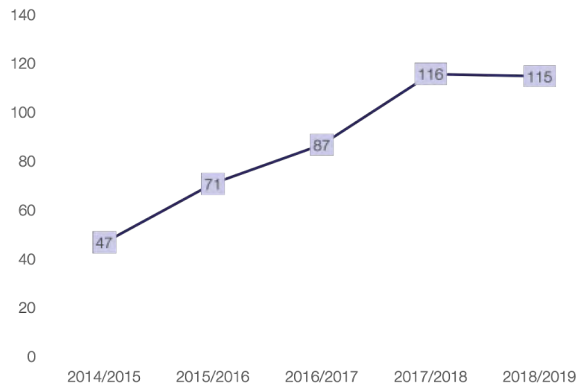
Violence offences have increased by 60 per cent since 2014/15, although they have decreased by one per cent in the last year

Robbery and serious sexual offences have more than doubled since 2014/15, but both have fallen slightly over the last year

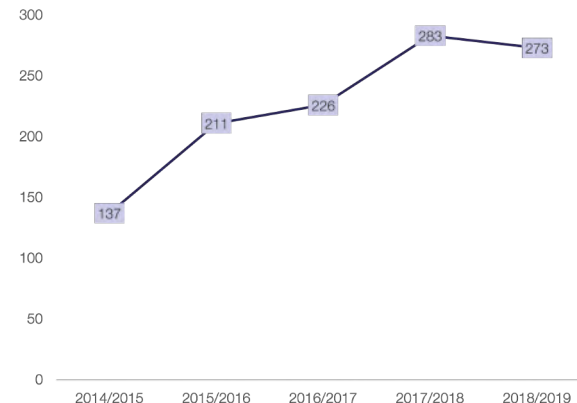
Violence against the person offences, 2014/2015 - 2018/19



Robbery offences, 2014/2015 - 2019/2020



Serious sexual offences, 2014/2015 - 2019/2020



*"Violence is massively under-reported because there is a significant and growing number of people who will not report these things to the police – from the minor to the more serious"*  
- Third-sector provider

*"We get a lot of intelligence about unreported rivalry-based serious violence"*  
- Officer, Avon & Somerset Constabulary

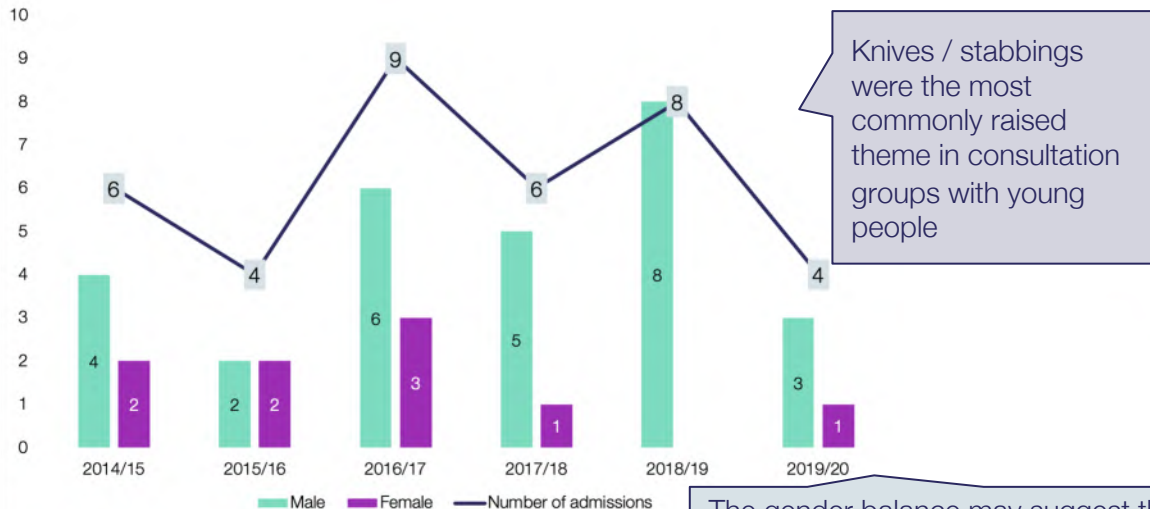
Police data in this report only covers reported / recorded offences, and the trends identified also only cover reported / recorded offences

# Health data shows that the scale of knife incidents leading to hospitalisation is very limited. However, the majority of stab-related injuries attended by ambulances are dealt with in hospital but appear not to lead to formal admission

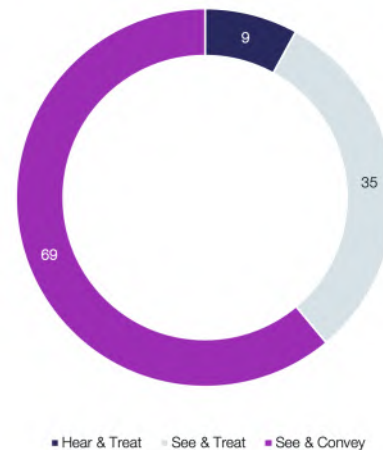
Knife admissions to hospital are very few in number, and predominantly involve males

61 per cent of stab-related injuries were conveyed onwards by ambulances (e.g. to hospitals)

Number of hospital admissions for assault by sharp object for B&NES-registered patients, 2014/15 - 2019/20\*



Number of ambulance attendances for stab-related injuries by subsequent ambulance action, 2018 - 2019



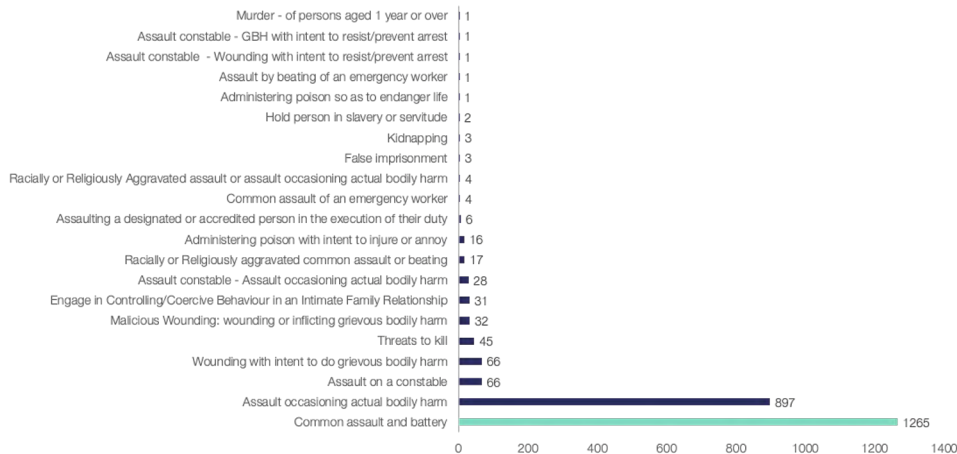
The gender balance may suggest that the most serious cases of knife assault tend not to be domestic violence cases (given the disproportionate impact of this type of violence on women)

# The most common violence and robbery offences are common assault and personal robbery respectively. More serious offences are limited in number, with 45 'threat to kill' offences and 32 'malicious wounding' offences in the last year

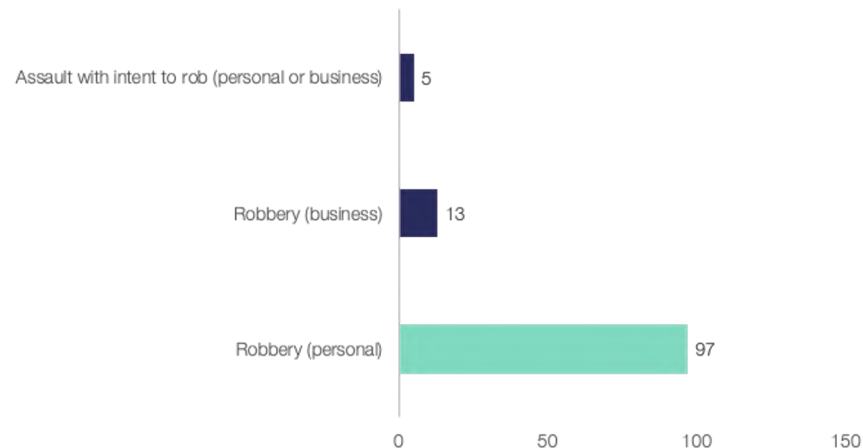
Common assault and battery is the most common violent offence (35 per cent of all VAP offences), followed by assault occasioning actual bodily harm (25 per cent)

Personal robbery is the most common robbery offence, followed by business robbery and then assault with intent to rob

Breakdown of violence against the person offences, 2018/2019



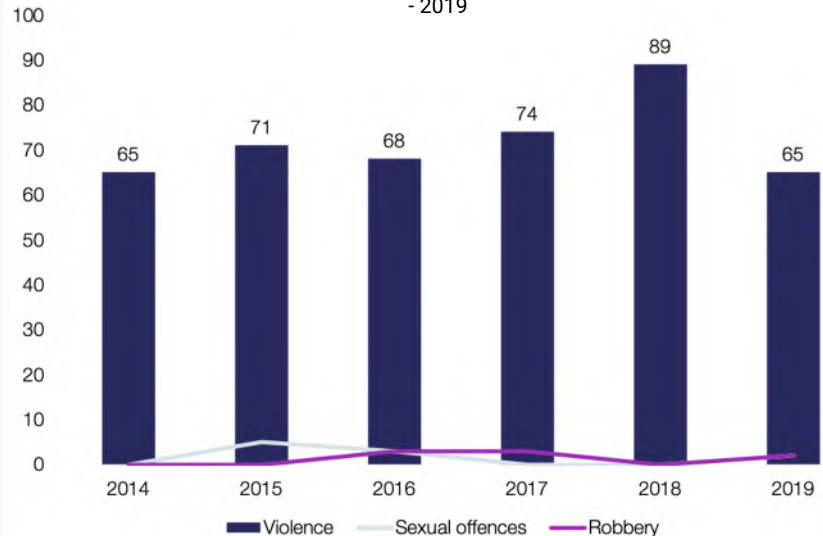
Breakdown of robbery offences, 2018/2019



# A subset of under-25s is included in the Youth Offending Service cohort. The number of violent offences in this group match patterns more broadly. In this cohort knife offences have increased significantly over the last two years, with a smaller proportion of offenders now responsible for a larger proportion of offences

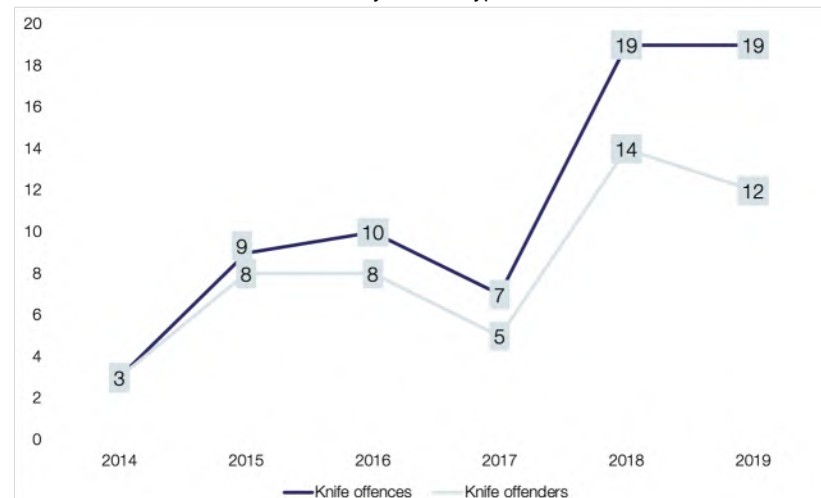
A rise in violent offences over recent years has reversed slightly in the last year. There are no clearly identifiable trends in serious sexual offences or robbery

Number of offences within B&NES Youth Offending Service cohort by offence type, 2014 - 2019



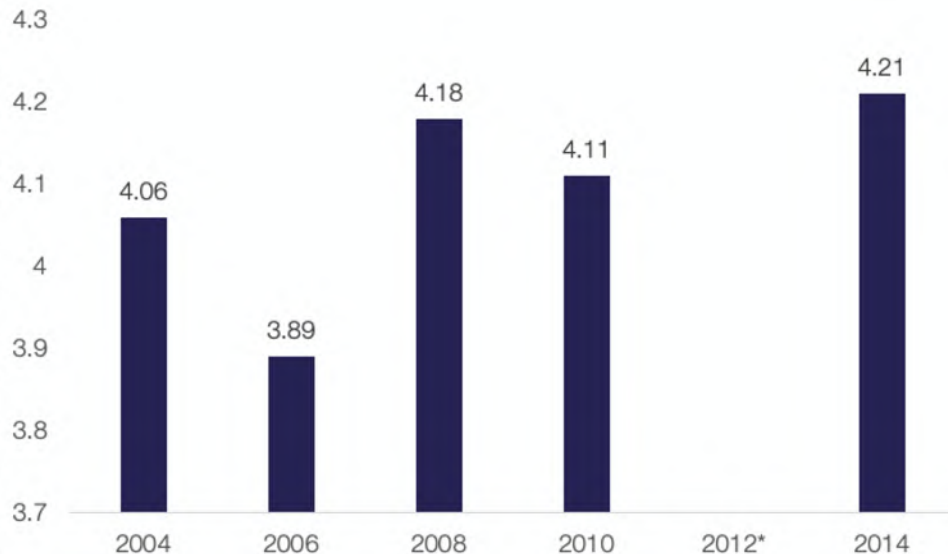
A gap has emerged between the number of knife offences and offenders in the Youth Offending Service cohort, suggesting the possibility of greater repeat offending

Number of knife offences and knife offenders within B&NES Youth Offending Service cohort by offence type, 2014 - 2019



## The night-time economy (NTE) is often linked to violence. Feelings of safety in Bath City Centre at night alone have increased, whilst police interviews suggested a fall in serious violence associated with the NTE over recent years

Feelings of safety in the city centre at night alone (1-5, with 5 the highest score)



43 per cent of young people in focus groups claimed to feel safe everywhere in B&NES

*"[I am] struck by how much less serious violence is driven by the night-time economy – many fewer people are being arrested around the night-time economy compared to five years ago...[this] may be due to people taking more drugs, and less drink"*

-Officer, Avon & Somerset Constabulary

*"Officers focus a lot of resources / attention on NTE but it is not as prevalent as it used to be."*

-MARAC representative



# Violence against the person is concentrated in Bath City Centre, Keynsham and Somer Valley. Increases have also been seen in these areas in the last year

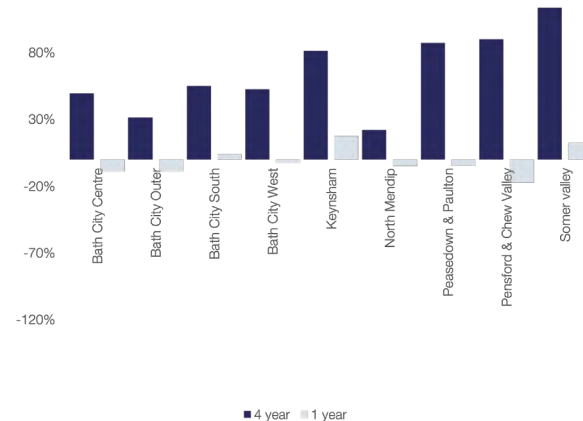
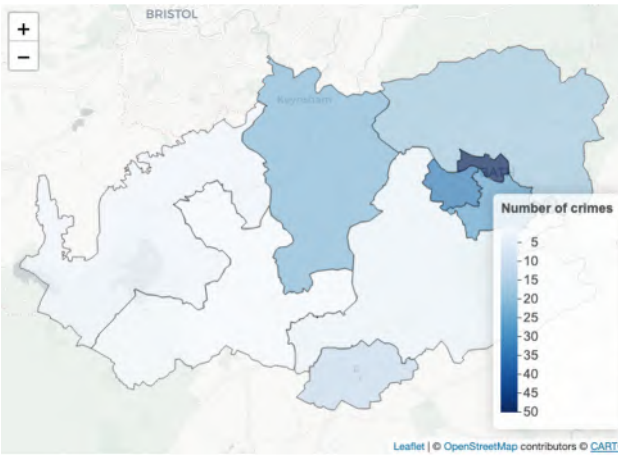
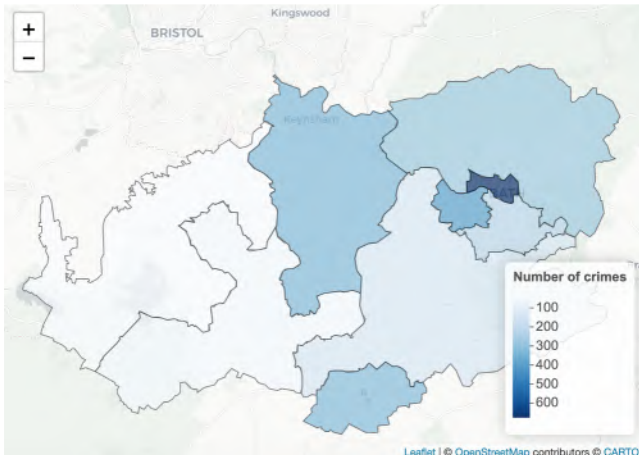
Violence against the person is concentrated in Bath City Centre, Keynsham and Somer Valley, with similar trends for weapons offences. The western region faces very little recorded violence

Over the last four years, all areas have seen an increase in violence

Number of recorded violence against the person incidents by location, 2018/19

Number of recorded weapons offences by location, 2018/19

Percentage changes in violence, 2014/2015 - 2018/2019

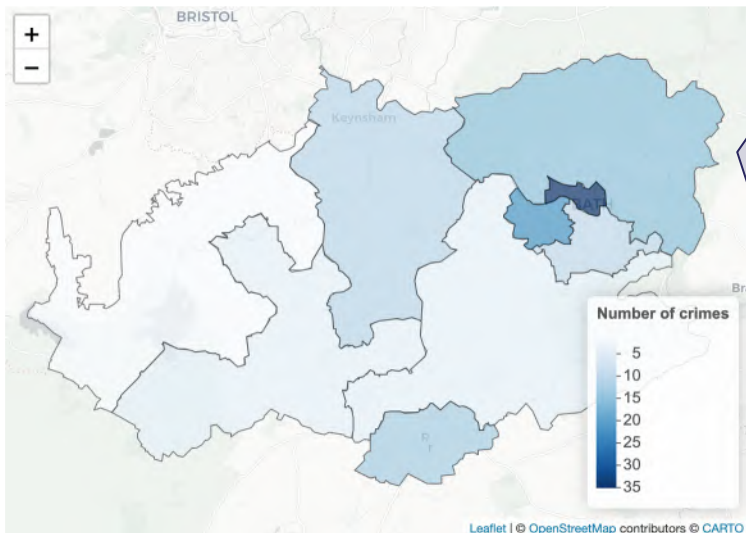


# Robbery is most prevalent in Bath City Centre. However, this area has seen a decrease in offending over the last year, suggesting a spilling out of offending into other areas like Somer Valley

Robberies are particularly concentrated in Bath City Centre. Whether this is due to a concentration of wealth or factors such as the night-time economy / transport links is unclear

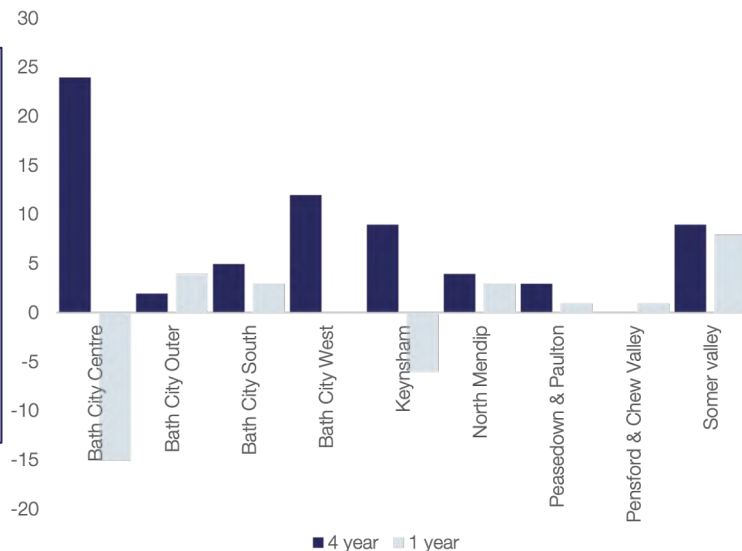
This comes despite a slight fall in city centre robberies over the last year. In contrast, Somer Valley has experienced a sharp short-term increase

Number of recorded robberies by location, 2018/19



Areas listed as unsafe by more than three participants in youth focus groups included Twerton (8), Odd down, Bath City Centre, and Radstock

Numerical change in robbery offences, 2014/2015 - 2018/2019

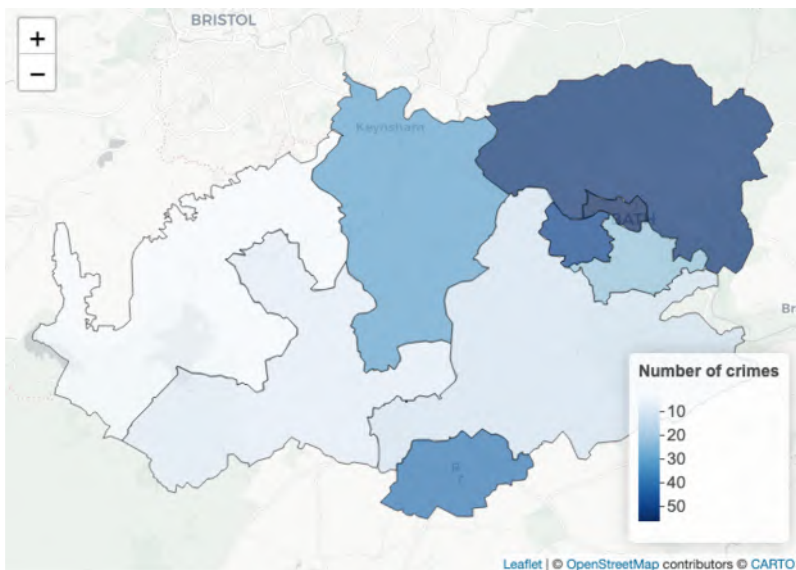


## Serious sexual offences follow a similar geographical pattern, with hotspots in Bath City Centre, Keynsham and Somer Valley. However, there is also a high concentration of offences in the north-eastern parts of the region

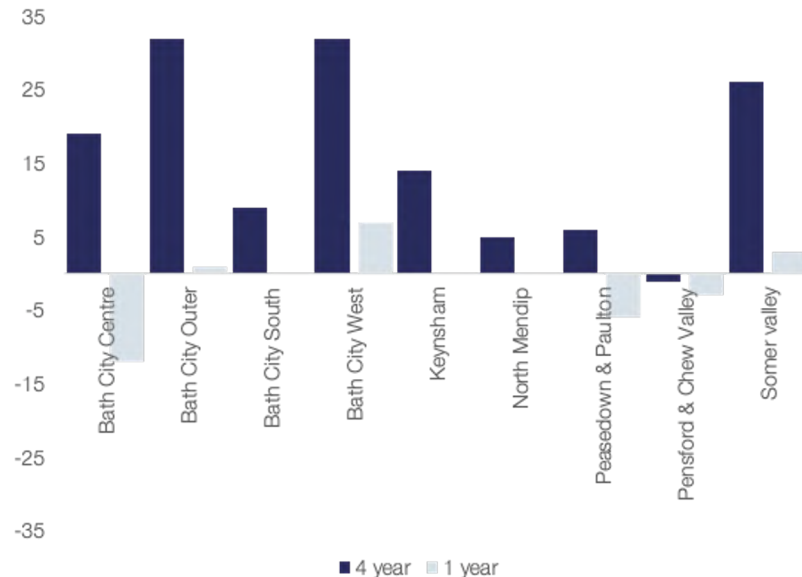
Serious sexual offences are more heavily concentrated in Bath City Centre and the north-eastern parts of the region

