

**ANNUAL REPORT
OF THE AVON AND SOMERSET
POLICE AND CRIME COMMISSIONER**

1 April 2018 - 31 March 2019

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1. FOREWORD AND INTRODUCTION

Insert a quote with image of Sue

It is time that we recognise when people are vulnerable to exploitation, grooming, coercion, control and violence. These are issues that cross many crime types, areas and communities. And that is why my Police and Crime Plan seeks to 'Protect the most Vulnerable from Harm' and 'Strengthen and improve your local communities'.

This report reviews the progress I have made between 1 April 2018 and 31 March 2019 in carrying out my responsibilities and overseeing delivery against the Police and Crime Plan 2016-21.

Our communities are currently under threat from violence that cruelly tears families apart and robs people of their future. This level of violence is something that we have become used to hearing about on the daily news, and it is high up on the Government's agenda to address.

The Home Office held a serious violence event in Bristol in November 2018, attended by police and partner agencies. There, the Government set out their national strategy and began the conversation about what that means for us locally. As I have reflected on the information shared on that day, and events that have subsequently occurred both locally and nationally, I have experienced feelings of concern, frustration, eagerness to act and hope for the future. We need to change the lives of people who are living in fear. We can't look only to the police on our streets to solve this problem and if we act now, collectively, we can make a real difference to reduce the risk of harm faced on our streets.

This year, I secured funding from the Home Office and commissioned the Behavioural Insights team to help us understand the nature of serious violence in Avon and Somerset and provide an evidence base for tackling it. I will be offering Community Safety Partnerships match-funding to help co-ordinate the local delivery of work to tackle serious violence. My office and the Constabulary will jointly host a serious violence summit to bring people together in May 2019. Following this, we will develop a clear local strategy for Avon and Somerset – one that takes a public health approach and adds value when we need to work together across our five Local Authority areas, but flexible enough to give local areas the space to flex and adapt local approaches.

The Policing Minister announced in December 2018 that the police were "stretched" and "would have the funding they needed". As a result grant funding was increased and PCCs were allowed greater flexibility to increase the police council tax precept.

In accordance with this announcement and after supportive public consultation with over 3,000 residents, I chose to raise increased funding through the council tax police precept in 2019/2020 with a circa 12% increase in police precept. This takes the average (band D) council tax police precept up by £24 per annum to £217.81 per annum. This increase is in line with PCC decisions across the country and was necessary to fund the increased costs of pensions, pay rises and other inflationary pressures as well as generate new funds to invest in front line policing.

The additional funding will underwrite an increase in establishment of 100 new police officers in 2019/20; continued roll out of new technology to the front line and a new operational response to address knife crime, drug problems and residential burglary. This is known as Operation Remedy, and it launched in April 2019, providing the Constabulary with enhanced capability and capacity to pro-actively respond to the issues that have such significant impacts across all our communities.

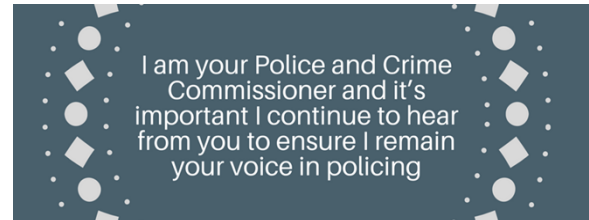
An operational tasking strategy has been developed from analysis that pinpointed crime hotspots and identified patterns of criminality. The new operational team will disrupt the activities of offenders, increase policing presence in our communities and enhance public confidence. The operation is a key part of the wider neighbourhood policing model that aims to develop deeper relationships with communities through sharing crime information and improve collaboration on community problems.

While the burglary focus is on residential burglary, businesses are also expected to benefit as improved visibility and efforts to address drug abuse and drug dealing will have an anticipated knock-on impact.

Anticipated benefits of the investment have been identified and will be tracked. It is the joint hope of myself and the Chief Constable that we will be able to demonstrate the improved outcomes that additional investment in policing can achieve. With the right people working together, with a shared ambition to ensure our communities are safe, protect victims and bring offenders to justice, we can ensure our communities remain safe and feel safe.

Sue Mountstevens

Sue Mountstevens
Avon and Somerset Police and Crime Commissioner



2. Statutory Duties

Key aspects of my role are to set the strategic direction for the Constabulary and wider partnership working, documenting this within a Police and Crime Plan, to set the policing part of the council tax precept, appoint or renew a contract of the Chief Constable; and to commission local victim services.

Setting the Precept

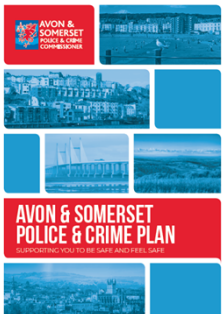
I set the part of your council tax which goes towards funding policing. The average household in Avon and Somerset is now paying around £218 per year towards the police, after a £24 increase per annum for the average household. Despite this improvement in council tax funding, I still forecast a need to make further savings of up to £5 million per annum by 2023 to meet: increasing costs; the need to generate funds for investments in innovation and technology; and based on our cautious view of central government grant funding for police. The Government's spending review is due later in 2019 but the timing and outcome of this is currently uncertain. I am working with the Chief Constable and my finance leads to establish options for where any future savings would be made.

3000 people are surveyed each year and respond to a range of questions about residents' experiences of crime and policing, their feelings of safety, priorities and the level of council tax precept used to fund police services. Over 75% of the people surveyed between January 2018 and December 2018 supported a material increase in the policing precept and based on the additional flexibility granted to me by Government for 2019/20, the £24 increase for an average household was approved by the Police and Crime Panel in February 2019.

It is not clear if similar flexibility towards the setting of the precept may be offered to Police and Crime Commissioners (PCCs) by the Government in 2020/21 and beyond. When proposing to the Police and Crime Panel what amount I wish to set in future, I will be considering a range of factors including: the Police grant funding provided by the Government; the cost pressures on the Constabulary; the need to fund capital programmes; the context of this within the Medium Term Financial Plan (MTFP); the views of local people in relation to local priorities; the view of local people in relation to local taxation to fund policing; and the performance of the Constabulary.

I believe we will need to continue increasing the precept over the next few years to avoid damaging cuts to frontline Police Officer and Police and Community Support Officer (PCSO) numbers.

Setting Strategic Direction

	<p>The current Police and Crime Plan was refreshed in April 2019 and covers the period of 1 April 2019 until 31 March 2021. The Strategic Priorities in the Police and Crime Plan for 2019-21 are:</p> <ul style="list-style-type: none">• Protect the most vulnerable from harm;• Strengthen and improve your local communities;• Ensure that ASC has the right people, right capability and right culture; and• Work together effectively with other police forces and key partner agencies to provide better services to local people.
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Strategic Policing Requirement

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

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

- Child sexual abuse; and
- Terrorism.

The Strategic Policing Requirement is internally reviewed every six months by a governance Board and subsequently reported and reviewed by the Police and Crime Board. I am satisfied that the Chief Constable has the capability and capacity in force to tackle these threats.

An example of responding in line with the Strategic Policing Requirement would be the additional resources to guard scenes that were provided to support Wiltshire in light of the poisoning incidents in Salisbury.

Partnership Working

I have a statutory duty to work with partners, but I am personally committed to doing this irrespective of legal obligations: it is only through working together that we can resolve problems, reduce vulnerability and risk, to support victims to cope and recover and keep neighbourhoods safe.

The fourth priority of my Plan is to work effectively with other police forces and key partners to provide better services to local people.

Examples of strong partnership working this year include:

- Continuation of the Criminal Justice Transformation Project, working with Constabulary, Crown Prosecution Service, Her Majesty's Courts and Tribunals Service (HMCTS), Citizens Advice Bureau (CAB) Witness Service;
- Working with the Community Safety Partnership of Bath and North East Somerset to develop a joint local plan;
- Operation of a Reducing Reoffending Executive Board and establishment of a South West regional reducing reoffending board and work on the national transforming rehabilitation programme;
- Establishment of a Victims Governance Sub-Group, chaired by the OPCC, bringing together statutory partners with a role in delivering services for victims of crime with the aim to improve victims' experience of Criminal Justice Services (CJS) in Avon and Somerset;
- Securing funding from the Home Office Early Intervention Youth Fund for Barnardo's to deliver a joint project with Learning Partnership West to deliver direct interventions, family support and community education with the aim to support and protect young people at risk of criminal exploitation and involvement with serious crime and violence;
- Commissioning in collaboration with Clinical Commissioning Groups (CCGs) across Avon and Somerset to recommission therapeutic services for victims of sexual assault;
- Jointly hosting with the Home Office a South West event to discuss growing concerns around serious violence (which took place on Thursday 29 November in Bristol);
- Commissioning of Behavioural Insights team to research and present a report looking at local serious violence issues in order to determine a local strategy and approach to addressing this national issue.

Looking forward

There will be a serious violence summit held in May 2019 to identify next steps in taking a public health approach to tackling this national issue at a local level.

Grants and Commissioning

A range of community safety projects and services in 2018-19 have been allocated just over £4 million of my budget to support the delivery of the Police and Crime Plan. These have included services commissioned such as mental health control room triage, victim support services including advocacy, support related to abuse and exploitation, restorative justice and substance misuse support services as well as local community safety initiatives.

In addition, the Commissioner's Community Action Fund, administered by the Police Community Trust, supported voluntary and community sector projects by awarding 70 grants, allocating a total of just over £135,000 of funding. These projects contribute to the delivery of the Police and Crime Plan. It is important they are community-led as it is the understanding of community needs that makes these projects so successful.

This year, my Commissioning team have recommissioned a number of victim services including:

- A practical and emotional support service for adult victims of any crime or anti-social behaviour (ASB);
- An enhanced adult support service for victims of any crime or ASB;
- A children and young people support service for victims of any crime or ASB up to the age of 18 (or 25 where there are additional needs);
- An independent sexual violence advisor (ISVA) service; and
- A restorative justice service for victims of any crime or ASB.

Please see Annex One for an overview of grants awarded and services commissioned.

