Gloucestershire Community Safety Strategic Assessment

2023 - 2026

February 2023

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Executive Summary

Purpose of the Strategic Assessment

The production of a Strategic Assessment (SA) is a statutory requirement for Community Safety Partnerships (CSPs) as outlined in the Crime and Disorder Act 1998. The purpose of the SA is to highlight significant threats and issues that impact on community safety. This information is then used to inform the selection of priorities by County Strategy Groups (CSGs) and Community Safety Partnerships.

Each CSP must develop a partnership strategy and action plan to tackle the crime and disorder issues highlighted in the Strategic Assessment. At the County level, the SGB must develop a County Community Safety Agreement (CCSA) to address those issues best managed through the upper tier.

Both the CSG and the CSP must have due regard to the priorities of the PCC's Police and Crime Plan (PACP) when establishing their local priorities.

CSPs are statutory local partnerships, operating at district level, with the role of preventing crime and anti-social behaviour and include (as responsible authorities) local councils, police, probation, the Integrated Care Board and the Fire and Rescue Service.

There are six CSPs in Gloucestershire – one for each district:

- The Communities Partnership (covering Cheltenham Borough)
- Cotswold District Community Safety Partnership
- Forest of Dean Community Safety Partnership
- Stroud District Community Safety Partnership
- Tewkesbury Borough Community Safety Partnership
- Stronger Safer Gloucester Partnership

The local CSPs are supported by an umbrella partnership of local agencies called Safer Gloucestershire Board (SGB) which is funded and administered by Gloucestershire Office of the Police and Crime Commissioner (OPCC). The SGB is the statutory County Strategy Group (CSG) for Gloucestershire. The SGB oversees identified key challenges that are best tackled by agencies structured at a county level.

The Strategic Assessment considers existing strategic priorities as stated in the Police and Crime Commissioner's Police and Crime Prevention Plan and Gloucestershire Constabulary's Strategic Threat Assessment along with relevant national and county plans and strategies. These, combined with data analysis and local intelligence. provides an evidence base for Safer Gloucestershire and the six district CSPs to develop and refresh their partnership plans.

Unless otherwise stated, data examined is for the financial year 2021-22.

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Findings and Conclusions

Although Gloucestershire remains one of the safer places to live in England[1], it is an area where crime causes a significant harm to the communities living, working, visiting and studying in the county. The cost of crime to Gloucestershire in 2021-22 has been calculated to total approximately £236.9m.

There are several emerging risks and threats of which the Safer Gloucestershire Board (SGB) and district CSPs should be aware of and seek to mitigate.

Violent crime and sexual offences are rising. These are most marked in Gloucester and Cheltenham – although as these are the principal urban areas with student populations, night-time economy and highest levels of deprivation this is to be expected. 14% of reported violent crime offences are domestic in nature, and tackling domestic abuse and violence and intimidation against women and girls must be a priority for the partnership. Existing structures to address this in Gloucestershire are strong but require strategic direction from the Safer Gloucestershire Board to prosper.

Although **drug offences are falling**, the rise in non-domestic violent crime is in part underpinned by the impact of **urban street gangs and organised crime groups** operating in Gloucestershire. The operating models of these organisations – generally in order to distribute prohibited substances - often include Child Criminal Exploitation (CCE) and Modern Slavery (MS).

Levels of **Hate Crime** are rising in Gloucestershire, although this may be as a result of an increased willingness of victims to report. Together with an increased concern about those who are **vulnerable to being drawn into radicalisation**, the impact of prejudice, intolerance and extremism in Gloucestershire is anathema to a progressive, inclusive society.

Anti-Social Behaviour (ASB) reports are falling significantly across the county, although perceptions of the police and broader public sector in dealing with visible issues affecting communities are negative. The prime concern of residents is **speeding and road safety**; numbers of those seriously injured in road collisions are increasing in Gloucestershire.

There is a strong multi-agency culture in Gloucestershire which is capable of delivering outcomes, but in order to succeed it must interact positively between partnership boards and responsible authorities to be successful. It is important that roles and responsibilities between boards are clearly defined.

The division of labour between the SGB and the district CSPs needs to be clearly pronounced. The SGB should focus on addressing the "hidden harms" which affect the most vulnerable in Gloucestershire; the engagement with safeguarding and social care makes the SGB ideally placed to achieve this. District CSPs are then free to focus on neighbourhood and volume crime issues in their localities.

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[1] Of 43 territorial police force areas in England and Wales, Gloucestershire has the 14th lowest number of recorded crimes per capita.

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To deliver this the SGB must be more robust in its performance management and have strong linkages to other partnerships and institutions including the Police and Crime Commissioner (PCC), Safeguarding Partnerships, the Health and Wellbeing board and the district CSPs.

Recommendations

These recommendations fall into two parts: recommended priorities for the Safer Gloucestershire Board to adopt for the forthcoming 2023-26 Safer Gloucestershire Community Safety Agreement, and recommendations for the improvement of partnership processes and arrangements.

The priority themes recommended below are based on a combination of statutory requirements, analysis of crime data, Gloucestershire Constabulary risk and threat assessments and survey data.

The process recommendations are informed by analysis of the existing arrangements and the South West Audit Partnership (SWAP) report (2022) which explored the relationship between the Safer Gloucestershire Board, other county-wide partnerships, and the district CSPs, alongside analysis of existing partnership arrangements and discussions with stakeholders.

The following suggested recommendations will be discussed with partners at a Planning Workshop in March to allow partnership plans to be updated from April 2023.

Recommended thematic priorities:

- **Statutory requirements:**

  - **Substance misuse** to be considered as an overarching issue, relevant to many priority areas, but overall responsibility sits with the Combatting Drugs Partnership.
  - **Reducing Reoffending** is overseen by the Local Criminal Justice Board (LCJB) but reports should go to SGB
  - **Serious Violence**

- **Discretionary priorities:**

  - **Violence and Intimidation against Women and Girls, including Domestic Abuse**
  - **Hate Crime**
  - **Road Safety**
  - **Prevent**
  - **Urban Street Gangs and Serious and Organised Crime**

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Recommended process improvements:

- **The Combatting Drugs Partnership** should adopt responsibility for delivering the statutory responsibilities for tackling crime and disorder linked to substance misuse and should update the SGB on progress.
- The **Gloucestershire Criminal Justice Board** should adopt responsibility for delivering the statutory responsibilities for reducing reoffending and should update the SGB on progress.
- Responsibility for overseeing the **Serious Violence Duty** should lie with the SGB.
- Delivery of VIAWG and Domestic Abuse sits with the **Domestic Abuse Board and the Sexual Violence Board**. These structures should report into the SGB for governance.
- The SGB should oversee the **Gloucestershire Hate Crime and Incident Group**.
- The SGB should oversee the **Gloucestershire Road Safety Partnership**.
- Responsibility for oversight of the **Prevent Duty** should move to sit with the Safer Gloucestershire Board.
- **Community Safety Partnerships** should focus on local crime and disorder issues and consider their statutory responsibilities for serious violence, reducing reoffending and substance misuse as discharged by the SGB. The SGB Community Safety Agreement may task CSPs with delivery actions in delivering countywide priorities.
- The SGB should consider developing a **communications strategy** to raise awareness of the strategic priorities, support community engagement with their delivery, and to help communicate with district CSPs to ensure clarity of roles.

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Safer Gloucestershire Board Recommended Priorities 2023-24

	Serious Violence
	Violence and Intimidation Against Women and Girls, including Domestic Abuse
	Hate Crime
	Road Safety
	Prevent
	Urban Street Gangs and Organised Crime

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Role of Safer Gloucestershire Board

The role of Safer Gloucestershire Board is to provide strong and effective leadership to ensure all the statutory and voluntary partners and partnerships work together effectively. Doing so will enable the Board to prioritise and promote early intervention and a problem-solving approach in order to tackle the key crime and disorder concerns across the rural and urban areas in Gloucestershire.

Safer Gloucestershire Board will also fulfil the statutory duty, under the Crime and Disorder Act 1998, to deliver a Strategic Assessment of crime and disorder to co-ordinate and prioritise county wide activity on common themes, whilst championing the idea that prevention of crime, harm and disorder starts in local communities.

Purpose of the Board

The overall purpose of the Safer Gloucestershire Board is to develop a Gloucestershire wide vision for community safety so that the residents of Gloucestershire feel safer. It will achieve this through:

- Identifying the needs and priorities of Gloucestershire residents using county wide and local data sources
- Strong and effective leadership from all partners across their own systems
- Coordinating and joining up existing activities where they can be better and more effectively delivered at a pan-Gloucestershire level.
- Focusing on a small number of key priorities that are important to all and can only be dealt with at a pan-Gloucestershire level.
- Learning from those areas that have successfully and sustainably reduced crime, harm, and disorder.

The priorities agreed by the Safer Gloucestershire Board will address issues of Hidden Harm and vulnerability. These issues may not be immediately visible to communities but in challenging them and mitigating their impact we will have a significant effect on community safety and public protection. The six district CSPs will be expected to focus resources on those issues more visible to communities, guided by the analysis in the District Profiles element of this assessment.

It is crucial that the Safer Gloucestershire Board (SGB) has a clear remit and operating procedures. At each meeting the Partnership will:

- Oversee performance against the agreed priorities.
- See assurances from sub-groups regarding progress against the strategy and implementation plan.
- Ensure statutory requirements are being met, for example in the delivery of Domestic Homicide Reviews, implementation of the Prevent Duty etc.
- Disburse external funding as appropriate, for example LA Domestic Abuse funding, Safer Streets funding, Serious Violence Duty funding etc.
- Understand emerging policy changes and commission activity as required.
- Support other partnerships, including CSPs, where there is overlap in service delivery.

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Role of Community Safety Partnerships (CSPs)

The 1998 Crime and Disorder Act created statutory partnerships of local authorities, police forces, probation providers, health boards and fire and rescue services with the purpose of developing strategies to reduce crime and disorder in their area. These are known as Community Safety Partnerships (CSPs) and meet regularly in each district to oversee the delivery of their agreed strategy.

In Gloucestershire there are six CSPs:

- Cotswold – the Cotswold CSP
- Cheltenham – The Cheltenham Partnership
- Gloucester – Stronger Safer Gloucester
- Tewkesbury – Tewkesbury CSP
- Stroud – Stroud CSP
- Forest – Forest of Dean CSP

Proposed delivery structure for Community Safety in Gloucestershire
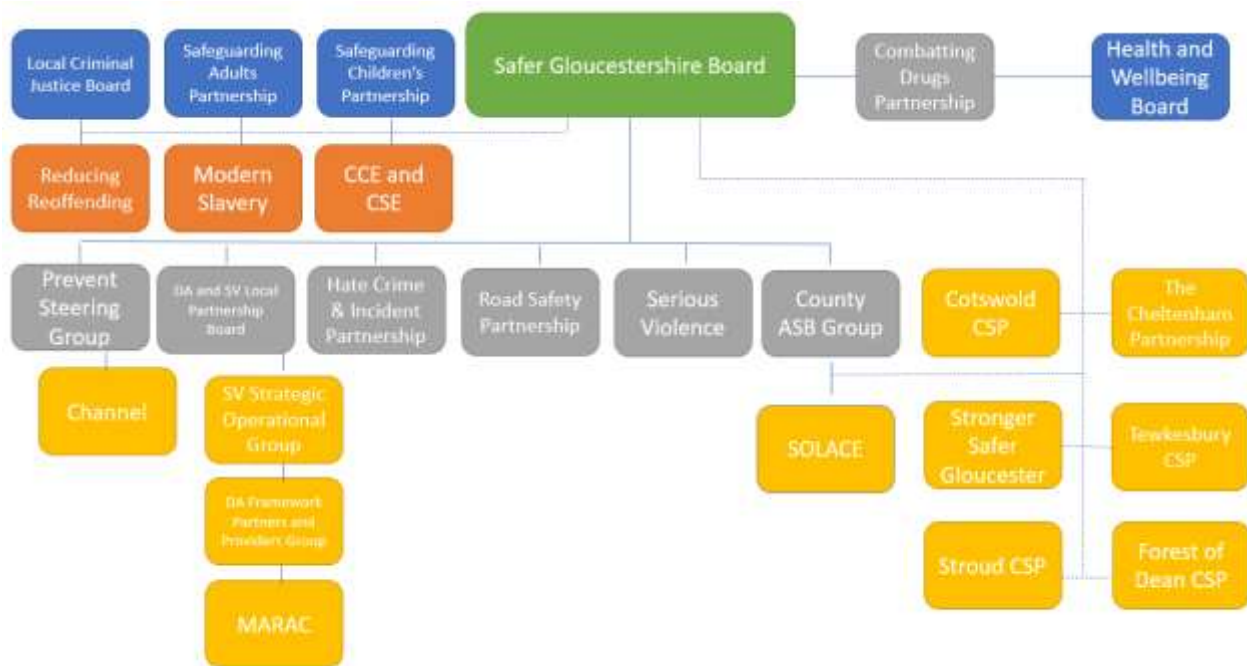
	Safer Gloucestershire Board – strategic board
	Other strategic boards with shared priorities.
	Tactical delivery partnerships reporting into other boards, but updating the SGB
	Tactical delivery partnerships reporting into the SGB
	Operational delivery partnerships and CSPs

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Methodology

The Strategic Assessment of crime and disorder in Gloucestershire is written to help the Safer Gloucestershire Board and the six district Community Safety Partnerships to understand the most serious crime and community safety issues facing Gloucestershire and help partnership prioritise activity and resource to mitigate these threats through the development of a crime and disorder reduction strategy and action plan.

The Strategic Assessment is a statutory requirement under the Crime and Disorder Act 1998, and is developed by bringing together a range of data sources from across the partnership, including an analysis of reported crime data. The full Strategic Assessment will be rewritten in 2026 but the data should be updated each year to identify emerging trends.

The analysis is both convergent – looking inwards into patterns and trends within Gloucestershire – and divergent, looking at how Gloucestershire compares to national and most similar groups to help identify performance issues and outliers in the data.

The main data sources used in the assessment are open source crime data from the Home Office by CSP area to inform CSP-level analysis and existing analyses completed for the development of thematic strategies. Gloucestershire Constabulary's risk and threat analysis from the Force Strategic Assessment was invaluable in understanding hidden harms.

In addition to the analysis of crime data, a resident's survey was undertaken by DJS Research on behalf of the OPCC. The relevant results of this can be found in the Appendix and have been used to inform the selection of county-wide priorities. It is recommended that this data is examined by each CSP in the establishment of local CSP priorities.

The Strategic Assessment datasets have significant limitations, most notably in the omission of victim and offender data in the volume crime data. Without this we are unable to form conclusions regarding the vulnerability of demographics to certain crime types or offending behaviour, and as such the ability to commission targeted interventions is limited. The Strategic Assessment is a high-level overview document and should be supported by thematic and localised profiles to develop specific action plans. It is vital that these are underpinned by a thorough victim-offender-location-time (VOLT) analysis.

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Community Safety Issues Currently Managed by Other Partnerships

Due to the complexity of managing crime, disorder and vulnerability in a multi-agency landscape, responsibility for several issues which, in other areas, would be overseen by the Safer Gloucestershire Board are overseen by other partnership arrangements in Gloucestershire. The interrelationships between the boards – and understanding the overlap in delivery and impact upon each – is vital.

Currently several priority areas are managed through other partnerships in Gloucestershire. Where appropriate, recommendations have been made as to maintain the status quo or to move responsibility from the existing practice into the remit of the Safer Gloucestershire Board.

Terrorism

Gloucestershire has one of the lowest counterterrorism (CT) risks of the county council areas in England, although Gloucester City is one of the higher risk district council areas.

Counterterrorism risk is managed through the government's CONTEST strategy. This is divided into four priority areas:

- Pursue
- Prevent
- Protect
- Prepare

Pursue is the criminal investigative space and is the responsibility of the police and security services. Generally speaking, Pursue investigations are sensitive and do not include a multi-agency response. Governance of Pursue is through the Gloucestershire Constabulary CONTEST board.

Prevent is the early intervention and safeguarding duty. This is a statutory requirement upon local authorities, health boards, prisons, probation, higher and further education, and the police to work together to deliver a range of interventions to prevent people from being drawn into terrorism. There should be a Prevent implementation plan which is generally held at County level and a county-chaired Channel Panel which is overseen by a multi-agency strategic board. In Gloucestershire the governance of Prevent is undertaken via the Gloucestershire Safeguarding Children's Partnership.

Prepare is the emergency planning response element of CONTEST and should be incorporated within existing civil contingencies arrangements. Responsibility for Prepare in Gloucestershire lies with Gloucestershire Prepared, the Local Resilience Forum for Gloucestershire.

Protect is the part of the Duty dealing with the preparation of public spaces to minimise the likelihood or impact of an attack taking place. A new Protect Duty, formalising roles and creating a statutory landscape for Protect, is due to be enacted in spring 2023. Oversight of the implementation of the Protect Duty is yet to be agreed by ministers.

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Child Sexual Exploitation and Child Criminal Exploitation

Child criminal exploitation (CCE) occurs where organised crime groups or individuals exploit an imbalance of power between themselves and a child or young person, to manipulate the young person into carrying out illegal activities on their behalf. This type of exploitation commonly occurs within County Lines and Modern-Day Slavery, both of which interlink with a wide range of recognised vulnerabilities including child sexual exploitation (CSE), human trafficking, debt bondage, children in care and school exclusion.

Child Sexual Exploitation (CSE) is when someone grooms and controls a child for a sexual purpose. It can happen to boys and girls, it can happen in rural and urban areas, it can happen face to face, and it can happen online. It is a form of child abuse.

In Gloucestershire, responsibility for overseeing strategies to manage CCE and CSE are delivered through the Gloucestershire Safeguarding and Children's Partnership. There is a dedicated sub-group of the partnership which oversees the Working Together to Tackle Exploitation in Gloucestershire strategy.