Long-term increases have been recorded in most parts of Bath City Centre, along with Keynsham and Somer Valley

Number of recorded serious sexual offences by location, 2018/19

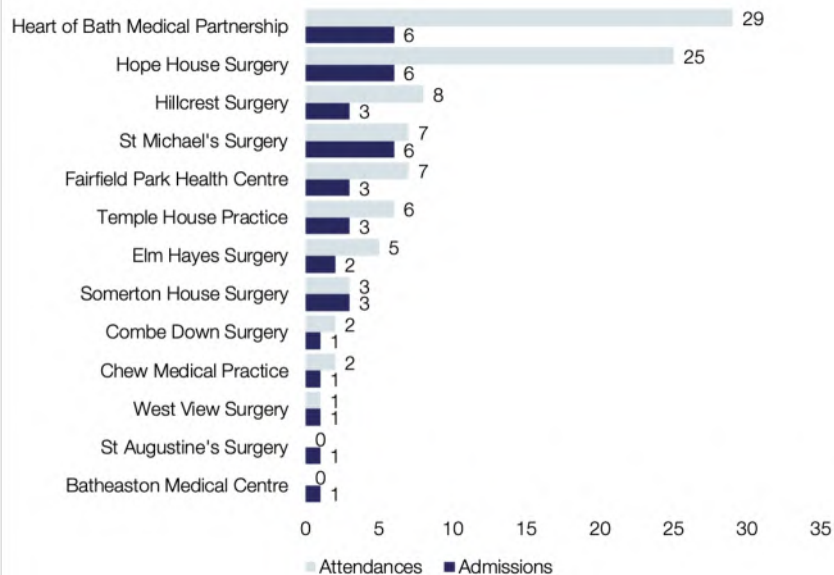


Numerical change in serious sexual offences, 2014/2015 - 2018/2019

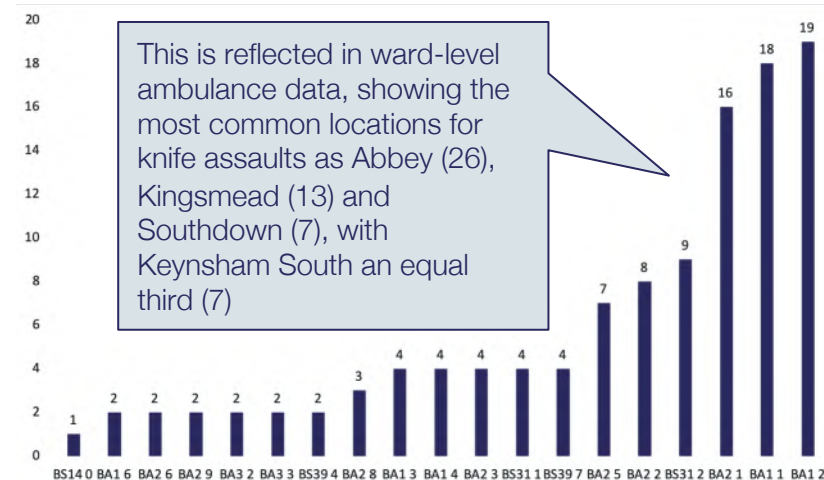


# Most stabbings occur in the city centre, and most of those stabbed are registered with city centre GPs. However, both stabbings and GP registrations of those stabbed do spread out to other areas such as Keynsham and Radstock, indicating that serious violence is not just a city centre problem

Number of admissions / attendances for assault by sharp object by GP of patient, 2014 - 2019



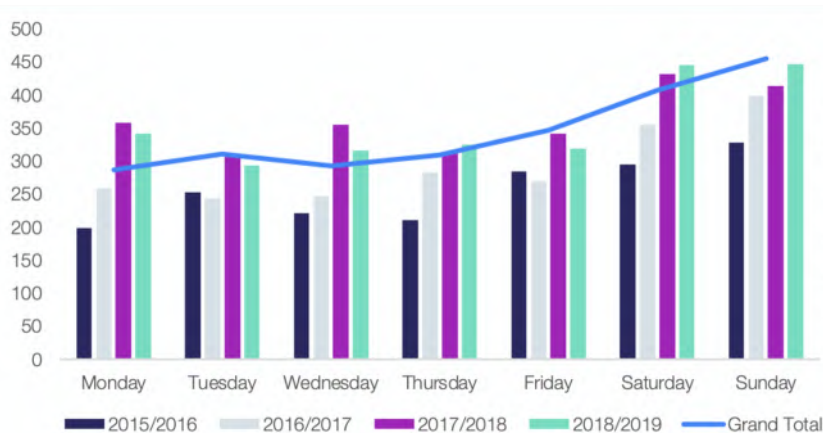
Number of ambulance attendances for stab-related injuries by postcode, 2018 - 2019



# Violence against the person occurs more at the weekend, specifically associated with the night-time economy. There is no clear temporal pattern for robbery or serious sexual offences

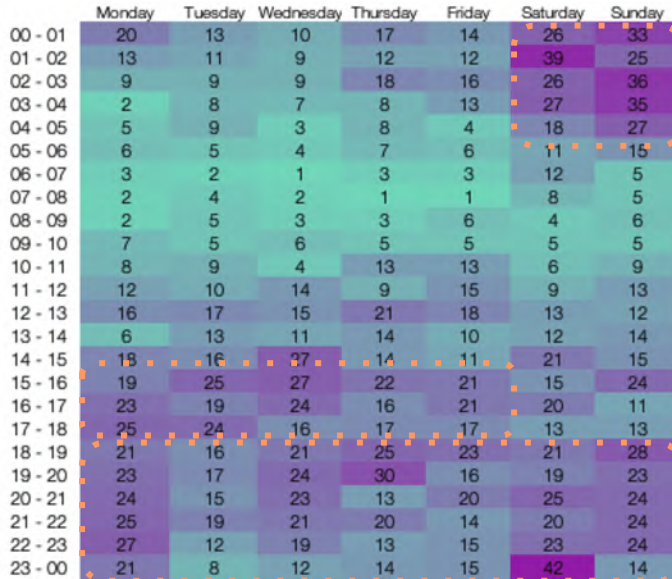
Violence against the person offences are more likely to happen at the weekend, increasing in number on Friday, Saturday and Sunday

Weekly spread of violence, 2015/2016 to 2018/2019



Specifically, busy periods coincide with the night-time economy, running into the early hours at the weekend. This may also suggest a role for after-school offending

Time of day (hourly) of violence against the person offences, 2018/2019



Weekend 'early hours' - Friday and Saturday nights out

Weekday 14:00 to 17:00 - schools finish

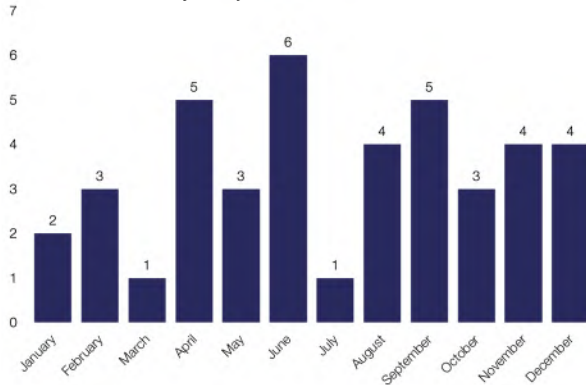
Night-time Economy

# Hospital admissions for knife assaults peak in the early hours, though there is no consistent trend by month or day of the week

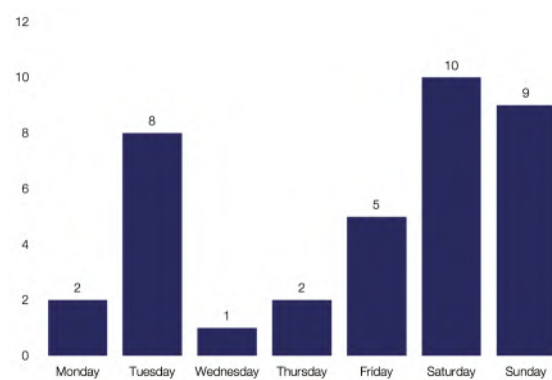
Admissions are spread evenly across months, but are most common on Tuesdays and weekends

Admissions are highly concentrated in the early hours of the morning

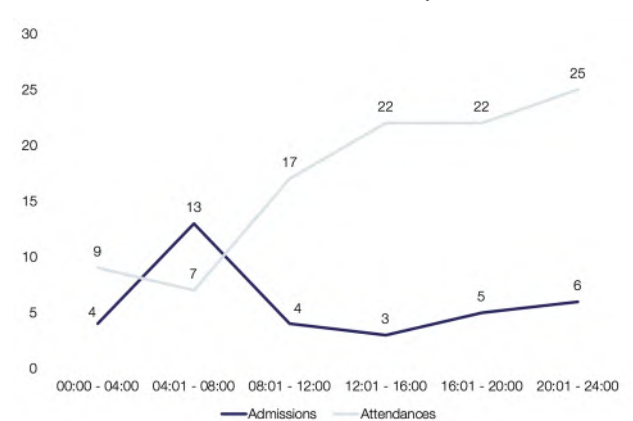
Number of admissions / attendances for assault by sharp object by month, 2014 - 2019



Number of admissions for assault by sharp object by day of the week, 2014 - 2019

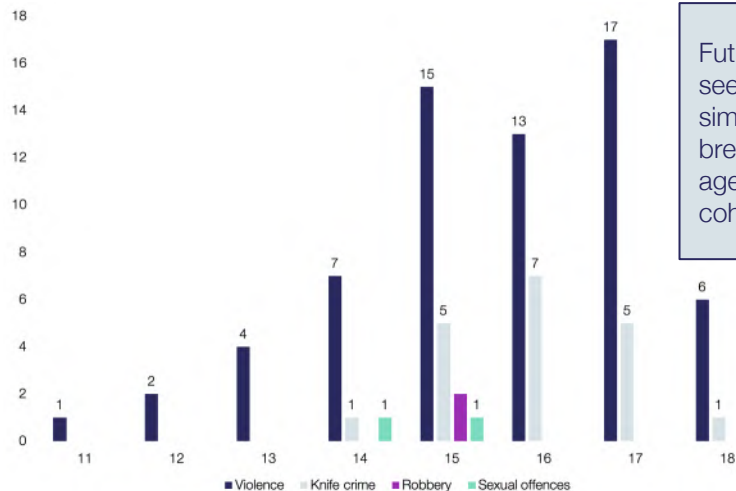


Number of admissions for assault by sharp object, and previous A&E attendances of those admitted, by time, 2014 - 2019



# In the Youth Offending Service cohort, the majority of violent / knife offences over the last year were committed by those aged between 15 and 17. Males were responsible for most of these offences, and all robbery and sexual offences, over the last six years

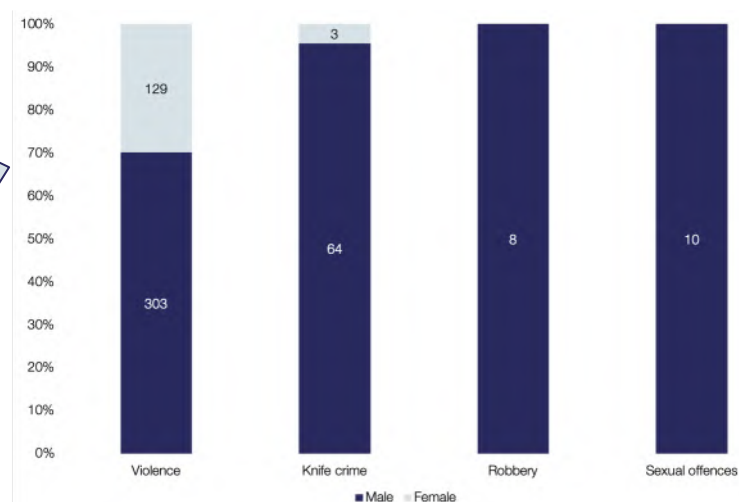
Number of perpetrators of selected violent offences in the Youth Offending Service cohort by age today, 2019



Future work may seek to look at similar breakdowns by age for the adult cohort

This is in line with the national average; for example, 77 per cent of children in the youth justice system receiving a youth caution or sentence in the year ending March 2019 were aged between 15 and 17+

Number and proportion of perpetrators of selected violent offences in the Youth Offending Service cohort by gender, 2014 - 2019



81 per cent of violent offences over the last six years were committed by White British individuals (351 / 432 offences). Black and minority ethnic (BME) individuals are over-represented - for example, the 2011 census records 90.1 per cent of residents as White British, rising further in wards such as Keynsham North (95.2 per cent White British)

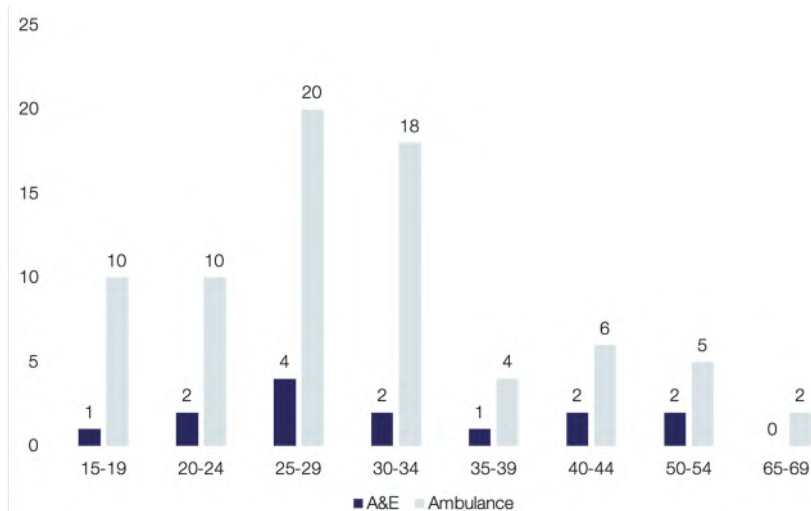


# Knife victims appear to be concentrated in the 25-34 age bracket, though three under-25s were admitted to A&E last year. Many victims have attended or been admitted to A&E many times before, suggesting possible repeat victimisation

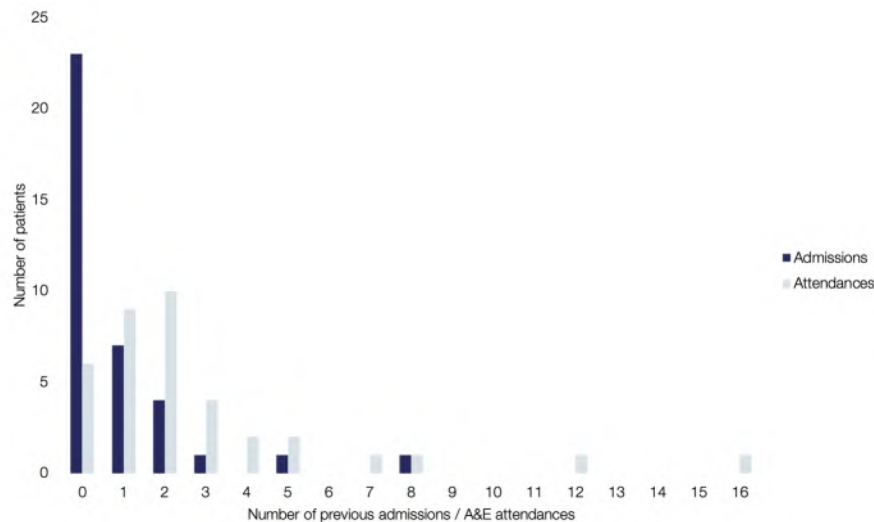
Victims under the age of 25 accounted for three of the 14 admissions for assault by sharp object over the last year

Three individuals with knife injuries had attended or been admitted to A&E at least eight times before

Number of A&E admissions for assault by sharp object and ambulance attendances for stab-related injuries by age bracket of patient, 2018 - 2019



Number of 'assault by sharp object' patients with previous admissions / A&E attendances, by the number of previous admissions / attendances, 2014/15 - 2019/20\*





## Across the most common forms of violence, long-term rises have shown some signs of reversal over the last year. These offences predominantly relate to domestic incidents, signalling a high level of domestic abuse

	Number of offences 2018/19	1 year change 2017/18-2018/2019	4 year change 2014/15-2018/19	Most common FORCE TAG (2018/2019)	Most Common QUALIFIER (2018/2019)*
Assault occasioning actual bodily harm	897	-38	+189	Domestic Abuse	Domestic Related
Common assault and battery	1265	-17	+511	Domestic Abuse	Domestic Related
Malicious wounding	32	+2	+8	Weapons	Alcohol
Threats to kill	45	-7	+33	Domestic Abuse	Domestic Related
Wounding with intent to do grievous bodily harm	66	+32	+37	Weapons	Weapons

Force tags offer limited insight into the context for specific crimes


\*Qualifiers are designed to add value to closing codes by capturing key aspects and characteristics of an incident.

## The most common types of robbery offence all possess flags for weapons, suggesting that robberies are often weapon-enabled

	Number of offences 2018/19	1 year change 2017/18-2018/2019	4 year change 2014/15-2018/19	Most common TAG (2018/2019)	Most Common QUALIFIER (2018/2019)
Assault with intent to rob (both)	5	+1	+1	Weapons	Weapons
Robbery (business)	13	-4	+5	Weapons	Weapons
Robbery (personal)	97	+2	+62	Weapons	Weapons

# The most serious form of sexual offence in rape is most commonly linked by the police to domestic abuse and/or domestic circumstances

	Number of offences 2018/19	1 year change 2017/18-2018/2019	4 year change 2014/15-2018/19	Most common TAG (2018/2019)	Most Common QUALIFIER (2018/2019)
Rape of a woman 16 years of age or over	89	-26	+88	Domestic Abuse	Domestic related
Sexual Assault of a female	91	-1	+42	Safeguarding adult/ child	Alcohol



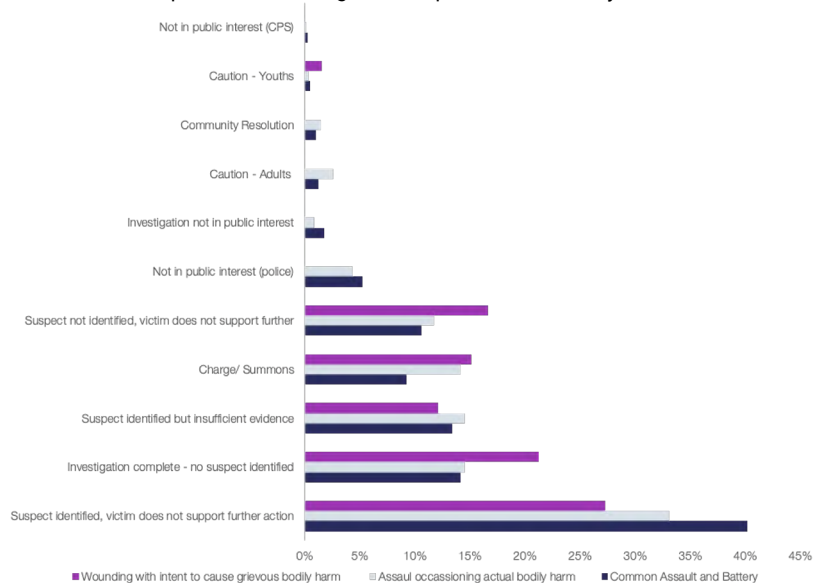
# **Serious violence in B&NES: Overview (Outcomes)**

# B&NES has a high proportion of offences leading to no formal outcome due to the victim declining to support further action (over 25 per cent for wounding offences and 35 per cent for violent offences as a whole)

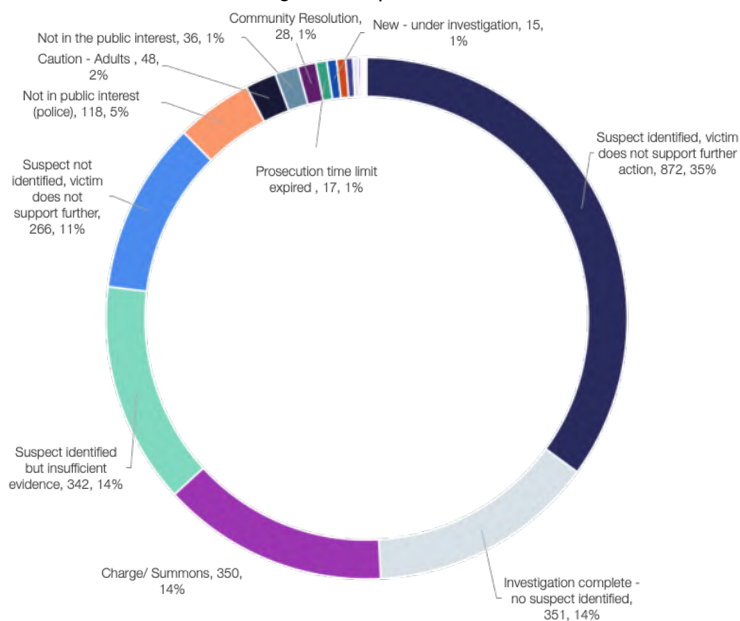
Common assault and battery has a high proportion of outcomes where the victim does not support police action, and has a lower proportion of outcomes for charge/summons, than comparable offences

The most common outcome for VAP offences is where the suspect is identified, but the victim does not support further action (35 per cent). Only 14 per cent resulted in charge/summons

Breakdown of specific violence against the person offences by outcome, 2018/2019\*



Breakdown of violence against the person outcomes, 2018/2019



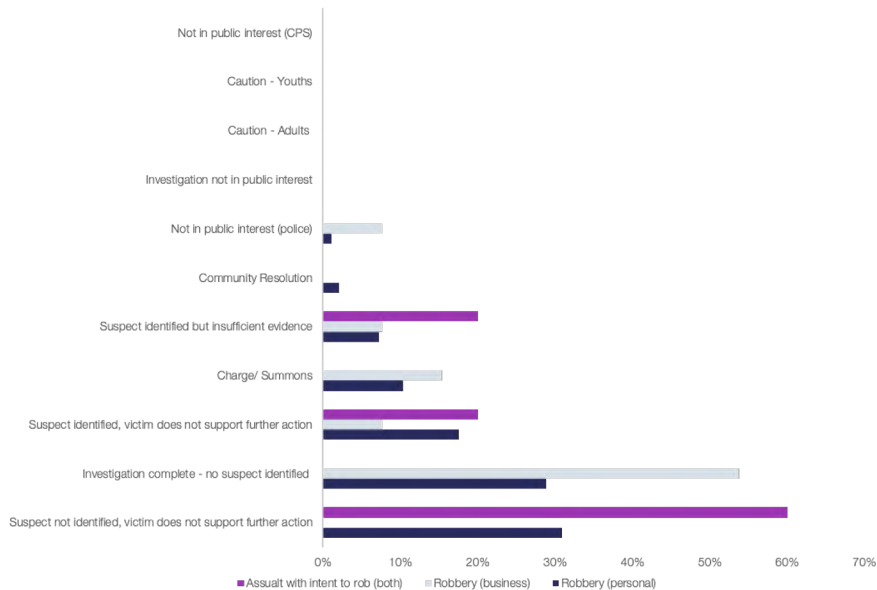
Source: Avon & Somerset Constabulary data  
 \*Outcomes with low incidence have not been included

# A substantial proportion of robbery offences lead to no formal outcome, with no suspect identified in 30 per cent of cases and only 10 per cent leading to charge. No cases of assault with intent to rob were charged in the last year (out of five offences)