Connecting people with police

The number of people reporting through a local survey their involvement in active citizenship activities related to policing appears to be in slight decline (with around 9% of 3000 surveyed people involved this year, compared against around 10% in 17/18 and 11.5% the year before). I believe the police offer a wide range of opportunities and support to local people who wish to help make their communities safer and would encourage people to visit the Constabulary's website for further information:
<https://www.avonandsomerset.police.uk/jobs-and-volunteering/>

I wish to increase the involvement of local people in scrutinising police services and would invite anyone with an interest in doing this to visit the OPCC website for further information:
<https://www.avonandsomerset-pcc.gov.uk/Openness/Scrutiny/>

Building on the work of last year, I have continued to have regular community drop-in surgeries in places such as Easton and St. Pauls to strengthen relationships with black and minority ethnic communities. Engaging with these communities has given me a great insight into local issues while also being a good opportunity to meet many residents at once.

I have held four public forums, in Yate (June 2018), Bridgwater (September 2018), Nailsea (December 2018) and Bristol (March 2019) with wide-ranging discussions.

Forum Topics during the year by Strategic Priority			
Project the most vulnerable from harm	Strengthen local policing teams	Ensure the Constabulary has the right people, equipment and culture	Working together in partnership...
Vulnerability Knife crime Gangs, County Lines, Drug trafficking terrorism	Road Safety, Parking Community intelligence Substance misuse Vandalism, Littering Bike theft Anti-social behaviour Burglary	Police Resourcing – shifts, equipment, use of Specials, PCSOs Police funding Proceeds of Crime Act	Partner funding pressures

I have attended neighbourhood forums, parish meetings, partner and communities together (PACT) meetings, community groups and charity organisations e.g. older people's forums, regional Crime stoppers. I have been fortunate to speak at many public events on a variety of topics, ranging from a child sexual exploitation conference to an IAG mosque event on the importance of community engagement. I have held monthly community days with drop-ins in Taunton, Ilminster, Watchet, Bath, Hartcliffe, Wells and Bridgwater. On these days I have also visited community groups and projects involved in community safety and spoken with neighbourhood teams about their experience of local issues.

I regularly host Facebook Live chats with the Chief Constable, publicly holding the Chief to account for delivering policing. Topics this year included: hate crime; serious violence; knife crime; honour-based violence; domestic abuse; rural crime; vehicle crime; road safety; neighbourhood policing; stop and search practices; police recruitment; technological advancements in policing; police values; and police funding.

If you want to be more generally informed about your area, visit the Constabulary's website to request regular emails or the OPCC website to sign up for news and events. Alternatively, you could follow me on Twitter, Facebook, Instagram and Snapchat @AandSPCC @SuMountstevens

Organisational Change and Resources

Within the refreshed Police and Crime Plan 2019, I set out key objectives in relation to resources:

- Balanced budgets in the medium-term having funded an increase in police numbers and an operational focus on local priorities including burglary, violent crime and drugs related crime
- Generate required savings that enable investment in transformation, innovation and areas of growth/need
- Improve efficiency in Avon and Somerset Constabulary through partnering and enhanced use of data and technology

Plans are agreed with the Chief Constable to balance the budget over the medium term and these are reliant on realising projected benefits from the Constabulary's change programmes.

The financial picture for policing is less concerning than it has been historically, but challenges in the longer term still remain due to setting adequate funds aside for capital programmes and meeting the inflationary revenue budget pressures.

It has been disappointing that adjustments to the policing funding formula have been delayed. Avon and Somerset is under-funded by the Government for the amount of people who live in the area and a revisit of the formula would offer an opportunity to address this.

The Constabulary has continued to make progress with its three Transformational Change Programmes: Service Redesign, Infrastructure and Digital Solutions. These programmes have achieved savings and enabled organisational capabilities which help the Constabulary respond effectively and efficiently.

3. Assurance

Assurance has been carried out through the year at a number of different levels, primarily:

- Externally (through inspections made by Her Majesty's Inspectorate of Constabularies Fire and Rescue Services (HMICFRS), Her Majesty's Crown Prosecution Inspectorate, Her Majesty's Inspectorate of Prisons and Her Majesty's Inspectorate of Probation);
- Independent internal audit (jointly commissioned with the Constabulary to provide a risk-led audit programme that focusses on areas of agreed risk in terms of governance and delivery);
- A rolling programme of internal assurance activity (jointly agreed between OPCC and the Constabulary), carried out by the Constabulary as part of its Continuous Improvement Framework. This work is reflected in reports that are reviewed at the Constabulary Management Board and the Police and Crime Board. The Police and Crime Board focuses on key decisions, assurance and accountability in relation to delivery of the Police and Crime Plan as well as associated risks and issues;
- OPCC-led assurance activities including departmental visits, observations at meetings, audits of files, commissioned reports for independent scrutiny and co-ordination of panels to review and scrutinise elements of the policing service. These include out of court disposals, complaints against the police and the scrutiny of police powers; and
- An independent custody visitors scheme which seeks to ensure detainees in custody are held in safe and appropriate conditions in accordance with their rights.

Additionally, I, or representatives from my office, have attended partnership meetings as necessary to tackle issues of shared concern and challenge where appropriate.

HMICFRS Results

The HMICFRS core inspection programme is called PEEL and looks at the Constabulary's effectiveness, efficiency and legitimacy. Essentially this means HMICFRS evaluates how well the Constabulary operates, how well it manages its finances and how fairly it operates.

HMICFRS have been following a risk-based approach, re-inspecting forces in areas of risk. The visits have confirmed the Constabulary are making good progress in addressing noted areas for improvement.

The Constabulary continues to be rated as 'good' in all three areas (effectiveness, efficiency and legitimacy).

Responses to HMICFRS inspections, which include the specified areas for improvement in more detail, are published on the OPCC website. (<http://www.avonandsomerset-pcc.gov.uk/Openness/Audits-and-Inspections/Her-Majestys-Inspectorate-of-Constabulary.aspx>).

The internal audit programme consisted of 12 substantive audits, three advisory reviews and follow-up reports this year. These are reviewed and discussed by the independent Joint Audit Committee.

This year's Internal Audit opinion, reports that the PCC and OCC "have an adequate and effective framework for risk management, governance, and internal control. However the work of internal audit has identified further enhancements to the framework of risk management, governance and internal control to ensure that it remains adequate and effective."

The most significant matters raised and improvements recommended by internal audit are being addressed by PCC and Constabulary. They relate to restoring levels of compliance with financial controls to historic levels (this year some issues were identified that have been attributed to resourcing issues and organisational change), to learn from issues arising in an audit related to a specific and difficult change project (these issues were not found to apply to other current projects); and to ensure

the Constabulary improves personal data discovery and mapping to better identify data flows and ensure continued high levels of compliance with new GDPR legislation.

Looking forward, I want to see the Constabulary continue its positive improvement trend and achieve more HMICFRS gradings of 'outstanding', particularly in areas related to vulnerability. By 2020, I hope the Constabulary will have overall inspection ratings of 'outstanding' for all aspects of the core inspection programme.

Improving Legitimacy through Openness, Transparency and Accountability

I remain committed to ensuring that my office and the Constabulary exercise their duties in an open and transparent way and that I hold the Chief Constable to account for delivering the Police and Crime Plan. In turn, I should be accountable to local people and my work should be scrutinised by the Police and Crime Panel. Transparency is essential to promote confidence in the elected PCC. Each year, CoPaCC, an independent organisation established shortly after the first Police and Crime Commissioner (PCC) elections in November 2012 to monitor policing governance in England and Wales, invites each OPCC to provide details of how it meets the current statutory requirements. CoPacc undertake their own analysis and research to test the validity of each OPCC submission. The OPCC has been awarded the Transparency Quality Mark every year since 2013
<https://policinginsight.com/news/transparency-twenty-seven-opccs-recognised-for-excellence/>

The work of the Independent Residents Panel scrutinising complaints, the Out of Court Disposals Panel, and the Scrutiny of Police Powers Panel has continued. The value of this work has been acknowledged by the Constabulary and recognised externally by the HMICFRS. Reports of their work can be found on the OPCC website (<https://www.avonandsomerset-pcc.gov.uk/Openness/Scrutiny.aspx>). I also continue to scrutinise the work of the Constabulary's Professional Standards Department in relation to complaints.

4. Performance (against PCC Priorities in 2016-19 Plan)

General overview

Part of my role is to be the bridge between the public and the police. This involves listening to what local people tell me and ensuring concerns are addressed where they are expressed, but also to communicate with local people to explain how the Police are doing – well, or otherwise.

The number of crimes recorded by the Constabulary this year marginally decreased: 137,665 recorded in 2018/19, compared to 141,118 in 2017/18. There was also a similar decrease in recorded antisocial behaviour incidents: 36,910 recorded in 18/19, 38,041 in 17/18.

The number of calls to the police (999 and 101) however have increased (1,000,100 calls were received in 18/19, compared with 890,249 calls in 17/18).

Some crime types have shown an increase (and typically these relate to crimes against vulnerable victims). These include child abuse, modern slavery, hate crime, domestic abuse, possession of weapons, robbery and violent crime. Some of this increase will be associated with 'County Lines' activity and street conflict and with the Constabulary's improved ability to accurately identify and record hidden crime. Serious violence is a concern. There were 713 accounts of serious violence (counting the incidences of murder, attempted murder, manslaughter, infanticide, causing death by dangerous driving, assault with intent to cause serious harm, and endangering life) with assault representing 647 of the 713 crimes (an increase of 53 on the previous year).

Suggest an infographic here:

Crime Type	Numbers recorded in 18/19	% change from 17/18 figures
Domestic Abuse	18,663	1% increase
Burglary	10,091	10% decrease
Hate Crime	3,654	3% increase
Child Abuse	803	17% increase (note – changes with smaller numbers will result in more pronounced % increases/decreases)
Modern Slavery	123	7% increase

The scale of identified vulnerability in Avon and Somerset continues to be significant and public sector services are under strain. As public sector organisations and communities grow their understanding of complex and hidden demand, and as organisations develop their understanding and engagement with communities to increase trust and confidence, it is anticipated that reports of crimes against vulnerable people will be increasingly reported. An increased intelligent sharing of information will also better enable identification of people at risk and this will initiate increased safeguarding activity.

Demand continues to increase in relation to offences against children. This report typically reports changes in demand by comparing the difference between the current and the previous years. It should be noted that child sexual exploitation has seen a 191.8% increase in crimes over the last five years. This is believed to be the result of a combination of activity: local and national awareness campaigns and media coverage; improved partnership working, including improved information and intelligence sharing; officer and staff training and awareness raising resulting in improved recognition of often "hidden" crimes; and increased public confidence in the police.