Home Office Offence Group of Child Protection Tagged Crimes	Volume	Percentage of Volume	Percentage of Total Crimes in Home Office Offence Group
Violence Against the Person	637	38%	2.5%
Sexual Offences	612	37%	27.6%
Miscellaneous Crimes Against Society	367	22%	27.8%
Theft	31	2%	0.4%
Public Order	15	1%	0.2%
Arson and Criminal Damage	1	0%	0.0%

RECOMMENDATION: Retain oversight of CSE and CCE with Gloucestershire Safeguarding Children's Partnership but ensure the SGB remains updated with progress and emerging risk as required.

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Modern Slavery and Human Trafficking

Modern Slavery is the illegal exploitation of people for personal or commercial gain, and in Gloucestershire is managed through the Gloucestershire Anti-Slavery Partnership. This is overseen by the Gloucestershire Safeguarding Adults Partnership.

Modern Day Slavery and Human Trafficking (MSHT) crimes in Gloucestershire fell by 22% in 2019 and again by 50% in 2020. The overall picture is not thought to be a true reflection of the prevalence of MSHT in the county due to significant underreporting. This is partly due to victims' concern over being treated as a suspect (e.g. if they are an illegal immigrant) if they were to report their situation to police. The majority of MSHT incidents are reported in Gloucester, followed by Cheltenham.
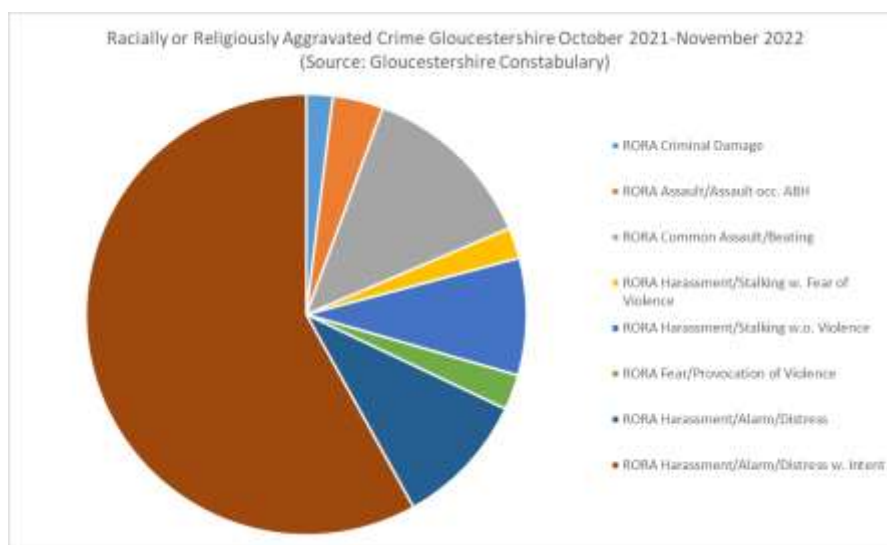
RECOMMENDATION: Retain oversight of Modern Slavery with Gloucestershire Safeguarding Adult's Partnership but ensure the SGB remains updated with progress and emerging risk as required.

Hate Crime

Hate crime in Gloucestershire is overseen by the Gloucestershire Hate Crime and Incident Group. Incidents of hate crime are rising in Gloucestershire; although this is usually considered as a positive outcome as traditionally hate crime is under-reported, there are concerns that in Gloucestershire hate crime is rising due to community tensions and the current political landscape.

16% of residents feel hate crime is a problem in Gloucestershire, and 4% have personally experienced it. Gloucestershire has a lower rate (1.9 per 1000 population) of hate crimes than across England and Wales (2.6) or the Most Similar Group (2.0), but higher than the South West (1.7).

39% of reported hate crime offences in Gloucestershire are racially or religiously aggravated offences; this is significantly below the England and Wales average (49%). Of racially or religiously aggravated offences (RORA), the most common offence type is RORA harassment/alarm/distress with intent:

Racially or Religiously Aggravated Crime Gloucestershire October 2021-November 2022 (Source: Gloucestershire Constabulary)

- RORA Criminal Damage
- RORA Assault/Assault occ. ABH
- RORA Common Assault/Beating
- RORA Harassment/Stalking w. Fear of Violence
- RORA Harassment/Stalking w.o. Violence
- RORA Fear/Provocation of Violence
- RORA Harassment/Alarm/Distress
- RORA Harassment/Alarm/Distress w. Intent

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Within Gloucestershire there have been an increase in offences tagged as Hate Crimes between November 2021 and October 2022. Whilst this could indicate and increase in reporting (which is a positive outcome), there is a suggestion that this is due to increased community tensions rising as a result of the recent political climate:

Tagged Hate Crime Offences Gloucestershire October 2021-November 2022 (Source: Gloucestershire Constabulary)
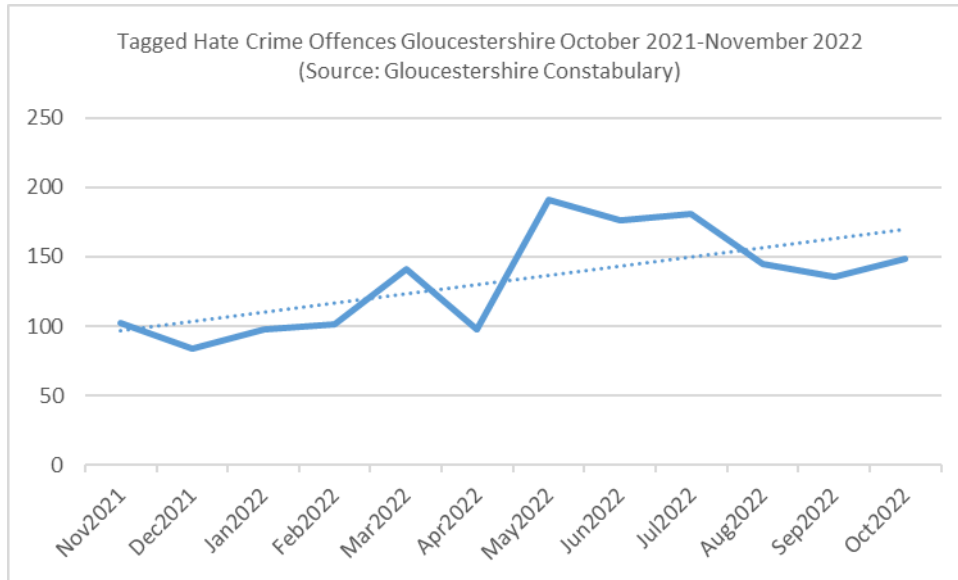
Gloucester district has significantly higher rates of hate crime than other districts in Gloucestershire. Public Order and Violent offences were the key drivers of hate and RORA offences per population in Gloucester and Cheltenham.

Hate and RORA Crime	Volume	Rate per 1,000 Pop
Gloucester	540	4.1
Cheltenham	311	2.6
Forest of Dean	149	1.7
Stroud	192	1.6
Tewkesbury	113	1.2
Cotswolds	97	1.1

The Gloucestershire Hate Crime and Incident Group has four strategic objectives:

1. Hate incidents and hate crimes will be prevented through education and awareness training.
2. Victims will be confident to report hate incidents and hate crimes in a way that is best for them.
3. Hate incident and hate crime data will be accurately recorded and collated.
4. Victims will have access to a range of support and resolutions.

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The Hate Crime and Incident Group is independently chaired. Currently oversight, direction and accountability of the group is unclear; the group would benefit from being incorporated into the Safer Gloucestershire Board structure.

RECOMMENDATION: The governance of the Hate Crime and Incident Group to be moved under the auspices of the Safer Gloucestershire Board.

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Anti-Social Behaviour

Anti-Social Behaviour (ASB) is traditionally a priority of district Community Safety Partnerships. District councils are best placed to respond and manage local issues.
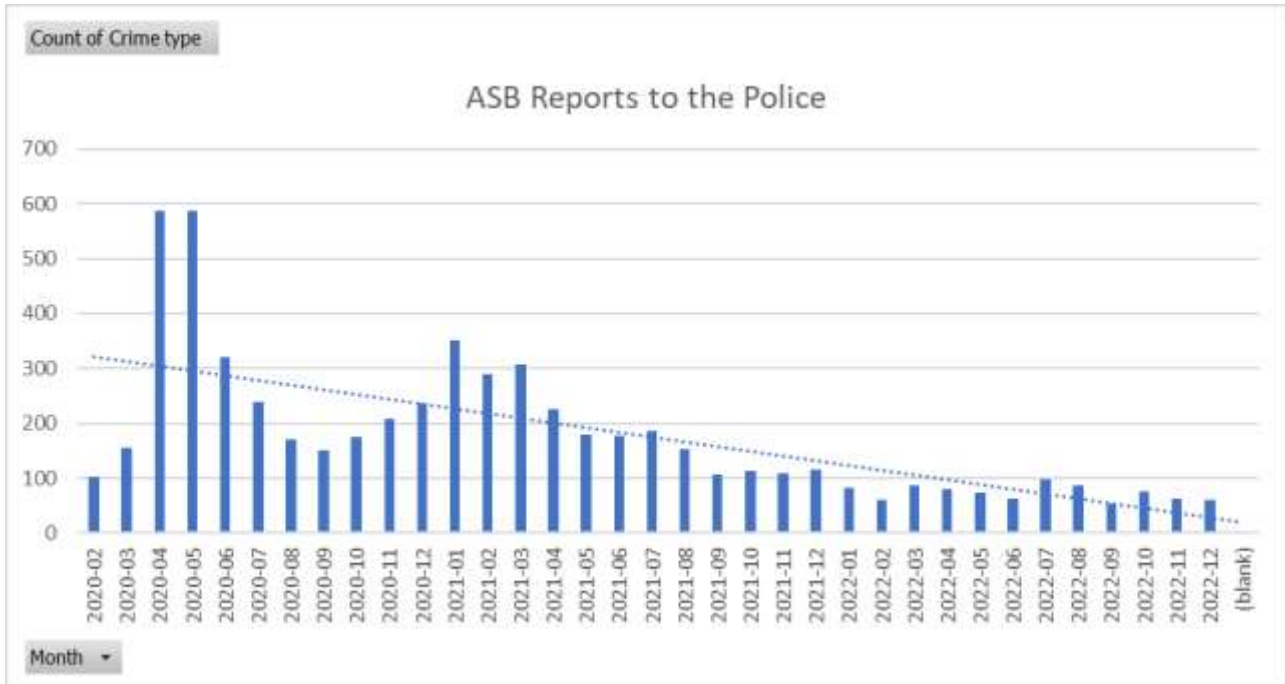
Anti-social behaviour groups a wide range of unacceptable activity and includes things like vandalism, graffiti and fly-posting, nuisance neighbours and intimidating groups taking over public spaces. It is defined in the Anti-Social Behaviour, Crime and Policing Act 2014 as: *conduct that has caused, or is likely to cause, harassment, alarm or distress to any person; conduct capable of causing nuisance or annoyance to a person in relation to that person's occupation of residential premises or conduct capable of causing housing-related nuisance or annoyance to any person.* Often considered low level, anti-social behaviour can ruin lives and create an environment where more serious crime can take hold.

ASB is categorised into three areas, personal, nuisance and environmental:

Type of ASB	Example	Lead organisation
Personal	Targeted harassment at an individual	Police
Nuisance	Behaviour causing alarm, harassment or distress to a person or community without being specifically targeted	Local authority ASB or community safety team
Environmental	Activity which impacts the environment rather than an individual, for example fly tipping, litter, abandoned vehicles or graffiti	Local authority environmental protection team or equivalent

51% of respondents in the Gloucestershire survey reported that they believed ASB was an issue in their area; 20% (the third highest figure) said they had been personally affected by it.

In Gloucestershire, ASB reports to the police have dropped significant over the past three years. However, ASB can also be reported to local authorities and housing providers, and hence this may not be a truly accurate picture of ASB across Gloucestershire:

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ASB Reports to the Police

Left unchecked, ASB can have a significant impact on the welfare of those suffering it, and there have been a number of high-profile incidents, including in Gloucestershire, where long-term ASB issues have escalated to the extent where they have resulted in serious crimes including murder.

Across Gloucestershire it is important that there is a consistent approach to tackling ASB, including the understanding and assessment of risk, processes to work together to address this, the use of the available tools and powers to address ASB, and accountability through processes including the Community Trigger.

The establishment of Solace – a multi-agency partnership operating in Gloucester and Cheltenham to work with communities to prevent, investigate and tackle ASB – has already proven to be effective, bringing together all the different agencies and bodies involved to intervene early and stop problems from escalating.

Whilst it is important that local CSPs are able to set their own priorities and manage ASB in an autonomous fashion, the establishment of a County ASB Group to bring together partners, agencies and CSPs to share good practice and work towards consistent models of delivery across Gloucestershire will help CSPs tackle ASB and improve community well-being as a result.

RECOMMENDATION: Establish a County ASB Group to oversee commonality of practice in managing ASB across Gloucestershire.

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Context

Synergies

Aligning the County Community Safety Agreement (CCSA) with other county-wide plans will help ensure collaboration and resourcing, provided duplication can be avoided. The table below outlines the priorities of each plan and the potential interactions between them. Both CCSA and CSP priorities must pay "due regard" to the PCC priorities in law.

National Crime and Policing Measures	Police and Crime Plan	Force Control Strategy	Statutory inclusions within community safety strategy	Proposed County CSA priorities
Reduce Serious Violence			Serious Violence Duty	Serious Violence Duty
Disrupt supply and county lines		Urban Street Gangs (USGs) and Organised Crime Groups (OCGs) (inc. County Lines & Local EDNs, MSHT and SOAC)	Substance Misuse	Substance Misuse
				USGs & OSCs
Reduce neighbourhood crime	Creating Safer Communities	Neighbourhood Crime (including ASB)		Road Safety
	Strengthening your constabulary			
	Empowering local communities			
Improve satisfaction among victims, with a particular focus on victims of domestic abuse	Tackling violence against women and girls	Domestic Abuse (DA)	Domestic Homicide Reviews	VIAWG and Domestic Abuse
		Violence and Intimidation Against Women and Girls (VIAWG)		

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National Crime and Policing Measures	Police and Crime Plan	Force Control Strategy	Statutory inclusions within community safety strategy	Proposed County CSA priorities
	Supporting victims and reducing reoffending	Child Abuse and Exploitation (CAE)	Reduce Reoffending	Reduce Reoffending
Tackle cyber crime		Economic Crime (covering Fraud & Money Laundering)		USGs & OSCs
	Targeting the causes of crime			

The adoption of the proposed priorities will support the SGB to deliver those priorities where it can have the greatest impact, whilst simultaneously supporting the outcomes of the National Crime and Policing Measures, Gloucestershire Police and Crime Plan and Force Control Strategy where appropriate. Adoption of the priorities will not only help the SGB meet its statutory requirements under the Crime and Disorder Act but help the district Community Safety Partnerships to deliver their own requirements, freeing up their capacity to focus on those issues most impacting local communities.

District CSPs should select their own priorities which they feel will best serve their communities based upon the data and evidence provided within this Strategic Assessment and their own research and analysis. The priorities adopted by the Safer Gloucestershire Board – in particular the statutory priorities – do not need to be replicated in district strategies, but districts should be aware of their key role in delivering countywide objectives.

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Statutory Priorities for the Partnership

The Crime and Disorder Act 1998 stipulates a range of actions which responsible authorities[2] in a local government area must undertake:

- A strategy for the reduction of crime and disorder
- A strategy for combatting the misuse of drugs, alcohol and other substances in the area.
- A strategy for the reduction of reoffending in the area.
- A strategy for preventing people from becoming involved in serious violence in the area, and for reducing instances of serious violence in the area.

The formulation of the strategy for the reduction of crime and disorder will be undertaken following the agreement of priorities established through the analysis of this Strategic Assessment.

Combatting the misuse of drugs, alcohol and other substances

In December 2021, the government published a new 10-year drugs strategy, 'From Harm to Hope', backed by additional funding for 2022 to 2025. In July 2022, the new National Drug Strategy required a 'Combating Drugs Partnership' (CDP) to be formed over an agreed local geography which brings together action and oversight across the three priorities of the Drugs Strategy with accountability for delivery against the National Combating Drugs Outcomes Framework.

The Gloucestershire Combatting Drugs Partnership has been established to deliver these outcomes, and has agreed to deliver the three priorities of the new national Drug Strategy within Gloucestershire:

1. Break drug supply chains
2. Deliver a 'world-class' treatment and recovery system
3. Achieve a shift in the demand for drugs.

The Gloucestershire CDP will deliver the requirement under the Crime and Disorder Act for a strategy to combatting the misuse of drugs, alcohol and other substances in the area. The CDP will report into the Safer Gloucestershire Board and the Gloucestershire Health and Wellbeing Board as equal governance partners. The multi-agency partnership will bring together action and oversight across the three priorities with accountability for delivery against the National Combating Drugs Outcomes Framework. Success at a local level will require partners to work together to understand our population and how drugs are causing harm in Gloucestershire, any challenges in our local system and make the changes that are needed to address them.

At a district level, district CSPs should work to deliver relevant elements of the Gloucestershire Combatting Drugs Strategy as appropriate. Senior officials from each district local authority participate in the CDG and are well placed to link into the district CSPs. District CSPs should also work to identify local hotspots such as licensed premises and public and private properties and locations used for the sale and consumption of substances which are impacting on public safety and reassurance, and address these as appropriate through CSP strategies and local multi-agency delivery.

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[2] Police, local government, fire and rescue, probation providers, Integrated Health Boards

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Drug use prevalence and community concern in Gloucestershire

60% of respondents in the residents' survey felt that drug use was an issue in Gloucestershire, and 51% felt that drug dealing was problem. 33% felt that street drinking or alcohol related issues were a concern.