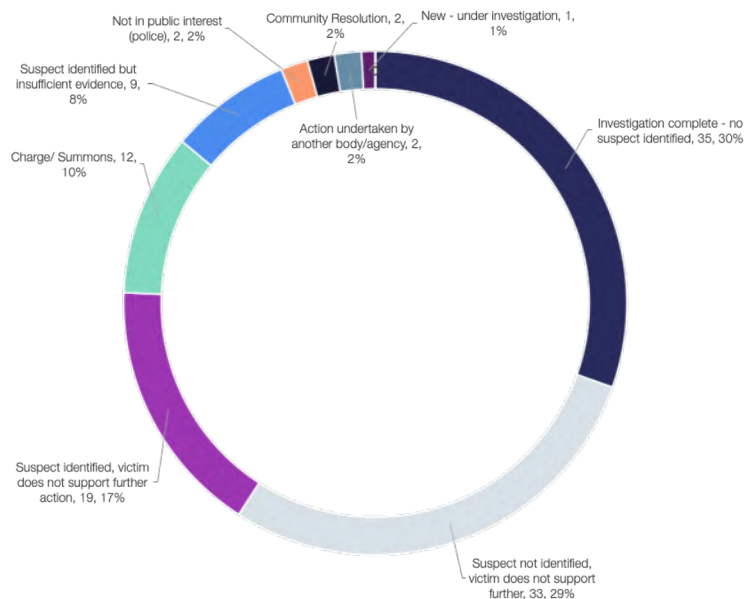
Assault with intent to rob has a high proportion of outcomes where there is no suspect and the victim declines to take further action, with no offences leading to charge / summons

The most common outcome for robbery offences is no suspect/ no line of inquiry/ filed (30 per cent), followed by no suspect/ victim decline (29 per cent). Only 10 per cent result in charge/summons

Breakdown of specific robbery offences by outcome, 2018/2019\*



Breakdown of robbery outcomes, 2018/2019



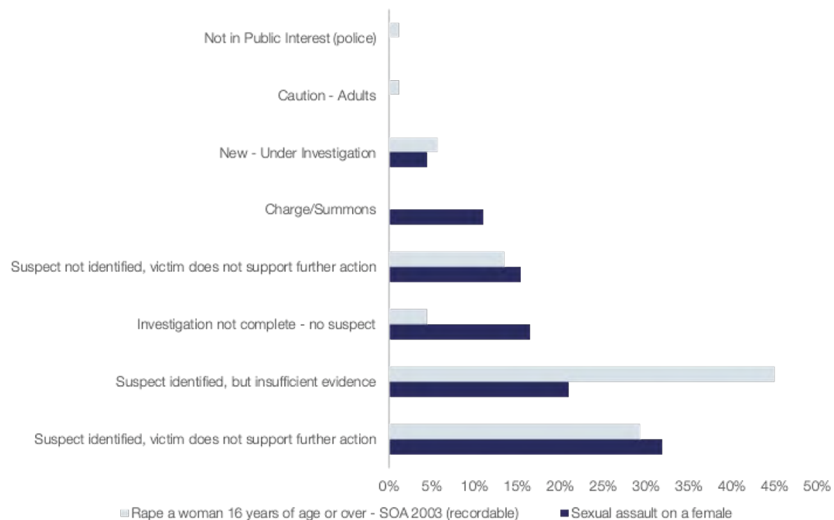
Source: Avon & Somerset Constabulary data  
\*Outcomes with low incidence have not been included

# Only four per cent of sexual offences resulted in a charge/summons; the specific offence of rape of a woman aged 16 or over resulted in no charge/summons in the last year despite 89 recorded offences

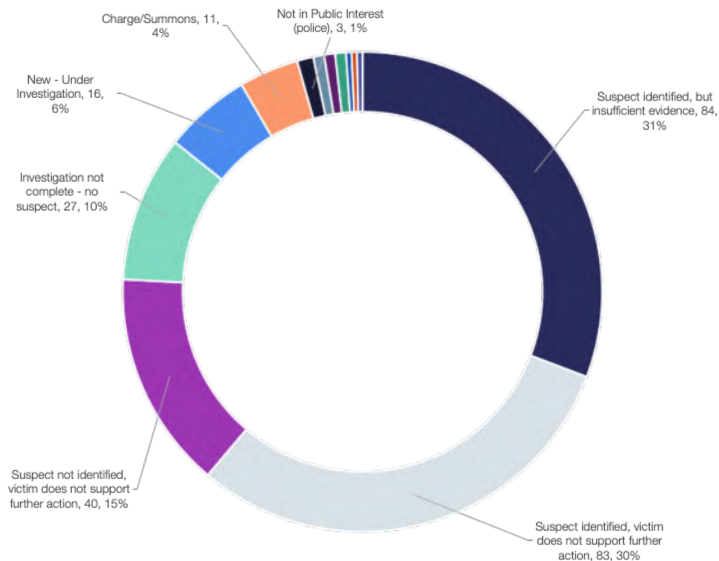
For specific sexual offences (rape of a woman aged 16 or over / sexual assault on a female), insufficient evidence or lack of victim support were the main outcomes even when a suspect had been identified

The most common outcome for sexual offences was insufficient evidence to proceed despite there being a suspect (31 per cent). There was only a charge/summons in four per cent of cases

Breakdown of specific sexual offences by outcome, 2018/2019



Breakdown of sexual offences outcomes, 2018/2019

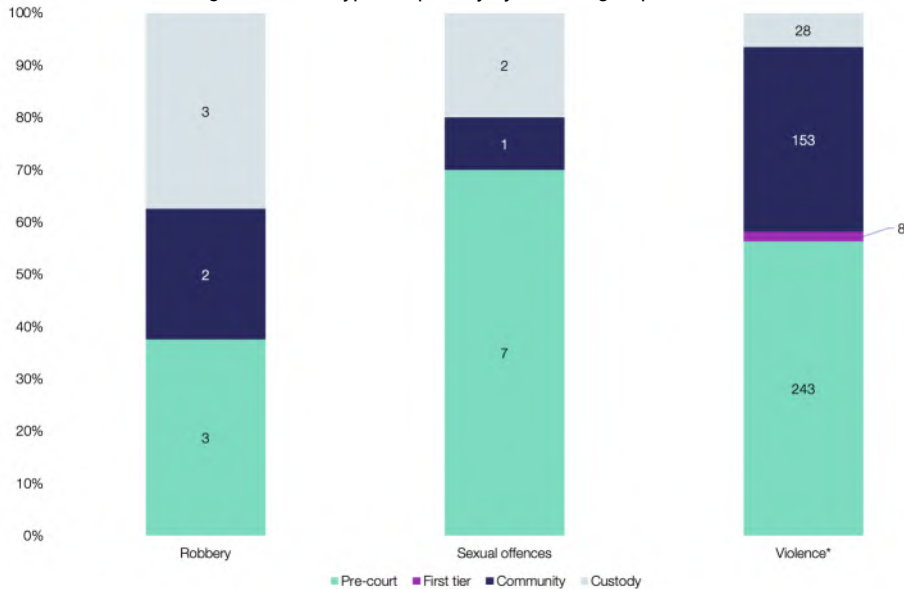


# Whereas pre-court disposals are most common for violent / sexual offences in the Youth Offending Service cohort, there is an even balance between pre-court and custody for robbery. The majority of knife offenders received a referral order in 2019

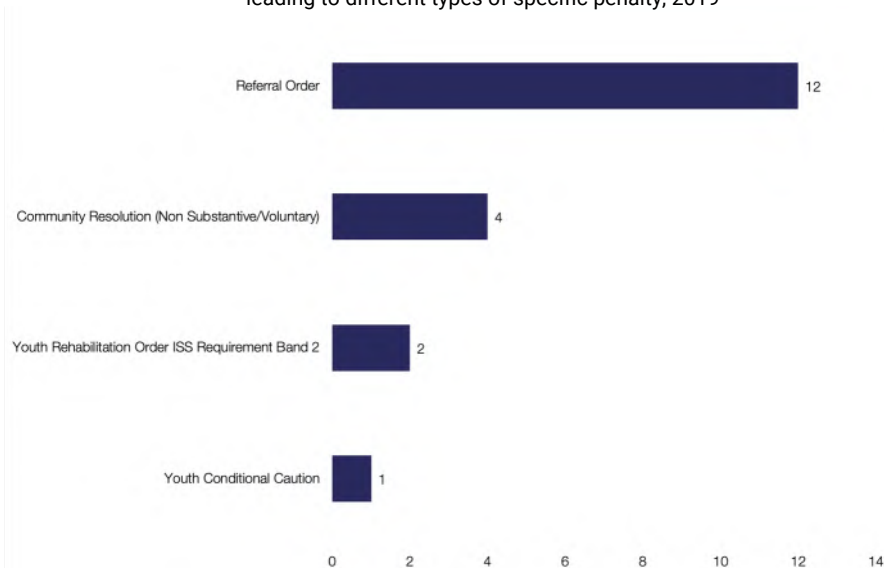
The higher concentration of custody and community penalties reflects the greater severity of robbery and sexual offences compared to violence in the aggregate

Over the last year most young knife offenders received a referral order, a form of supervised community service

Number and proportion of offences in the Youth Offending Service cohort leading to different types of penalty by offence group, 2014 - 2019



Number of knife-related offences\* in the Youth Offending Service cohort leading to different types of specific penalty, 2019



Source: B&NES YOS data

\*N.B. Knife-related offences include two public order offences, and one offence relating to criminal damage



## Summary of serious violence trends in B&NES

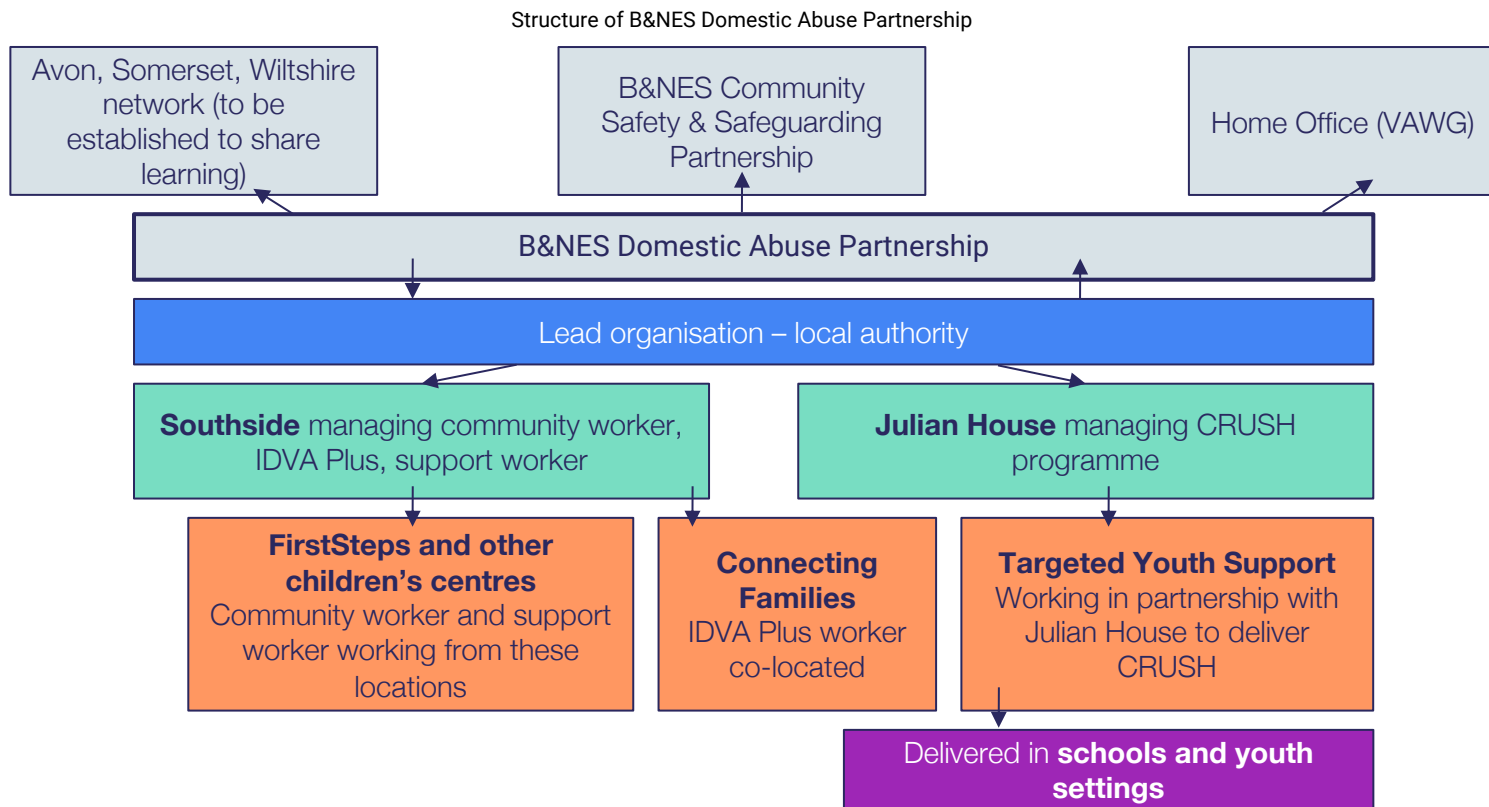
- **Levels** - B&NES has a lower overall rate of recorded offences relative to its population than the national average. However, certain serious violence offence groups have risen sharply over the past 4-5 years, e.g. robbery / serious sexual offences. Removing driving and stalking/harassment offences from police data on violence against the person offences confirms substantial rises in general levels of violence, and similar trends are identifiable in the youth cohort
  - On specific offences, there have been significant rises in personal robbery, rape, and different forms of assault
- **Where** - serious violence is concentrated in Bath City Centre, though there are signs of an increasing spillover into the northern and southern parts of the area (e.g. Keynsham/Tweron and Somer Valley). This is reflected in health data, with a large proportion of those attending A&E for knife injuries being registered with GPs outside of Bath City Centre
- **When** - robberies are concentrated in the after-school period, as are knife attendances at A&E. In contrast, violence and knife *admissions* are concentrated in the early hours of the morning, possibly suggesting links to the night-time economy and/or domestic violence
- **Who/circumstances** - victims of knife crime arriving at hospital are concentrated in the 25-34 age bracket, and are overwhelmingly male. Most young violent offenders are aged between 15 and 17, and are also almost entirely male. On circumstances, threats to kill, rape, and less serious assaults are most commonly tagged as relating to domestic abuse; robbery and assaults such as GBH and malicious wounding are most commonly tagged as relating to weapons
- **Outcomes** - a low proportion of serious violent offences are leading to charge/summons. Victims are often refusing further action in violence against the person cases, robberies often result in no suspect being found, serious sexual offences face significant evidential barriers in proceeding towards formal action



# **Serious violence in B&NES: Domestic abuse**

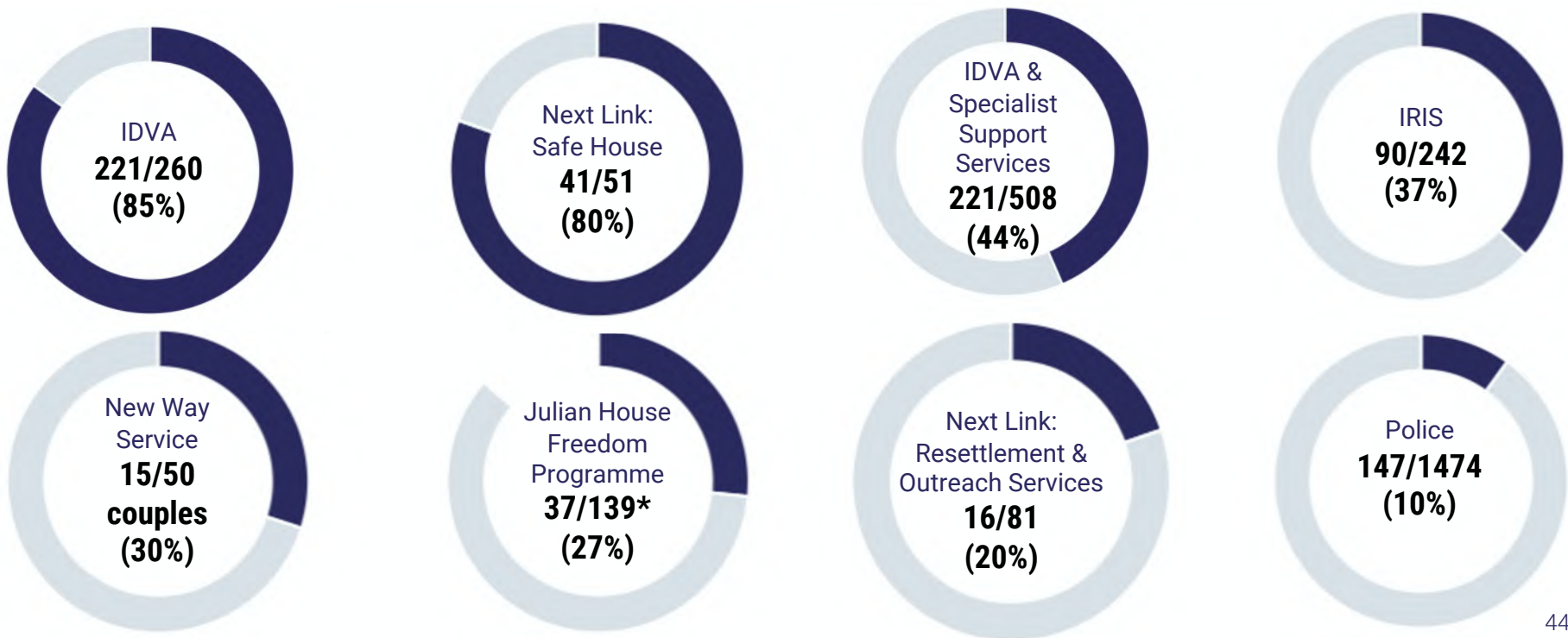
- **Why does it merit a deeper investigation?**
- **Where does it occur?**
- **Types of domestic abuse**
- **Domestic abuse offenders**
- **Domestic abuse victims**

# Domestic violence is the force tag most commonly associated with the serious violence identified above. B&NES' Domestic Abuse Partnership reflects the need to tackle the problem of domestic abuse at different levels



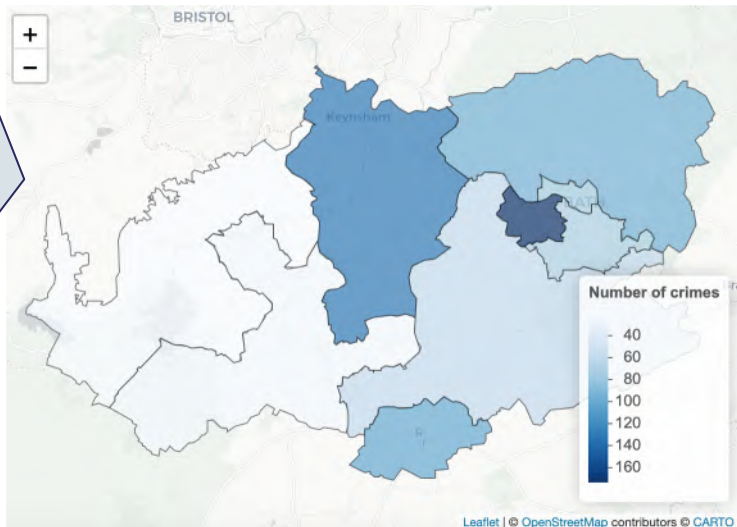
## The risk profile of clients accessing each of the domestic abuse services in B&NES was in line with the specialist nature of those services

Proportion of domestic abuse victims identified as high risk, by service

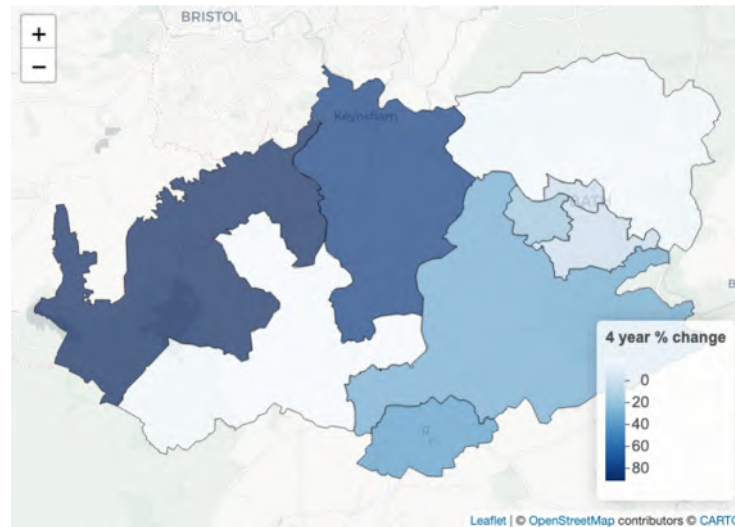


# Domestic abuse incidents are highly concentrated in areas of socioeconomic deprivation. This has changed little in recent years, though there has been a notable increase in reported offending in Pensford & Chew Valley

Number of violence/robbery incidents linked to domestic abuse by location, 2018/19\*



Change (%) in the number of violence/robbery incidents linked to domestic abuse by location, 2014/15 - 2018/19\*

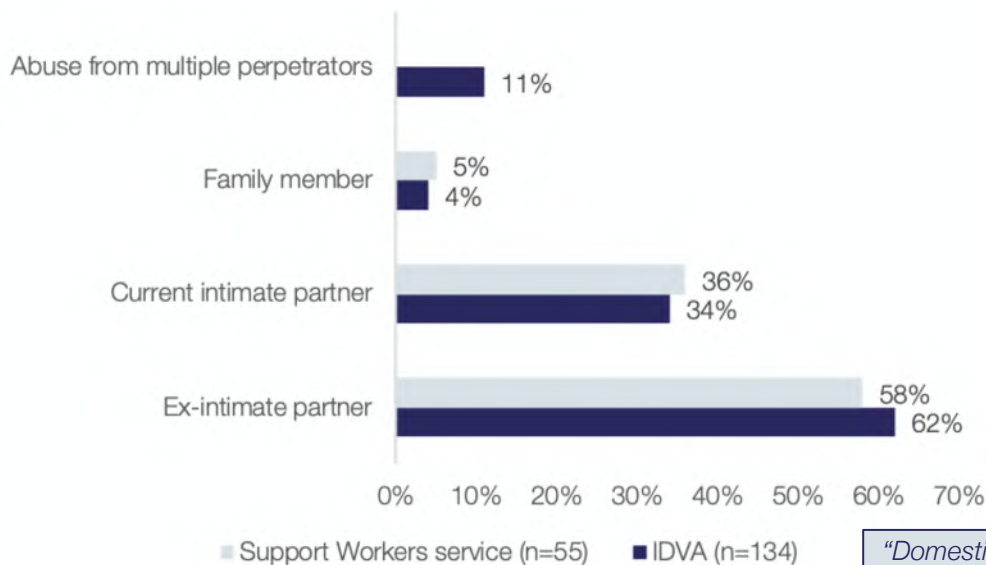


Between April 2010 and October 2012, half of the domestic abuse crimes identified by the police were recorded as taking place on the street, whilst higher rates of police recorded domestic abuse were reported within urban wards