In the last year the number of child victims of any crime fell by 7.7% (to 7,359). It is believed this can be attributed to the preventative strength of Operation Topaz, the analytical work of Insight Bristol, and the increased capability to identify potential victims and intervene earlier with what was previously hidden demand.

Organised Crime Groups (OCGs) involved in drug markets have strong connections with violence, use of firearms and other weapons, acquisitive crime and exploitation of vulnerable drug users. Drug

markets across the Constabulary are very active and gang related violence and consequent tensions present significant challenges.

Organised crime impacts on retail and rural businesses too. Cyber-enabled crime requires stronger prevention activity and greater reporting from businesses to better-enable the Constabulary to bring those committing offences to justice.

There has been an increase in reported cyber dependant crime that currently appears to be above the nationally reported increase and this is expected to continue to increase in line with advancements in technology and increased awareness (as cyber-crime often goes unreported).

In terms of future demand, it is anticipated that traditional volume crime offences will stabilise but more complex crimes such as domestic abuse, child abuse, cyber enabled and dependent and criminal child exploitation will continue to rise. Crime and violence linked to county line activity is also expected to continue to affect rural communities.

The Chief Constable and I have agreed that prioritisation of protecting the vulnerable from harm is the most important of the strategic priorities that I have set in the Police and Crime Plan. The Constabulary needs to balance addressing national threats, protecting the vulnerable and delivering the policing service that local people expect. I have refreshed my Police and Crime Plan for 2019-21 taking account of this and the current environmental challenges. This can be found at:

<https://www.avonandsomersetplan.co.uk/wp-content/uploads/2019/04/Police-and-Crime-Plan-2019-21-WEBSITE.pdf>

However, the annual report reflects on performance for the 2018/19 year and therefore the following sections of this report outline performance against the priorities within the 2016-21 Plan which were.

1. Protect the most vulnerable from harm
2. Strengthen and improve your local policing teams
3. Ensure Avon and Somerset Constabulary has the right people, right equipment and right culture
4. Work together effectively with other police forces and key partner agencies to provide better services to local people

Protect the most vulnerable from harm

I want to ensure that the most vulnerable are protected and the 2016-21 Plan directed policing to focus on children, safeguarding, and sought improvement in particular for victims of:

- Child-abuse including female genital mutilation
- Exploitation including modern slavery and child (sexual) exploitation
- Domestic abuse including so called 'honour' based abuse
- Sexual abuse
- People experiencing a mental health crisis who come into contact with the police
- Hate crime

1. Understand the pressure facing organisations, ensuring that they are able to use this information to effectively resource their work

The Constabulary has an excellent understanding of its current and likely future demand. HMICFRS rated the Constabulary as “**outstanding**” in this respect and the Constabulary has continued to increase the sophistication of its modelling capability through further development of its visual analytic software, Qlik Sense.

It now needs to take the next step, sharing data and making the results of the software's analytical capability accessible to partners so that organisations can share intelligence and analysis to better support local people and meet their needs.

Crimes that would fit the description of 'hidden' demand have significantly increased in the last few years and it is anticipated that this type of demand will continue to increase over the medium-term. The nature of this demand is complex and resource-intensive, more challenging to identify and investigate and require specialist training. Police, Children's Services, Social Care and the wider Child Protection system are experiencing the same challenges, resulting in a system under pressure. This reinforces the need for, and value of, effective partnership working, from strategic decision-making that takes account of the whole system through to operational working practices.

2. Ensure the provision of services to enable victims to cope and recover

I have commissioned a number of services to support victims cope and recover. 'Lighthouse', an integrated victim care service, supports victims who are vulnerable, intimidated, persistently targeted or experience serious crime. They are offered practical support and guided through the criminal justice process by specially-trained staff. The service includes police staff, working with independent organisations.

I also fund support services that provide emotional support and advocacy to children, young people and vulnerable adults, support for victims of rape and sexual abuse, support for victims of modern slavery and support services that offer restorative justice services.

This year, my Commissioning team have recommissioned a number of victim services (owing to contracts reaching their expiration date where funding had been devolved from the Ministry of Justice).

The services recommissioned were:

- A practical and emotional support service for adult victims of any crime or anti-social behaviour (ASB)
- An enhanced adult support service for victims of any crime or ASB
- A children and young people support service for victims of any crime or ASB up to the age of 18 (or 25 where there are additional needs)
- An independent sexual violence advisor (ISVA) service
- A restorative justice service for victims of any crime or ASB

The Ministry of Justice “Victims' Services Commissioning Framework” is designed to aid the commissioners of victims' services deliver an outcome based service to victims of crime. Success is not measured on how many victims are contacted or referred for assessment but on how well the victim is able to cope and recover from their experience of crime. There are four outcomes which are evaluated

at the point at which the victim and provider have agreed the support will no longer be provided in future:

- improved health and wellbeing
- better able to cope with aspects of everyday life
- increased feeling of safety
- better informed and empowered to act

The questions are framed to measure the change between becoming a victim and exiting the support service, so respondents will indicate whether there has been an improvement, a decline or no change in relation to each outcome.

Analysis of this performance information for the 2018-19 year (see table below) indicates that around 70% of responses are ones that report improvement in relation to being able to cope and recover from their experience.

Outcome	Number of perceived improvements	Number of perceived no change	Number of perceived declines	% improvement
improved health and wellbeing	1361	383	208	70
better able to cope with aspects of everyday life	1166	460	171	65
increased feeling of safety	1230	441	188	66
better informed and empowered to act	1492	393	163	73
Total	5249	1677	730	69

These measures have been incorporated into the performance framework of the refreshed Police and Crime Plan.

3. Take a preventative approach and raise awareness of these crimes to challenge perpetrators and give victims confidence to report

The Constabulary recognises that many aspects of child abuse, including for example female genital mutilation, forced marriage, and child sexual exploitation, have by their nature a strong “hidden” dimension. These crimes require a proactive and multi-agency approach to create the conditions where: children are prevented from being abused; where they are abused, they are recognised as victims (regardless of whether they disclose) and are safeguarded, including through the proactive disruption of suspects; victims receive the necessary support; crimes are investigated; and offenders are robustly managed.

A number of initiatives implemented are expected to further improve recognition of vulnerability and the identification of unreported child abuse. These include:

- A force-wide roll out of the **Operation Topaz** proactive approach to child sexual exploitation and the extension of this approach to also be applied to all forms of child criminal exploitation and modern slavery and human trafficking.
- Work undertaken by the Incident Assessment Unit to better identify neglect offence occurrences that have yet to be classified as a crime
- Introduction in April 2018 of the BRAG (Blue, Red, Amber, Green) risk assessment process to support officers and staff in identifying and fully describing levels of vulnerability at an early stage, and in determining the most appropriate course of action both internally and with partners, based upon identified needs
- Development of a Qlik Sense Child Vulnerability App, building upon learning achieved through the use of risk indicators developed through Operation Topaz, to better inform prevention and safeguarding activity. The intention is that, through the Office for Data Analytics, the App will draw upon multi-agency data allowing agencies together to better join the dots to recognise unreported child abuse.

Did you know?

- The **Operation Topaz** model moves away from the conventional reactive major crime investigation approach to an approach that prioritises victim needs above investigative priorities to enable well-informed safeguarding and disruption activity, and earlier disclosures leading to the earlier initiation of proactive investigations, making more effective use of the investigative resource.
- Crimes involving abuse or exploitation are known as 'hidden crimes' because often the victims are reluctant to report. These types of crimes are still considered to be under-reported nationally and so the Constabulary and OPCC have a programme of communications aimed to raise awareness of these crimes and encourage people to report to the police if they have been victims of these crimes.

**Flattered
Romanced
Groomed
Raped
Controlled**

**Child
Sexual
Exploitation
is happening**

Exploited children are led to believe they are in a loving relationship, or feel too scared to tell anyone about the abuse they are suffering.

Ask me. Ask me again. Keep asking...
www.avonandsomerset.police.uk/cse

Campaigns in the year have included:

- #NoExcuse – Domestic Abuse
- #TellUsWhatYouSee – modern slavery
- Break the silence and tell someone – gender-based violence
- Child Exploitation

4. Organisations work together to provide integrated services and share information and intelligence to provide an effective victim-centred response

A good example of work carried out this year that addresses this objective would be the work of the 'Resolve' initiative.

Having identified a lack of coordinated strategic direction within Avon and Somerset for work targeted on reducing the risk of ex-offenders going on to commit further offences, I have taken a number of strong and innovative steps to provide leadership and direction in this area.

Locally the 'Resolve' initiative has drawn together a board of influencers from a range of partnership organisations to set priorities and strategic direction for the area. These include the statutory offender related CJS agencies such as the police, prison and probation services as well as other public sector partners who are key in providing services within the pathways to reduce reoffending; these include Public Health England, Youth Offending Team, Local Authorities, Department of Work and Pensions. In addition the Voluntary Sector, which is the life blood of the provision of rehabilitative and resettlement services, has advocates on the board and has been directly engaged through a Resolutions conference in early 2019.

The Resolve board has commissioned a programme of workstreams to provide some area wide oversight on issues such as accommodation provision for ex-offenders, the needs of female ex-offenders, the understanding and response of organisations to the adverse childhood experiences of offenders and the improving the support employer's receive to better engage with ex-offenders. Other workstreams are developing pilots to try new ways of working with domestic abuse perpetrators, complex needs individuals and those most at risk of being recalled to prison whilst on licence.

These workstreams are being led by a range of different agencies who have all committed to working together to prevent the next victim by reducing reoffending within Avon and Somerset.

The Resolve programme continues to work on data sharing amongst agencies to ensure the decision taken by the board are evidence based and their impact can be measured. This will also feed into effective evaluation of the pilots sets up as part of the programme and will allow resources to be well directed as lessons are learned and good practice is identified and shared across all of the agencies and the whole of Avon and Somerset.

Regionally, a South West Reducing Reoffending Partnership has been created. This includes the PCC's from 5 South West force areas as well as senior influencers from Her Majesty's Prison and Probation Service (HMPPS), Department for Work and Pensions (DWP), Public Health England (PHE), NHS England, Ministry of Justice (MoJ), Local Authorities, Youth Offending Teams (YOT) and the Voluntary Sector. This is the first regional board of its kind, outside of London and Manchester, and is setting strategic direction with the intention of providing a more consistent and higher standard of services across the South West region to prevent victims by reducing reoffending rates particularly amongst priority groups of offenders such a women, young people and short term sentences.