In Gloucestershire it is likely that there are 2,849 opiate and/or crack users; this equates to 0.7% of the adult population of the county, or 7.33 heroin and crack users per thousand population; this is lower than both the England (8.85 per thousand population) and the South West (8.32 per thousand population) prevalence rates.

Based upon these estimates of opiate and crack use, approximately 48.9% were in treatment in 2019-20 compared to the national average of 46.1%, with an even larger proportion of the opiate cohort (53.6%) receiving treatment in that year (national 52.9%).

Estimates of crack cocaine use within the county suggest that it has grown in popularity since 2010 (31%), with an estimated 2,066 crack cocaine users in the County in 2016-17.

Alcohol Prevalence Estimates

There are an estimated 5,509 individuals experiencing alcohol dependence in Gloucestershire which is not significantly different to the national average and has not changed significantly since 2010.

In the period 2017 to 2019 the alcohol-specific mortality rate in Gloucestershire was 7.3 per 100,000 population (140 deaths over the 3-year period)1, compared with 10.9 per 100,000 population in England.

The years of life lost for alcohol-related conditions is 897 per 100,000 population for males and 393 per 100,000 population for females.

In the year 2019-20 (latest data available) the rate of admission episodes for alcohol-specific conditions for all ages is lower in Gloucestershire at 534 admissions per 100,000 adults than for England at 644.

Drug and Alcohol Related Crimes

In the year 2019-20, there were 1,276 crimes recorded as 'drug offences' in Gloucestershire. Approximately 60% of these offences took place in the urban districts of Gloucester and Cheltenham.

The most common recorded drug offence was for the possession of cannabis, followed by the supply and possession of drugs other than cannabis. In the year 2019-20 there were 1,385 crimes committed in Gloucestershire in which a victim had a warning marker for drugs and in the case of 821 (59%) of these, the marker was active at the time of the crime. In the same period there were 5,602 crimes committed where a suspect/offender had a warning marker for drugs and for 65% (3663) of these the marker was active at the time of the crime.

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There were 354 crimes committed in Gloucestershire in 2019-20 in which a victim had a warning marker for alcohol and for two thirds (236) of these the warning marker was active at the time of the crime. There were 956 crimes where a suspect or offender had a warning marker for alcohol and for just over two thirds (645) of these the warning marker was active at the time of the crime.

Criminal Justice and Drug and Alcohol Treatment

In 2019-20, in Gloucestershire there were 336 clients in treatment who were also in contact with the criminal justice system; this equates to approximately 15% of drug users and 9% of alcohol users in treatment.

During the same period the National Drug Treatment Monitoring Service (NDTMS) reports indicate that 168 drug and/or alcohol users were referred into and entered treatment through a criminal justice route.

In the year 2019-20 there were 144 referrals from twenty-three prisons around the country, with more than two thirds (69%) coming from three prisons, HMP Hewell (27%), HMP Bristol (22%) and HMP Eastwood Park (20%). A fourth quarter snapshot from that year tells us that in that quarter there were 48 referrals into the service from thirteen prisons, and the majority (89%) of these were opiate users.

Drug Related Deaths

There were 54 drug related deaths in Gloucestershire in 2020, this is 11.7% of the 455 drug related deaths registered in the southwest in that year. Of these, half were substance misuse related which represent 8.7% of the southwest total of 312.

With 27 substance misuse related deaths between 2018 and 2020, Gloucester has a significantly higher rate of substance misuse related deaths (7.1 per 100,000 population) compared to the other districts and the regional and national rates and has since 2012-14 experienced an accelerated growth in the rate of substance misuse death when compared to the rest of the county.

RECOMMENDATION: Responsibility for combatting drugs, alcohol and other substances lies with the Combatting Drugs Partnership. SGB should ensure that comprehensive reporting lines feed into the SGB from the CDG.

RECOMMENDATION: District CSPs should consider developing profiles to identify locations at risk of supporting the misuse of drugs, alcohol and other substances and mitigating these risks through local problem-solving efforts.

Reducing Reoffending

Gloucestershire's Criminal Justice Board (GCJB) is chaired by the Police and Crime Commissioner and attended by the core parts of the criminal justice system: Gloucestershire Constabulary; Crown Prosecution Service; Prison and Probation Service; Courts and Tribunal Service; Bench Chair of Magistrates; Defence; A resident Judge and Youth Services. The board meets on a quarterly basis to discuss its four priorities:

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- Criminal Justice Performance
- Victim and Witnesses
- Violence against women and girls
- Reducing Reoffending.

As a result, the strategic responsibility for developing a strategy for reducing reoffending in the area in Gloucestershire sits with GCJB. Progress on this strategy will be reported to the SGB. Delivery of the Reducing Reoffending strand is the responsibility of the Reducing Reoffending subgroup, which also oversees the IOM (Integrated Offender Management) board. The subgroup is keen to improve opportunities for the use of Out of Court Disposals and Restorative Approaches, which will have a positive impact on reoffending and relieve pressure on the courts system. New objectives for the Reducing Reoffending subgroup are due to be agreed in spring 2023.

Using most recent national comparisons from the Ministry of Justice Proven Reoffending Statistics published in October 2022 for Jan-Dec 2020 indicates that the proportion of offenders who reoffend in Gloucestershire (19.5%) is lower than the national rate for England and Wales (24.5%) and the South West rate (23%). Although the number of reoffenders was lower than average, the average number of reoffences per reoffender in Gloucestershire (4.16) was greater than the England and Wales average (3.59) and the South West Average (3.56).

The proportion of offenders who reoffend over the last 5 years of data (2015-2020) shows that England and Wales, South West and Gloucestershire have all been decreasing however Gloucestershire's rate has fallen at a greater rate of 29% decrease compared with 17% at a national level and 18% across the South West. During this 5 year period all LPA levels of reoffending decreased with the exception of Cotswolds which saw an increase from 16.3 in 2016 to 21.9% in 2020 showing a 34% increase.

Gloucestershire Constabulary data detected repeat offenders shows a decrease in volume of repeat offenders across November 2019- October 2022 however an increase was seen in the volume of detected repeat offenders November 21- October 22. While a small increase was seen in Nov-21- Oct 22 the average over the period was still lower than the three-year average showing an improvement.

Constabulary data for December 2021-November 2022 shows the overall the volume of offences committed by IOM nominals was stable across the year, averaging at 71 offences committed a month across the constabulary. There was a spike in August with 118 offences although this was a one-month anomaly and higher levels of crime were seen across the county in May 2022-August 2022.

The numbers of individual IOM offenders committing offences also remained stable over the year. At CSP level all CSP trends remained stable over the year with minor overall trend rates. There were 47 offences connected to offenders whose home address is in Tewkesbury; over the year the crimes committed by IOM offenders was the highest rate in comparison with the 2021 population figures with 4.6 per 1000, which was the result of 47 offences. The lowest rate per population was in Gloucester; although there were 108 offences this was a rate of 0.2 offences per 1000 population.

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RECOMMENDATION: Responsibility for the oversight of the Reducing Reoffending strand should remain with Gloucestershire Criminal Justice Board, with updates to the Safer Gloucestershire Board. The SGB should ensure that district CSPs are aware of the priorities of the Reducing Reoffending Board and in particular of opportunities for them to contribute to outcomes.

Serious Violence

The Serious Violence Duty, incorporated within the Police Crime, Sentencing and Courts Act 2022, is part of the Government's broad approach to prevent and reduce serious violence and commenced on 31 January 2023. The key strands of the Duty are a multi-agency public health approach to understanding the drivers and impacts of serious violence, and a focus on prevention and early intervention.

The Duty is being introduced in the context of an increase in violence over the last decade and the impacts this has on victims and their families. The guidance to the Serious Violence Duty provides the example of increase in offences involving knives or sharp instruments by 84 percent between 2014 and 2020 in England and Wales. The guidance also suggests that the government is aiming to strike a balance between ensuring "agencies are focussed on their activity to reduce serious violence whilst also providing sufficient flexibility so that the relevant organisations will engage and work together in the most effective local partnership for any given area".

The Serious Violence Duty requires organisations above to work together to share information, analyse the situation locally and come up with solutions, including the publication of an annual strategy to prevent and reduce serious violence on a local basis. The duty also requires the responsible authorities to consult educational, prison and youth custody authorities for the area in the preparation of their serious violence strategy
.
In addition to the Serious Violence Duty, Section 6 of the Crime and Disorder Act 1998 has been amended to make preventing and reducing Serious Violence a statutory requirement for Community Safety Partnerships (CSP). In a two-tier area this Duty sits with the County Strategy Group.

The Strategic Assessment of Serious Violence, and the development of a dedicated strategy for Gloucestershire, is in the process of being developed. When complete this strategy will be overseen by the Safer Gloucestershire Board and should be incorporated within the SGB CCSA.

RECOMMENDATION: Oversee Serious Violence through the SGB

Establishing Discretionary Countywide Priorities

Most County Strategy Groups choose to have as priorities those themes linked to vulnerability, as the delivery of people services – in particular social care – is undertaken at the county level. This allows for the division of labour between personal (county) and the environmental (district). Equally, as county councils

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are responsible for highways, most county councils adopt Road Safety as a priority (where there is not a separate road safety partnership).

Generally, CSGs focus on so-called "hidden harms". An analysis of twelve County Community Safety Agreements[3] found the following non-statutory priorities adopted:

County-level priority	Counties choosing this priority
Domestic Abuse/Violence and Intimidation Against Women and Girls	10
Road Safety	9
Child Exploitation	9
ASB	7
Hate Crime	6
Serious and Organised Crime	6
Modern Slavery	4
Harm Reduction	4

By their nature, personal vulnerabilities often lack a strongly identifiable evidence base, and are generally not identified as specific issues via community engagement. However, the harms involved have a significant personal and community impact.

Gloucestershire Constabulary have chosen four priorities for their control strategy. This is based on an analysis of the threats to the county based on police intelligence using the MoRILE (Management of Risk in Law Enforcement) tool. These are:

- Urban Street Gangs (USGs) and Organised Crime Groups (OCGs)
  (inc. County Lines & Local EDNs, MSHT and SOAC)
- Domestic Abuse (DA)
- Child Abuse and Exploitation (CAE)
- Violence and Intimidation Against Women and Girls (VIAWG)

Two additional monitored threats are overseen by the control strategy:

- Neighbourhood Crime (including ASB)
- Economic Crime (covering Fraud & Money Laundering)

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[3] Derbyshire, Nottinghamshire, North Yorkshire, Leicestershire, Lancashire, Hampshire, Kent, Norfolk, Oxfordshire, Surrey, West Sussex, Cambridgeshire

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It is recommended that the Safer Gloucestershire Board adopt the following themes as priorities. These themes have been selected as they pose a significant threat to wellbeing in Gloucestershire, and multi-agency processes are well-placed to work together to mitigate these risks:

Urban Street Gangs and Organised Crime Groups

USGs have been identified as a "significant increase in offending" in Gloucestershire in both volume and seriousness since 2021. **OCGs** in Gloucestershire have been analysed in the Serious and Organised Crime Local Profile, covering 01 October 2020 –30 September 2021.

The profile found that OCGs generate significantly greater harm through their ability to commit more crime and with less risk of detection than disorganised offenders. Their aim is to target the most vulnerable groups in society, increasing the likelihood of greater return with little effort.

Urban Street Gangs (USGs)

In Gloucestershire the volume of offending by USGs and the seriousness of offences are increasing year on year. A significant increase in USG offending was observed from December 2021; it is unclear whether this is the result of Gloucestershire Constabulary adopting the term USG and understanding the activity more or a genuine an increase in the volume of offending. It was found that 10% of all USG reviewed crimes since 2019 involved the possession of or use of a knife whilst committing a crime, with the greatest increase in such crimes noted in 2022. USG members are known to carry weapons and USG offending is not limited to feuding between rival gangs but covers wider criminal activity.

Mapping of activity found that all CSP areas in the county have been affected by USG offending with a prominence in Gloucester. USG members often commit crime in public spaces. Some of the highest harm crimes committed have been in areas which do not necessarily have the highest volume of USG crimes.

In 2022, a higher proportion of crimes were committed during sociable hours, between 16:00-21:00hrs, whilst some of the lowest offending was noted on weekends (Friday/ Saturday). There was some seasonal fluctuation in the volume of offending, however this may be attributed to the general year on year increase in offending.

Organised Crime Groups (OCGs)

OCGs are defined by HMICFRS as "A group of people working together on a continual basis to plan and co-ordinate criminal behaviour and conduct. Their motivation is often, but not always, financial gain."

OCG activity covers a broad range of crime types including County Lines activity, Modern Day Slavery and Human Trafficking, Cyber Crime and Drugs which are priority areas for the South West Regional Organised Crime Unit (SWROCU) and within the Beating Crime Plan.

The most up to date review of OCG activity within Gloucestershire is the Serious and Organised Crime Local Profile which covered 01 October 2020 –30 September 2021. Due to the sensitive nature of the contents of this profile the details cannot be reproduced in full here, but the profile found that OCGs generate

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significantly greater harm through their ability to commit more crime and with less risk of detection than disorganised offenders. Their aim is to target the most vulnerable groups in society, increasing the likelihood of greater return with little effort.

As outlined in the Home Office's 2018 Serious and Organised Crime Strategy, the priority of law enforcement is to address high impact and high harm offenders who exploit the vulnerable through:

•   Child Sexual Abuse
•   Modern Slavery and Human Trafficking
•   Organised Immigration Crime

Dominate communities through:
•   Drugs supply networks
•   Dealing in weapons and counterfeit goods.

Undermine the economy through:
•   Sophisticated theft and robbery
•   Fraud and other forms of financial crime
•   Cyber-crime

Domestic Abuse

Whilst Gloucestershire has the lowest levels of crime flagged as **Domestic Abuse** in the south west, the county has seen the highest percentage and volume increases over the past seven year period, increasing at a higher rate than the regional, most similar, and national averages. Around 14% of all recorded crimes in Gloucestershire are domestic abuse; this rises to 19% in Gloucester. 38% of all violent offences reported to the police in Gloucestershire are domestic abuse. 33% of respondents in the OPCC residents survey felt that Domestic Abuse was an issue in Gloucestershire, and 9% reported that they had been personally affected by this.

Within Gloucestershire, Gloucester has a much higher rate of DA tagged crimes and incidents in both volume and rate per 1000 population. While the remainder of the county has between 7-11 offences per 1000 population, Gloucester exceeds this by double in some cases. This is similar for incidents while most LPAs are between 10-16 incidents per 1000, Gloucester LPA is almost double with 26.

CSP	DA Tagged Crime		DA Tagged Incidents	
	Volume	Rate per 1000 Pop	Volume	Rate per 1000 Pop
Gloucester	2514	19	3448	26
Cheltenham	1318	11	1896	16
Forest	932	11	1307	15

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CSP	DA Tagged Crime		DA Tagged Incidents	
	Volume	Rate per 1000 Pop	Volume	Rate per 1000 Pop
Tewkesbury	885	9	1287	14
Stroud	1049	9	1364	11
Cotswolds	648	7	906	10

The Gloucestershire Domestic Abuse strategy is overseen by the Domestic Abuse and Sexual Violence Strategic Board. Currently delivery of Gloucestershire's Domestic Abuse and Sexual Violence strategies are overseen by the Safer Gloucestershire Board.

Domestic Abuse Governance Structure for Gloucestershire

Violence and Intimidation Against Women and Girls

Violence and Intimidation Against Women and Girls (VIAWG) includes a range of offences against females including under Rape, Sexual Assault, Stalking and Harassment and Other Sexual Offences. Additionally, it also includes anything with a Domestic Abuse, Female Genital Mutilation (FGM) or a forced marriage tag. There is no VIAWG specific publication of statistics currently for national or county level and as a result of the above definition national data is not in a format for comparison. VIAWG is considered to be highly under-reported.

The VIAWG crime trend increased across November 2021- October 2022 across Gloucestershire, which was seen at county level and at all LPAs. The greatest trend increase was seen in Gloucester; all other LPAs increased at a similar rate except for Cotswolds which increased at the slowest rate.

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LPA	VIAWG Volume	VIAWG Rate per 1000 pop	Domestic Abuse Tags	Percentage of LPA VIAWG Crimes with DA Tag
Gloucester	4592	34.7	1780	39%
Cheltenham	2636	22.2	952	36%
Forest	1764	20.3	688	39%
Stroud	2015	16.6	771	38%
Tewkesbury	1489	15.7	637	43%
Cotswolds	1222	13.5	461	38%

Sexual Violence

The Gloucestershire Sexual Violence (SV) Strategy 2022-2025 aims to ensure that the reduction in experienced SV and sexual harassment (SH) and increased support for those who experience it, continues to be a priority within Gloucestershire. This Strategy builds on the work of the Sexual Violence Partnership (SVP) and works in conjunction with the County Domestic Abuse Local Partnership Board (DA LPB) and Strategy (2021-2024).

Gloucestershire recognises the devastating impact that sexual violence and sexual harassment have on individuals, families and the wider community. In particular, it acknowledges the impact it can have on how women, girls, transgender people and some men access public spaces, their perception of safety and fear of crime.