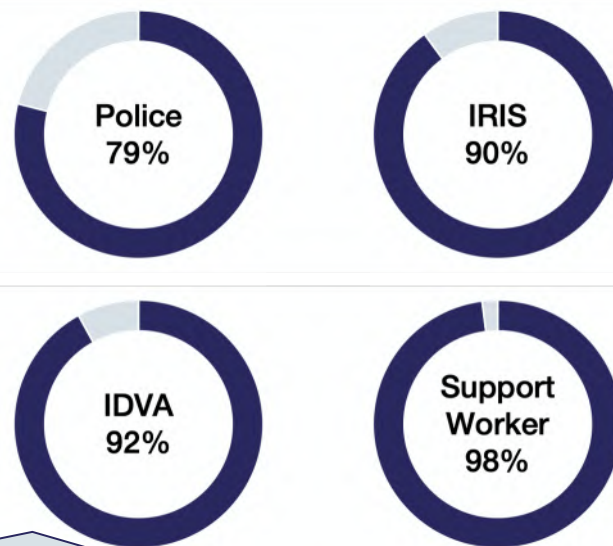
Between April 2010 and October 2012, the highest number of domestic abuse calls received by police came from the wards of Combe Down, Keynsham North and Keynsham South, Odd Down, Radstock, and Twerton. The police received between 17 and 38 calls per 1000 of the population from these wards during this time period. This is strongly correlated with socioeconomic inequality

# The majority of offenders were an ex-intimate or current partner, and male

Relationship with the offender for the Southside IDVA clients (n=134) and Support Worker service clients (n=55) between 1st April 2015 and 31st March 2016



Proportion of domestic violence offenders who were male, based on recording agency\*



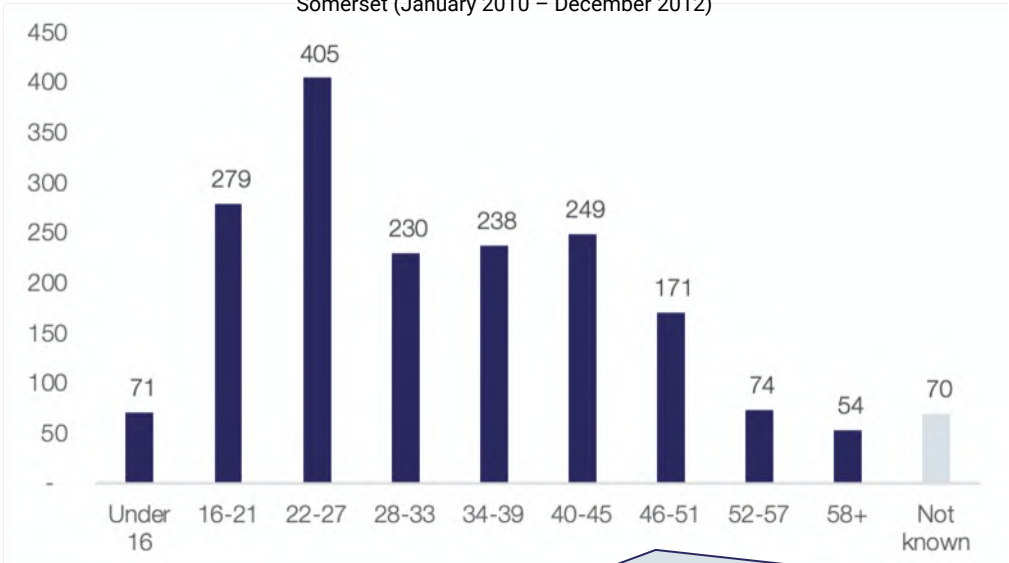
*“Domestic violence at MARAC (Multi-Agency Risk Assessment Conference) is predominantly between adults - we don’t see many children-on-adult violent cases as they are usually caught quickly in social services/schools”*  
 -MARAC representative

Source: B&NES Council JSNA - Domestic Abuse Offenders

\*Police: between 2010 and 2012; IRIS: 163 clients engaged between April 2016-September 2017; 134 IDVA clients and 55 Support Worker clients monitored for research purposes between 1st April 2015 and 31st March 2016

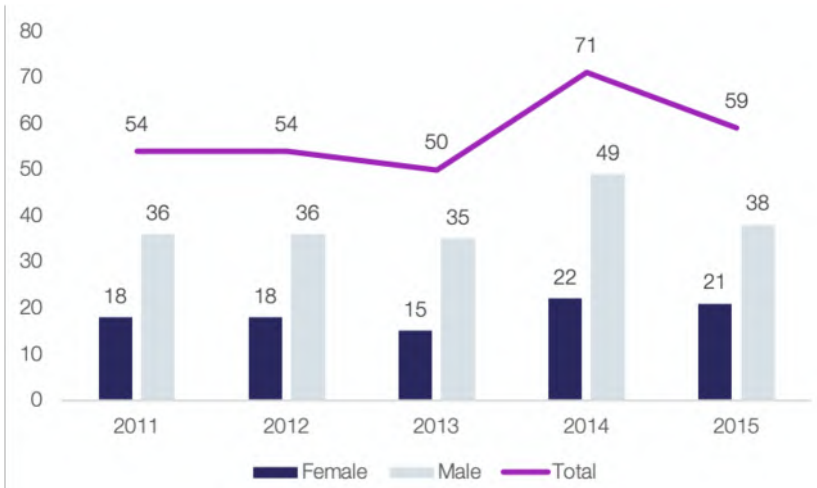
# The age group that perpetrated the greatest number of recorded domestic abuse crimes between 2010 and 2012 was 22-27 year olds (22 per cent of offences), with over half (54 per cent) perpetrated by those aged 34 years and under

Age of offenders of domestic abuse crimes recorded by the police in Bath and North East Somerset (January 2010 – December 2012)



The vast majority of offenders were recorded as being White British, making up 69 per cent of the crimes (1259 incidents). White - Other was the next largest ethnic group, with 71 incidents, making up four per cent of the domestic abuse crimes recorded. It should be noted that no ethnicity was recorded for 21 per cent of these domestic abuse crimes

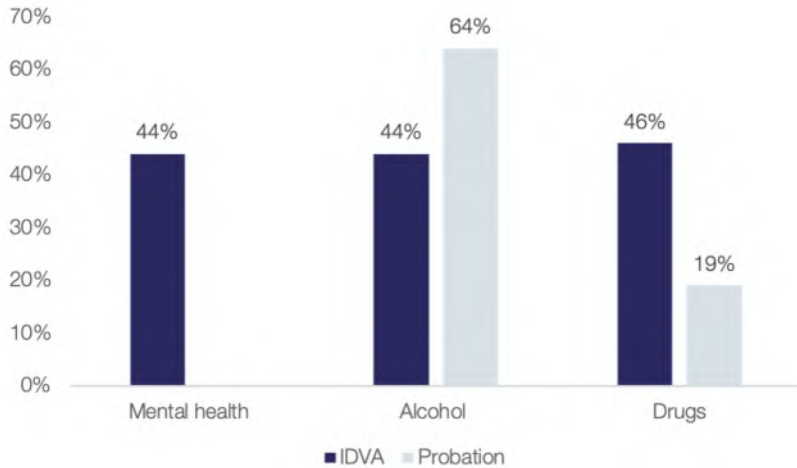
Number of under-18s in B&NES recorded by police as being a perpetrator of domestic abuse (2011-2015)



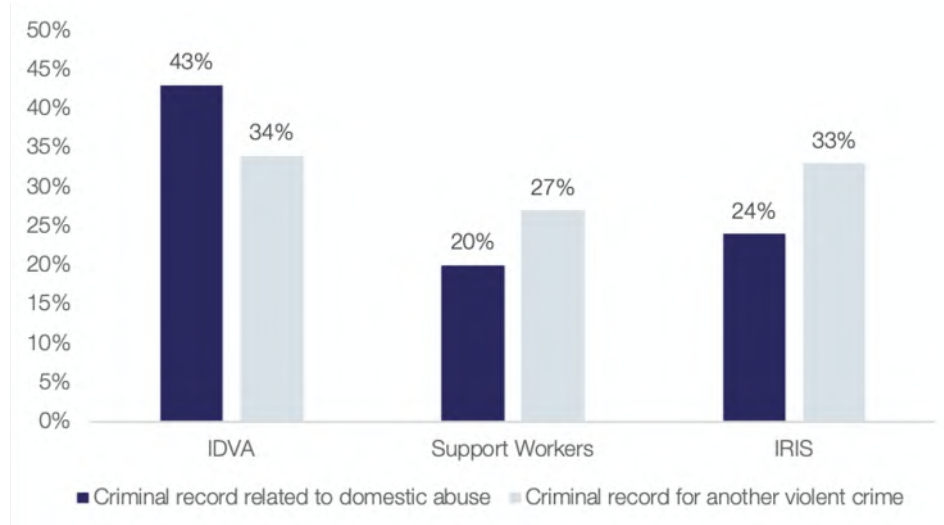
In B&NES during the five-year period between 2011 and 2015 the police recorded 288 under-18-year-olds as being offenders of domestic abuse. The overall numbers have remained largely consistent, apart from a spike in 2014. The proportions of male and female perpetrators has also remained stable, with roughly two thirds of the perpetrators being male across the years

# Probation and IDVA data show a high incidence of mental health, alcohol and drugs issues amongst perpetrators of domestic violence, with further data showing that between 20 and 43 per cent of perpetrators had a criminal record relating to domestic abuse

Proportion of domestic abuse perpetrators with mental health, alcohol or drug issues, as recorded by Southside IDVA and Avon & Somerset probation trust



Previous contact with the police, by agency





# The victims of domestic abuse in B&NES are overwhelmingly female. Disability (both physical and learning disabilities) appear to be risk factors and barriers to accessing services. Nationally, male victims are less likely to report domestic abuse

Proportion of victims of domestic abuse who were female, by referral/ recording agency



Of the 134 clients of Southside's Independent Domestic Violence Advice Service (IDVA) whose data was used for research and monitoring purposes over the six month period between 1st April 2015 and 31st March 2016, 49 per cent reported mental health issues. 12% were repeat clients

Of the 1,264 MARAC domestic abuse cases discussed in B&NES between the financial years 2010/11 and 2015/16, four per cent (55 cases) had a victim with a disability, and 10 per cent (122 cases) were from a black or minority ethnic (BME) background

Of the 216 referrals to the B&NES Identification and Referral to Improve Safety Programme (IRIS) between April 2016 and September 2017, 51 per cent reported having mental health issues and 38 per cent of referrals reported having a physical disability



Women with ill-health and disability issues in B&NES are estimated to be almost twice as likely to experience domestic abuse as those who do not



Women with learning disabilities are twice as likely to experience domestic abuse than those without, and also face greater barriers to accessing services



Abused women are at least three times more likely to experience depression or anxiety disorders than other women



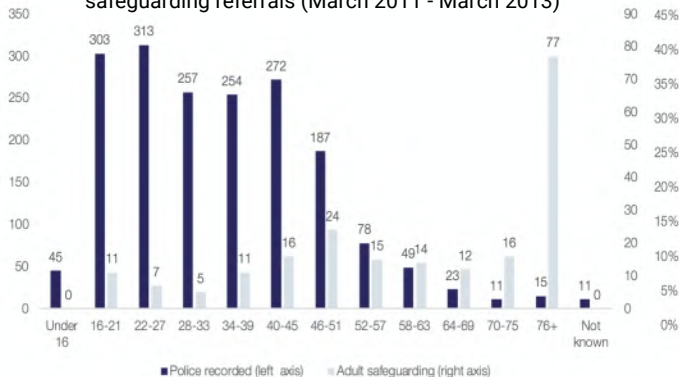
In 2014/15, 7 households were accepted as homeless due to issues of domestic abuse



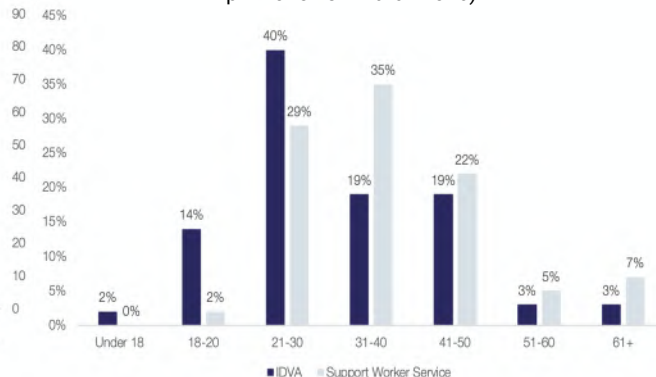
It is thought that in the UK 19 per cent of male victims have told someone in authority compared to 44 per cent of women

# Data from referrals and domestic violence services show that most victims are aged between 20 and 50; however, the majority of Adult Safeguarding referrals linked to domestic abuse involve individuals over the age of 76

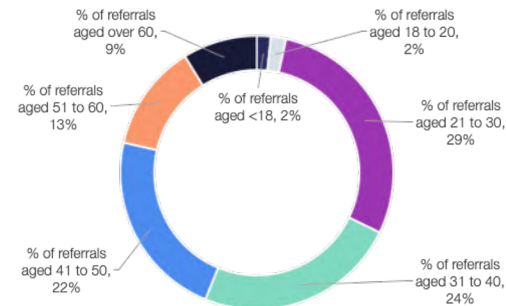
Age distribution of domestic abuse victims based on police recorded crime (2010 - 2012), and adult safeguarding referrals (March 2011 - March 2013)



Age distribution of domestic abuse victims based on Southside IDVA and Support Worker Service data (1st April 2015 - 31 March 2016)



Age of domestic abuse victims supported by IRIS (2017 Q1 - 2019 Q2)

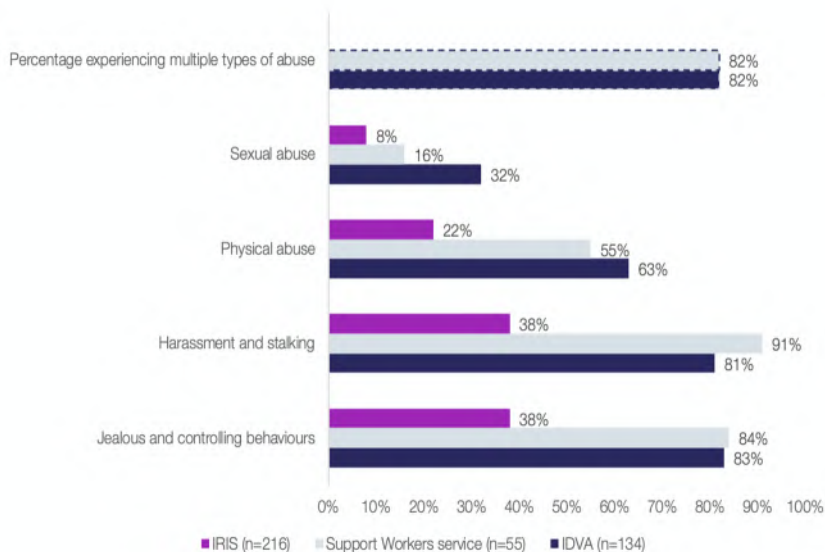


Victims aged 33 and under only made up 11 per cent of all referrals to Adult Safeguarding. The age group that made up the greatest proportion of referrals was victims aged 76 years and older (n=77, 37 per cent of all referrals). 50 per cent of the referrals were from victims aged 64 years old and over. This older demographic is partly explained by the fact that Adult Safeguarding referrals are associated with vulnerability characteristics that are often related to aging e.g. physical disabilities and dementia

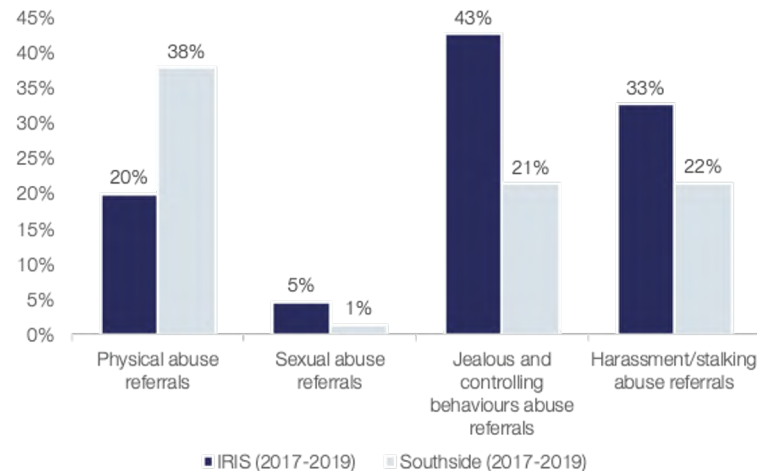
The age profile of the domestic abuse victims recorded by the police in B&NES was similar to that of offenders, but more evenly distributed across the age ranges. As with offenders, the age group that have been victim of the greatest number of recorded domestic abuse crimes was 22-27 year olds, making up 17.1 per cent of the crimes (313 incidents). 33 year olds and under made up over half of the victims of domestic abuse crimes recorded during this period (50.2 per cent – 918 incidents)

# The majority of domestic abuse victims supported by B&NES experience multiple types of abuse at the point of referral. Jealous and controlling behaviours and harassment and stalking are most prevalent, though the profile of IRIS and Southside victims has shifted slightly in recent years

Types of alleged abuse experienced by domestic abuse victims supported by Southside (IDVA & Support Workers service, 1st April 2015 - 31st March 2016) and IRIS (April 2016 - September 2017)\*



Types of abuse experienced by domestic abuse victims supported by IRIS and Southside (2017 Q1 - 2019 Q2)



*"I have observed an increase in the prevalence and severity of violence within the referrals received by Southside"*  
-Southside manager

## Summary of domestic violence offending trends in B&NES

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- Domestic violence (DV) poses a major challenge in Bath and North East Somerset:
  - **Where:** half of DV incidents are believed to take place on the street, and DV itself is particularly concentrated in urban wards. Recent data indicates a strong association between levels of DV and levels of socioeconomic disadvantage
  - **Offenders:** DV offenders are predominantly ex-intimate or current male partners, under 34 years of age and possessing a high incidence of mental health, alcohol and drugs issues
  - **Victims:** DV victims are almost all female and are likely to be aged between 21 and 50, making it vital that services fit the requirements of that group. Disability is also a known risk factor for domestic violence
  - **Complexity:** DV is constituted by multiple types of abuse in B&NES, with jealous and controlling behaviours and stalking and harassment the most common types of abuse



# **Drivers of serious violence: the national picture**

# The government's Serious Violence Strategy identifies a number of underlying drivers of serious violence nationally, including drug markets, technology, and criminal justice effectiveness. Whilst these are likely to play a role locally, the following section explores the specific drivers of violence in B&NES

Use of crack cocaine and heroin is up, costs are going down and availability / purity have increased

New technologies are facilitating violence. This is particularly true of county lines

Resource pressure and growing complexity in offending are limiting the ability of criminal justice agencies to respond

Average purity of cocaine and powder cocaine and price of cocaine (2003-2016)



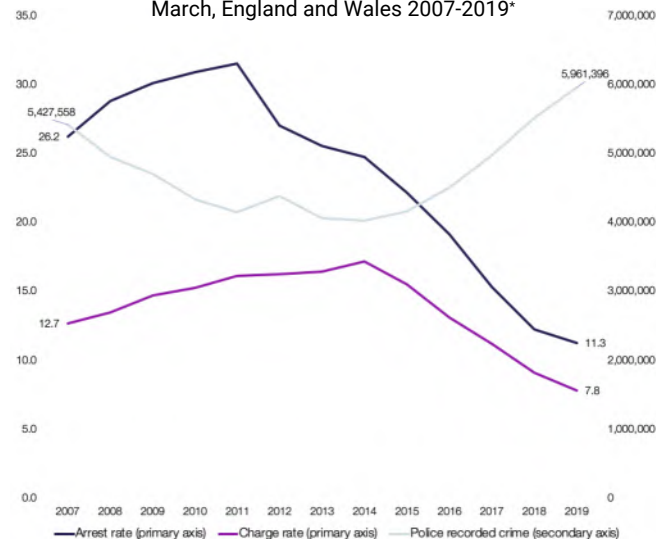
Amplifying threats

Expanding drug supply

Enabling recruitment

Avoiding enforcement

Total recorded crime, arrests as a proportion (%) of recorded crime, and proportion (%) leading to charge, years ending March, England and Wales 2007-2019\*





# **Drivers of serious violence in B&NES: Vulnerable adults**

# Interviews revealed particular concern about the vulnerability of, and violence within, the street community

*“An issue is violence within the homeless community - they have a number of chaotic and vulnerable individuals. There’s a night shelter in Bath - we have seen an increase albeit a small one (4-5 in the last two years) in individuals who particularly target homeless community. That is difficult to tackle - requires a holistic approach.*

*Those on alcohol and drugs [are often] not willing to engage in work to reduce violence. They often end up in MAPPA (multi-agency public protection arrangements) because everyone scratches their head [about what to do about them].... they are not always convicted of the most serious offences.*

- MAPPA representative

*Focus groups with young people in B&NES raised an awareness amongst participants of homeless people carrying knives*

*“Within the homeless communities there tends to be a lot of serious violence that isn’t necessarily reported to police but is seen by the community, e.g. hammer attacks, machete attacks. There is around one murder a year.*

*Amongst homeless drug users, there has been an uptake in spice due to the recent disruption of a county lines set-up, but heroin and crack will be the drugs of choice, if available. Lots of deaths happened as a result of new import of heroin, but users will take whatever is most available e.g. pregabalin. There has been a slight increase in the number of homeless, but not in a substantial way”*

- Officer, Avon & Somerset Constabulary

*“It is not uncommon for street homeless people in Bath to be attacked because of their drugs”*

- Third-sector provider



## This is especially true of domestic violence, where practitioners felt the challenges of engaging with the street community to be particularly acute

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*“There is quite a large homeless community where domestic abuse is very prevalent. There is a toxic trio - drugs, alcohol, and domestic abuse whilst being homeless. We regularly find that, and people are hard to engage.*

*These types of referrals have higher levels of violence. They are more likely to return to the perpetrator, and there is drug/alcohol use on both the perpetrator and victim side.*

- MARAC representative

*“These types of referrals have higher levels of violence”*

- Officer, Avon & Somerset Constabulary

*“IDVA+ workers are needed for engaging with the street community. Funding was received for this because they can't have regular appointments, so services have to go to them. They often don't have phones (perpetrators take them), they have no regular address, and no access to a bank”*

- Manager of Southside domestic violence service

*“Domestic violence services said that the street community was very challenging to work with - many of those cases are actually domestic.*

*Those who use violence in homeless community also use sexual violence and aggravated burglary against other drug users...it is definitely true that domestic violence overlaps”*

- MAPPA representative

## Summary of trends in adult vulnerabilities

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- Vulnerability is acknowledged by central government to be a key driver of serious violence nationally. Despite a generally affluent demographic profile (see slide 14), B&NES faces specific challenges relating to vulnerability amongst its most at-risk / disadvantaged cohort
- Agencies expressed particular concern about the vulnerability of, and violence within, the street community. This community was perceived to feature a high degree of complex needs (e.g. drugs, mental health and alcohol), and to possess concerning levels of domestic violence