Nationally, I have been working closely with the Lord Chancellor during the MoJ consultation on the future of probation services. I have lobbied for improvement in the provision of services for short term offenders and attempted to influence the Government's thinking on this issue to take a holistic public sector approach. As part of this, I have been open and engaged with other PCCs as well as partners to ensure that all stakeholders remain heard and their views are reflected in my conversations with the Secretary of State. I am delighted that the Government has announced a change of approach in this area.

Looking forward

I will continue to work closely with the MoJ as they develop their thinking and move to implementation of their chosen model for probation in the coming 12-18 months.

5. Deliver high quality effective public sector services that are well-informed, victim-centred where appropriate, with a focus on early intervention

To evaluate this objective amongst others within the Plan, I commission Constabulary-led assurance reports that are jointly scoped between Policy Officers and Constabulary Business Leads. This year has covered the following topics when focusing on delivery of the priority of 'Protect the most vulnerable from harm':

- Child abuse
- Female genital mutilation
- Child sexual exploitation and child criminal exploitation
- Domestic Abuse
- Sexual abuse
- Hate Crime

Each report looks at key successes as well as identifying areas in which improvement is sought and generates recommendations for authorisation at the appropriate Board (either Constabulary Management Board or Police and Crime Board).

Recommendations have included for example:

- Ensuring a Detective Inspector reviews all referral pathways for rape and serious sexual offences from the Bridge, Lighthouse and the ISVA service to identify where improvements are necessary to deliver quality joined up services for victims and to address a lack of victim referrals to Lighthouse;
- Commissioning of a deep dive audit to provide assurance and identify necessary improvements in rape and serious sexual offences practice;
- Ensure monthly reviews of all live rape cases over 12 months old to ensure supervisory reviews and interventions are made on each case to ensure effective justice for victims;
- Management structures across directorates should take responsibility for the successful implementation of a risk assessment to identify vulnerability known as 'BRAG' (Blue, Red Amber, Green) in terms of ensuring compliance of completion and to quality standards,

supported by visibility through Qlik software and monitored at the Constabulary Management Board;

- Improve the organisational victim focus by identifying and recording the vulnerability and ‘voice’ of children using the risk assessment process (BRAG), body worn video camera footage, officer mobile phones and use of Qlik software; and
- Carry out an end-to-end review of all of the organisational processes related to domestic abuse to clarify organisational understanding of requirements and responsibilities.

6. Tackle the dangerous offenders who perpetrate these crimes to reduce future harm

To ensure the Constabulary continues to develop its nationally recognised Integrated Offender Management (IOM) practices, an offender management delivery plan has been developed with principles illustrated in the table below. Managed offenders will include registered sex offenders, and offenders classed as dangerous and/or prolific.

IOM Delivery Plan Approach

Improve Lives – We treat each offender as an individual and work in a person centred and holistic way to improve the lives of the offenders we manage and their families.

Integrated Working – We work closely and in an integrated way to deliver a whole system approach to offender management (at arrest, upon sentence, in custody and in the community) by working with all our partners including within the constabulary, the criminal justice service, statutory agencies and the voluntary and community sector.

Intervene early – We recognise the importance of early intervention in everything we do both with enforcement and rehabilitative interventions and with working with the families of the offenders

Innovative – We lead the way in offender management with highly skilled staff who work to explore and adopt best practice and new innovative ways of rehabilitating and managing offenders including diversion away from the criminal justice service.

Information sharing – We recognise the importance of real time and accurate sharing of information between partners to minimise risk and demand in the short and long term.

Offender Management responsibilities fall under the Neighbourhood and Partnerships Directorate and the new model that was implemented in October 2018 (see case study under the second strategic priority) has strengthened the Constabulary’s approach to tackling offenders living in the community. The Integrated Offender Management teams continue to work closely with strategic partners to manage the most prolific and dangerous perpetrators and safeguard the most vulnerable members of the community. However, Neighbourhood police have responsibility for day-to-day offender management activity, and are involved in problem-solving work to reduce offending.

Case Study – Out of Court Disposals and the ASCEND model

From 5th November 2018, the Constabulary adopted, as recommended by the National Police Chief’s Council (NPCC), a framework for Out of Court Disposal’s (OOCs) available to use with adults that reduced five outcome options to two.

Historically, Police Officers had the choice of five outcomes: Community Resolution, Simple Caution, Conditional Caution, Penalty Notice for Disorder and Cannabis/Khat warnings. The new two-tier framework has resulted in retaining only two of those options: Community Resolutions and Conditional Cautions as outcomes that can be used with adults when an offence could be appropriately dealt with outside of the realms of the court.

What is an Out of Court Disposal (OOC)?

An OOC is a policing tool in dealing with crime that wouldn’t meet the threshold of going to court. An OOC requires the offender to take responsibility. The Officer must also consult with the victim to get their support and wishes as to what they would like to happen.

There are two main reasons for this change; firstly was the need to make OOCs more meaningful, impactful and effective, for both the victim and offender.

The second reason was to simplify the process for Officers. With the multiple options available, there was confusion and a lack of confidence in how and when to use OOCs, leading to missed opportunities to apply the outcomes.

With a Community Resolution (CR), conditions can be attached for the offender to engage with on a voluntary basis such as reparation (e.g. paying for repair for something they have damaged), or a letter of apology. This also provides opportunity for the victim to have a say in the nature of the outcome through use of the Community Remedy. Moreover, diversionary activities can be included to attempt to reduce offending.

The Conditional Caution (CC) includes conditions that the offender must comply within a specified time frame (usually 16 weeks). The Conditional Caution holds a more punitive weighting, as if breached, the disposal will be escalated to court in most cases. Conditions are, again, discussed with the victim and, like the Community Resolution, diversionary activities/interventions should be considered as part of this.

How is Avon and Somerset delivering this approach?

To support this two tier framework of the CR and CC, the constabulary has implemented a two year pilot model called ASCEND (Avon and Somerset Constabulary; Engage Navigate Divert). To ensure that needs are met in relation to changing behaviour of offenders, thereby reducing their re-offending, a role has been created to assess the needs of offenders: both the critical needs around their behaviour but also the holistic needs of that person, which may include things like employment and mental health. This has resulted in a team of 6 ASCEND workers who are based at the 3 Custody sites across the force.

Where Officers identify a case which is suitable for a CR or CC, they are able to refer them to an ASCEND worker. The victim is consulted on this as part of the decision making by the Officer. The ASCEND worker will meet the offender face to face to assess their needs and form a set of conditions for that individual to follow and comply with. Officers are still able to set conditions themselves where they are able to or feel that the ASCEND service is not required.

As part of this ASCEND model, a critical success factor in making the outcome more meaningful for both the victim and offender has been the development of a suite of interventions that have been made available to use as part of an OOC. Interventions include: drug awareness, alcohol awareness, intimate partner domestic abuse intervention, low level sexual offence intervention and a specific intervention for those identified as a veteran.

In addition to the interventions, ASCEND and Officers can utilise other tools within an OOC, such as reparation, restorative justice, fines and restrictive conditions. These can all be used in conjunction with one another, dependant on the wishes of the victim and what is most likely to change behaviour of the offender.

The ASCEND model has been live for 6 months at the point of writing and has been well-received by officers as well as getting national recognition for its progress in responding to the NPCC's recommendations. The ASCEND team are regarded highly for their professionalism, passion and commitment to making ASCEND work for all. There will be an independent academic evaluation of the ASCEND model that will provide evidence of its impact at an 18 month point in delivery. This will aim to illustrate re-offending rates, victim satisfaction, intervention impact and feedback from offenders who have gone through the process.

What is an intervention?

An intervention in this sense is normally an educational or behavioural awareness session, delivered by specialist professionals. These can be in group sessions or 1:1. Other interventions may include supporting individuals to address issues such as a debt issue or seeking accommodation for example.

To-date, the interventions are being well utilised with the most frequent being: drug awareness, victim awareness and alcohol awareness. Restrictive conditions as well as compensation are frequently used as additional conditions.

Strengthen and improve your local policing teams

1. The police are accessible and responsive when needed

Typically, the most common statement from respondents to my local confidence survey is that they feel the police should prioritise providing more reassurance through an increased presence on their streets.

This is a challenge to address as a significant proportion of police activity, for example undertaking investigations and preparing case files, is not carried out while on patrol. I do, however, accept that the visibility of policing has been less than what the public would expect, particularly during times of public sector austerity. The advancements in technology that the Constabulary have invested in is enabling officers to carry out work while remaining easily accessible to local people rather than having to return to stations to input or view information on policing systems. Mobile device roll out has successfully increased the visibility of local police. The additional funding secured this year (see my introduction) has underwritten an increase in establishment of 100 new police officers; new operational responses to knife crime, burglary and drugs crime; and the continued roll out of new technology to the front line. This will also support greater accessibility and responsiveness.

I am holding the Constabulary to account for recruiting to these positions. However this requires balancing against the ambition to increase the representativeness of the communities served, which lengthens recruitment timescales because of the time needed to engage and build trust with communities that are under-represented in the Constabulary.

The Constabulary typically receive just under one million calls for service a year. This year, they have received just over a million (1,000,100) and they continued to maintain low levels of abandonment rates on calls for service. The Communications Centre is nationally recognised as performing excellently in its ability to manage demand.

	2015/16	2016/17	2017/18	2018/19
999 abandonment rate	1.3%	0.3%	0.2%	0.1%
101 abandonment rate	7.6%	4.9%	5.1%	3.7%

An appointments system was introduced in November 2018 as a pilot in two locations within the Force Area. Within the first three weeks 356 appointments had been carried out by the appointments team reducing demand on the core patrol teams with excellent feedback from the public attending. The pilot system will be evaluated in September 2019 and if considered to successfully manage demand and meet public expectations of service, will be adopted and potentially expanded.

The Constabulary's portfolio of its estate currently comprises 64 buildings, including four occupied under a PFI arrangement where 75% of properties are freehold. This compares to a portfolio of 70 properties in 2010-11 when over 90% of the portfolio were freehold properties.