Headline statistics on sexual violence in Gloucestershire include:

- Rape offences are rapidly increasing in Gloucestershire.
- 635 rape offences were recorded by the police in 2021/22, up from 509 in 2020/21, 475 rapes in 2019/20, and 370 in 2018/2019[4] (from Rape Monitoring Group dashboard)
- 335 of these recorded rapes were of victims over 16 (311 female, 24 male).
- Increasing number of sexual offences recorded from 1185 offences in 20-17-18, 1276 in 2018-2019 and 1356 in 2019-2020, 1378 in 2020-21 and 1912 in 2021-22.
- The highest prevalence of recorded offences in 2020 were sexual assaults on females aged 13+ (349) and rape of female aged 16+ (344), closely followed by sexual activity involving children under the age of 16 (177).
- The highest prevalence of sexual violence areas are Gloucester and Cheltenham according to police data.
- TIC+ saw 3,068 young people, parents and families, equating to 18,082 sessions in 2020/21 (financial year) in relation to sexual violence support[5]

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[4] Rape Monitoring Group digests - HMICFRS (justiceinspectorates.gov.uk)

[5] NEW 20-21 Annual Report (ticplus.org.uk)

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- In 2020/21 Gloucestershire Rape and Sexual Abuse Centre (GRASAC) received over 10,000 contacts with survivors across their services with 48% of survivors who contacted them reporting to police.
- 264 Independent Sexual Violence Advisor (ISVA) referrals in 2021/22
- 421 referrals to Sexual Assault Referral Centre (SARC) in 2021
- 22% of survey respondents felt that sexual violence was an issue in Gloucestershire.

Offence	2018-19	2019-20	2020-21	2021-22
Rape	370	475	509	635
All sexual offences	1276	1356	1378	1912

Road Safety

Gloucestershire Road Safety Partnership (GRSP) is a partnership of organisations that wish to work together to make the roads of Gloucestershire safer for all users, reducing the number of people killed or injured on our roads and aspire to achieve Vision Zero. It has been established in a shadow form since December 2021, was approved as one of Safer Gloucestershire's key priorities in June 2022 and is due to hold its first official meeting in February 2023. Full Terms of Reference for the Partnership, including its priorities, governance and membership, will be available after this date and will be shared with members of the Board.
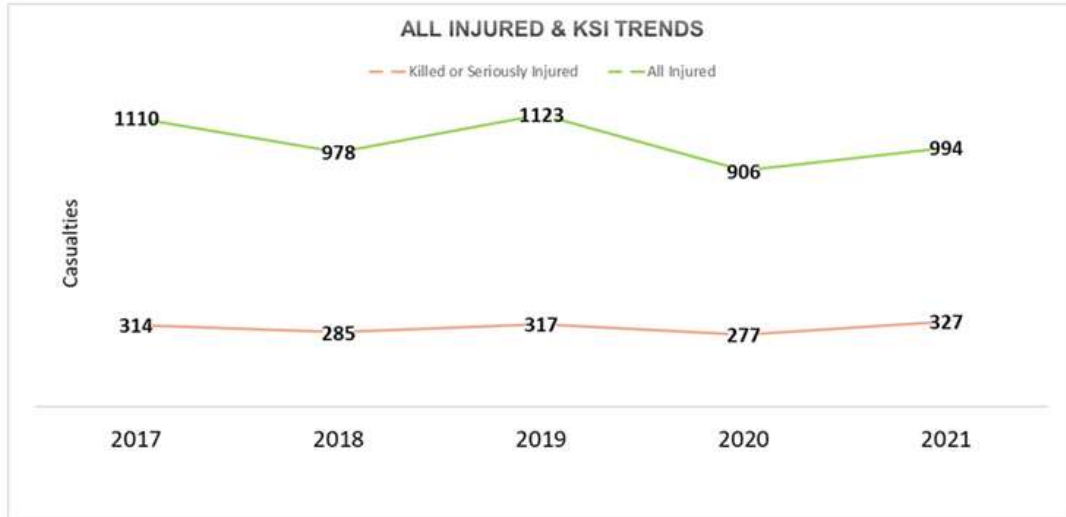
According to the residents' survey, road safety is the principal issue of public concern for Gloucestershire residents, with 78% of respondents detailing Speeding and Dangerous Driving as a concern (ranked #1 in the survey) and 64% describing Nuisance Vehicles as a concern (ranked #3 in the survey).

Although numbers of those killed on Gloucestershire's roads have remained static, and numbers of those slightly injured have fallen, there has been an 8% increase in those seriously injured on Gloucestershire's roads in 2021 (the last year of data) compared with the average of the previous four years:

Casualty Severity	2017-21 Average	2021	% Difference -/+
Killed	23	23	No change
Serious	281	304	8% increase
Slight	718	667	7% decrease
Total	1022	994	3% decrease

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Casualty Trends 2017 - 2021

ALL INJURED & KSI TRENDS

Trend Statistics	2017	2018	2019	2020	2021
Killed or Seriously Injured	314	285	317	277	327
All Injured	1110	978	1123	906	994

Of Gloucestershire's districts, Cotswold has the largest proportion of those injured on the roads, with 231 people injured on Cotswold's roads between 2017 and 2021:

District - All Injured 5 year Average 2017 - 21

- Tewkesbury 16%
- Cheltenham 13%
- Cotswold 23%
- Forest 13%
- Gloucester 19%
- Stroud 16%

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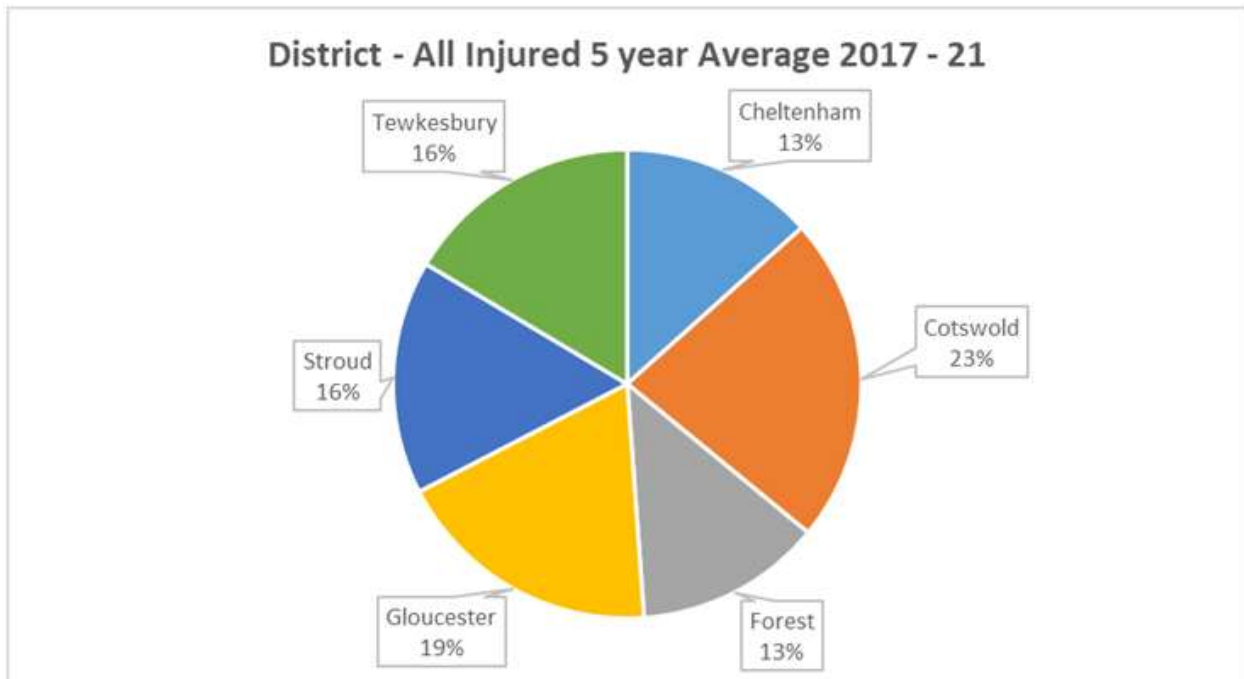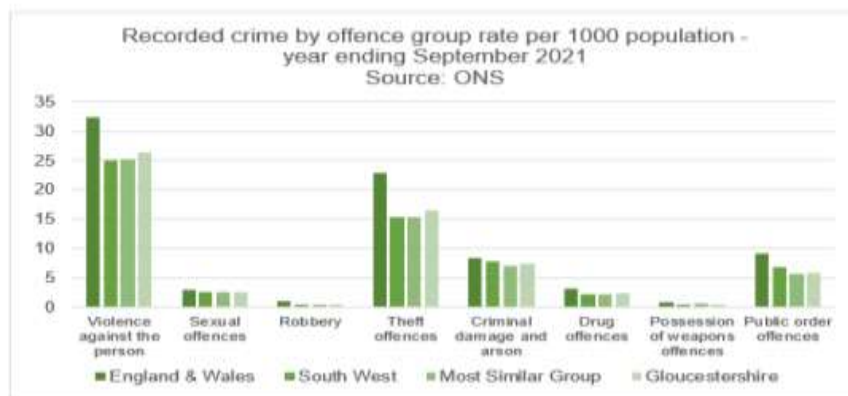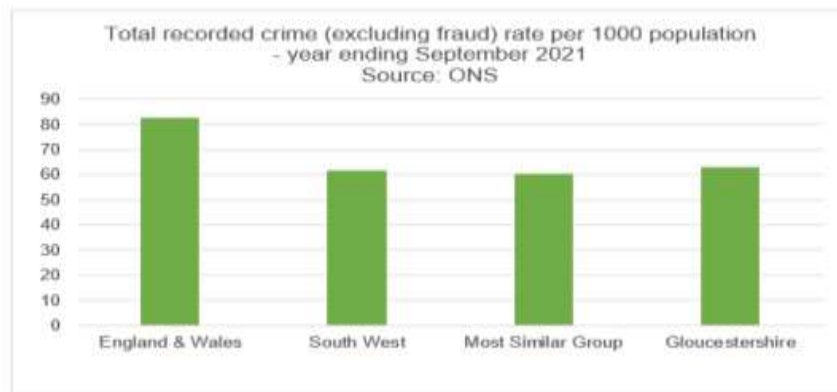
County and district profiles

Crime in Gloucestershire

Gloucestershire is one of the safer places to live in England and Wales. Gloucestershire has lower rates of overall crime (63.1 crime per 1000 population[6]) than the national average (82.4) and has the 14th lowest crime rate of the 43 territorial police forces in England and Wales.

For comparator purposes, Gloucestershire is compared to a group of police force areas which are deemed to be most similar demographically. Known as the Most Similar Group (MSG), these are:

- Cambridgeshire
- Devon and Cornwall
- North Yorkshire
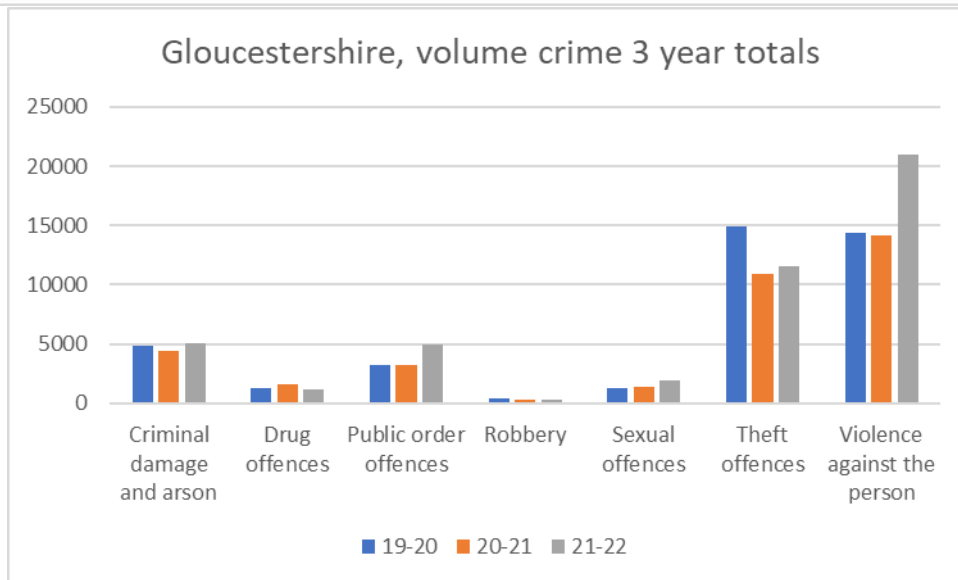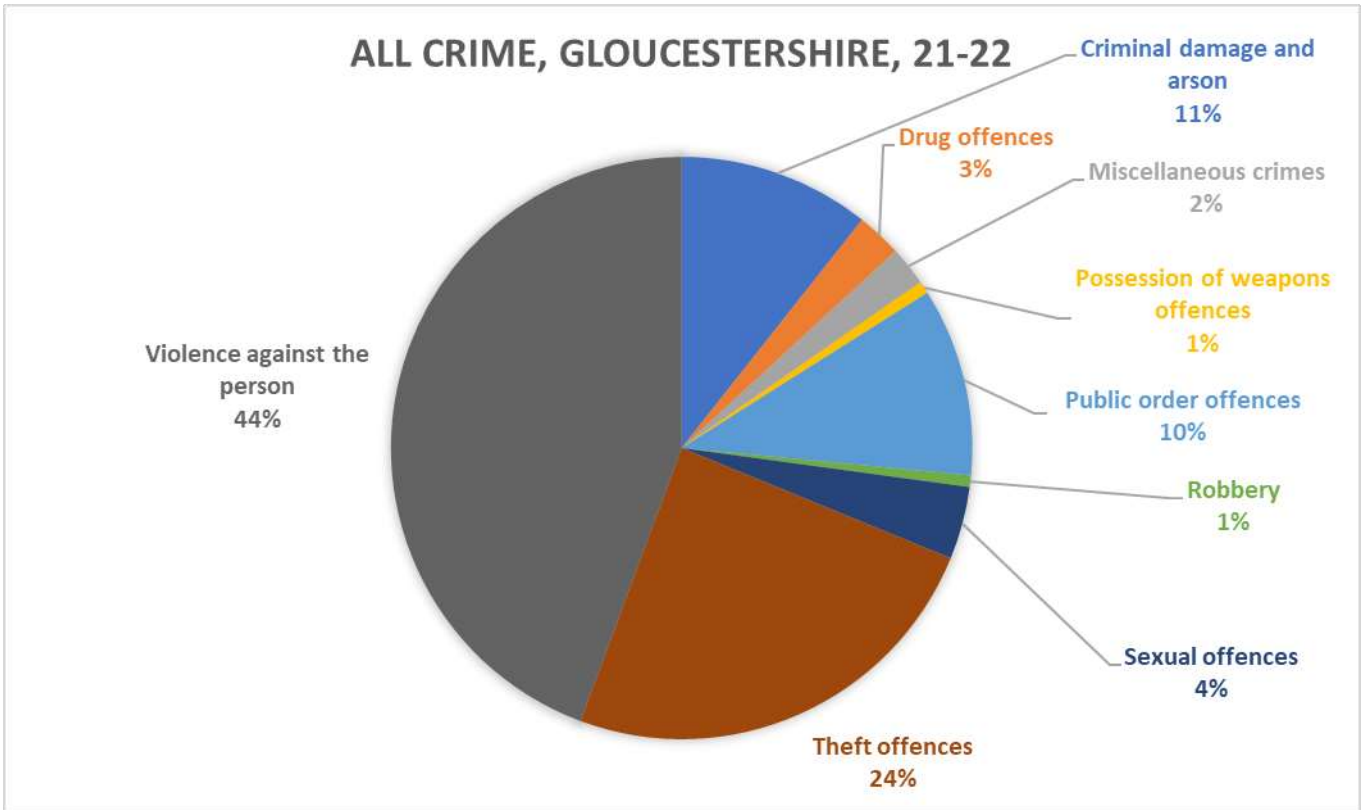- Suffolk
- Warwickshire
- West Mercia
- Wiltshire

Overall crime rates in Gloucestershire (63.1) are slightly higher than the MSG (60.2). Violence against the person rates in Gloucestershire (26.3) are lower than the England and Wales average (32.2) but slightly higher than the MSG (25.1).

Total recorded crime (excluding fraud) rate per 1000 population - year ending September 2021
Source: ONS

Recorded crime by offence group rate per 1000 population - year ending September 2021
Source: ONS

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[6] Data as of year end 2021 – reported to the OPCC Police and Crime Panel March 2022

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Of 47,334 crimes reported in Gloucestershire in 2021-22:

ALL CRIME, GLOUCESTERSHIRE, 21-22

- Criminal damage and arson 11%
- Drug offences 3%
- Miscellaneous crimes 2%
- Possession of weapons offences 1%
- Public order offences 10%
- Robbery 1%
- Sexual offences 4%
- Theft offences 24%
- Violence against the person 44%

Gloucestershire, volume crime 3 year totals

Legend: 19-20, 20-21, 21-22

Over the past three years we have seen increases in Violence against the Person and Public Order offences, and a slight increase in sexual offences, but alongside declines in theft, robbery and drug offences.

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The Economic and Social Costs of Crime in Gloucestershire

The Home Office have produced guidance helping to assess the overall costs of crime through the valuation of the economic and social costs of crime. This is a useful tool not just for understanding the financial impact of crime but in helping to assess the financial outcomes of changes in crime rates. Whilst not every crime type has been allocated a value, in Gloucestershire in 2021-22 we can calculate that the total cost of crime as measurable is £236.9m.

Crime type	Total crimes 21-22	Unit cost	Total cost
Arson	438	8420	£3,687,960
Criminal damage	4609	1350	£6,222,150
Domestic burglary	1886	5930	£11,183,980
Homicide	13	3217740	£41,830,620
Non-domestic burglary	744	15460	£11,502,240
Rape offences	635	39360	£24,993,600
Robbery of personal property	299	11320	£3,384,680
Theft from a vehicle	1129	870	£982,230
Theft from the person	281	1380	£387,780
Theft of a motor vehicle	429	10290	£4,414,410
Violence with injury	6089	14050	£85,550,450
Violence without injury	7215	5930	£42,784,950
TOTAL COST			**£236,925,050**

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Regional differentiation in crime rates across Gloucestershire

The tables below show the different crimes rates per capita in 2021-22 of the Gloucestershire districts, helping to contextualise relative risk for each CSP area.