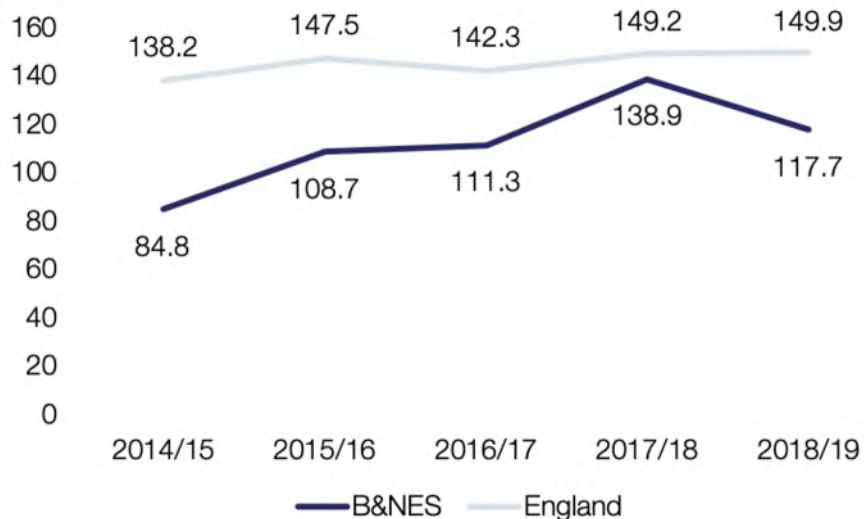


# **Drivers of serious violence in B&NES: Youth vulnerabilities**

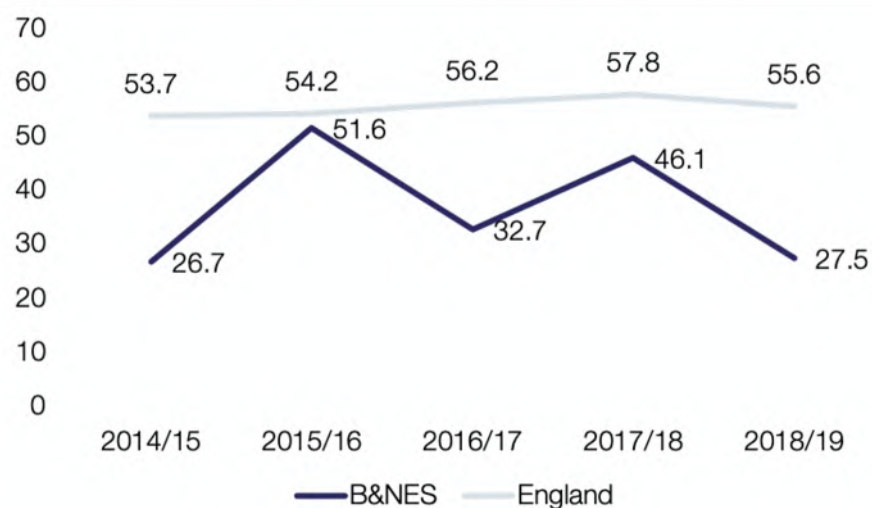
# Young people who are vulnerable are at higher risk of being exploited, victimised, or otherwise associated with crime. On a range of indicators, including children subject to care plans, B&NES is below the national average

Both the rate of children subject to section 47 enquiries, and the rate of children becoming the subject of a child protection plan, are both significantly below the national average in B&NES

Rate\* of children who were subject to section 47 enquiries, years ending 31 March 2015 to 2019

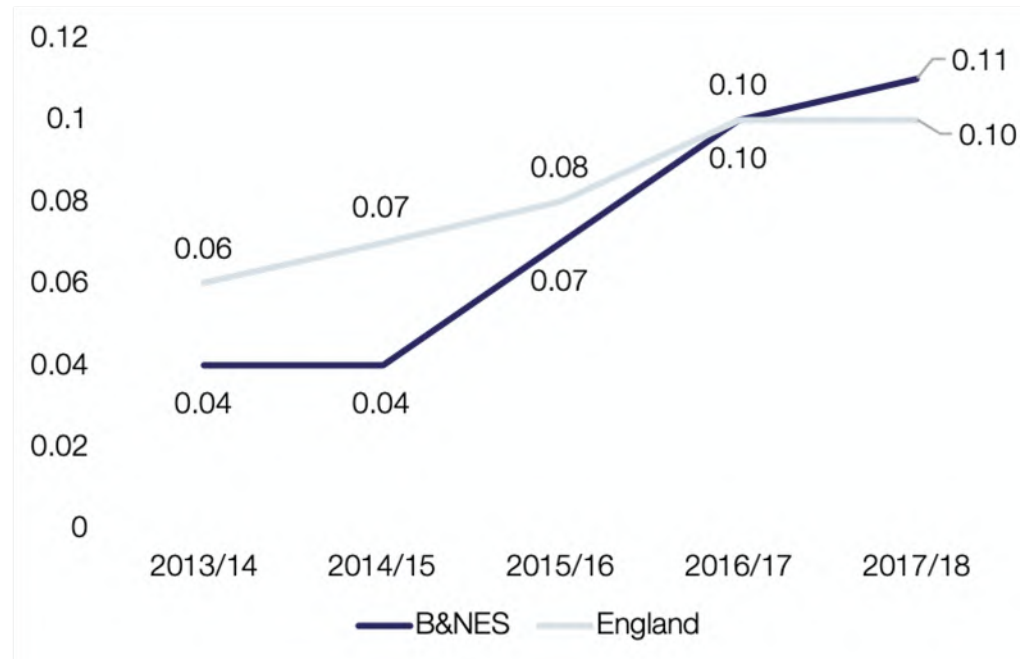


Rate\* of children who became the subject of a child protection plan, years ending 31 March 2015 to 2019



## Similarly, despite a sharp increase since 2014/15, the rate of children permanently excluded from school has only just reached the national average

Permanent exclusion rate in B&NES and England, 2013/14-2017/18

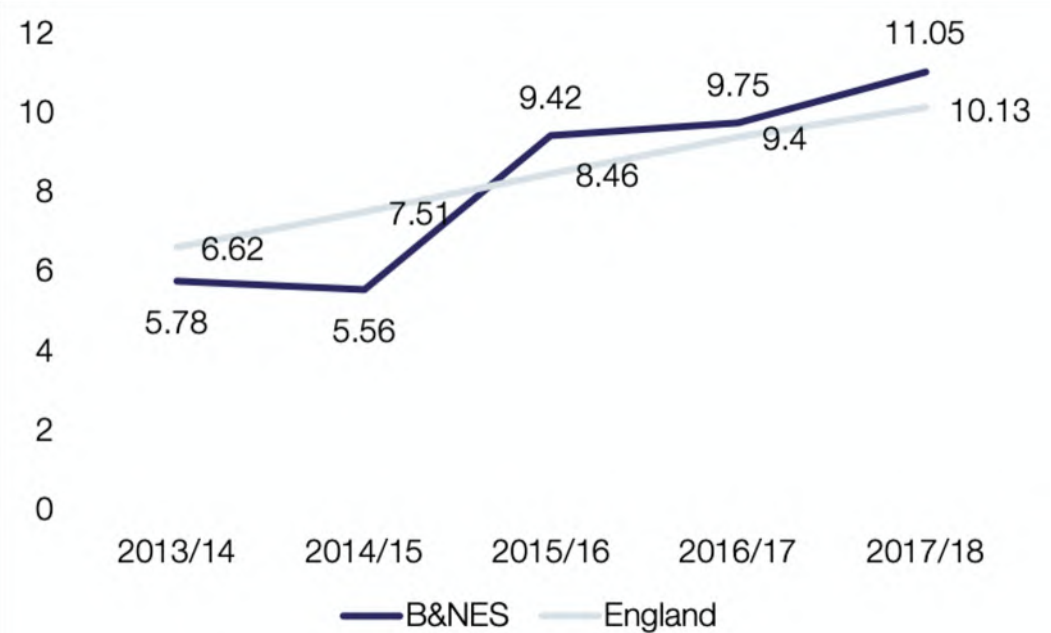


Note this increase in permanent exclusion rates in B&NES represent very **small underlying numbers** (an increase from 10 to 31)

A risk of permanent exclusion is present in known exploitation cases within B&NES

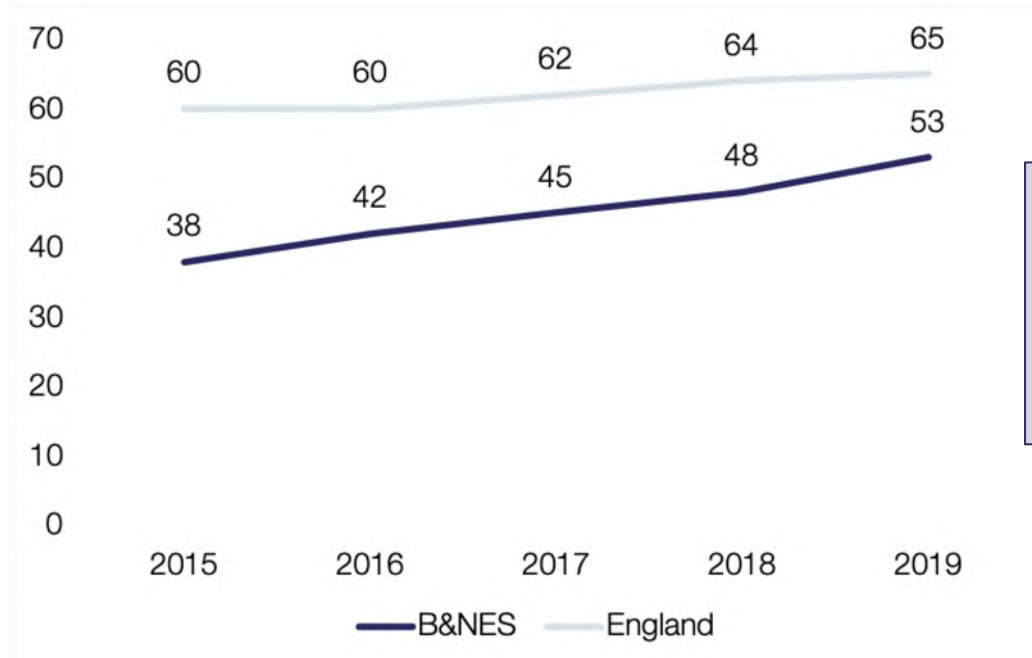
## However, the rate of fixed period exclusions in secondary schools has increased at a faster rate compared to England as a whole, with B&NES showing higher than average rates from 2015/16 onwards

Number of fixed period exclusions in state-funded secondary schools expressed as a percentage of the school population in B&NES and England, years ending 31 March 2014 to 2019



## Similarly, despite the rate of looked after children in B&NES remaining consistently below the England average, it has increased more quickly since 2015

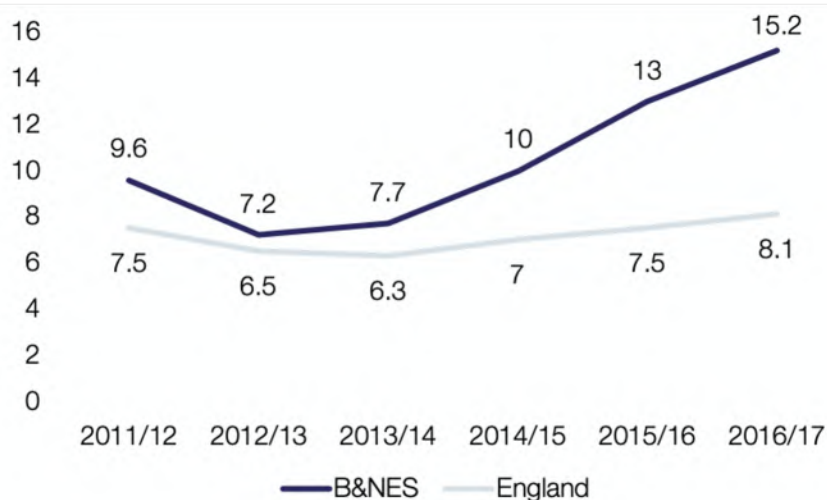
Rate of looked after children (per 10,000 children under 18) in B&NES and England, years ending 31 March 2015 to 2019



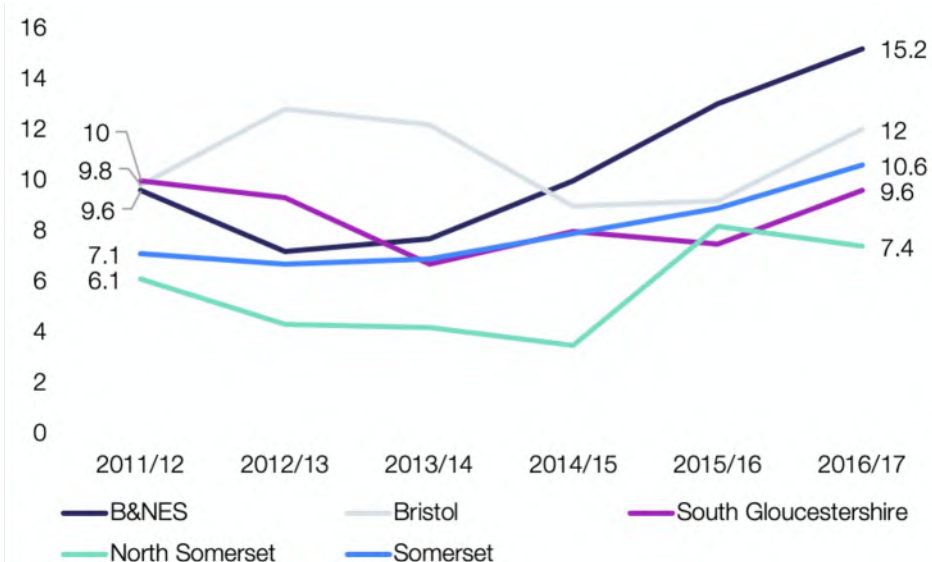
This is a known risk for criminal / sexual exploitation; many of the children identified as being at risk of such exploitation in B&NES are either looked after or Care Leavers

# B&NES appears to be a particular outlier in some areas. For example, B&NES has a consistently high rate of fixed term exclusions of children in need, which is known to put such children at higher risk of exposure to exploitation

Percentage of children in need with at least one fixed period exclusion in B&NES and England (2011/12-2016/17)



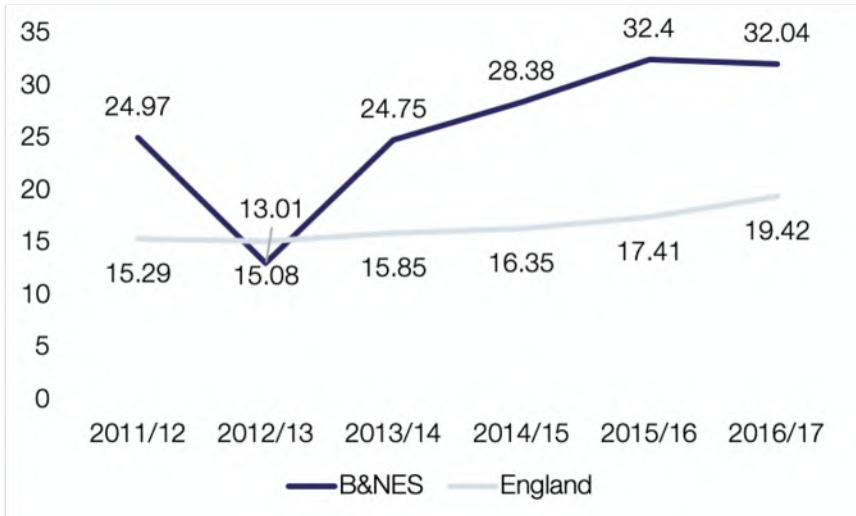
Percentage of children in need with at least one fixed period exclusion in Avon & Somerset's local authorities (2011/12-2016/17)



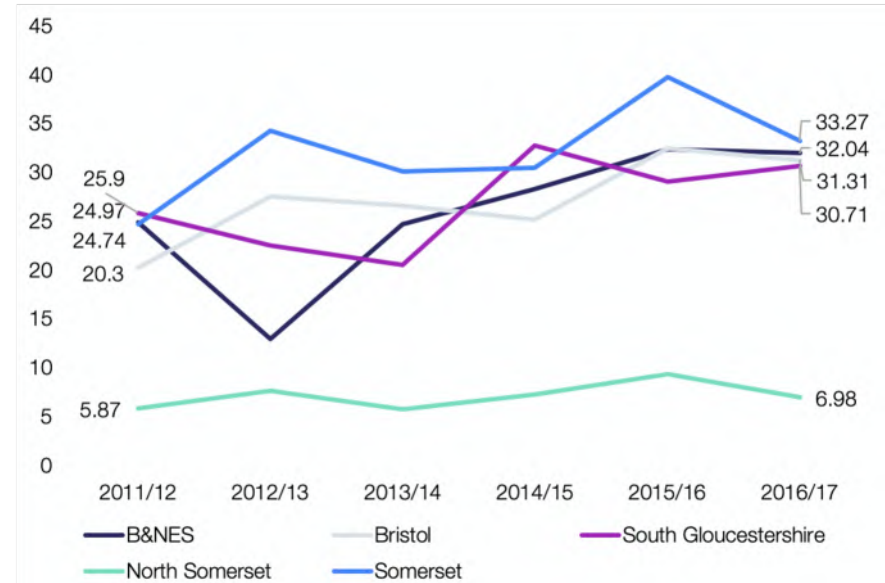


# Likewise, B&NES is significantly above the England average for fixed period exclusions from schools for SEN pupils with a statement, with the second-highest rate in Avon & Somerset in 2016/17

Fixed period exclusions from schools for SEN pupils with a statement as a % of the school population in B&NES and England (2011/12-2016/17)

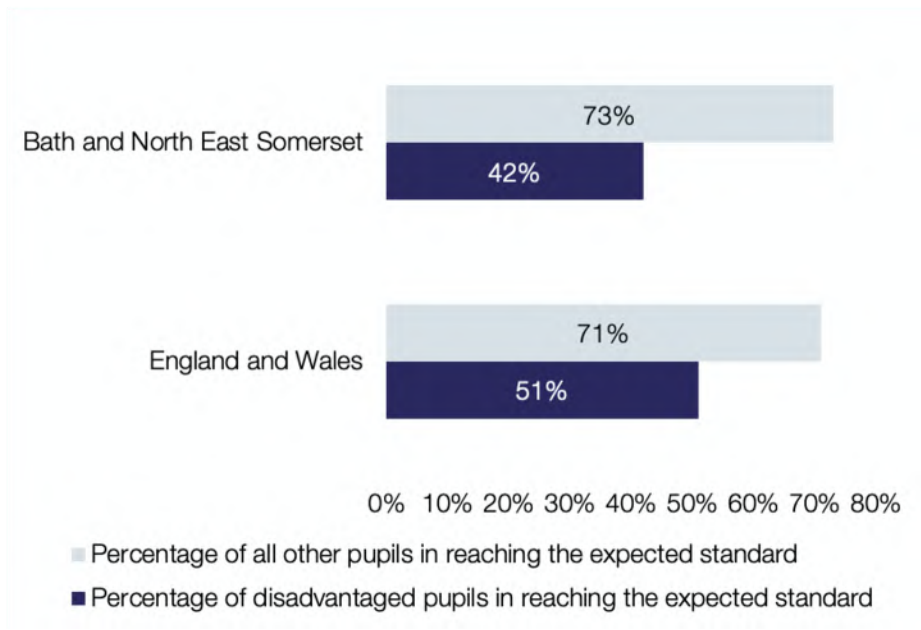


Fixed period exclusions from schools for SEN pupils with a statement as a % of the school population in Avon & Somerset's local authorities (2011/12-2016/17)



# And while educational attainment overall in B&NES is above the national average, the gap in attainment between disadvantaged children and all pupils in Key Stage 2 is significantly higher than the national average

Attainment of pupils at the end of key stage 2 in reading, writing and maths by disadvantaged pupils in state funded schools in B&NES and England and Wales (2018)



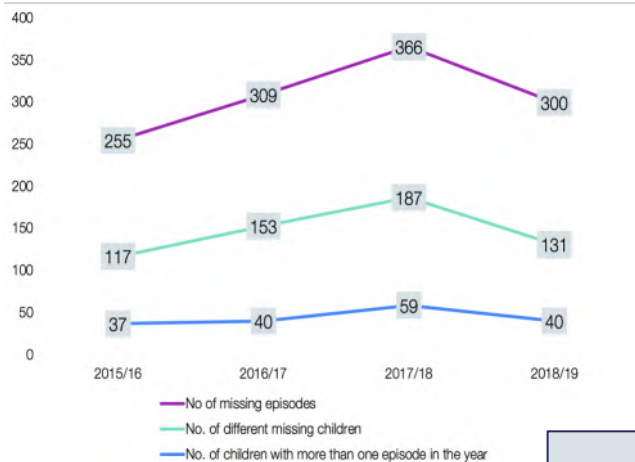
Source: Department for Education - Key stage 2 and multi-academy trust performance, 2018 (revised): Key stage 2 local authority tables, Table L7a

**Definitions:** "Disadvantaged pupils": For 2018, disadvantaged pupils include those eligible for free school meals in the last 6 years or are looked after children for at least one day or are adopted from care.

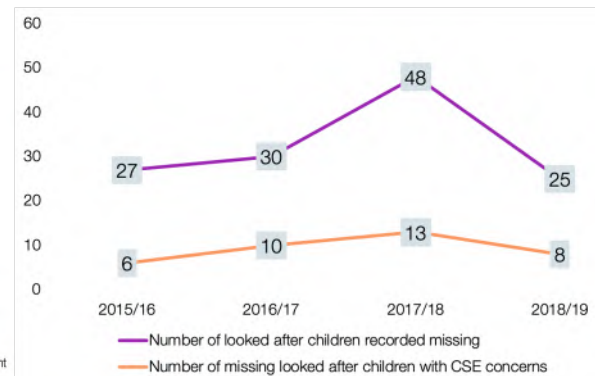
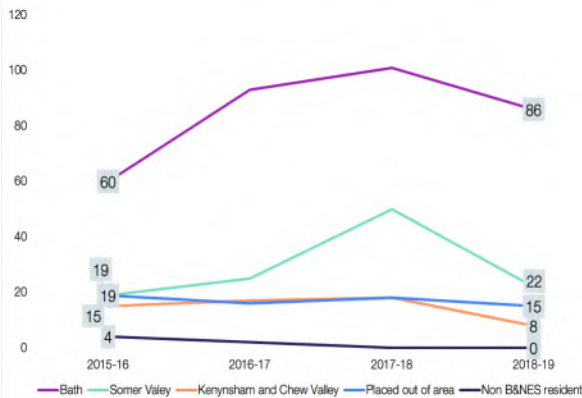
"Expected standard": Includes pupils who reached the expected standard, and those who reached a greater depth within the expected standard

# The number of missing episodes has increased over recent years. This has been driven by an increase in the number of missing children, many of whom are not currently subject to care arrangements

Number of children recorded missing, different missing children, and children with more than one episode per year, 2015/16 - 2018/19



Number of children recorded missing by location of residence, Number of looked after children recorded missing, 2015/16 - 2018/19



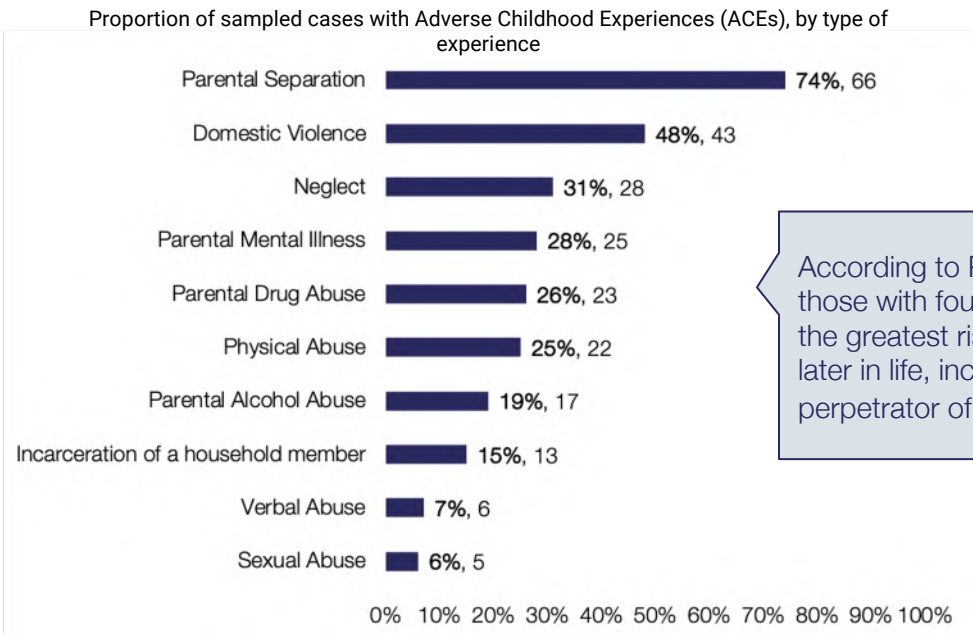
Missing episodes are common amongst the identified B&NES cohort at risk of exploitation