Continued funding pressures require us to prioritise spend on our officers, PCSOs and staff. Our estates strategy continues to focus on meeting the needs of our evolving police operating model, supporting the needs of the public and delivering savings where possible. Therefore, The Estates strategy plans for change over the next few years in terms of increasing the proportion of leased priorities, and taking up opportunities to co-locate with partners for improved partnership working and greater efficiency.

2. Increase community involvement to deliver the Police and Crime Plan

At the end of March 2019, the figure of what are collectively known as 'Citizens in Policing' was made up of:

- 249 Police Support Volunteers;
- Around 750 volunteers engaged in Community Speed Watch schemes;
- 323 Special Constables (mostly working with Patrol and Neighbourhood teams);

- 240 Volunteer Police cadets spread across 10 volunteer-led Cadet Units, supported by around 60 adult volunteers; and
- Around 4000 neighbourhood watch schemes.

Examples of work undertaken by members of the Special Constabulary:

- days of action in Bristol e.g. stopping cars and checking that child car seats are correctly fitted;
- a road safety cycle operation in Taunton; and
- supporting the 'morning after' operation of Operation Tonic – stopping people who might be driving under the influence of excess alcohol in the morning after drinking the night before, breathalysing and arresting as necessary.
- a roads policing Special Constable attended the scene of a serious collision on the A303. Due to the special constable's training as a paramedic, he was able to assist the ambulance crews with life-saving actions at the scene.
- in response to a community complaint relating to speeding vehicles on approach roads to Castle Combe circuit on track or race days, a roads policing Special Constable was tasked to attend on a Sunday morning and carried out visible enforcement action such as driver education and prosecution for more serious offences. This resulted in positive community feedback.

There are regular operations for Specials to police 2+ lanes in South Gloucestershire. Where drivers are breaching conditions of the 2+ lanes, Special Constables have issued Traffic Offence Reports (which results in offender being fined). At the end of February one offending motorist stopped was identified as a wanted person for failing to appear at Croydon Magistrates Court for a drugs-supply offence and duly arrested. Feedback from South Gloucestershire Council is that the flow-rate of traffic in the 2+ / bus lanes has increased in speed (using automated traffic monitoring equipment) suggesting that less people are misusing the lane; enabling a greater free-flow of traffic.

While the numbers of Special Constabulary members have only marginally increased this year (307 in March 18), recruitment of Special Constables is at a historical low across the country and our internal recruitment campaigns for regular officers led to around 45 Specials taking up paid roles. Therefore, a marginal increase in the numbers should be seen as positive progress. Additionally, the average amount of volunteer hours given by each Special Constable has increased again to 20 hours a month, demonstrating the Specials are offering a significant commitment and are very valuable Constabulary assets. It is still my ambition to see an increase in the number of Special Constable roles within the organisation over the course of my term as PCC.

Looking forward

The HQ Road Safety Team are working closely with the Roads Policing Unit Special Inspector to develop and use the skills of Special Constables in both preventative and reactive policing activities, responding to intelligence and emerging geographical hot spots. The Road Safety Specials Team will work closely with Neighbourhood Policing Teams to address community concerns and will also work alongside other resources such as the Speed Enforcement Unit and Community Speed Watch.

I would like to see a greater diversity of people engaged in actively supporting communities and policing-related activity, as well as an increase in the number of those in the Special Constabulary.

Police support volunteers undertake a number of roles ranging from animal care, driving, administration, monitoring CCTV and facilitating restorative justice conferences. If you would be interested in becoming a police support volunteer, visit: <https://www.avonandsomerset.police.uk/jobs-and-volunteering/>

3. Victims are satisfied with the service they have received

The Constabulary rate its performance related to victim satisfaction by monitoring a suite of indicators, increasing the scope beyond those crime types historically measured by the national user satisfaction survey. The 21 measures used include:

- results from the national user satisfaction survey;

- measures of Victim Code of Practice (VCOP) compliance;
- satisfaction with performance of the victim and safeguarding unit (Lighthouse);
- satisfaction with service from first responder, specially trained officer and detectives involved in cases from respondents to the Independent Sexual Violence Advisors (ISVA) survey;
- incidents of complaints; and
- levels of locally reported confidence.

Performance has been consistent through the year with relatively stable results. Respondents to the ISVA survey report high levels of satisfaction, with VCOP compliance levels being an area to prioritise for improvement. There are opportunities to improve levels of satisfaction related to follow-up activities in the surveying of victims of hate crime, burglary, violent crime and ASB.

Looking forward

The Constabulary needs to deliver a consistently good service so that victims report satisfaction with contact, the way they were treated and the follow-up communication they have received. It also needs to significantly improve its compliance with the Victims Code of Practice. In order to more effectively evaluate this area, I am proposing to commission performance reports on satisfaction that distinguish between vulnerable and non-vulnerable victims.

We have seen a significant increase of people and businesses reporting online (online transactions have increased by 43% over the previous year rising from 30,000 to 43,000) and online services have received positive feedback from users. All online forms are designed to be easy to fill in and with instant reference numbers given and tested against these criteria before release. The service currently delivers a public digital service satisfaction rate of 96% (70% is industry benchmark). There are currently 77 online reporting services available with more to be rolled out in future.

4. Local priorities are addressed

Priorities vary across communities but the most typical are road safety, ASB, drug crime and burglary, and so performance against these local priorities are the focus of this section of the report.

Road Safety

The risk of being killed or seriously injured on Avon and Somerset roads however is low compared to other parts of the country, and the number of people killed and seriously injured in a year has continued to fall for another consecutive year.

I understand that road safety is a very important issue to local people. I am pleased to note that less people are concerned about speeding in their area: of people surveyed in 2018-19, only 6.5% of respondents felt speeding should be a policing priority where they lived, compared to 17.2% in 2017-18. Sadly though, drink/drug driving is still taking place, with over 1500 arrests made in the year. The Constabulary ran two specific police operations with accompanying communications campaigns – in summer 2018 and at Christmas to try and deter people from driving under the influence, and to arrest, enforcing the law and reducing the risk posed to communities in times when we know people are more likely to get behind the wheel when it is not safe for them to do so.

At a strategic level, the police are beginning to use partnership data more effectively to provide a richer picture in relation to issues such as road safety hotspots.

Anti-social Behaviour (ASB)

Anti-social behaviour (ASB) is a broad term which is used to describe the day to day incidents of crime, nuisance and disorder. I am aware that this is often a concern for local people related to their area as it is highly visible and also that victims of ASB can feel their lives are destroyed by it, particularly in cases where it persistently affects people over lengthy periods of time. ASB accounts for the highest

proportion of incidents reported to the police and the second highest proportion of officer time (the greatest proportion of officer time is spent on domestic abuse incidents).

In the previous financial year, the OPCC team carried out a programme of assurance activity aligned to the priority of 'Protect the most vulnerable from harm' that looked at the experiences of victims of ASB who had been persistently targeted. The report was finalised and published in this financial year and can be accessed at: <https://www.avonandsomerset-pcc.gov.uk/Openness/Scrutiny/Service-Delivery-Assurance.aspx>.

I commissioned an internal assurance report for the Police and Crime Board in September 2018 to follow-up on this local priority, and have commissioned an internal audit to repeat on similar lines the assurance activity carried out in the previous financial year in order to ascertain if progress has been made in the intervening time.

There are a number of schemes across the Constabulary designed to prevent young people engaging in anti-social behaviour. One of the schemes currently in place is Project Phoenix in South Bristol. This has involved the local policing team and community stakeholders (businesses, social services and the local council). Project Phoenix encouraged participation in the scheme by engaging with candidates at school, through family intervention and direct contact as a result of ongoing ASB. This was designed to provide direction, structure and opportunity to youths involved in anti-social behaviour. There was a 'traffic light' system for candidates which were monitored by the ASB team in consultation with police and partner agencies. The neighbourhood policing team arranged events such as cycling, football and boxing and a local supermarket provided food and drink for those taking part and engaged with the local youths who attended. This resulted in a decrease in ASB at the supermarket store. There are plans to continue the project and expand the scheme to cover a wider area.

As part of the Early Intervention Team there are three Youth Project Co-ordinators covering Bristol, North East and Somerset. A lesson plan has been developed, designed as an inclusive session that requires student participation and covers exploration of ASB issues, effects on victims and the consequences and sanctions that can be put in place to address ASB. This is being made available to schools and anecdotal feedback suggests sessions have been received well by students.

Calls for service related to incidences of ASB have reduced in the 2018-19 year compared with 2017-18 which is an encouraging sign that the levels experience may be reducing and this could potentially related to the increased focus on Neighbourhood teams on problem-solving and the impact of the initiatives described above. The effectiveness of problem-solving plans is an area I will monitor closely over the following year. Levels of ASB victim satisfaction are around 74% and while this is positive, I would like to see this improve over the next year.

Drug Crime

I understand how drug crime worries local communities and share concerns around the harm caused through substance misuse. I commissioned assurance reports that focused on how the Constabulary is addressing drug crime for Police and Crime Board meetings in April 2018 and January 2019.

The Constabulary's drug strategy is in place to develop intelligence, investigate and disrupt criminal activity, protect people and communities from risk, harm and exploitation associated with drugs, to support effective partnerships with other agencies and to understand emerging threats, opportunities and areas of good practice.

As part of the strategy, the Constabulary are actively pursuing organised crime groups. These groups pose significant threats through the supply of drugs and can also be involved in other offences such as theft, selling weapons, and human trafficking. Intelligence is scanned daily with a view to identifying links to 'County Lines' drug networks and those who are at risk from their activities. This information is built into intelligence profiles and fed into the Force tasking process where prioritisation for action can be determined.

What are County Lines?

County Lines is a term used in policing to describe a group (not necessarily affiliated as a gang) that establishes a network between an urban hub and a county location, into which drugs - primarily heroin

and crack cocaine - are supplied. The way the group operates is that a branded mobile phone line becomes established in the market, to which orders are placed by introduced customers. The line will usually be controlled by a third party, who is generally remote from the market. The group then exploits young or vulnerable persons, to achieve the storage and/or supply of drugs, movement of cash proceeds and to secure the use of dwellings, commonly referred to as 'cuckooing'. Control of these individuals is gained by grooming and then through intimidation and violence (which can involve knives, corrosives and firearms).