Violence against the person	Crimes per thousand population	Direction
Gloucester	48.94	↑
Cheltenham	33.32	↑
Forest of Dean	23.84	↑
Stroud	22.2	↑
Tewkesbury	20.75	↑
Cotswold	18.46	↑

Theft offences	Crimes per thousand population	Direction
Gloucester	23.77	↓
Cheltenham	22.61	↓
Cotswold	12.74	↓
Tewkesbury	11.55	↓
Stroud	11.08	↓
Forest of Dean	8.85	↓

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Public Order Offences	Crimes per thousand population	Direction
Gloucester	11.15	↑
Cheltenham	9.17	↑
Stroud	4.78	↑
Tewkesbury	4.7	↑
Forest of Dean	4.55	↑
Cotswold	4.34	↑

Criminal Damage and Arson	Crimes per thousand population	Direction
Cheltenham	9.63	↑
Gloucester	9.36	→
Stroud	6.16	↑
Forest of Dean	5.32	→
Cotswold	5.11	→
Tewkesbury	5.04	→

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Robbery	Crimes per thousand population	Direction
Gloucester	0.85	↓
Cheltenham	0.56	↓
Stroud	0.32	→
Tewkesbury	0.22	→
Cotswold	0.13	↓
Forest of Dean	0.13	↓

Sexual Offences	Crimes per thousand population	Direction
Gloucester	3.78	↑
Cheltenham	2.65	↑
Forest of Dean	1.89	↑
Tewkesbury	1.81	↑
Cotswold	1.81	↑
Stroud	1.67	↑

Drug offences	Crimes per thousand population	Direction
Gloucester	3.51	↓
Cheltenham	2.65	↓
Cotswold	1.81	↓
Forest of Dean	1.26	↓
Stroud	1.21	↓
Tewkesbury	1.02	↓

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District Profiles

Cheltenham

Cheltenham is a spa town of around 120,000 residents, known for its Regency architecture, legendary racecourse, and as the home of GCHQ, the UK's intelligence and security organisation. Economically Cheltenham is successful, with the Acorn classification of Cheltenham classing the largest proportion of residents as "Affluent Achievers" – some of the most financially successful people in the UK, living in high status rural, semi-rural and suburban areas. They are generally well educated and established at the top of the social tree in managerial or professional occupations.

Despite this, 10.7% of Cheltenham's Lower Super Output Areas (LSOAs) are in the 20% most deprived LSOAs in England. Cheltenham is the second most deprived district in Gloucestershire according to the Indices of Multiple Deprivation. Cheltenham is the 208th most income-deprived local authority in England (of 316). 9.1% of Cheltenham's population are income-deprived.
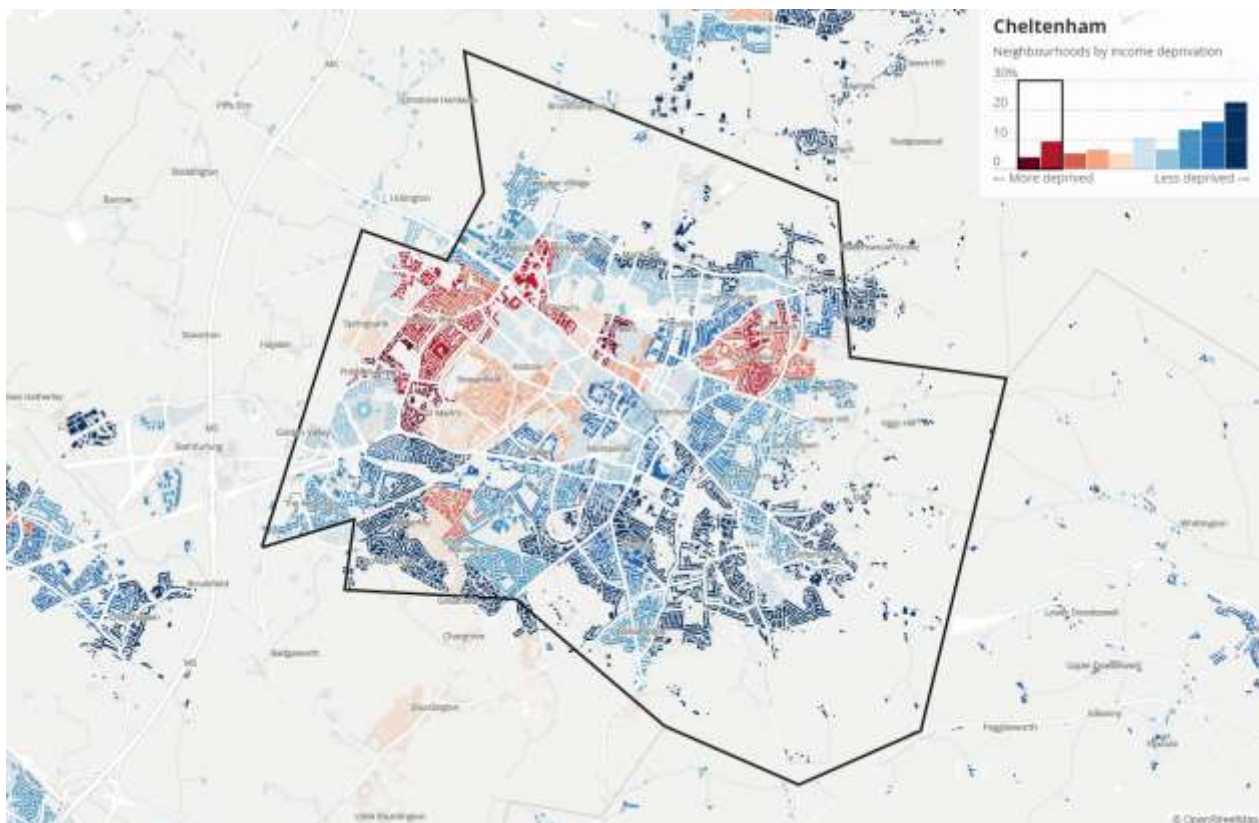
Deprivation in Cheltenham. More deprived areas are marked in red. The Kingsditch area is the most deprived.

Cheltenham is a tourist centre with a thriving night-time economy, and as such is the county's secondary hotspot for most crime and anti-social behaviour types. The acquisitive crime trend in Cheltenham over the past 12 months has been rising, driven by increases in burglary and robbery. Similarly, neighbourhood crime

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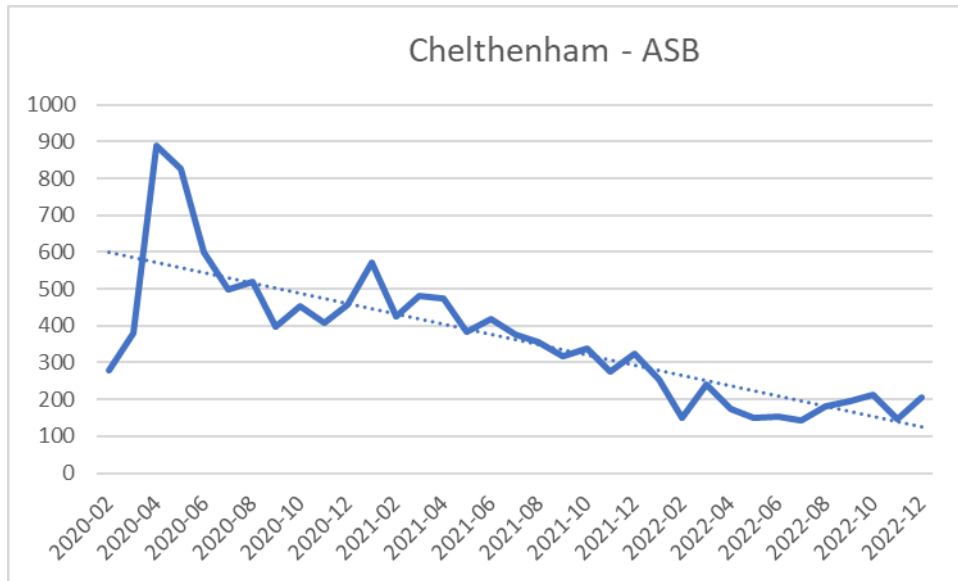**www.gloucestershire-pcc.gov.uk**

(an aggregation of robbery, residential burglary, vehicle offences and theft from the person) has continued to rise in Cheltenham, although ASB has fallen significantly over the past three years.

Of the 39,438 crimes reported to the police in Cheltenham between January 2020 and December 2022:

- 32.1% were for ASB
- 27.8% were for violence and sexual offences
- 8% were for public order
- 7.7% were for criminal damage
- 5.3% were for other theft

Cheltenham: Violence against the person

Cheltenham - acquisitive crime

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Chelthenham - ASB
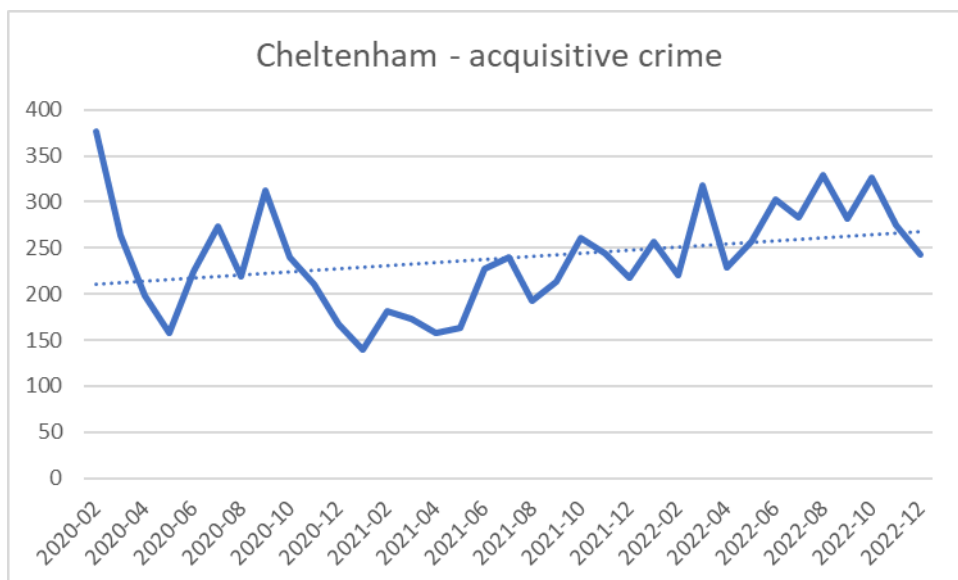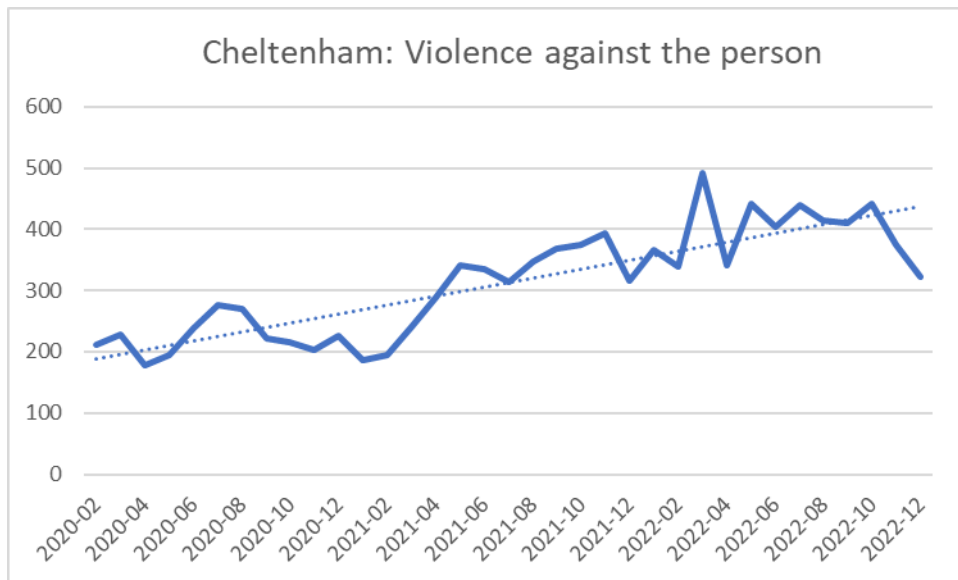
Cheltenham Community Safety Partnership

Cheltenham's CSP has been amalgamated within the broader context of The Cheltenham Strategic Partnership. This partnership has not yet set any specific community safety priorities for the local authority area.

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Gloucester

Gloucester is the principal city of Gloucestershire, with a population of 132,400. Known for its vast cathedral and the regenerated dockland area, Gloucester has been a significant regional settlement since Roman times, with the navigable Severn Estuary supporting Gloucester as a major inland port for centuries.

Economically, Gloucester is the most deprived district in Gloucestershire, with 24.3% of LSOAs in Gloucester ranked amongst the 20% most deprived areas in England. The most common Acorn classification for Gloucester is "Comfortable Communities", meaning residents are generally middle of the road with average incomes and average levels of qualifications. Gloucester has twice the number of residents classed as "Urban Adversity" than the Gloucestershire average. Gloucester is the 120th most income-deprived local authority in England (of 316). 12.6% of Gloucester's population are income-deprived.
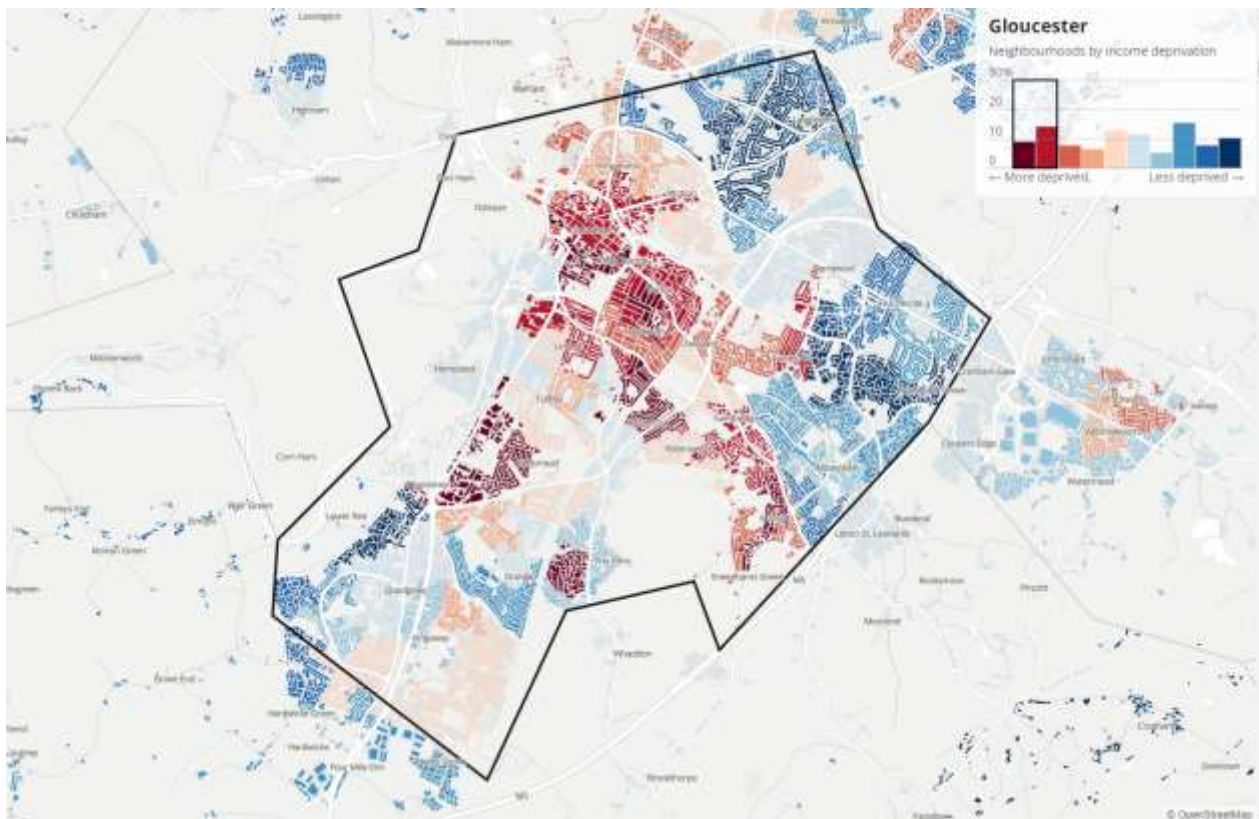
Deprivation in Gloucester. More deprived areas are shown as red. The areas of highest deprivation include Lower Tuffley and St Pauls.
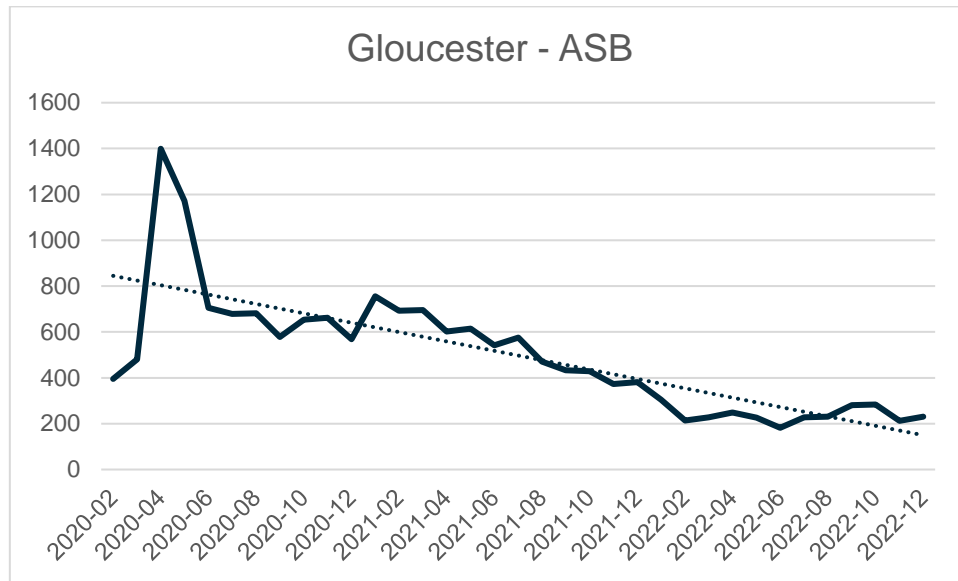
As a result, Gloucester has the highest crime rate in Gloucestershire across all major crime types. Acquisitive and Violent Crime are rising in Gloucester over the past three years, whilst ASB is falling. Gloucester has the highest rates of hate crime and domestic abuse, and is considered to be the local hotspot for Urban Street Gangs.