\*The quality of missing data is [known](#) to be very variable across the country. As a result, caution should be taken in interpreting any of the figures above

The gender of the majority of missing children has changed every year since 2015/16. In contrast, there have been sustained increases in the number of 15 year olds reported missing (now the most heavily represented age group)

# **Vulnerability among the youth offending cohort**

# The youth offending cohort possesses significant disadvantages. In an Enhanced Case Management study by the Youth Justice Board, 48 per cent of sampled cases had reported domestic violence in the household



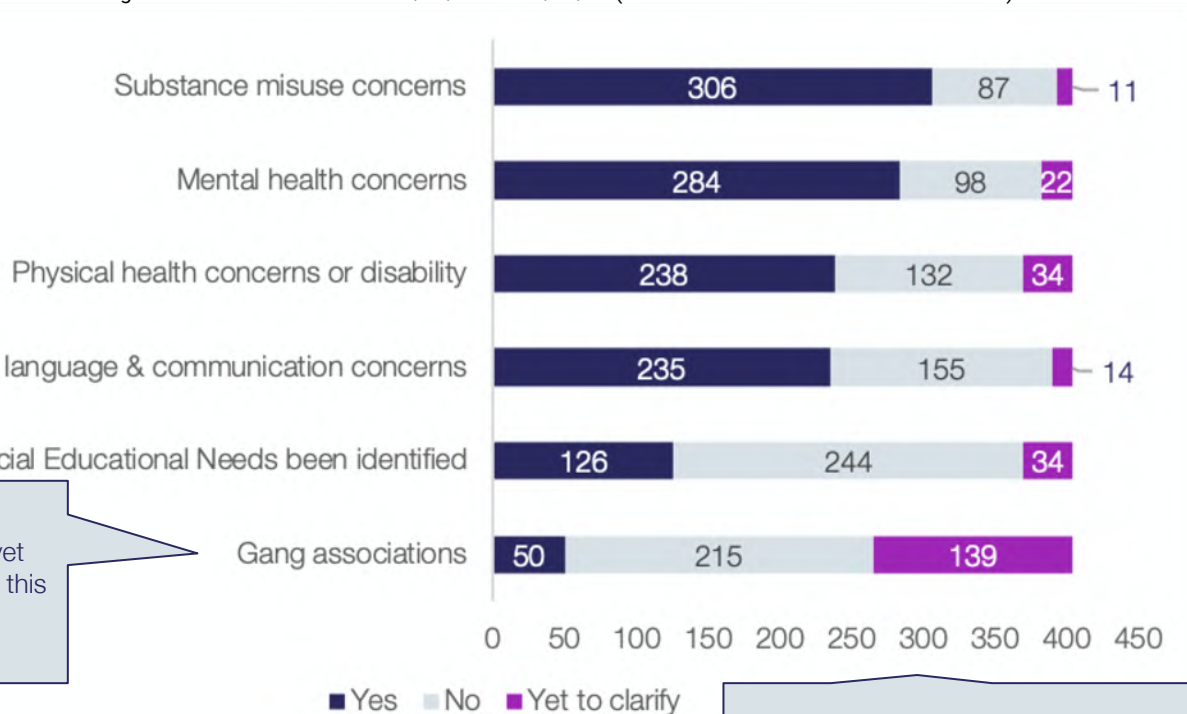
According to Public Health Wales, those with four or more ACEs are at the greatest risk of adverse outcomes later in life, including becoming a perpetrator of violence

# Substance misuse is the most commonly reported non-family/care vulnerability in the Youth Offending Service cohort (76 per cent), followed by mental health (70 per cent). There are also high levels of disability and special educational needs

AssetPlus vulnerabilities not relating to care/child protection status/domestic abuse experiences of children on B&NES' Youth Offending Service caseload between 04/07/2016 - 31/12/19 (n=404 assessments across 103 children)

Similar proportions of children had an identified physical health concerns or disability (59 per cent) and speech, language and communication concerns (58 per cent). Would we also expect a higher correlation with Special Educational Needs (31 per cent)?

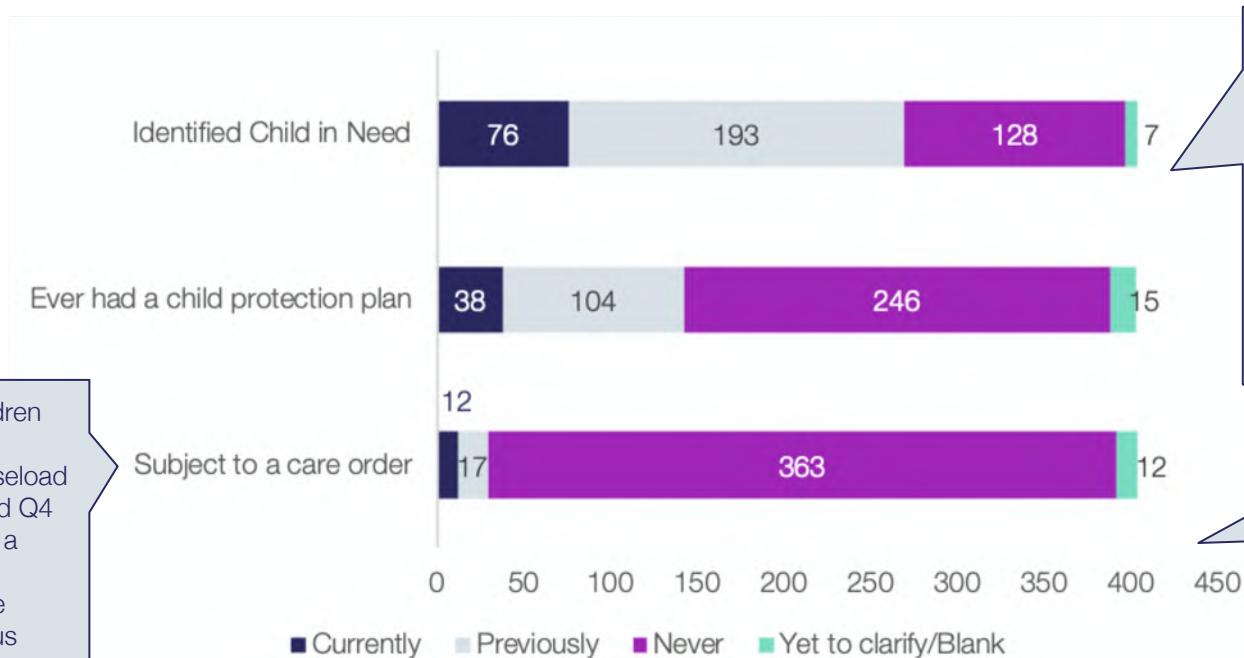
Over a third (34 per cent) of gang associations entries were coded as 'yet to clarify' – what is the reason behind this gap in data, and what more is known about those with gang associations?



These trends have changed little over recent years

# A high proportion of children within the Youth Offending Service cohort were currently or had previously been identified as a child in need (67 per cent), whilst 35 per cent were currently / had previously had a child protection plan

AssetPlus vulnerabilities relating to care or child protection status of children on B&NES' Youth Offending Service caseload between 04/07/2016 - 31/12/19 (n=404 assessments across 103 children)



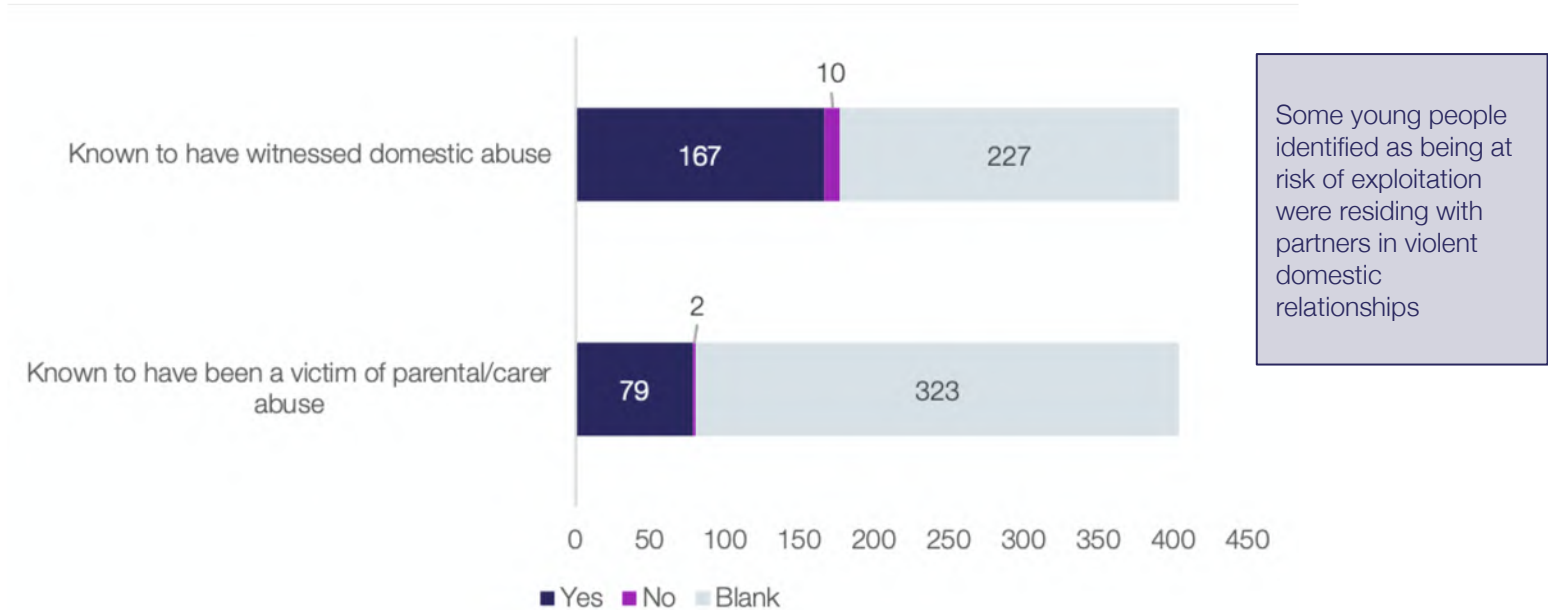
Overall, a smaller proportion of care/child protection status vulnerabilities were yet to be clarified compared to the other vulnerabilities assessed through AssetPlus

5 per cent of the children on B&NES' Youth Offending Service caseload between Q3 2016 and Q4 2019 were subject to a care order or had previously been at the point of their AssetPlus assessment

No national data is published to allow for benchmarking

# And over two-fifths (41 per cent) of the cohort were known to have witnessed domestic abuse, whilst a fifth (20 per cent) were known to have been a victim of parental or carer abuse

AssetPlus vulnerabilities relating to domestic abuse of children on B&NES' Youth Offending Service caseload between 04/07/2016 - 31/12/19 (n=404 assessments across 103 children)





## Summary of trends in youth vulnerabilities

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- B&NES ranks low on aggregate national indicators of child vulnerability. However, it does possess a small group of very vulnerable children with particularly complex needs. This presents an opportunity to design services to tackle problems in a very small group:
  - Rates of looked after children, children subject to S47 enquiries and child protection plans have all remained lower in B&NES compared to the England average
  - However, the rate of children excluded from school (permanent and fixed period) has increased faster than the England average, and is now higher than the England average
  - The rate of school exclusions for children with Special Educational Needs also sits above the England average, despite the presence of an even higher rate in Somerset
  - The educational attainment gap in B&NES is above the national average
  - The number of missing children episodes has increased substantially over recent years
- At the extreme end of vulnerability sits the B&NES Youth Offending Service cohort:
  - This group has a comparatively high rate of multiple Adverse Childhood Experiences (ACEs), and face particular issues relating to substance misuse and witnessing domestic abuse in the home



# **Drivers of serious violence in B&NES: Children exposed to domestic abuse**

## Exposure to domestic abuse is known to increase the risk of a child being affected by violence later on. Given the prevalence of domestic violence in B&NES, it will be important to look at the number of children affected and the access to help they receive

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A 2006 report by UNICEF entitled [\*Behind Closed Doors: The Impact of Domestic Violence on children\*](#) cites a number of academic studies supporting the hypothesis that witnessing violence in the home increases the risk of being affected by violence later on in life.

These include the World Health Organisation's 2002 [\*World Report on Violence and Health\*](#), and Marianne James' 1994 article '[\*Domestic violence as a form of child abuse: Investigation and prevention\*](#)'.

*"I definitely feel there is a link with the perpetrators of violence-related offences (e.g. drug dealing) and the perpetrators on Southside's caseloads, in and out of prison. Family names come up, with generations of the same family living in that system, in that community"*

*"What is seen [...] is the teenager becoming a perpetrator within the family home, having seen domestic abuse from a parent / carer previously"*

- Manager of Southside domestic violence service

# In B&NES during the 5 year period between 2011 and 2015 the police recorded 203 under-18-year-olds as being a witness of domestic abuse

Number of under-18-year-olds in B&NES recorded by the police as being a witness of domestic abuse (2011 - 2015)

*Gender of under-18-year-olds recorded as a witness of domestic abuse:*

2011:

Male, 30%; Female, 65%

2012:

Male, 25%; Female, 71%

2013:

Male, 54%; Female, 44%

2014:

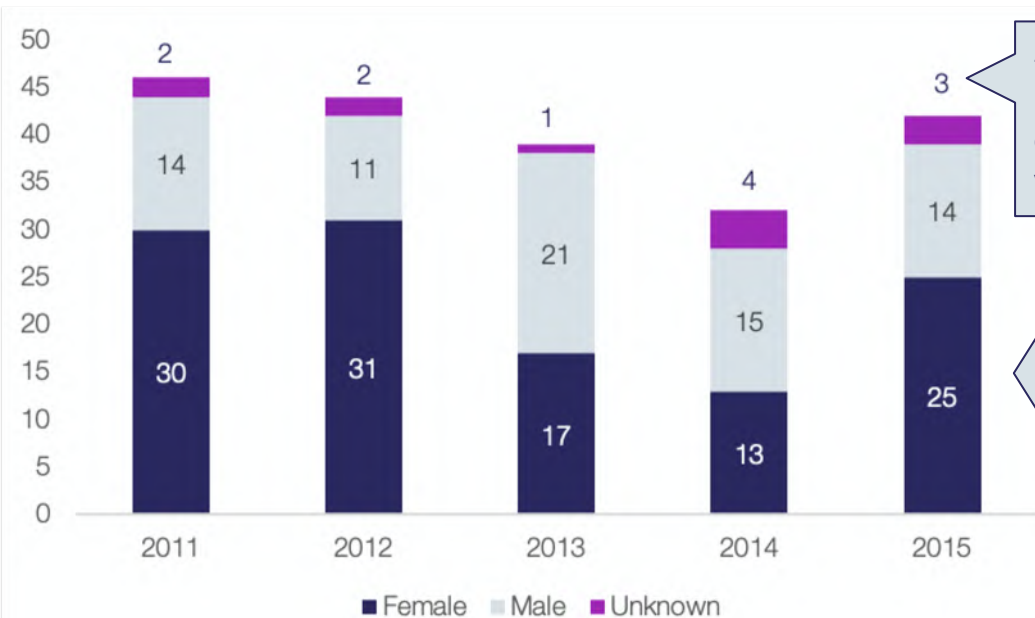
Male, 47%; Female, 41%

2015:

Male, 33%; Female, 60%

Average:

Male, 37%; Female, 57%

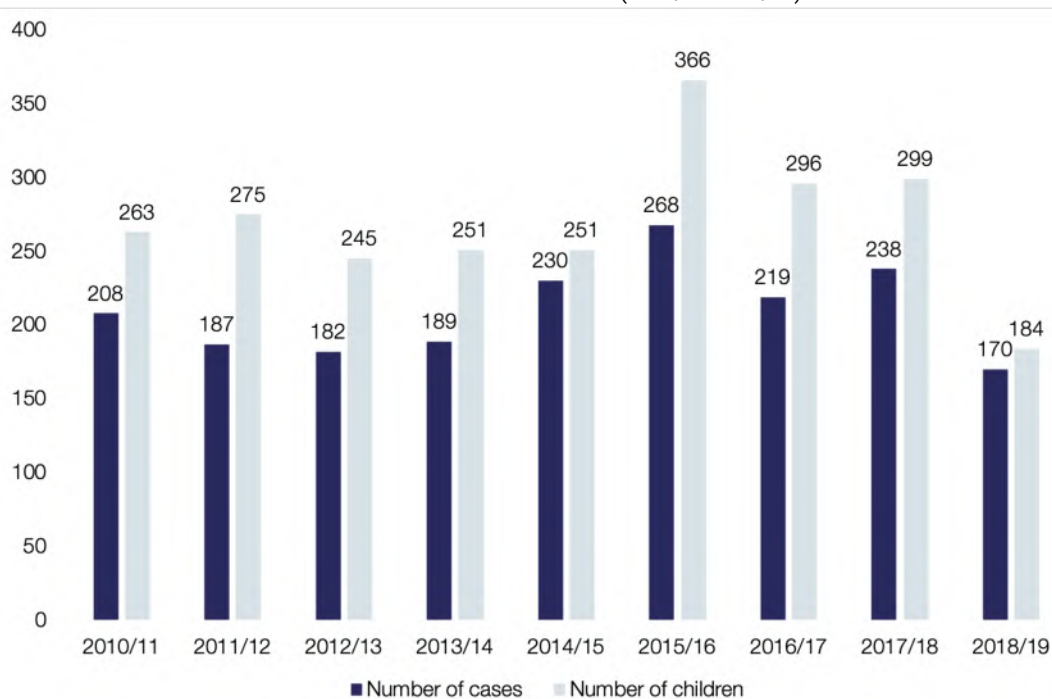


48 per cent of those sampled in the Youth Offending Service cohort had witnessed domestic violence (see slide 69)

In 2015 the police recorded 42 under-18-year-olds as being a witness of domestic abuse in B&NES – this was a similar number to in 2011, 2012 and 2013, but a 31.3 per cent increase compared to 2014 when there were 32

# From the 1,891 domestic abuse MARAC cases discussed between 2010/11 and 2018/19 there were 2,430 children in the households, equivalent to an average of 23 children affected per month and 1.3 children affected per case

Number of MARAC cases in B&NES (2010/11-2018/19)

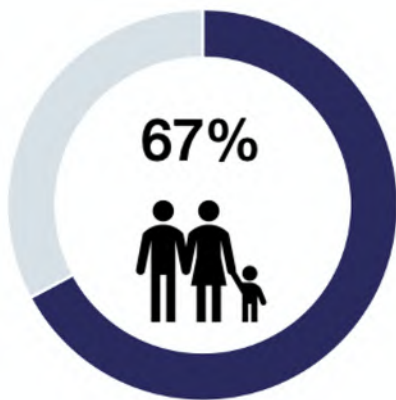


According to MARAC records, from the 1,891 domestic abuse cases discussed between 2010/11 and 2018/19 there were 2,430 children in the households, this means that on average there were 23 children affected per month and 1.3 children affected per case

There has been a sharp fall in the number of cases and children involved in MARAC cases between 2017/18 and 2018/19. The reasons for this fall are unclear

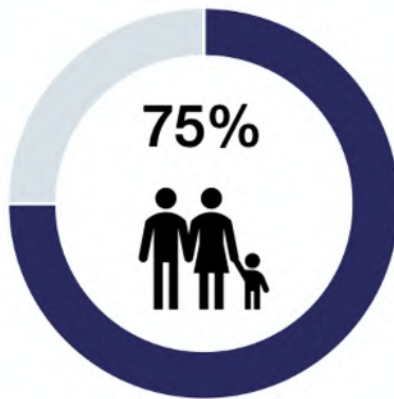
# Between 1st April 2015 and 31st March 2016, Southside supported 194 victims of domestic abuse through their Independent Domestic Violence Advisers. The majority of these individuals had children

67% of the 134 **Southside IDVA** clients had children who lived in or regularly visited the household



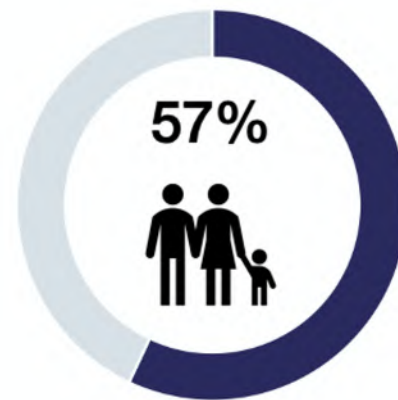
On average these clients had **two children each** – a total of **159 children** living in or regularly visiting households experiencing domestic abuse. **5% of the clients were pregnant.** At intake, there was current **social services involvement in 31%** of the 90 families with children.

75% of the 55 clients of the **Support Workers service** had children who lived in or regularly visited the household



On average these clients had **two children each** – a total of **83 children** living in or regularly visiting households experiencing domestic abuse. **2% of the clients were pregnant.** At intake, there was current **social services involvement in 10%** of the families with children.

57% of the 163 clients that engaged with IRIS\* between April 2016 and September 2017 had children



On average these clients had **1.8 children each.** 18% of the children were under 4 years old, and 71% were under 10.