The Drug Education Programme offers a one-time opportunity for any individual found in possession of any type of drug (enough only for personal use) to attend an education course as an alternative to caution or charge. It is designed to reduce drug related criminal behaviour by focusing on the vulnerability of the person and their risk of addiction and future problematic drug use. The OPCC have worked with the Custody and Courts Referral Service 'ASCC' through this year to ensure this programme, originally piloted and later adopted in Bristol could be rolled out to be available across the whole of the Avon and Somerset area.

Burglary

The number of burglaries reported have reduced again for a further consecutive year (10,091 recorded in 2018/19 compared with 11,278 recorded in 2017/18 and 11,543 recorded in 2016/17). However, positive outcomes have declined (from an average of 9% of positive outcomes in 2016/17, to 7% for 2017/18 and 6% in 2018/19).

Burglary does have relatively low solvability rates generally but the outcome rates are disappointing. Satisfaction of victims of this type of crime is high but has been declining throughout the year. The Constabulary and partners need to focus efforts on attending, securing evidence, ensuring a consistently high standard of investigation where evidence has been collected and where there are lines of enquiry that can be followed up, and in suitably managing and supporting offenders as appropriate to reduce the risk of them reoffending.

Looking forward

I want to see investigative standards improve as this will lead to increased positive outcomes. One action the Constabulary has taken to drive improvement is that Student Officers from Patrol are attached to the Detainee Investigations Team for a three month period to consolidate their investigative learning. This enhances their knowledge of the end-to-end impact of initial (golden hour) investigations at the scene of the offence, including taking quality witness statements, forensic recovery, interviewing detainees and case file building.

The impact of Operation Remedy should result in further decreases of burglary incidences, an increase of solved burglaries and offenders brought to justice and improved victim satisfaction and confidence in local policing teams. It will also increase disruption activity of Organised Crime Groups involved in the illegal supply of controlled drugs.

This Operation commenced in April 2019 and in its first few weeks those involved in the operation increased patrols and made over 30 arrests, the majority of which resulted in a charge. Drugs, proceeds of crime and weapons were seized and stolen property was recovered.

5. Improve crime prevention and reduce reoffending

A crime prevention and engagement package has been developed in the Constabulary which includes;

- Each officer/PCSO being given a personal issue national guidance booklet for crime prevention
- An online suite of advice and leaflets available for crime prevention
- Video VLOGs to use as part of continuous professional development (CPD) days to highlight all available resources

- Crime prevention starter packs for neighbourhood policing areas to use (standardising the approach)
- Resources to support the running of cycle surgeries (neighbourhood events where cycles can be marked to try to reduce bike theft and to enable the return of stolen bikes to owners).

Additionally, the Constabulary has reviewed its training plans to ensure crime prevention training is based on the needs of the local policing areas.

Case Study – Impact of Neighbourhood Model

The Constabulary introduced a new model of Neighbourhood Policing in October 2018.

The aim was to:

- Increase productivity through enhanced supervision and effective tasking;
- Improve neighbourhood services to be more efficient and effective in supporting communities, focusing on better joining up neighbourhood teams with safeguarding, victim support, offender management teams and with partners to support solving the issues that affect communities;
- Help reduce future demand through a focus on early intervention and supporting neighbourhood priorities in tackling serious and organised crime, preventing violent extremism and keeping the most vulnerable safe;
- ensure neighbourhood bases were positioned and resources appropriately aligned to best meet demand; and
- clearly define roles and responsibilities for Sergeants, PCs and PCSOs.

Neighbourhood policing works in a proactive and preventative way to:

- Protect local neighbourhoods or communities;
- Safeguard the vulnerable;
- Manage and divert offenders; and
- Earn community confidence.

This relies on officers, staff and volunteers to be accessible to, responsible for and accountable to communities. Engagement with communities should build trust and develop an understanding of community needs and issues, which can be met and resolved collectively by partnership working by police with private, public and voluntary sectors and with the communities themselves.

The neighbourhood model was founded on 6 pillars:

- Responding to calls;
- Safeguarding;
- Investigations;
- Local Offender management;
- Engagement; and
- Problem-Solving.

The re-organisation and new ways of working was anticipated to see a reduction in calls assigned to Neighbourhood teams to attend (fielding an increased number to the Response Directorate), that would increase the capacity to focus on the other five pillars. Benefits would result such as:

- reduced harm and risk of harm presented by managed offenders;
- increased positive outcome rates related to work of the neighbourhood team;
- increased levels of victim satisfaction;
- increased levels of public confidence; and
- reduced future demand through effective problem-solving.

The Constabulary's Qlik software was used to develop management tools that would support this work.

A dedicated problem solving app gives users the ability to look at beat-level information such as crimes, intelligence, data on specific locations, offenders requiring management, risks to vulnerable people, data related to road safety etc., while supervisors can review data quality in their team, officer activity, outstanding tasks etc.

The neighbourhood policing model has been operational for just over six months at the point of writing this report and early indications are positive. A post-implementation review will take place over the summer and benefit measures have been taken forward into the performance framework of the refreshed Police and Crime Plan so that this improvement can be monitored, built upon and sustained.

To contact your local policing team, find opportunities to meet and view or contribute to community policing priorities for your area, visit: <https://www.avonandsomerset.police.uk/your-area/>

Ensure Avon and Somerset Constabulary has the right people, right equipment and right culture

1. Diverse communities will be engaged, well-understood and represented in the workforce

The 2011 Census indicated there were just under 110,000 people with a Black, Asian and minority ethnicity (BAME) in Avon and Somerset, representing around 7% of the area's population. This is likely to be higher today as the population has been diversifying as it increased.

The workforce is not currently representative of the communities it serves. Achieving appropriate representation will take time. The Constabulary recognises the need to give particular focus to ethnicity because this is an area that is particularly under-represented, while not diminishing opportunities for other under-represented groups.

Percentages of total establishment	BaME 31/3/18	BaME 31/3/2019	Disability 31/3/2018	Disability 31/3/2019	Female 31/3/18	Female 31/3/19	LGBT 31/3/18	LGBT 31/3/19
Police Officers	2.7%	3.0%	5.0%	5.5%	32.1%	32.9%	3.7%	3.9%
Police Staff	2.4%	2.6%	6.0%	7.1%	62.7%	62.9%	2.6%	3.1%
PCSO	5.3%	5.6%	5.6%	5.3%	55.4%	55.6%	6.2%	5.3%
Specials	1.8%	1.9%	0.3%	0.3%	28.6%	28.8%	2.7%	5.3%

Discovery workshops have been run to encourage people from diverse backgrounds to consider applying to join the organisation and to explain more about the roles and available support through the recruitment process. The table below lists what took place.

April 2018	St Pauls Learning Centre, St Pauls, Bristol
May 2018	Easton Community Centre, Easton, Bristol
May 2018	Barton Hill Settlement, Bristol
May 2018	Malcolm X Community Centre, St Pauls, Bristol
September 2018	Phoenix Enterprise Centre, Redfield, Bristol
October 2018	St Pauls Learning Centre, St Pauls, Bristol
November 2018	Rose Green Centre, Whitehall, Bristol
November 2018	Easton Community Centre, Easton, Bristol
December 2018	Easton Community Centre, Easton, Bristol
January 2019	St Werburghs Centre, St Werburghs, Bristol
February 2019	Malcolm X Community Centre, St Pauls, Bristol
March 2019	The Vassall Centre, Fishponds, Bristol

Corporate Communications have launched 'hyper local' campaigns to support recruitment and local Discovery Workshops, targeting people living or working in the neighbourhoods of Easton, St Jude's, Whitehall, Redfield, Speedwell, Fishponds, St Paul's, Montpellier and St Werburghs where diversity of ethnicity is known to be higher than other areas. Social media has been used to raise the profile of roles performed by people from different backgrounds to attract people to the organisation.

This approach fundamentally includes building trust and relationships with communities to attract people to joining the organisation and takes time. Accelerated recruitment activity in order to quickly increase the establishment figures to strengthen neighbourhood teams has had to follow a less bespoke approach and more traditional route which illustrates the tension of organisational ambitions.

Under a new model that launched in October 2018, Neighbourhood Policing teams are increasingly able to engage with communities and the Constabulary's refreshed Inclusion and Diversity Strategy includes ambitious plans to both recruit for difference and to increase cultural awareness amongst the organisation, particularly for frontline officers and staff.

2. All victims, witnesses, suspects and detainees will be treated fairly and respectfully

The Constabulary has been rated as 'outstanding' by HMICFRS at treating all of the people it serves with fairness and respect. A high proportion of surveyed victims report satisfaction with how they were treated and this has marginally improved since last year (88% this year compared with 87% the

previous year). There have been no issues reported by the Independent Custody Visitors that relate to unfair or disrespectful treatment of detainees. There is limited available information at present that gives a clear indication of the experience of witnesses, but there are plans to address this being progressed through the lead for transforming the Criminal Justice service.

I commissioned an internal assurance report to be presented at the July 2018 Police and Crime Board, specifically looking at the theme of equality. A key finding in this report was the extent of disproportionality in the criminal justice service in relation to BaME communities with the most disproportionality seen in relation to arrest and charging decisions¹. The data drew on 17/18 figures and compared against 2011 Census figures and therefore will not be entirely accurate (as population data has adjusted) or attributable to this year's performance but the trend is likely to be relevant and points to the need to continue to focus on addressing inequalities.

3. The Constabulary will consistently and accurately record crime, believing victims when they report crimes

The Constabulary made significant improvements in its accuracy of recording crimes between 2014 and 2016, reaching a recording rate of almost 90% in the 2016 HMICFRS inspection. However, the inspection rating remained at 'requires improvement' which I understood to be largely attributed to instances where rape offences were not recorded. There were very few instances where this happened and the proportion is very small when contrasted against the numbers of reports of rape that were recorded, but each individual unrecorded report is unacceptable and victims were let down.

The Inspectorate rated the Constabulary as 'good' in relation to how well the force demonstrates the leadership and culture necessary to meet the national standards for crime recording and this is a good sign that a future inspection should find the Constabulary has improved further.

The Constabulary has developed predictive analytics models that can scan for missed crimes which provide an appropriate safety net. Resources to use the models and act on the information need to be maintained to make use of the information.

It has not been possible to determine any progress made in the 2018-19 year because of limited capacity to audit within the Force Crime Incident Registrar's team. However, the organisation is in the process of undertaking an internal audit that would offer insight. This report will be available to me in the 2019-20 year.

4. Technology will support officers and staff in their roles

Development and issue of new technology has continued to transform the capability of the organisation.