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Of the 56,035 crimes reported to the police in Gloucester between Jan 2020 and December 2022:

- 33.1% were violence and sexual offences.
- 31.1% were ASB.
- 8% were public order.
- 6.5% were for criminal damage and drugs.
- 4.1% were for shoplifting.

Gloucester Acquisitive Crime

Gloucester: Violent Crime

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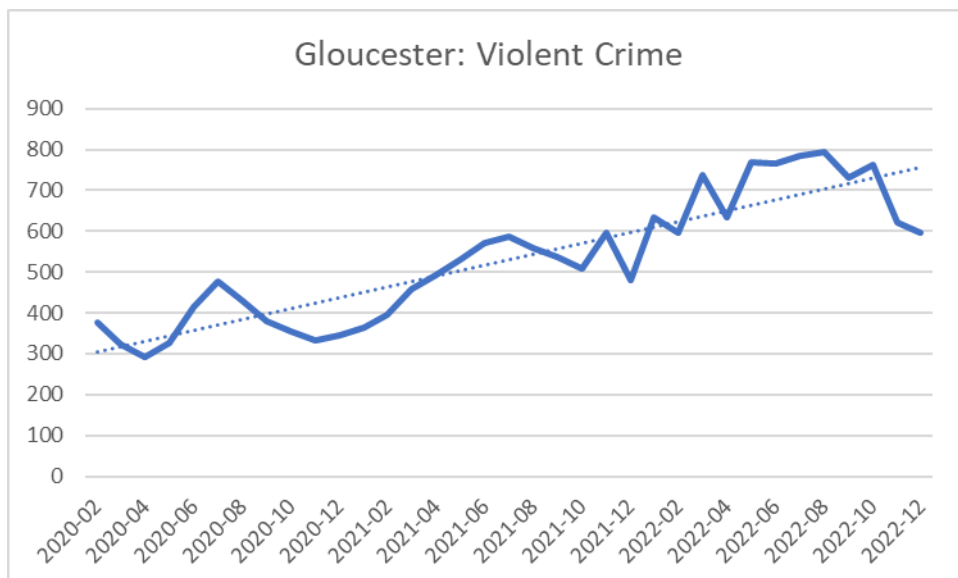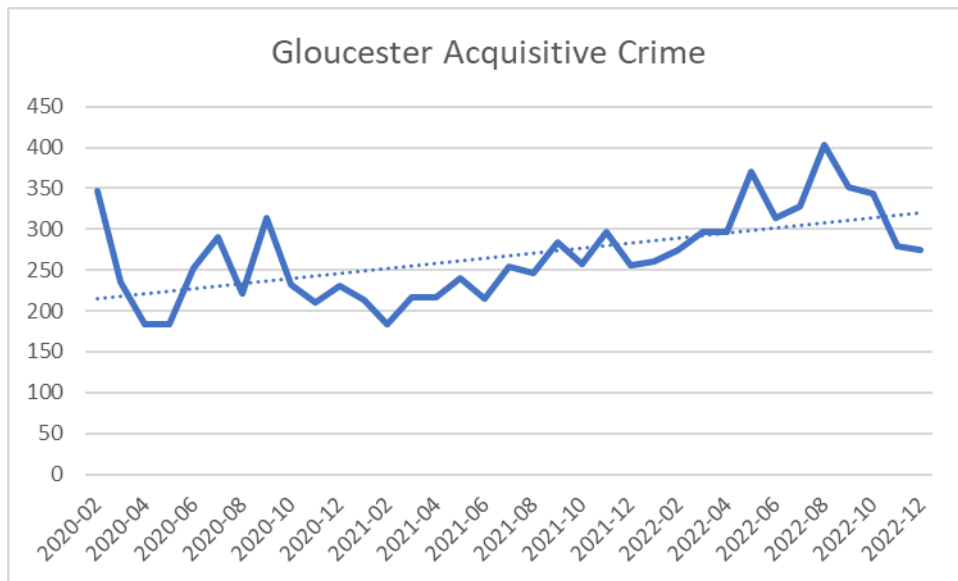
Gloucester - ASB

Gloucester Community Safety Partnership Priorities

Serious Youth Violence Prevention
Working together to identify and deliver work to address and prevent serious youth violence in our City.

Tackling Health Inequalities and promoting Equalities
Contribute to and help deliver on the identification and targeted delivery of wellbeing, health and care initiatives. To understand equality, and by improving statutory provider engagement in community partnerships that support strengths-based working, combat inequalities. This is a joint project with Public Health and the ILP

Making our public spaces safer
Working with community safety partners to increase public safety in our open spaces through prevention and detection of crime and anti-social behaviour.
Incorporating strengths-based approaches where possible to build neighbourhood engagement and community resilience

Safeguarding
This includes Violence Against Women and Girls and Domestic Abuse issues.

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Forest of Dean

The Forest of Dean is a large rural area, characterised by the Forest of Dean itself, 110 square kilometres of mixed woodland, bordering Wales to the west. Whilst the Forest was once known as a coal mining area, since the Second World War the principal industries are forestry and tourism. The Forest of Dean has a population of 87,000, and hence is one of the smallest non-metropolitan districts (153 of 181) in England.
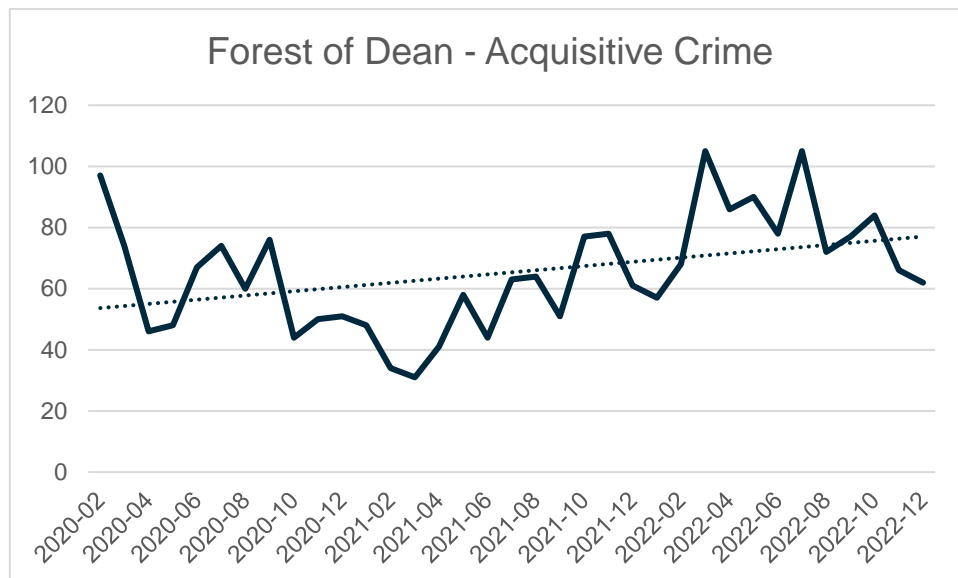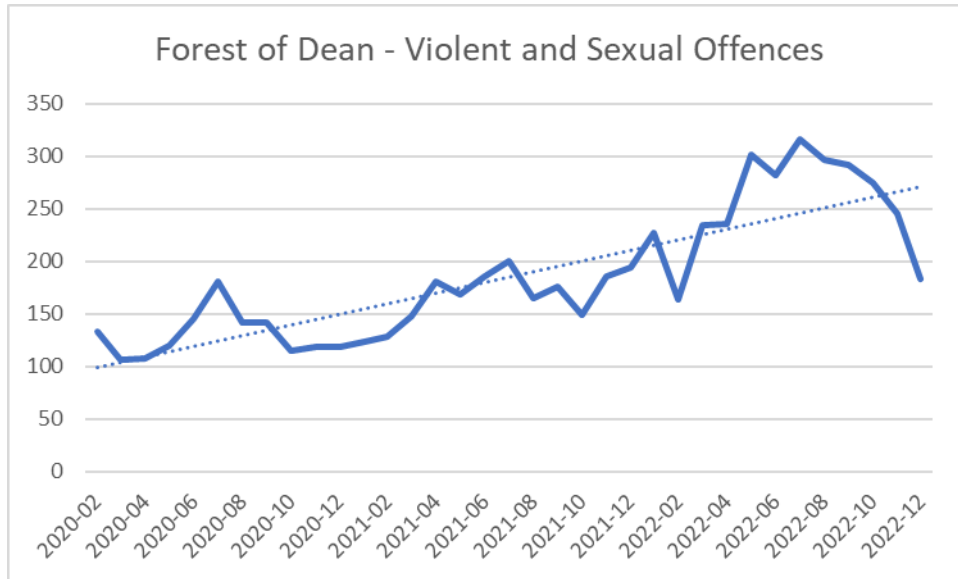
The Forest of Dean is ranked the 167th most deprived local authority area in England. 12% of the LSOAs in the Forest are in the least deprived areas in England, and there are no LSOAs in the most deprived 20% in England. The most common Acorn classification for Forest of Dean is "Comfortable Communities", meaning residents are generally middle of the road with average incomes and average levels of qualifications.
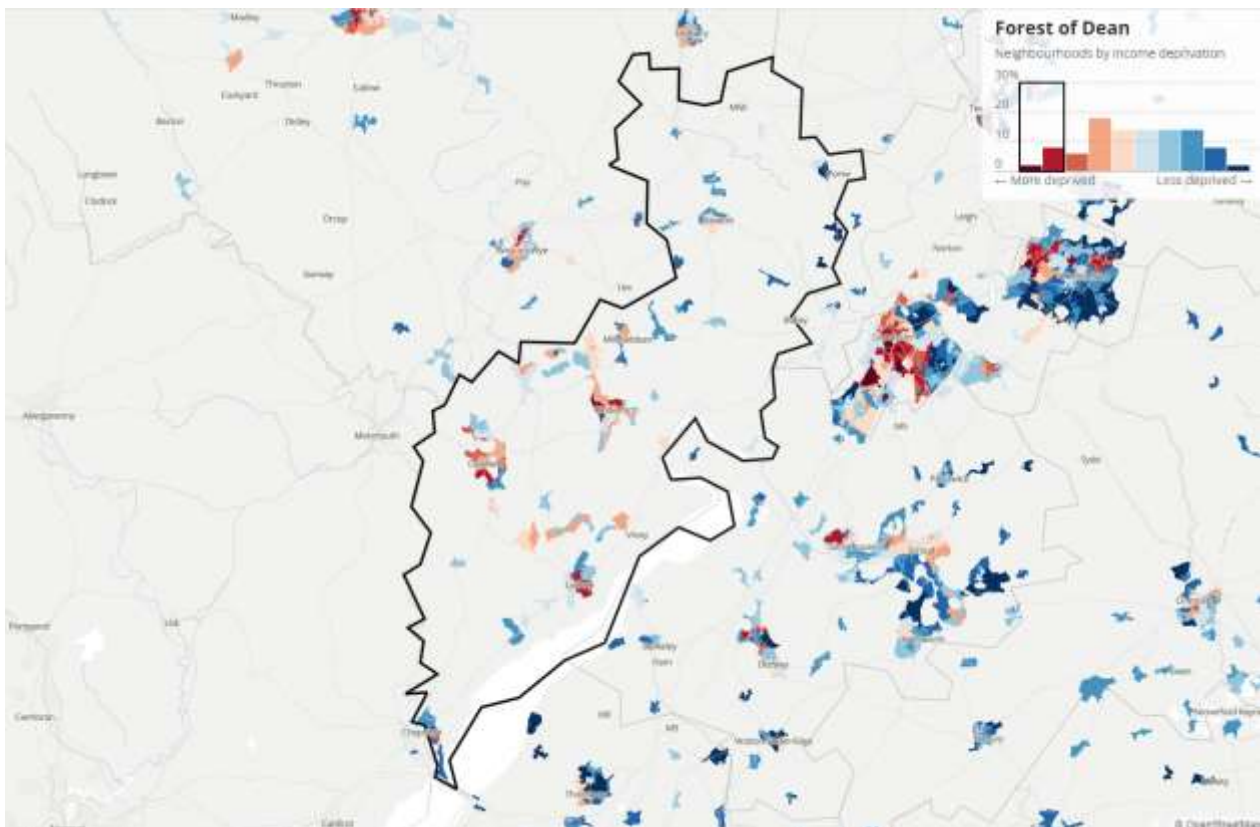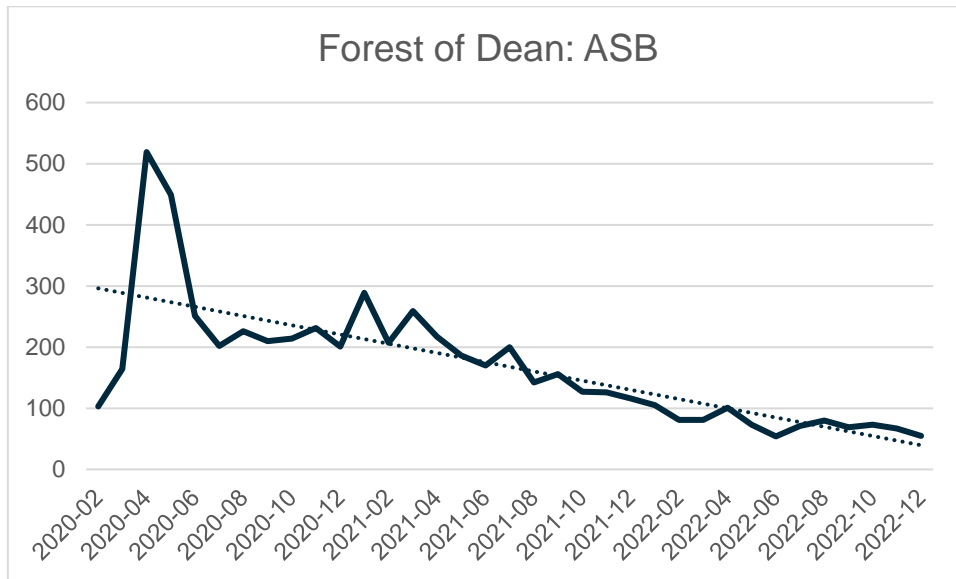

Deprivation in Forest of Dean. Hotspots are in High Nash (Coleford); Littledean Hill (Cinderford); and Tutnalls (Lydney)

Of the 18,018 crimes reported to the police in Forest of Dean between January 2020 and December 2022:

- 36% were violent and sexual assault.
- 32.6% were ASB.
- 7.4% were criminal damage.
- 7.1% were public order offences.
- 4.82% were other theft.

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Forest of Dean - Violent and Sexual Offences

Forest of Dean - Acquisitive Crime

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Forest of Dean: ASB

Forest of Dean Community Safety Partnership Priorities

The Forest of Dean CSP has incorporated reducing ASB incidents, domestic abuse and reducing crime and the fear of crime amongst their broader set of shared long-term outcomes across the local partnership.