\*The B&NES Identification and Referral to Improve Safety Programme

## Children exposed to domestic abuse in B&NES: summary

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Academic evidence suggests that children exposed to domestic abuse are more likely to become perpetrators of this abuse, and of other forms of violence, later on in life. Local practitioners confirm the intergenerational effects of domestic abuse as a driver of serious violence in B&NES, whilst local data confirms the presence of children in this category at risk:

- In 2015 the police recorded 42 under-18-year-olds as being a witness of domestic abuse in B&NES
- There were 2,430 children affected by MARAC cases in B&NES between 2010/11-2018/19, of which 184 were in 2018/19 – this is a sharp fall of 17% on the previous year (reflecting a drop in the MARAC caseload), though the reasons for this fall are unclear
- There were 571 notifications of domestic abuse incidents to Children’s Social Care in B&NES in the financial year 2014/15, a decrease of 51 per cent compared to 2013/14 when there were 1,161
- Over half (57 per cent) of the 163 clients that engaged with the B&NES IRIS Programme between April 2016 and September 2017 had children: 18 per cent of the children were under four years old, 71 per cent were under 10
- 66 per cent of child protection cases in B&NES in 2014/15 cited domestic violence as a risk factor
- Between 1st April 2015 and 31st March 2016, 67 per cent of the 134 Southside IDVA clients surveyed had children who lived in or regularly visited the household, and five per cent of the clients were pregnant
- On average these clients had two children each – a total of 159 children living in or regularly visiting households experiencing domestic abuse

The data available on children affected by domestic violence does not allow a realistic estimate of the numbers affected but will be important for identifying the necessary service responses



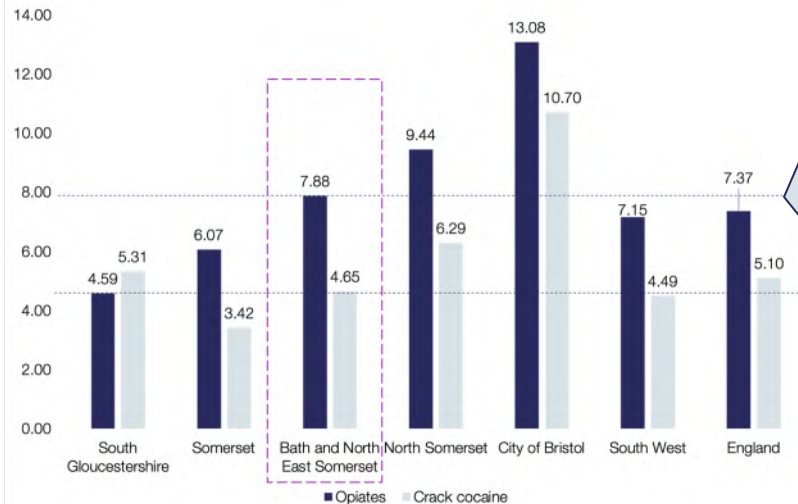
# **Drivers of serious violence in B&NES: Drugs**



# There are well-established links between drug markets for crack cocaine and heroin, and serious violence. Usage of these drugs and drug related deaths are comparatively high in B&NES

Opiate use is above the national average, and both opiate and crack cocaine use are above the regional average

Rate of use of opiates and crack cocaine per thousand of the population, 2016/17

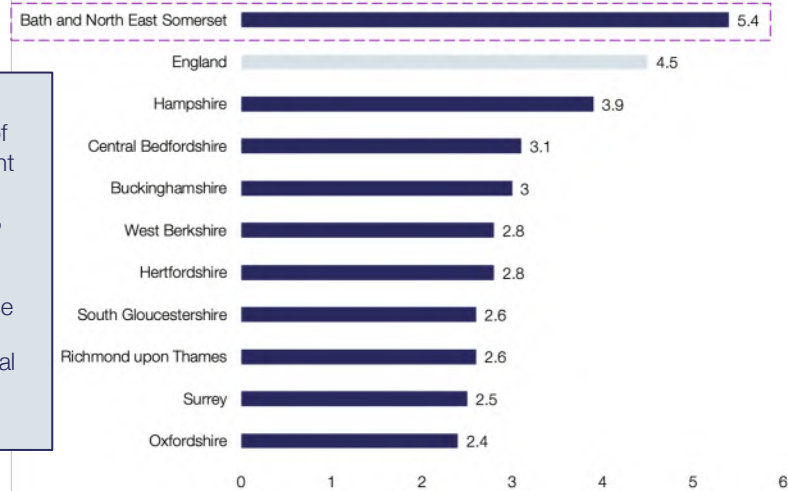


The proportion of users in treatment is above the national average, despite net expenditure on adult drug misuse services being below the national average

This has come at a time of greater availability and purity for these drugs nationally

B&NES has the highest rate of drug deaths amongst its comparative areas of deprivation

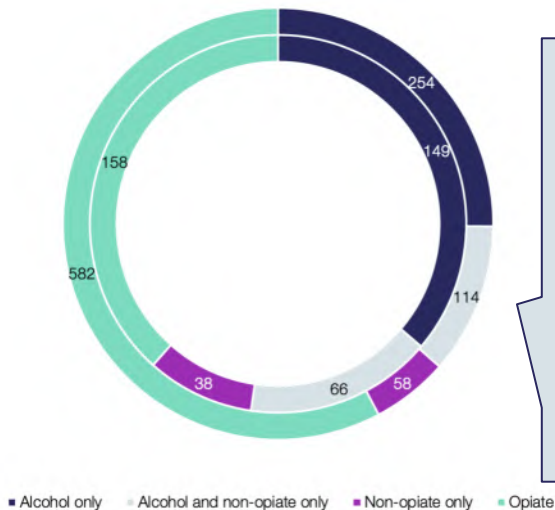
Rate of deaths from drug misuse in areas within the least deprived decile (IMD)



[PHE research](#) highlights a national increase in crack cocaine use. In part this has been attributed to aggressive marketing of crack to heroin users - including 2-for-the-price-of-1 offers and crack on credit - by dealers

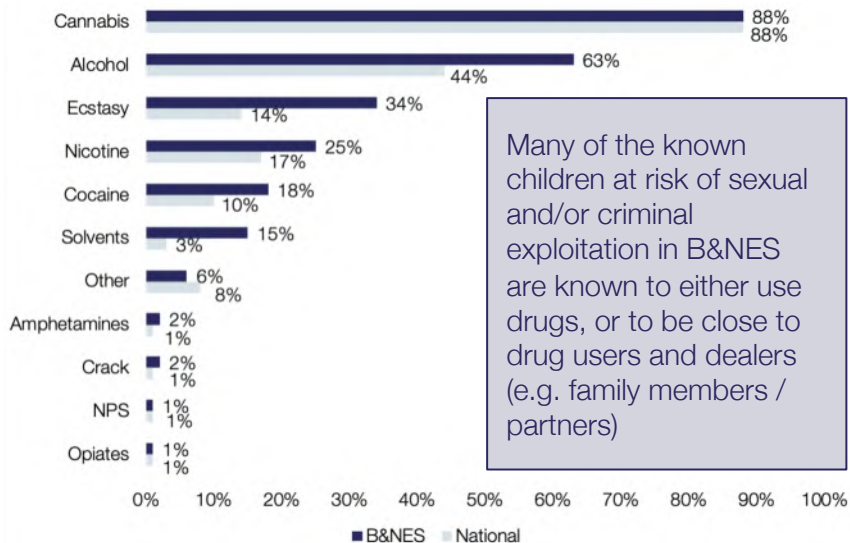
# Drug users in B&NES appear to be especially complex. For example, the proportion of heroin users injecting is above the national average. Similarly, the proportions of young users in treatment needing support with harder drugs beyond cannabis (e.g. cocaine / ecstasy) are above national averages

Drug needs of adults in treatment (NDTMS), new presentations (inner circle) and those already in treatment (outer circle)



*"[Demand] is much smaller than [in] Bristol, however the level of complexity is much higher e.g. higher injecting % amongst the heroin user population"*  
 -Drug treatment worker

Drug needs of youths in treatment (Project 28), total

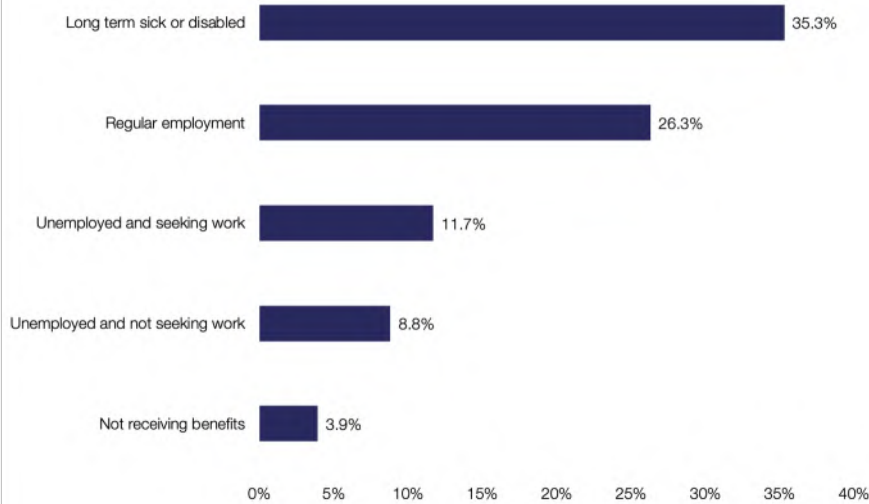


Many of the known children at risk of sexual and/or criminal exploitation in B&NES are known to either use drugs, or to be close to drug users and dealers (e.g. family members / partners)

*"There is a long history of heroin use in Bath, particularly in the more deprived areas. There is quite a large street community as well who all tend to use heroin. We have used undercover officers in the past who have seen a lot of 'open' activity e.g. in stairways and car parks. We haven't necessarily seen an increase in the heroin market but it is already quite large. There are heroin markets in Paulton and Radstock, as well as Bath"*  
 -Officer, Avon & Somerset Constabulary

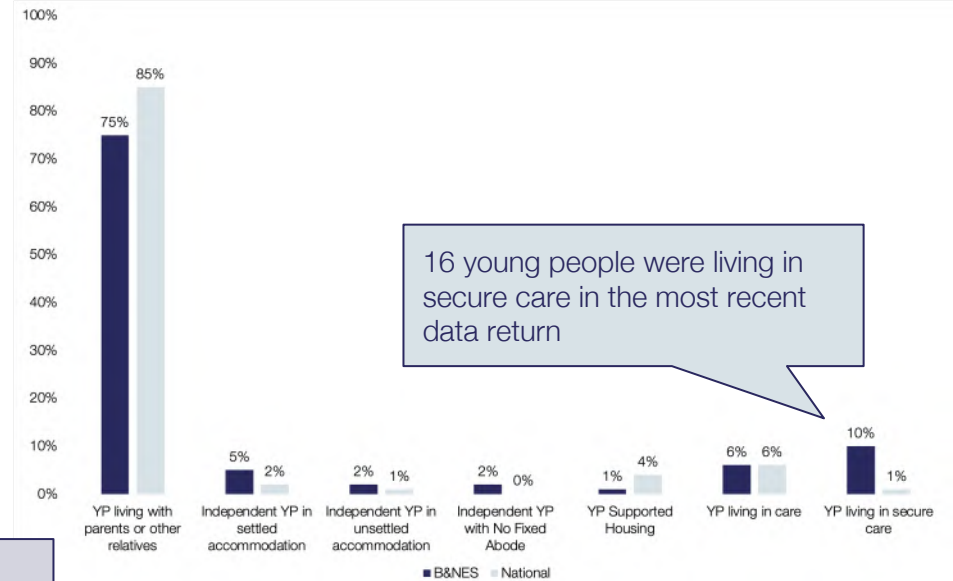
# A high proportion of adult users are disabled or long-term sick, and the proportion of young users living in secure care homes is ten times the national benchmark

Proportion of adults undergoing drug treatment in different types of employment, B&NES and national



Youth focus group participants raised drugs as a key driver of serious violence, itself a symptom of poverty

Proportion of young people undergoing drug treatment in different types of accommodation, B&NES and national



16 young people were living in secure care in the most recent data return

## Interviews with police and local providers highlighted the existence of a county lines market. County lines are known to be directly connected to violence, as are drug markets more broadly

*[Drug violence] tends to fluctuate depending on the phase of lines being set-up and police disruption – it will increase during the set-up of a new line but will then decrease following police disruption. The lines tend to change all the time – they all tend to come from similar areas in London [...] but different people end up being in charge of the newly established lines”*

Officer, Avon & Somerset Constabulary

*“The most prevalent violence issue is county lines. There is an acute county lines issue in Bath - 8-10 lines at any one time in the Bath area exploiting teenage kids to perpetrate that criminal exploitation”*

Officer, Avon & Somerset Constabulary

*“Increased violence due to lines falling out between themselves tends to manifest in stabbings and aggravated burglary. Rivals will often attack each other’s houses”*

Officer, Avon & Somerset Constabulary

*“If we’re defining serious violence as stabbings and serious injury, I would say that drugs in B&NES is the main driver of serious violence in the area. Violence is involved in the recreational market – we have seen this in Keynsham in particular. That tends to be knife-enabled or with baseball bats (weapons in general)”*

Officer, Avon & Somerset Constabulary

Respondents expressed different views about the number of lines operating in B&NES, ranging from two to ten

*“[Denying the existence of serious violence in B&NES] is a big issue for policing county lines as it will give the impression of impunity to gangs wanting to set up lines in an area with lots of affluent (“ideal”) clients”*

Third-sector provider

## Furthermore, they are known to exploit vulnerabilities amongst young people (e.g. recruitment for lines). So, while number appear low, B&NES faces challenges in responding to exploitation of its own children, and in dealing with those arriving from urban hubs

*"Roughly 30-40 children in the B&NES area are involved in county lines. There is a local component to it... county lines try to recruit socially excluded children (e.g. excluded children or children in care). These groups are already the most likely to be addicted to drugs so there is an inevitable overlap"*

DHI

*"County lines have changed over the last five years - young people are getting on the train from Birmingham and London and [...] causing criminality along the journey. 5-10 years ago it was B&NES children being exploited, but it was possibly not that successful. Now more people are coming to do it themselves from cities."*

MARAC

*Exploitation of young people does happen from time to time, but the numbers are small. The exploitation tends to happen by 'local facilitators': heroin dealers in Bath are contacted by the dealers in London, who then set up the supply lines in Bath.*

*The lines from London tends to bring their own young dealers as opposed to recruiting in Bath. But within the last 12 months one of the facilitators has tended to use vulnerable young girls to carry cash"*

..."



*"How to deal with kids from Hackney? It's a massive issue. It's four to five months minimum before justice is served and so much can be done in that time. We put people back on the train but we need to ensure they're supported."*

*Police will try not to arrest the child - but often it's difficult when services are closed. If we have a child who we're concerned about we'll hang on, but it's a fine line legally - sometimes the best thing to do is to put them on the train, but then we're back to the nucleus of the problem"*

DHI

Several children at risk of exploitation are known to be associated with individuals travelling from London, and almost all cases of criminal exploitation involved some form of drug dealing (often county lines)

# Drugs: Summary

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- Demand for harmful drugs including crack cocaine and opiates is high in B&NES, and such drugs are known to be connected to serious violence
- Drug users in B&NES appear to be especially complex, with a high proportion of injecting users and above-average rates of children in treatment for drugs beyond cannabis
- A small number of county lines are operating in Bath. Such lines generally trade in crack cocaine and heroin, and are associated with serious violence (e.g. in establishing / defending territory and securing payment)
- Vulnerable children in B&NES are at risk of exploitation from such lines, whilst B&NES is also known to be affected by young individuals from London and other major cities



# **Conclusion and recommendations**

# A number of trends and drivers have been identified through the course of this report that help to depict the scale and nature of serious violence in Bath and North East Somerset

## Trends

- **B&NES has a low overall rate of recorded violence**, though certain serious violent offence groups have risen significantly over the last five years. Whilst data for under-25s is not currently available, evidence suggests this trend is also true of the Youth Offending Service cohort
- **Serious violence is concentrated in Bath City Centre**, though there are signs of a spillover into other areas such as Keynsham, Twerton, and Somer Valley
- Violence and knife admissions to hospital are concentrated in **the early hours of the morning**
- Knife crime victims are concentrated in the **25-34 age bracket**, and are **overwhelmingly male**
- **Domestic abuse is the most common circumstantial flag** for serious violent offences, and domestic violence offences have a particular profile requiring attention
- A **low proportion of serious violent offences lead to charge / summons**

## Drivers

- **Vulnerabilities:**
  - **Adult:** The street community is at particular risk of violence, with an entrenched issue surrounding domestic violence
  - **Youth:** B&NES ranks low on aggregate national indicators of child vulnerability. However, a small group of very vulnerable children (e.g. the Youth Offending Service cohort) have particularly complex needs
- **Children exposed to domestic abuse:** domestic violence poses a particular challenge in B&NES, and a significant cohort of children witness it in the home (a known risk factor for future offending)
- **Drugs:** demand for drugs is comparatively high in B&NES given the low level of overall deprivation. Drug use is complex, and a county lines market exists which is known to be linked to violence and exploitation



# The profile of violence in B&NES raises a number of specific challenges that a greater focus on violence reduction can seek to address

## Challenge

### **There is a comparatively low levels of violence in B&NES**

However, taking a Public Health approach to tackling violence requires preventative work at population level as well as to those at greater risk.

**A focus on violence reduction allows B&NES to consider investment in evidence-based population-level responses such as violence awareness in primary schools and other universal settings**

## Opportunity

### **Domestic violence is the most common form of violence and could be driving violence in children**

A range of action is already being taken to tackle domestic abuse, but its impact is understood to cast a long shadow into children's lives

**The focus on violence reduction provides the opportunity to tackle domestic violence through the lens of its long term impact on children**

### **A very small complex cohort of disadvantaged young people**

While B&NES children have lower than average indicators of vulnerability, those that are disadvantaged appear to have very significant vulnerabilities that put them at risk of exploitation and other poor outcomes

**The response strategy provides an opportunity to pilot new approaches to dealing with a more complex cohort**

### **A focus on Bath's street community**

Interviews suggest there are chronic problems of violence, drug abuse and exploitation in the street community which current services struggle to tackle effectively

**The response strategy offers an opportunity to explore alternative approaches to improving outcomes for those affected by violence and exploitation in the street community**

**VRU funding offers an opportunity to get to grips with these challenges, and prevent the problem of violence from growing**

# Implications for policy

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## Knowledge/ evidence

- Build a more effective evidence base around the impact of the drug market on serious violence throughout B&NES
- Improve awareness of violence and the drivers of violence in the street community
- Ensure that the circumstances surrounding violent offending are effectively recorded and analysed (e.g. domestic abuse)
- Improve knowledge base around members of the Youth Offending Service cohort with gang associations

## Commissioning strategy

- Concentration of serious violence within a small number of areas (Bath City Centre, Keynsham, Twerton and Somer Valley) suggests the need for hyper-local interventions
- Review understanding of the victim-perpetrator cycle in B&NES, in order to support interventions for those involved in committing serious violence and being exploited (e.g. with a view to offering more specialist support for those presenting the greatest risks/needs)

## Whole systems approach

- Ensure that the families (siblings, children) most at risk of serious violence and exploitation are systematically identified
- Use the updated safeguarding and community safety arrangements as an opportunity to drive a coordinated approach to supporting children affected by domestic violence
- Work with schools to understand the drivers of exclusion in B&NES

## Influencing partners

- Mainstream trauma-informed approach across the partnership
- Report back to the Avon & Somerset VRU examples of barriers/blockages requiring regional intervention
- Work with health partners to quantitatively and qualitatively analyse key metrics surrounding serious violence and its drivers

## Communications and community engagement

- Conduct community engagement with hard-to-reach groups on the topic of serious violence (e.g. the street community)
- Local campaign to win hearts and minds of those involved in delivering violence prevention initiatives

# Thank you

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# **Annex (i): Acknowledgements**


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- Bath Spa University - Sara Gallagher
- Stand Against Violence - Adam Fouracre
- Connecting Families - Marek Patela
- Lemon Gazelle - Mark Goodman, Sarah Martin





# **Annex (ii): sources of data/information used in the problem profile**

# National data

Agency	Source
Office for National Statistics	Recorded crime data by Community Safety Partnership area; Crime in England and Wales (assorted tables)
Home Office	Outcomes open data tables
NHS Digital	Hospital Admitted Patient Care Activity 2018/19
Ministry of Housing, Communities, and Local Government	English indices of deprivation 2019
Department for Education	Permanent and fixed-period exclusions - local authority tables; Characteristics of children in need; Characteristics of Children in Need in England: Outcomes tables; Local authority tables: children looked after in England including adoption 2018 to 2019; Key stage 2 and multi-academy trust performance, 2018 (revised); Key stage 2 local authority tables
Local Government Association	LG Inform database
Public Health England	Estimates of the prevalence of opiate use and/or crack cocaine use (2016-17). - Public Health Profiles;
End Child Poverty	Poverty in your area 2019: South West Local Authorities
United Nations Office on Drugs and Crime	Standardized prices of cocaine and heroin in the United States and Western Europe
Public Health England	United Kingdom Drug Situation: Focal Point Annual Report 2017

# Local data

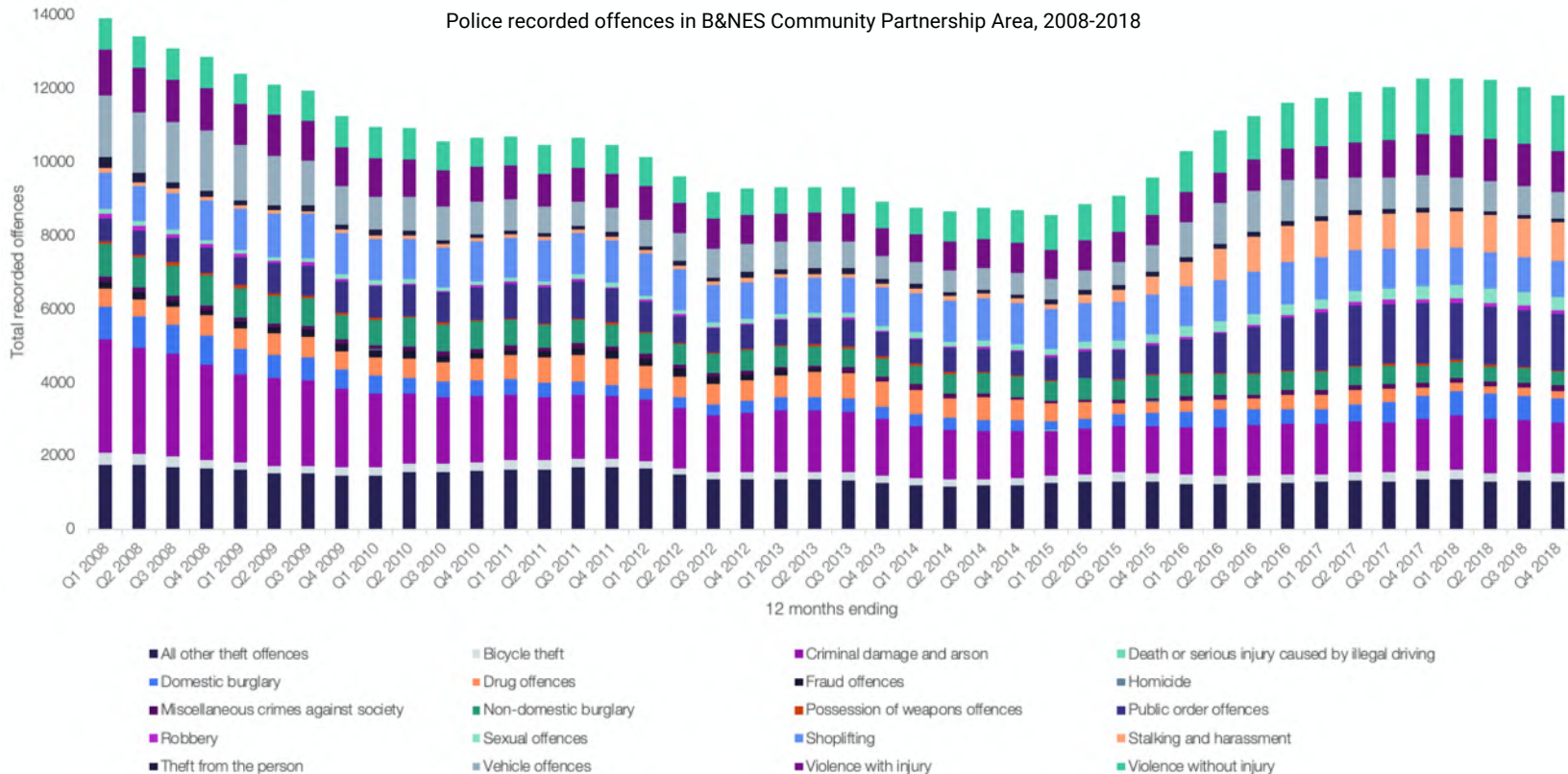
Agency	Source
Bath and North East Somerset Council	Joint Strategic Needs Assessment; Toxic/Complex Trio Profile; Exploitation caseload data
Bath and North East Somerset Youth Offending Service	Caseload data (including Asset + vulnerabilities data); Annual Missing Children Reports
Avon & Somerset Constabulary	Bespoke data request (covering Violence Against the Person, Robbery, and Serious Sexual Offences)
NHS South, Central and West Commissioning Support Unit (CSU)	Bespoke data request (covering admissions to hospital for 'assault by sharp object' and ambulance data on stab-related injuries)
Bath and North East Somerset, LCSB Exploitation Sub-Group	<i>Young People Missing from Home, Care and School and Return Home Interviews - Annual Report: April 2018 - March 2019</i>
Youth Justice Board	Analysis of Data for Enhanced Case Management Project
NDTMS	Adult Partnership Activity Report
Project 28	Young People Quarterly Activity Report
Bath Business Improvement District	<i>ATCM Purple Flag: KPI Data, A reducing incidence of crime and anti-social behaviour</i>
B&NES MARAC	Data submission to Safer Lives
Southside / IRIS services	Data return and case studies
Behavioural Insights Team	<i>Developing a Serious Violence Strategy for Avon and Somerset</i>