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

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

¹ Report indicated: 14% of arrested persons and 13% of those charged are BAME, compared to around 7% of the Constabulary's total population. 7.5% of arrested detainees and 5% of those charged are black, compared to census data showing a black population of just 2%. This is the highest level of disproportionality amongst all BAME groups, indicating that the extent of disproportionality, particularly in relation to arrest is greatest for black residents. Mixed and Asian people are also over-represented in arrested detainees and charged persons in comparison to their proportion of the population (around 3% of detainees and 1.7 - 2.7% of those charged each) compared to around 2% of the population each respectively.

The use of the applications has continued to embed throughout the organisation, with officers being able to manage their own caseload and data quality through tailored applications. The organisation has also discussed how to make use of this software to work in partnership with other agencies.

The People and Organisational Development Directorate are committed to building great People Analytics tools and reports as these are considered critical to understanding the workforce and service delivery. Where possible the directorate are starting to integrate people data into Qlik solutions (e.g. Diversity and Staff Survey apps). There are still systems requirements which need to be addressed to provide the most appropriate data and reporting to produce great People Analytics: an online recruitment system and an upgrading of resource management systems. As these systems are in place and optimised, the organisation will be able to escalate and accelerate the progress for better People Analytics.

Equipping the workforce with mobile devices that can access organisational systems and databases has significantly increased visibility and accessibility of officers. The devices have been well-received by the workforce and the roll out of these devices has taken place throughout the year and is expected to be fully completed by the end of June 2019.

The proportion of people within the Constabulary who feel they have the 'right tools and resources to do the job' is not yet known (awaiting staff survey results). However, there are encouraging signs from respondents to a survey focusing on benefits of a digital change programme as 74% felt that the equipment they had been issued with enabled them to be more effective and efficient in their role.

5. The working environment within the Constabulary will be fair, respectful, equitable and one where people flourish, allowing the best possible delivery of services to our communities

A staff survey is undertaken annually (typically in the Spring). The results are then used as a proxy for views held in the financial year being reported on in the annual report. The format of this survey is in line with other public sector organisations use to allow for benchmarking assessments. Approximately 2500 employees responded to the 2018 survey. The 2018 results are shown below. At the point of writing this report, the 2019 results were not yet available but will be published on the OPCC website at a future date.

Question	2018 results	2019 results
I feel valued at work	43% agreed	To be confirmed
I am treated fairly by the organisation	60% agreed	To be confirmed
I feel supported by my supervisor	66% agreed	To be confirmed

The 2018 staff survey showed opportunity for areas to improve and develop across leadership, and managing change and improvement. There were also concerning results related to bullying and harassment where around 10% of respondents to the survey reported having experienced it in workforce in the last year. These will be priorities for the organisation to address. However there were some very positive results in relation to leadership with regards to clear understanding of the constabulary objectives and support for wellbeing and work life balance.

The 'Aspire' Leadership programme has focussed on ensuring staff identify their potential and are effectively supported to achieve it. Key initiatives delivered by the programme to date have all been aligned to this goal.

Central to the programme is embedding coaching and mentoring as a leadership development strategy. The programme has developed a strong network of coaches and mentors from across operational and enabling services directorates. Those involved possess a diverse variety of skills, experience, roles and grades. This diversity ensures that colleagues seeking support are aligned to the coach or mentor best able to provide bespoke guidance to help participants achieve their developmental aspirations.

The People Development Programme was designed and launched this year. The programme aims to provide leadership and management development opportunities, through accelerated learning, for those colleagues identified by the organisation as exceptional through the IPR rating from their line management. The programme is accredited by the University of the West of England and, upon completion, candidates receive a qualification. 17 candidates participated in the pilot this year and 75% completed the programme. Overall there was positive engagement from the majority of underrepresented groups (although no applicants were from a BaME background) and the students overwhelmingly reported the programme was a positive experience. The programme has been deemed successful and offering value for money, with over half of students subsequently promoted or in the process of applying for promotion roles.

Other initiatives have included 'Think Tank' sessions involving senior leaders from external organisations sharing their experience and perspective of leadership to challenge people to think differently about leadership and consider their developing their own approach, and an external leadership exchange with Skanska that provided a number of senior leaders with the opportunity to connect with a business and industry partner and share ideas and experiences from different perspectives. Feedback to both of these has been overwhelmingly positive.

The Constabulary revisited its mission, vision and values and re-launched with core values of 'Caring, Courageous, Inclusive, Learning' in November 2018. (See case study below).

It has also worked to develop its strategic framework underpinning its organisational purpose, refreshing its strategy and governance arrangements that should establish best practice governance to enable assessment of achievement of all of its objectives.

Looking forward

The Constabulary will be delivering against its new Inclusion and Diversity strategy which involve delivery of "Five Big Ideas".

"Big Idea 1 – External Accreditation for Inclusion and Diversity - seek out partners who provide external accreditation in relation to inclusion and diversity. In attaining external accreditations, through assessments, the organisation would start to embed long term sustainable change, a beneficial impact in performance, innovation, efficiency and growth and provide a detailed roadmap with recommendations to help implement those areas requiring improvement. It will signal commitment to the organisational workforce and to external stakeholders that the Constabulary is serious about diversity and inclusion.

"Big Idea 2 – Three tier approach to embedding inclusion and diversity in the organisation through learning

Tier 1 Leaders and Senior Leaders – develop the cultural intelligence of our leaders. With a shared understanding within the organisation of inclusion and diversity, leaders will then start planning their own development and that of their teams, uphold standards, innovate and role model behaviours to support inclusion and diversity.

Tier 2 – Joint commissioning of training and learning intervention for operational police staff, PCs and Sergeants – to address required learning at the operational level within the organisation.

Tier 3 - Initial police training - critical in setting the standards and behaviours expected of new recruits and to empower this cohort to bring this mind-set into the main workforce and challenge and inspire where they do not see it happening.

Big Idea 3 – Strengthening capability to attract diverse talent into the constabulary - recruit three additional Diverse Workforce Outreach Workers on two year contracts, to support and enhance the existing representative workforce team.

Big Idea 4 – Recruiting for Difference - ensure that the recruitment teams and managers are trained to understand best practice. This will mean we get better at recruiting a more representative workforce with all the diverse talent that can bring.

Big Idea 5 – Mobilising the whole workforce - ensuring the whole workforce understands the relevance and importance of Avon and Somerset Constabulary being an inclusive and diverse

workforce. Work with experts in behavioural change and communications, to build a communications and engagement plan that creates understanding and allows people to fully become involved in creating an inclusive workforce. Build understanding and momentum so that people will be excited, motivated and proud to join staff networks, to speak out for diversity and feel comfortable and empowered to become allies in building a diverse and inclusive organisation. The Constabulary will also provide investment to support and build stronger staff support networks to build trust internally and to demonstrate externally their commitment to hearing the voices of those who work for them and engaging with them in a meaningful way.

6. The complaint handling process will be reformed to be more customer-focused –

The Policing and Crime Act 2017 introduced various changes to the Police Complaints regime including strengthening the role of Police and Crime Commissioners in the complaints process. It introduces new duties which are mandatory and also allows Police and Crime Commissioners to choose to take over a number of functions. It will also allow Police and Crime Commissioners to delegate their complaint handling powers. The PCC has elected to adopt Option 1: The PCC will have an express duty in relation to the oversight of the complaints process. Police and Crime Commissioners will become the body to deal with all reviews (currently known as appeals) which are currently heard by the Chief Constable – this does not include appeals in relation to potentially criminal or serious misconduct issues which will be heard by the IOPC. These reviews are currently managed by the Constabulary's Professional Standards Department. Amended complaint regulations were expected in April 2019 but have now been delayed and are not expected until 2020. The PCC sees value in expediting this work and is in discussion with the Constabulary about an early adoption of this process mirroring the approach taken by Wiltshire Constabulary.

The Independent Residents' Panel (IRP) scrutinises completed cases of complaints made by members of the public against Avon and Somerset Police. The complaint themes selected by the Panel this year (from April 2018 to March 2019) have included Stop and Search; mental ill health and detainees in custody; Taser use; incivility; appealed complaints; and neglect or failure in police duty (see case study under fourth strategic priority).

The Panel produces an annual report which is published on the website at:

<https://www.avonandsomerset-pcc.gov.uk/Document-Library/TERM-TWO/IRP/2018-19/IRP-Annual-report-Dec-18.pdf>

In the last year there were 892 complaints made against Avon and Somerset Police recorded in accordance with Schedule 3 of the 2002 Police Reform Act, 76 of which are still under investigation. Of the 892 that have known results, 30 complaints were withdrawn by complainants, 96 were disappplied^[1] and 3 were de-recorded. 131 were found as not upheld (through local investigation) and 531 were locally resolved by the complaints department. 16 were subject to special requirements, 10 of which resulted in no action and 6 resulted in management action. 9 complaints were upheld, of which 3 resulted in no action, 3 resulted in policy review and 3 resulted in management action.

The Constabulary have an early intervention model to respond dynamically to lower level complaints. Members of the IRP review complaints handled by this method at every quarterly Panel meeting. Some 42% of complaints are now dealt with this way (March 2019 data).

Case Study – Constabulary Values

In November 2018, the Constabulary revised its mission, vision and values. Consistent demonstration of behaviours that exemplify the core values of 'caring', 'courageous', 'inclusive' and 'learning' will result in delivery of an outstanding police service to local people. The illustration below sets out the values and how they have been communicated throughout the organisation, along with examples of instances

^[1] Grounds for disapplication are detailed in IOPC Statutory Guidance but can include the complaint being made more than twelve months after the alleged incident, a complaint not disclosing the name of the complainant or any other interested person, or if the matter is already the subject of a complaint. More than 12 months have elapsed between the incident, or the latest incident, giving rise to the complaint and the making of the complaint and either that no good reason for the delay has been shown or that injustice would be likely to be caused by the delay

where people have shown these values in an exceptional way and been officially recognised as a result.



CARING

A girlfriend reported her boyfriend missing and was concerned for his welfare. Due to suffering from bipolar disorder and his vulnerability he was quickly classed as a high-risk missing person and was in need of being found urgently. He was located in an area of danger by Temporary Inspector Kurt Swallow and Police Constable Si Hutton, who both quickly assessed the situation. The man was visibly upset and the officers worked to build up a rapport, focussing on calming him down and getting him to safety. Despite the complex situation, both officers displayed compassion and understanding, remaining calm and talking to the man as much as possible in order to reassure him. The officers saved the man's life and showed a huge amount empathy that day. They were awarded a Royal Humane Society Award at the Force Awards in April 2019.