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Stroud

Stroud is a rural area south of Gloucester and bordered by the Severn Estuary, made up of a number of small market towns and rural communities. The district has a population of 121,000 and the largest town, Stroud, has a population of just 14,000. Stroud is an affluent area, with 7.8% of the population income deprived, and is ranked as the 76th wealthiest local authority area in England (of 316).
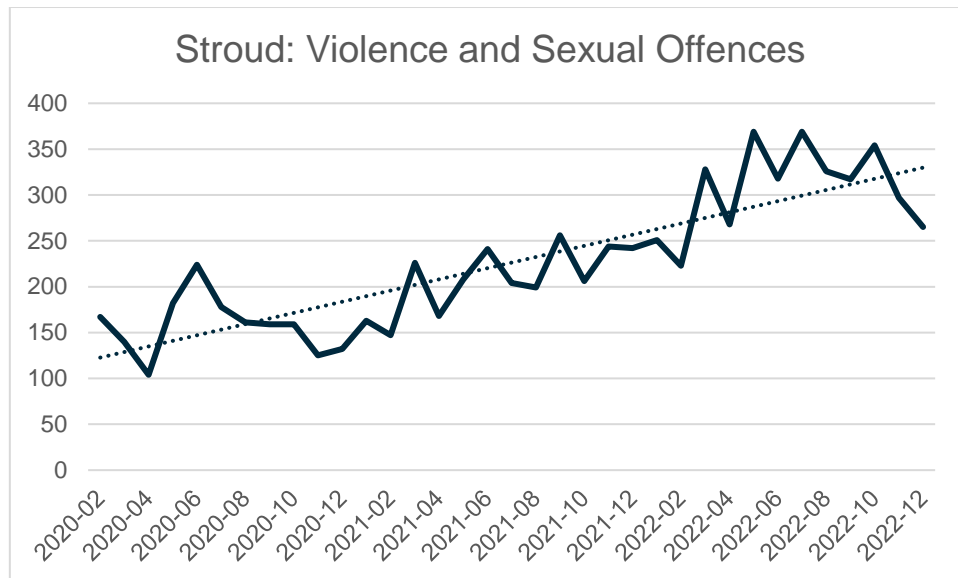
8.7% of the LSOAs in Stroud are in the least deprived areas in England, and there are no LSOAs in the most deprived 20% in England. The most common Acorn classification for Stroud is "Affluent Achievers", meaning residents are some of the most financially successful people in the UK living in high status rural, semi-rural and suburban areas. "Baby boomers" predominate. They are generally very well educated and are established at the top of the social tree in managerial or professional occupations.
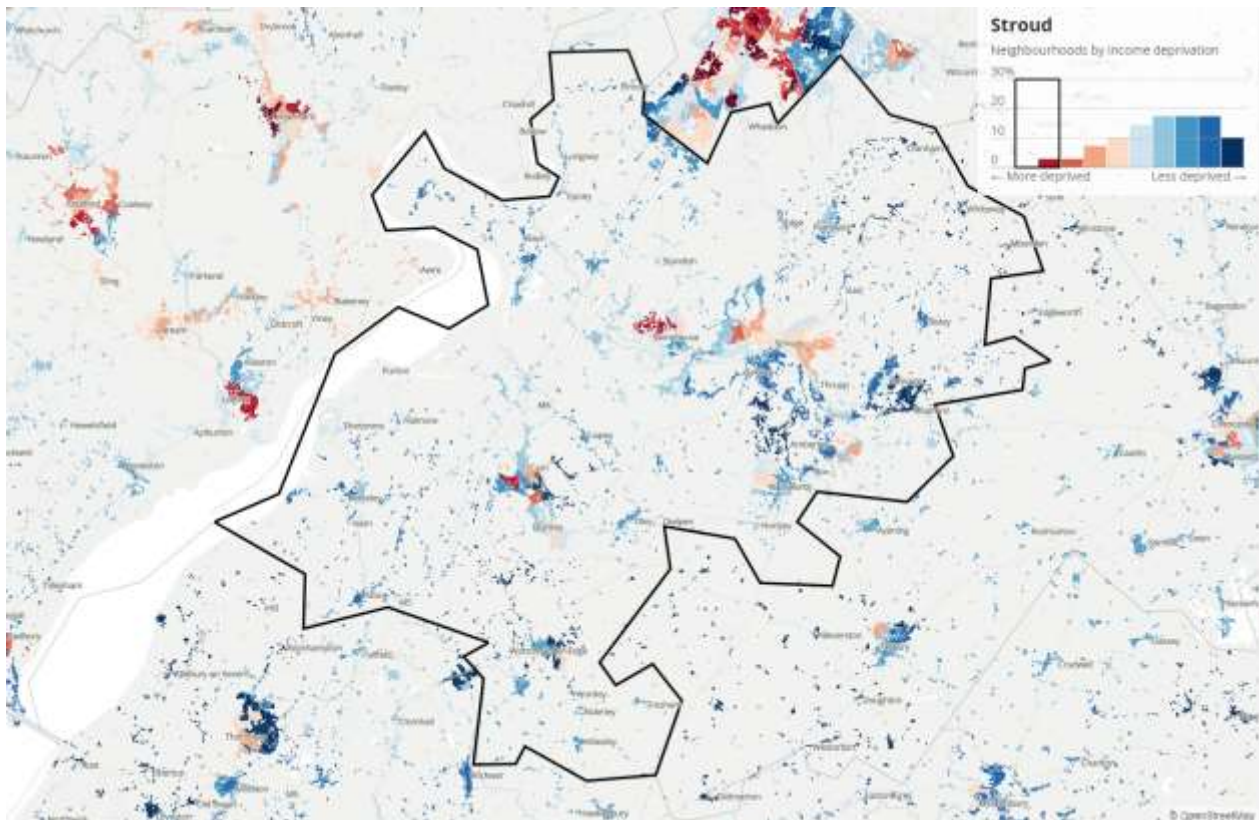
Deprivation in Stroud. The principal areas of deprivation are in Stonehouse and Woodfield.

Of the 25,359 crimes reported in Stroud between January 2020 and December 2022:

- 34.4% were ASB
- 31.2% were violence and sexual assault.
- 7.7% were criminal damage and arson
- 7.1% were public order offences.
- 5% were other theft

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Stroud: Violence and Sexual Offences

Stroud Community Safety Partnership Priorities

- Safeguarding
  - Domestic Abuse
  - Child Sexual Exploitation
  - Vulnerable People
  - Prevent

- Public Safety
  - Anti-social behaviour
  - Environmental crime
  - Cyber safety
  - Road safety

- Health and Wellbeing (keeping communities healthy)
  - Substance misuse
  - Mental health and emotional wellbeing

- Stroud CSP promotion

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Tewkesbury

Tewkesbury has a population of 94,900 and is a large rural area to the north of Gloucestershire, bordering Worcestershire. Tourism and manufacturing are the principal drivers of the economy, and employment is high. The district is largely rural with a number of small market towns. Tewkesbury is an affluent area, with 7.7% of the population income deprived, and is ranked as the 72nd wealthiest local authority area in England (of 316).

12.5% of the LSOAs in Tewkesbury are in the least deprived areas in England, and one of the LSOAs is in the most deprived 20% in England. The most common Acorn classification for Tewkesbury is "Affluent Achievers", meaning residents are some of the most financially successful people in the UK living in high status rural, semi-rural and suburban areas. "Baby boomers" predominate. They are generally very well educated and are established at the top of the social tree in managerial or professional occupations.
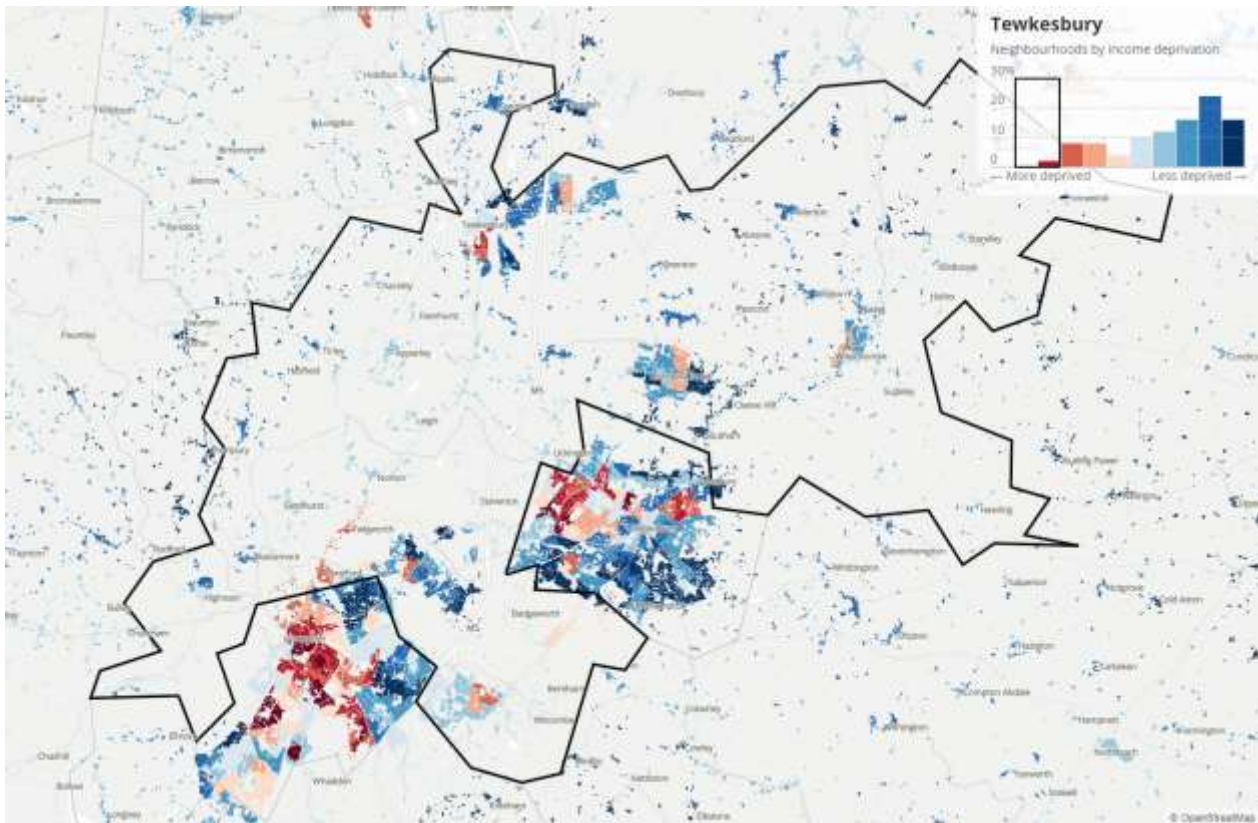
Deprivation in Tewkesbury. The principal areas of deprivation are the Prior's Park area of Tewkesbury town and Longford.

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Of offences reported to the police in Tewkesbury between January 2020 and December 2022:

- 35.5% were ASB.
- 29.9% were violent and sexual offences.
- 7.1% were criminal damage and arson.
- 6.7% were public order.
- 5.4% were other theft.

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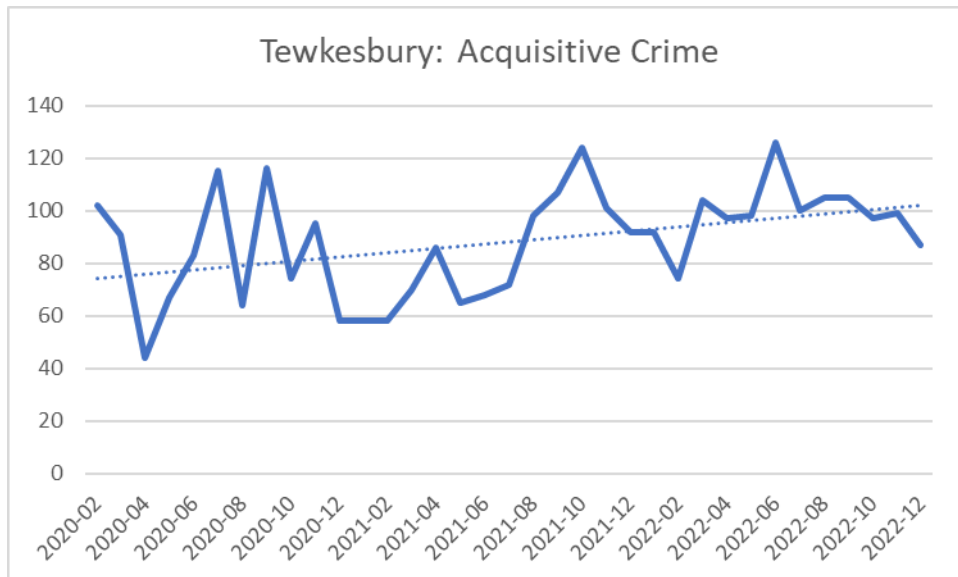
Tewkesbury: ASB

Tewkesbury Community Safety Partnership Priorities

Tewkesbury Community Safety Partnership are currently reviewing their structure and priorities.

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Cotswold

Cotswold is an area to the north east of the county, bordering Oxfordshire, known as a tourist attraction for the depth of beauty of the Cotswold Hills and the picturesque small towns and villages dotted through the area. The district has a population of 90,800 and is one of the smaller local authorities in England by population. Cotswold is an affluent area, ranked the 33rd wealthiest local authority area in England and the least deprived area in Gloucestershire. Just 6.4% of the population are income-deprived – the lowest in Gloucestershire.

12% of the LSOAs in Cotswold are in the least deprived areas in England, and there are no LSOAs in the most deprived 20% in England. The most common Acorn classification for Cotswold is "Affluent Achievers", meaning residents are some of the most financially successful people in the UK living in high status rural, semi-rural and suburban areas. "Baby boomers" predominate. They are generally very well educated and are established at the top of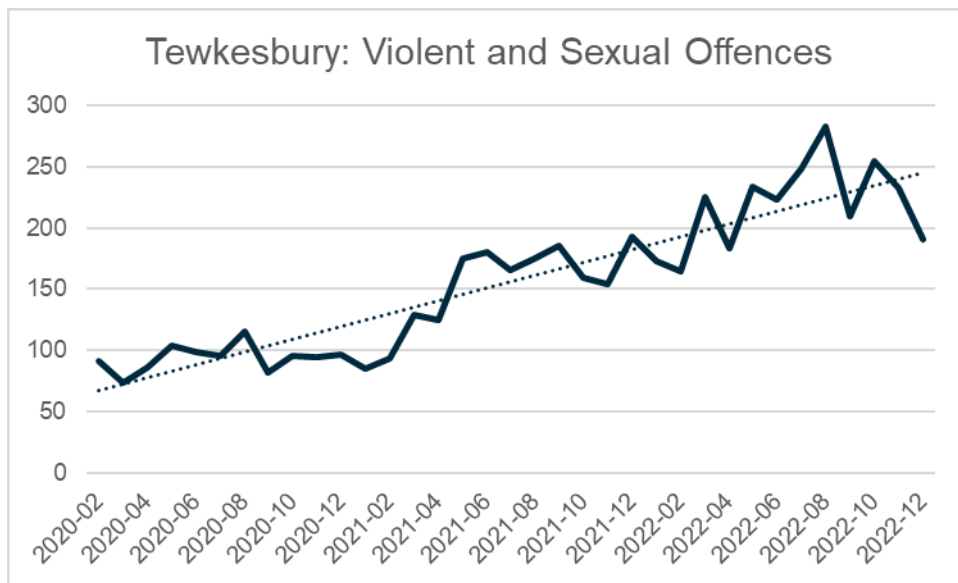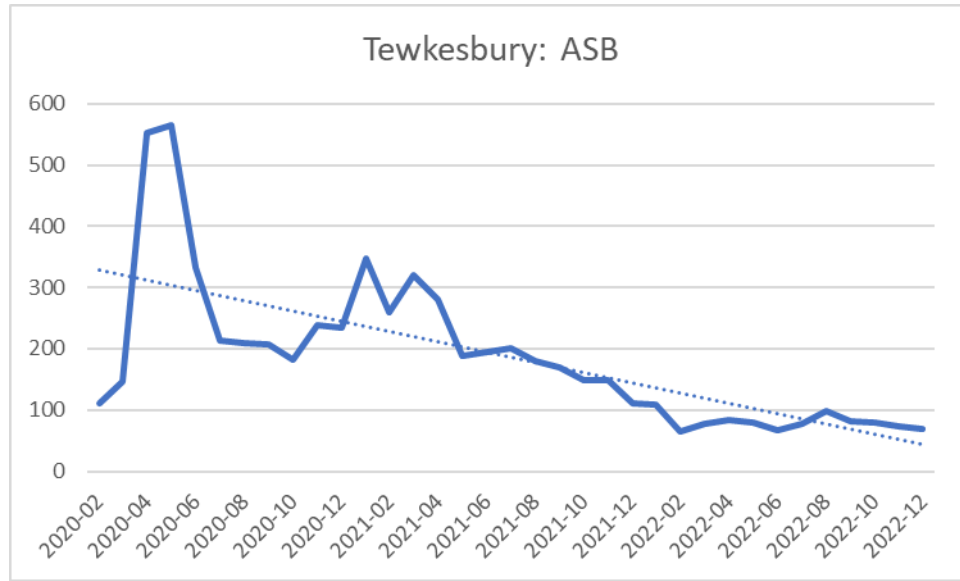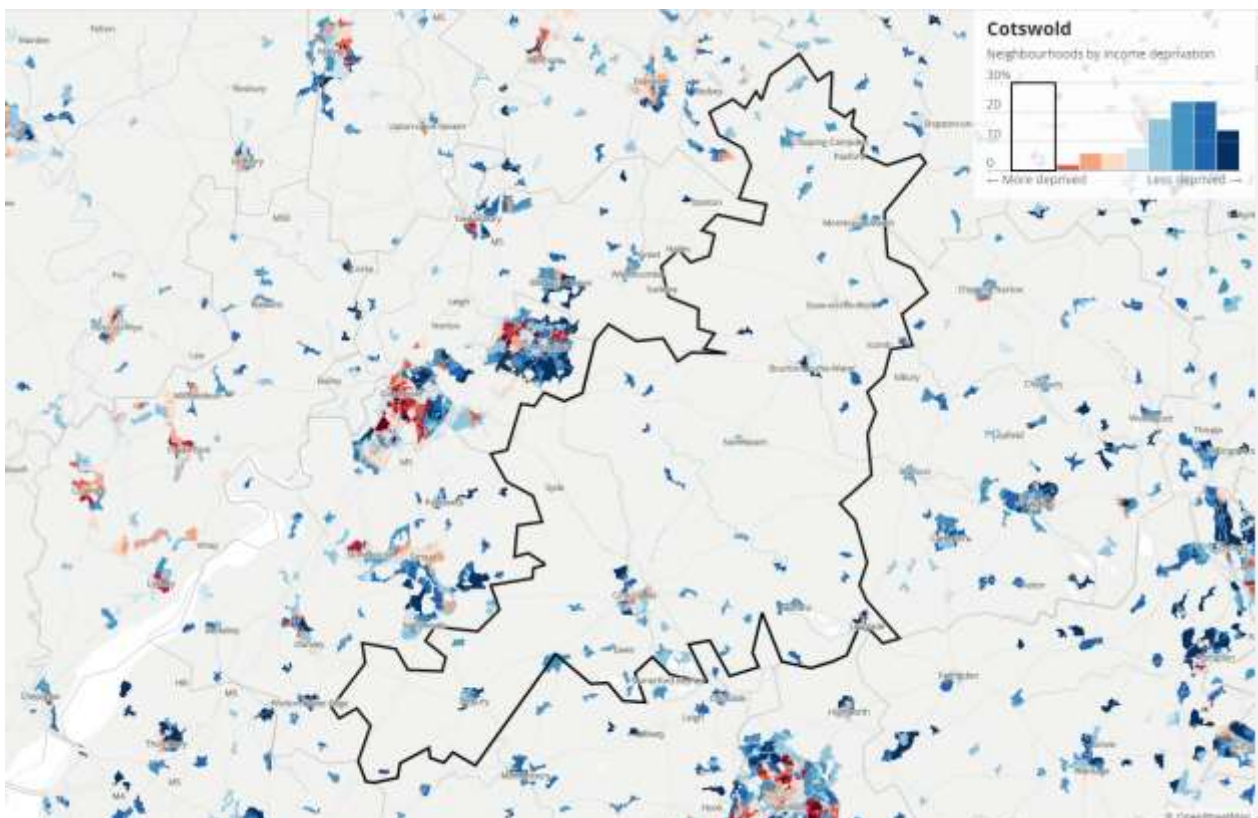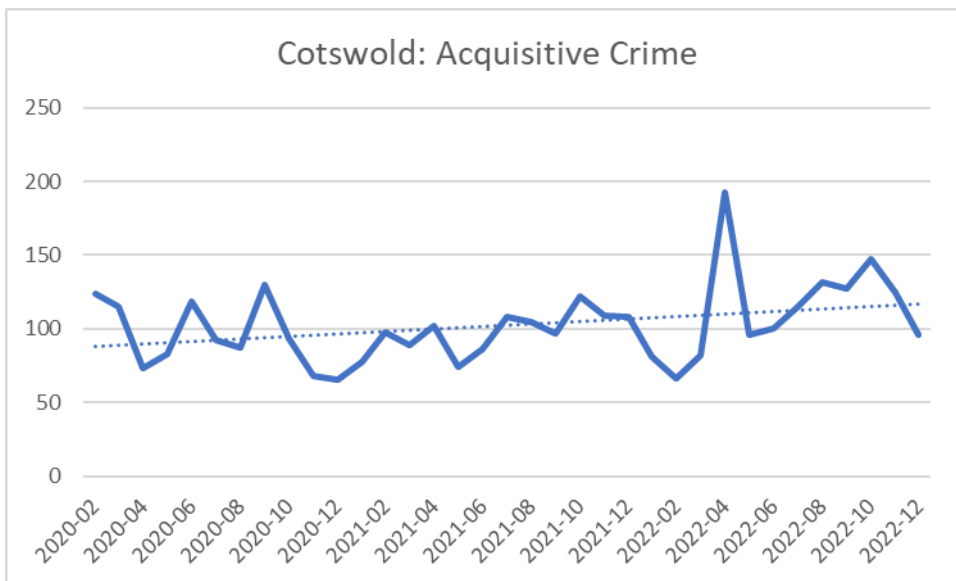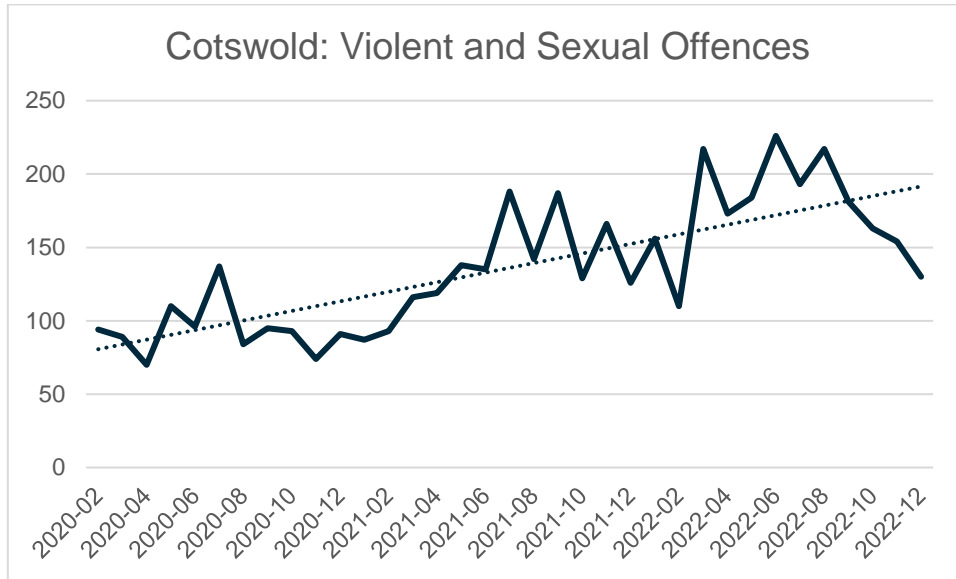 the social tree in managerial or professional occupations. Cotswold has the highest proportion of Affluent Achievers of any district in Gloucestershire.