# **Annex (iii): Additional information**

# Total police recorded crime decreased from 2008-2015, before increasing by 38% to roughly 2009 levels. Since Q1 2015, robbery offences have increased by 118%, possession of weapons by 104% and violence without injury by 63%



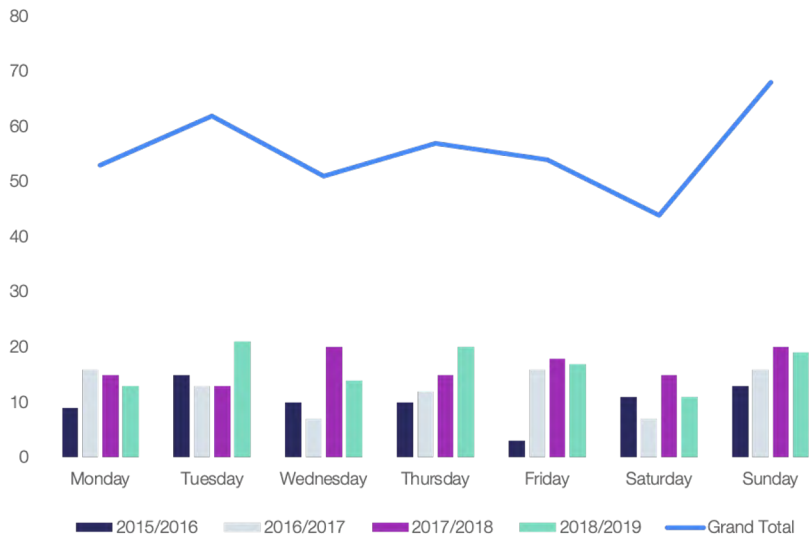
Source: ONS, Recorded crime data by Community Safety Partnership area

# There is no obvious pattern for the days on which robberies occur. However, they do seem to occur more in the evening, raising questions surrounding its relationship with after-school offending and the night-time economy

No clear pattern is identifiable surrounding the most likely day for robbery, although more offences have been committed on Sundays than on any other day over recent years

Most instances occur between 16:00 and 24:00. This may suggest a concentration of robberies after school, and/or links to the night-time economy

Weekly spread of robbery offences, 2015/2016 to 2018/2019



Time of day (hourly) of robbery offences, 2018/2019

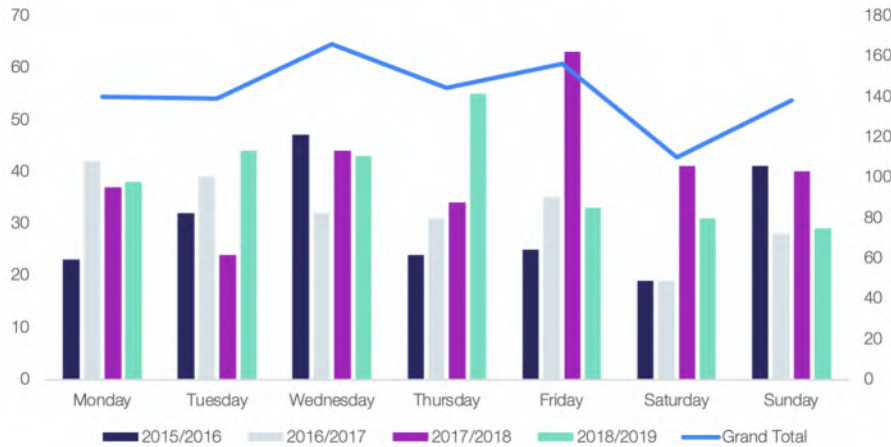
Time of Day	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
00 - 04	1	3	4	4	0	1	3
04 - 08	2	0	2	1	2	1	2
08 - 12	1	5	2	3	4	1	2
12 - 16	2	3	2	3	2	3	3
16 - 20	3	5	2	4	5	1	5
20 - 24	4	5	2	4	4	4	4

Night-time Economy

# There is no obvious pattern for the days on which sexual offences occur

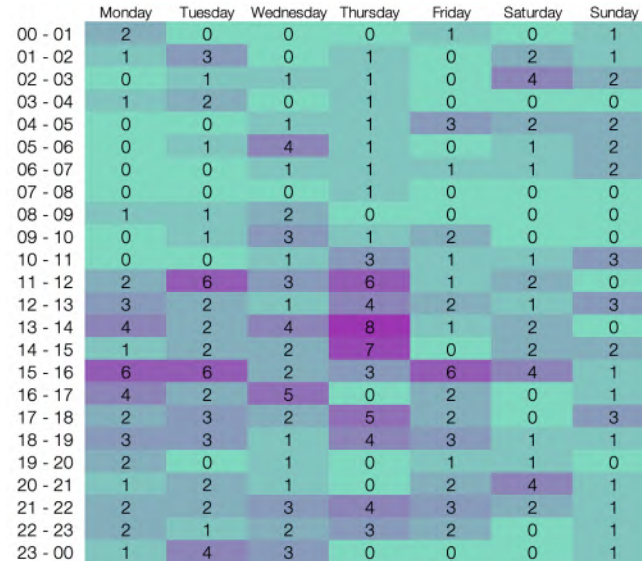
Over the last four years, the most sexual offences happened on a Wednesday, although there is no clear trend throughout the week. The most offences in the last year occurred on a Thursday

Weekly spread of sexual offences, 2015/2016 to 2018/2019



Similarly, there is no clear trend for the time of day sexual offences occur, except for after 12pm during the week.

Time of day (hourly) of sexual offences, 2018/2019



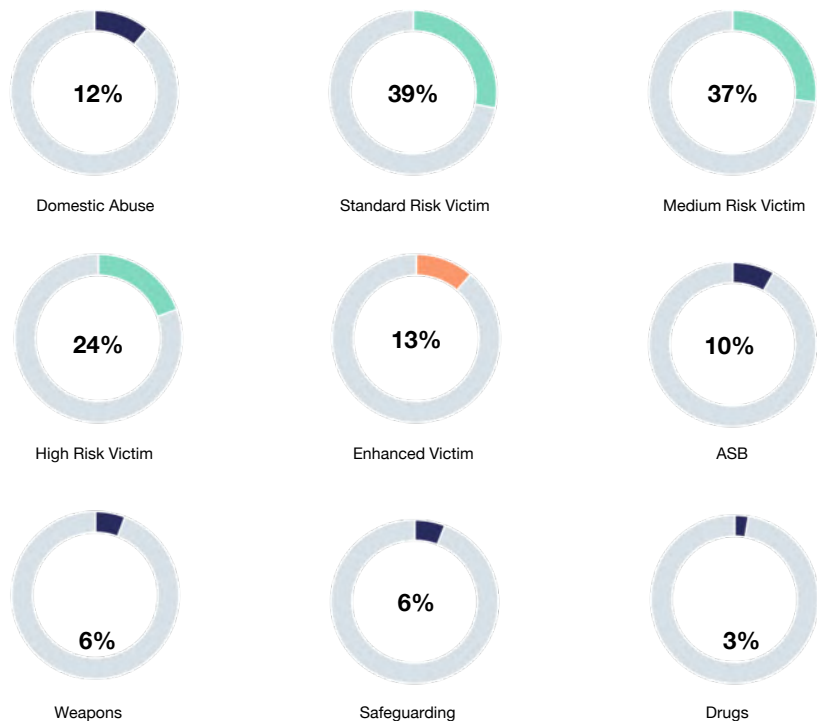
**Bath has a busy night-time economy (NTE) connected to its relatively large student population. This raises the risk of violence associated with the night-time economy - however, calls relating to anti-social behaviour (ASB) at night have decreased by almost two-fifths (38 per cent) between 2014 and 2017**

ASB related calls received between 5pm-4am and the rest of the day, 2014-2017

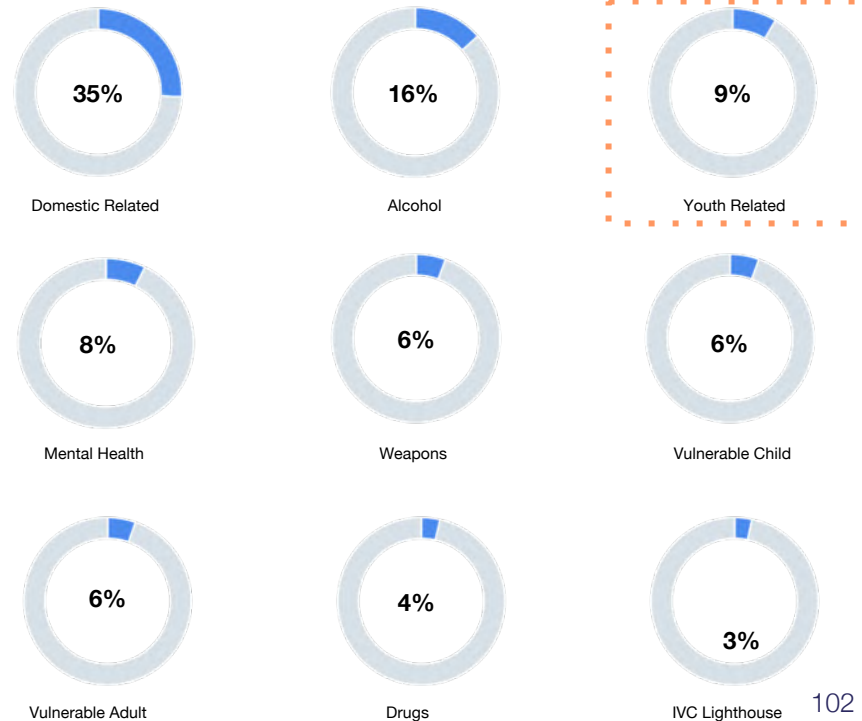


# Domestic abuse, or domestic-related incidents, appear most frequently as a flag across all offences. ASB is also flagged regularly, as well as alcohol, youth and mental health-related incidents

Tags across violence against the person and robbery, 2018/2019

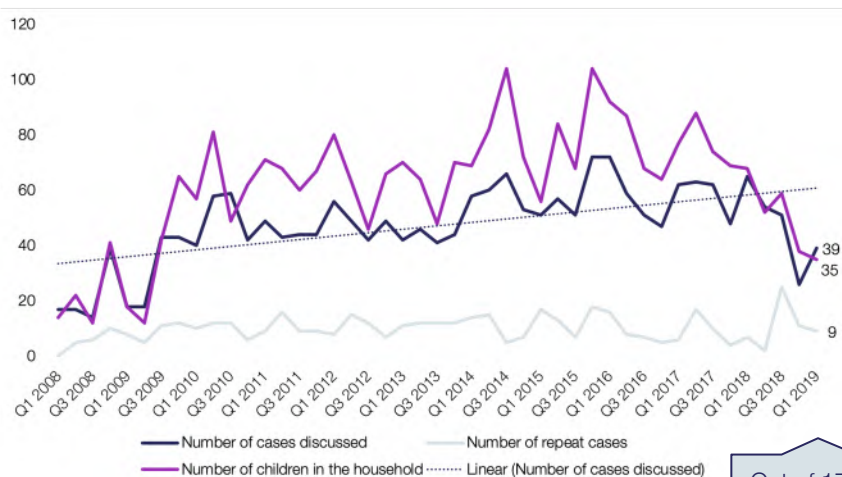


NICL Qualifiers across violence against the person and robbery, 2018/2019

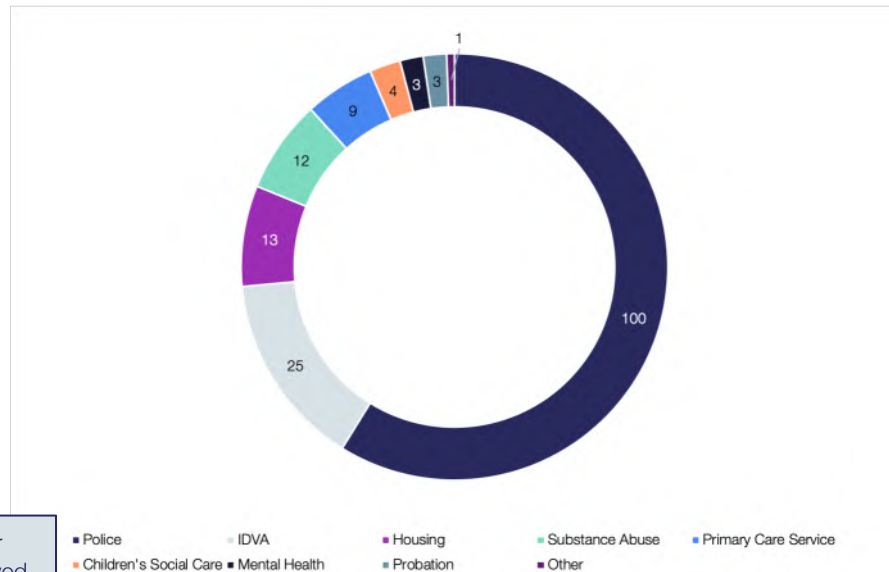


# The number of cases discussed at MARAC has risen, reflecting either increased levels of abuse or an improved service response. The majority of referrals to MARAC come from the police and (to a lesser extent) independent advisers

Number of cases and repeat cases discussed at MARAC, and number of children in the household in MARAC cases, quarterly figures Q1 2008 - Q1 2019



Cases discussed at MARAC by referral route, year ending March 2019



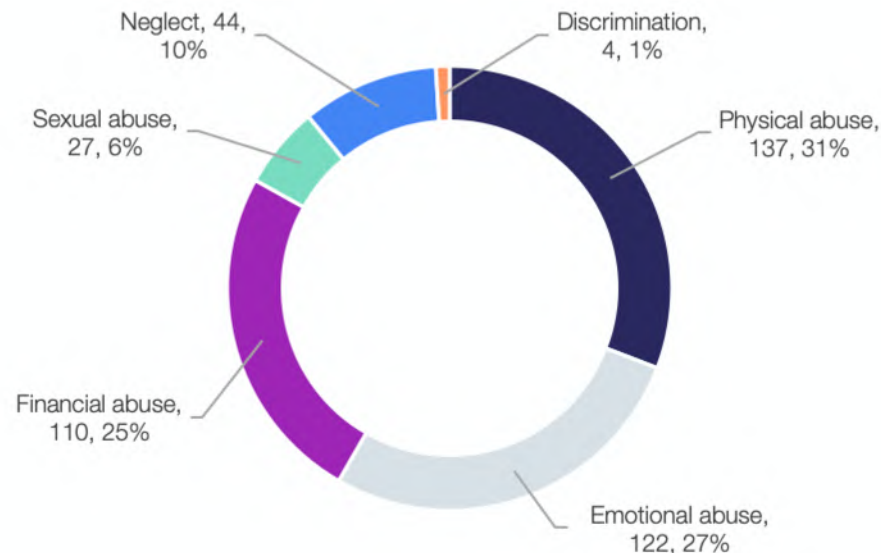
Out of 170 cases over the last year, 11 involved BME victims. Two involved LGBT victims, and one involved a disabled victim



## Violence against the person made up 64 per cent of all domestic abuse crimes recorded by the police in B&NES between 2010 and 2012, corroborating court data and safeguarding referrals

- Between May and December 2017, Bath Magistrate Court presided over 98 domestic abuse cases and Bristol Magistrate and County Court 743, with the top principal offence being offences against the person, followed by criminal damage and public order offences
- The fact that physical abuse is the most common abuse type recorded reflects police and probation data
- However, unlike police and probation data, emotional and financial abuses also make up a considerable proportion of the alleged abuses

Types of alleged abuse experienced by domestic abuse related referrals to adult safeguarding in B&NES (March 2011 - March 2014)





## Domestic abuse referrals involving children and families appears to be most prevalent in Twerton, whilst referrals of women to services mainly stems from Bath



The ward with the greatest proportion of police domestic abuse notifications to **Children's** Social Services in B&NES during the rolling year of April 2012-March 2013 was **Twerton** with 11.2% (147 notifications) of all notifications, followed by Radstock with 6.6% (87 notifications), and Weston with 6.1% (80 notifications)



The 103 **families/ couples** working with the New Way Service in the period 2013-March 2015 were from all across B&NES, but the greatest proportion were from **Twerton** (19%), Keynsham (15%), Weston (11%), Radstock (10%) and Midsomer Norton (9%)



The majority of the **women** referred to Julian House's Freedom Programme during the year April 2012-March 2013 resided in **Bath**, 60% of referrals, followed by Radstock (12%) and Chew Valley (10%)

# The vast majority of domestic abuse victims coming into contact with the police and services in B&NES are White British. The proportion of LGBT victims is lower than the national average

It should be noted that no ethnicity was recorded for 14 per cent of the domestic abuse crimes

Proportion of domestic abuse victims who were White British, by referral or recording agency



Recent IRIS monitoring shows two per cent of new referrals were BME

Recent IRIS monitoring shows one per cent of new referrals were LGBT

Proportion of domestic abuse victims who identified as LGBT, by referral agency

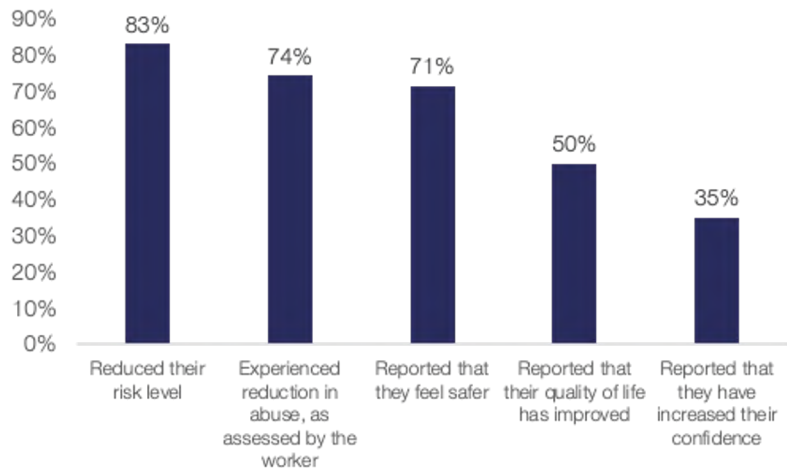
Support Workers	0%
MARAC	0.5%
IRIS	2%
IDVA	5%

It is estimated that two per cent of the UK population identifies as LGBT. The ONS do not currently produce estimates of the number of transgender people living in the UK

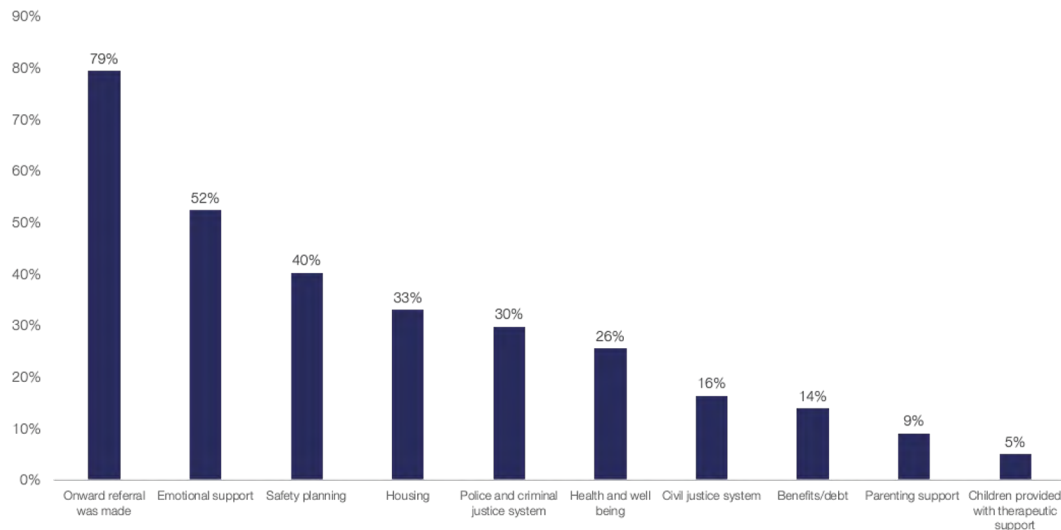
All of the LGBT IDVA clients identified as gay or bisexual, but no clients identified as lesbian or transgender

# Over 4/5 of clients from Southside managed to reduce their risk level, with the majority experiencing a reduction in abuse and feeling safer. Emotional support and safety planning was the primary type of support given to clients

Closed cases outcomes (Southside) 2017 - 2019

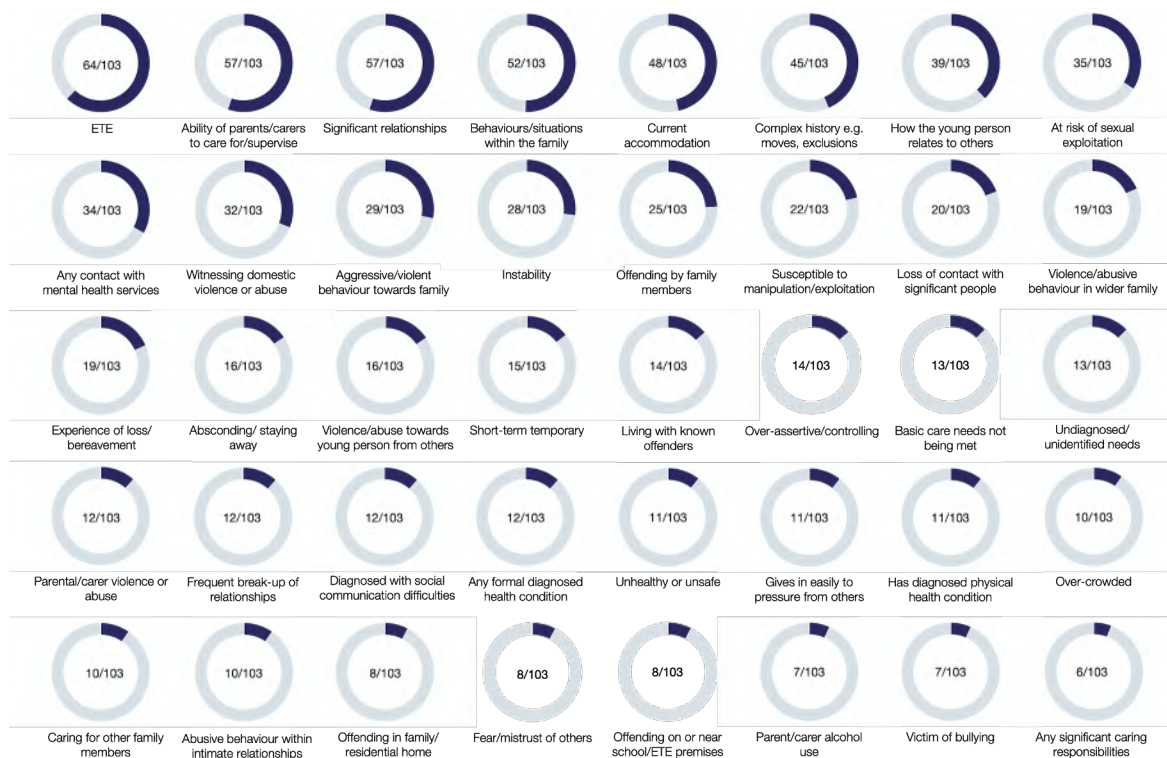


Support given to clients (Southside) 2017 - 2019



# AssetPlus vulnerabilities relating to domestic abuse show over two fifths (41%) of the cohort were known to have witnessed domestic abuse, whilst a fifth (20%) were known to have been a victim of parental or carer abuse

AssetPlus concerns noted at any point for the n=103 children on B&NES's Youth Offending Service caseload between 04/07/2016 - 31/12/19



## Trends in AssetPlus vulnerabilities have generally mirrored the patterns in the Youth Offending Service's caseload and number of assessments over the year