Deprivation in Cotswold. Cotswold is the only area in Gloucestershire with no LSOAs in the two most deprived categories.

Cotswold has the highest number of serious road traffic incidents per capita in Gloucestershire.

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Cotswold: Violent and Sexual Offences

Cotswold: Acquisitive Crime

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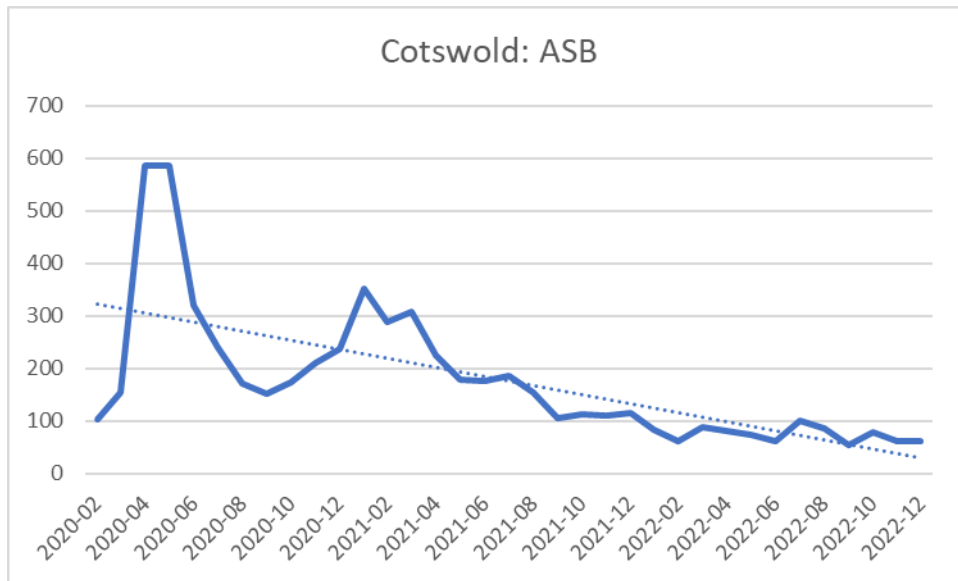
Cotswold Community Safety Partnership Priorities

Priority 1   Safe and Social Roads for all
Priority 2   Domestic Abuse
Priority 3   Crimes of Local Concern
Priority 4   Antisocial behaviours
Priority 5   Community Engagement/Involvement
Priority 6   Supporting Young people

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Appendices

SWAP Review of Community Safety Partnerships in Gloucestershire 2022

Recommendations for the Safer Gloucestershire Board

- The Chair of SGB implements a Communication Strategy / Plan which ensures information relevant to SGB's activities is cascaded to its members and stakeholders.
- The Chair of SGB ensures a representative from the OPCC attends and engages at each CSP meeting in the County.
- The Chair of SGB aligns SGB's meeting schedule to the CSPs in order to prevent significant periods of time between SGB's meetings and the meetings of the CSPs. Where this is not possible, a robust Communication Strategy / Plan (as discussed at 1.3 above) should be in place to ensure all members receive the latest and most relevant information.
- The Chair of SGB reviews and updates the Terms of Reference for SGB. This should include details such as SGB's chairing arrangements; the selection processes for becoming the Chair; the Chair's term and any restriction; decision making processes and quorum.
- The Chair of SGB implements regular performance monitoring against the delivery of SG's objectives and to assess its effectiveness.
- The Chair of SGB ensures CSPs are provided the opportunity to set agenda items / input into the agenda of each SGB meeting. The Chair of SGB should also ensure updates are relevant to the work of SGB and the CSP and that it is clear how they link to achieving the priorities and objectives of members.

Recommendations for Gloucestershire's Community Safety Partnerships

- The Chairs of each CSP reviews its membership to ensure all responsible authorities attend and engage at their meetings.
- The Chairs of each CSP review whether County Council representation is appropriate at their meetings.
- The Chairs of each CSP should review their respective Terms of References (ToR) to ensure they are up to date. Where possible, a standardised ToR template should be created in consultation with each CSP to ensure all relevant information is captured consistently within each ToR.
- The Chairs of each CSP, in collaboration with SG, discuss with one another how to improve the sharing of best practice. For example, this may include a standing agenda item at SG or a separate meeting between the Chairs of each of the CSPs to discuss the activities of their CSPs and any best practice specifically.
- The Chairs of each CSP implement regular performance monitoring against the delivery of the CSPs' objectives and to assess its effectiveness.
- The Chairs of each CSP ensure minutes from their meetings clearly demonstrate how their activity and updates by members link to the delivery of actions, agreed priorities and objectives.
  - Where possible, all CSPs in the district should agree a standardised minuting template in order to help achieve the above.

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- The Chairs of each CSP in collaboration with the Chair of SG review their arrangements collectively in order to establish whether any efficiencies and improvements could be made and explore opportunities for funding which would help make the CSPs and SG more effective.
- The Chairs of each CSP in collaboration with one another review how they could improve branding and identity and increase awareness.

Engagement / consultation / surveys

OPCC Perception of Crime Survey 2023

The Office of the Police and Crime Commissioner (OPCC) for Gloucestershire administered an online survey with the aim to understand residents' perception of crime in the local area, and to identify opportunities for improvement.

The concept of community safety involves ensuring positive well-being of the people within an environment, such as feeling safe in a physical location or safety within a social environment. The OPCC recognise the importance of people feeling safe where they live, work or spend leisure time. The concept of safety in this context incorporates reducing and preventing physical crime/injury whilst focusing on a cohesive and participatory community.

In order to look at improving the facets of safety in Gloucestershire, residents' perception and experience of crime is important when informing the necessary changes. Perception and fear of crime is dispositional, and therefore can be difficult to measure as it is dependent on individual experiences such as beliefs, past experiences, socioeconomic status, and other demographic factors. Therefore, perceptions of crime are expected to be diverse as they represent various demographic groups within a community.

Whilst Gloucestershire is deemed one of the safest counties in the UK based on crime and disorder, it still faces challenges due to funding and lack of resources. It has seen an increase in some crime types, with complex new forms of crime emerging and the exploitation of vulnerable groups evolving. The current research therefore aims to understand Gloucestershire residents' varying opinions and experiences of crime in the area, with the aim to identify some key areas for consideration.

In total, 657 responses to the survey were received. Two questions in particular were deemed relevant to the community safety priority setting process:

Q04: Thinking of the local area where you live in Gloucestershire (or work / visit), please tell us how much of an issue you believe the following to be…

NET RESULTS: include those who say this is an issue and have been affected by it, and those who say it is an issue but have not been affected

NET: issues in Gloucestershire	No. responses	% responses
Speeding and dangerous driving	514	78%
Burglary, robbery and theft	497	76%

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Vehicle nuisance (e.g use of illegal e-scooters, inconsiderate parking)	424	64%
Online crime (e.g fraud and scams including courier and online shopping scams)	401	61%
People using drugs	396	60%
People dealing drugs	338	51%
Anti-social behaviour (If this is an issue in your area, please describe in the free text box below)	331	51%
Cold calling or door scams	326	50%
Rural, wildlife and heritage crime (e.g poaching, hare coursing or unlawful activity which harms historic assets)	298	45%
Retail and business crime (e.g shoplifting)	228	35%
Street drinking or alcohol related issues	218	33%
Domestic violence, abuse and coercive controlling behaviour	217	33%
Youth violence (e.g fighting or gang related violence)	189	29%
Stalking and harassment (e.g catcalling, unwanted sexual comments, feeling threatened or being followed)	148	23%
Sexual violence (e.g any unwanted sexual act, forced marriage or honour based violence)	140	22%
Violent crime (e.g Knife Crime)	124	19%
Hate crime (an act of hostility that you believe is motivated by disability, race, religion, sexual orientation, transgender identity)	111	16%
Exploitation (someone who is being groomed or forced into doing something that they don't want to do for someone else's gain)	93	14%

Q04: Thinking of the local area where you live in Gloucestershire (or work / visit), please tell us how much of an issue you believe the following to be…

Those who say this is an issue and have been affected

Issues in Gloucestershire – number affected	No. responses	% responses
Speeding and dangerous driving	288	44%
Vehicle nuisance (e.g use of illegal e-scooters, inconsiderate parking)	212	32%
Anti-social behaviour (If this is an issue in your area, please describe in the free text box below)	130	20%
Online crime (e.g fraud and scams including courier and online shopping scams)	121	18%
Burglary, robbery and theft	115	18%
People using drugs	104	16%

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Cold calling or door scams	103	16%
People dealing drugs	86	13%
Rural, wildlife and heritage crime (e.g poaching, hare coursing or unlawful activity which harms historic assets)	65	10%
Street drinking or alcohol related issues	60	9%
Stalking and harassment (e.g catcalling, unwanted sexual comments, feeling threatened or being followed)	57	9%
Youth violence (e.g fighting or gang related violence)	46	7%
Domestic violence, abuse and coercive controlling behaviour	30	5%
Hate crime (an act of hostility that you believe is motivated by disability, race, religion, sexual orientation, transgender identity)	29	4%
Retail and business crime (e.g shoplifting)	24	4%
Violent crime (e.g Knife Crime)	21	3%
Sexual violence (e.g any unwanted sexual act, forced marriage or honour based violence)	17	3%
Exploitation (someone who is being groomed or forced into doing something that they don't want to do for someone else's gain)	13	2%

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Glossary

ASB	Anti-Social Behaviour	Behaviour which causes alarm, harassment and distress to individuals and communities
CCE	Child Criminal Exploitation	Child abuse where children and young people are manipulated and coerced into committing crimes.
CCSA	County Community Safety Agreement	A statutory responsibility upon agencies working at the county level to agree a strategy to reduce crime and disorder in the county
CDA 98	Crime and Disorder Act 1998	Legislation which seeks to reduce crime and disorder through an intelligence-led multi-agency approach
CDP	Combatting Drugs Partnership	A multi-agency forum designed to reduce the harm caused by drugs, alcohol and other substance
CONTEST	Counter Terrorism Strategy	The UK government's strategy for countering terrorism
CSE	Child Sexual Exploitation	A form of child abuse where a child is given something in return for performing sexual activities or having sexual activities performed on them
CSG	County Strategy Group	A statutory multi-agency partnership responsible for overseeing crime and disorder strategies at a County level
CSP	Community Safety Partnership	A statutory multi-agency partnership responsible for overseeing crime and disorder strategies at a District level
DA	Domestic Abuse	An incident or pattern of incidents of controlling, coercive, threatening, degrading and violent behaviour, including sexual violence
GCJB	Gloucestershire Criminal Justice Board	Gloucestershire's LCJB (see below)
IOM	Integrated Offender Management	A multi-agency programme designed to reduce reoffending by addressing the complex needs of a pool of the most prolific offenders
LCJB	Local Criminal Justice Board	A partnership of criminal justice organisations at police force level to support joint working and improve services.

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LSOA	Lower Super Output Area	A geographical hierarchy of around 1500 people or 650 households. The smallest measure used by the Office for National Statistics.
JSNA	Joint Strategic Needs Assessment	An assessment of the substance misuse needs in an area
MSG	Most Similar Group	A grouping of police forces, CSPs or council areas of similar demographic make up to allow for benchmarking and comparisons
MSHT	Modern Slavery and Human Trafficking	The recruitment, movement, harbouring or receiving of children, women or men through the use of force, coercion, abuse of vulnerability, deception or other means for the purpose of exploitation
OCG	Organised Crime Group	A group which has at its purpose, or one of its purposes, the carrying on of criminal activities, and. consists of three or more people who agree to act together to further that purpose
OPCC	Office of the Police and Crime Commissioner	The executive function of an elected police commissioner in England and Wales
PACP	Police and Crime Plan	The delivery plan of the Police and Crime Commissioner for the force area
PCC	Police and Crime Commissioner	An elected official who oversees the local police force, holds the chief constable to account, and commissions services for the prevention and reduction of crime in the area
RORA	Racially and Religiously Aggravated Offences	An offence is racially or religiously aggravated if the offender demonstrates hostility towards the victim based on his or her membership (or presumed membership) of a racial or religious group, or if the offence is (wholly or partly) motivated by racial or religious hostility.
SA	Strategic Assessment	An assessment of the crime and disorder risk and threats in an area to inform the establishment of a strategy to tackle those threats.

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SAP	Safeguarding Adults Partnership	A multi-agency partnership bringing together agencies to work together to support and safeguard adults at risk of abuse and neglect
SCP	Safeguarding Children's Partnership	A multi-agency partnership bringing together agencies to work together to support and safeguard children at risk of abuse and neglect
SGB	Safer Gloucestershire Board	The CSG for Gloucestershire
USG	Urban Street Gang	A relatively durable, predominantly street-based group of young people who: 1. see themselves (and are seen by others) as a discernible group; 2. engage in criminal activity and violence; 3. lay claim over territory (not necessarily geographical but can include an illegal economy territory); 4. have some form of identifying structural feature; and 5. are in conflict with other, similar, gangs.
VIAWG	Violence and Intimidation Against Women and Children	A range of offences including (but not limited to) ape and other sexual offences, stalking, domestic abuse, 'honour'-based abuse (including female genital mutilation, forced marriage and 'honour' killings), 'revenge porn' and 'upskirting', disproportionately affecting women.

Author

This assessment was completed by C J Williams Consulting on behalf of the Gloucestershire Office of the Police and Crime Commissioner.

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