COURAGEOUS

In June 2018, officers responded to reports of men with weapons in the Redcliffe area. PC Luke O'Connell was on his way to the scene when he spotted a suspicious vehicle and went head to head with four offenders when they tried to flee their vehicle. At that time the officers weren't aware that the men had just committed a murder and a grievous bodily harm offence using machetes, Tasers and knives. The attack and murder was linked with county lines and police successfully arrested two suspects on the same night, and another the following day. The case was quickly investigated and brought to trial within 104 days. This was a great result for the force as well as for the family of the victim and the community affected by this violent crime. Police Constable Luke O'Connell, Police Constable Phillip Sage and Inspector Glen Boxer were awarded a Crown Court Commendation at the Force Awards in April 2019 which is presented for significant personal courage or significant commitment in the execution of duty, above and beyond what should normally be expected.

INCLUSIVE

Georgia Coles received a PCC Pride Award for her hard work as a PCSO in West Somerset. Specifically, Georgia, who has recently been named as Children & Young Persons Champion, had worked hard to deliver an enlightening talk at the National Child Centred Policing Conference earlier this year. Feedback from the Chief Constable of Hampshire Constabulary described Georgia's input as really well received, thought-provoking and extremely relevant. Georgia is aspiring to improve engagement for our younger communities through her role, demonstrating how she values their views.

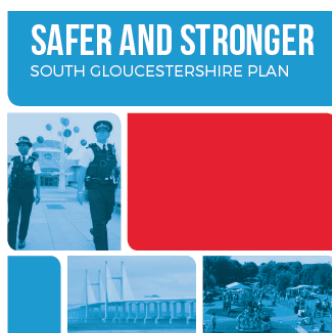
LEARNING

Josh Davies was given a PCC Pride Award for his outstanding attitude in his role as a police cadet in Taunton. Josh was described as having 'turned his life around' since joining the cadets: from 'mixing with the wrong crowd' to being a 'massive inspiration' to his peers. He commits over 20 hours a month working actively within his community, taking an active role to assist cadet leaders and has proven himself to go above and beyond the expectation of cadets. His interaction with local people, volunteering at events such as Glastonbury, has been exemplary.

Work together effectively with other police forces and key partners to provide better services to local people

1. Work with Local Authority Leaders, strengthening effective partnerships to intervene earlier and build safer, stronger and more cohesive communities

This year I have developed a joint local plan with Bath and North East Somerset, meaning that there are now local plans for all five Local Authority areas.



I continue to provide local areas with funding to allocate to local priorities, agreed jointly with my office. In 2018/19 I allocated £739,641 to the five Local Authorities. This funding was used to support a range of key services, including domestic and sexual abuse, hate crime, substance misuse, restorative justice and early intervention.

Bath and North East Somerset - Total funding from the PCC £64,589	
Project	Summary
Domestic Violence and Abuse (DVA)	DVA services for all victims over the age of 16 years, male and female and those in same sex relationships.
Compass Youth Crime Prevention Service	Contributes towards a youth crime prevention service for 8-17 year olds which operates within the Youth Offending Service.
Young People's Substance Misuse Service	Young people's substance misuse service is part of the wider Developing Health and Independence (DHI) substance misuse service for under 18 year olds in Bath and North East Somerset.
Bristol - Total funding from the PCC £284,490	
Project	Summary
PCSOs	Grant contribution for the Police Community Support Officer shortfall.
VAWG	Violence against Women and Girls (VAWG) – Domestic Homicide Review (DHR) costs.
North Somerset - Total funding from the PCC £86,538	
Project	Summary
Supporting vulnerable victims	Pooled budget for domestic abuse support services including the Independent Domestic Abuse Advocacy Service and children's worker. In North Somerset, these services are currently provided by Chapter 1.

Tackling crime types and locations where there are particular concerns (and opportunities)	Contribution to the One Team work. The Weston-super-Mare Purple Flag accreditation has recently been successfully renewed and North Somerset has also been included in the second phase of the Home Office Local Alcohol Action Area programme. One Team work in the Bournville and Oldmixon area is progressing and a number of external funding opportunities are being pursued. The Police and Crime grant will contribute to these work areas and in line with the priority identified in the joint Community Safety Plan to other crime types and locations where concerns and opportunities arise.
Young people's Substance Advice Service	This services enables the delivery of interventions to young people involved in substance misuse – to reduce and stop risky activity. The service is provided by the North Somerset Youth Offending Service.
Youth Inclusion Support Project	This service enables the delivery of interventions to young people who have committed offending or anti-social behaviour who have not been through the criminal justice service. The service is provided by the North Somerset Youth Offending Service.
Somerset - Total funding from the PCC £211,344	
Project	Summary
Positive Lives	Continuing project essential for supporting high risk of harm and high risk of reoffending offenders: <ul style="list-style-type: none"> • To create capacity of 20 beds within small units of small of community based accommodation with flexible support • To support this group with move –on to ensure capacity is maintained • To support the effective rehabilitation through engagement with Positive Lives • To develop new models of wrap around support and skill development • To increase the number of clients achieving permanent accommodation • To develop services for and with vulnerable women
CSE Prevention	To provide preventative and targeted support to young people who are at risk of sexual exploitation and/or criminal exploitation including those who have gone missing or run away from home. Focus on the 'push' factors such as abuse, bullying or family conflict and the 'pull' factors like grooming in order to quickly and effectively combat the underlying causes of running away and prevent problems escalating.
One Team Project	Two-part project to facilitate two main objectives: 1. Assist the Safer Somerset Partnership in quality assurance of One Teams over the next 12 months 2. Embed consistency of standards where required whilst ensuring the continuation of locally led teams 3. Assist the Mendip team transform from a 'virtual' to a face to face meeting structure by adding some coordination resource
Vulnerability Pathways - Systems Review	A one off system review, independently chaired, designed to consider the various vulnerability pathways in Somerset and assess areas for change and improvement.
Project SHE	The aims of SHE are to : <ul style="list-style-type: none"> •Improve safety for those who are themselves victims/vulnerable •Improve access to, and engagement with, support in relation to the nine reducing re offending pathways •Reduce number of arrests/re arrests •Reduce number of remands/short custodial sentences •Reduce reoffending •Improve outcomes for children and families through prevention.
South Gloucestershire - Total funding from the PCC £92,680	
Project	Summary

Anti-Social Behaviour Support Service	Project supports lower level ASB victims who do not match the criteria within the victim's code of practice for an enhanced service, or do not have the confidence to self-refer.
Towards Freedom Programme	Involves group work to support women who have experienced or are experiencing domestic abuse. The programme runs hot-spots that match those identified in the latest Strategic Assessment of Crime and Disorder.
Complex Needs IDVA	Specialising in victims from BAME backgrounds, and in complex needs
Youth Offending Team	Funding to support the delivery of South Gloucestershire's Youth Offending Team (YOT) core services - working with identified young offenders to reduce both the prevalence and the severity of re-offending.

2. Transform the local criminal justice service in order to make it speedy, effective and improve the experience of victims

My team continue to drive forward the implementation and delivery of new capabilities aimed at transforming criminal justice in Avon and Somerset. Significant collaborative working, led by a senior responsible officer (appointed under a two-year period), is focused on the following four areas:

- Appropriate decision making
- File Quality and case work
- Improving listing and hearing management practices
- Delivering victim and witness service improvements and confidence

A programme board (meeting six-weekly) maintains governance of the workstreams with an overarching executive level board providing oversight and the linkage back to the local criminal justice board. The strategic priorities for the programme are to achieve:

- Reduction in the overall length of time cases take from reporting to outcome at court
- Reduction in Failure to Appear Cases & associated warrants issued / improved numbers of cases proved in absence of defendant
- Increased guilty plea rate prior to / or at first hearing
- Improved multi agency case management practice, delivering a reduction in number of hearings per case in Magistrates and Crown Court
- Victim and Witness experience of and engagement with the local Criminal Justice Service is a positive experience

The delivery plan has reached a level of maturity whereby many of the quick wins have been delivered and the senior responsible officer is working with executive level representatives to now refine the approach and identify the critical success factors to deliver the programme by the end of December 2019.

3. Work more closely with other police forces to drive efficiencies, enabling re-investment in areas of growing need

The Constabulary has well-established collaborations in existence with regional police forces in the areas of forensics, major crime, serious organised crime and cyber-crime.

During the course of 2018-19, the force worked with both partner forces and Police and Crime Commissioners to seek improvement to the Tri-Force Specialist Operations collaboration with Wiltshire Police and Gloucestershire Constabulary on armed policing, roads police and police dog services. Unfortunately we were not able to reach agreement on the specifics of the changes needed, and as a consequence all three forces are ending this collaboration and returning officers and staff to local force structures during the 2019-20 financial year.

I remain committed to collaborations which bring positive outcomes for the public and/or the public purse.

The Constabulary was successful in securing over £3m Police transformation funding that concluded in March 2019 to develop a shared office of data analytics with local emergency services and local authority partners. This multi-agency hub has been established and piloted a number of solutions that collect and analyse shared data to provide a shared analytics service that helps the agencies share information better and better understand their shared demand and areas of shared working.

4. Encourage and support emergency service collaboration

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

During this year, further collaboration has been developed with local Fire Authorities to generate savings by sharing estates in Somerset and by Fire attending certain incidents as first responder when appropriate.

Avon and Somerset was awarded funding by the Home Office via the Police Transformation Board to carry out a review of potential fire governance options under the Policing and Crime Act 2017 and provide a report to Police and Crime Commissioners considering fire governance changes. This report was published in April 2018 and considers the 3 governance models – the representation model, the governance model and the single employer model. A link to the report can be found below: <https://www.avonandsomerset-pcc.gov.uk/Document-Library/TERM-TWO/2018/FIREGovernance-FINAL-report.pdf>

Neither the governance model nor the single employer model can currently be progressed in Avon and Somerset without changes in fire authority boundaries and this is not currently being considered. A change in legislation is awaited to enable PCCs to vote at Combined Fire Authorities.

I have also continued to hold discussions with colleagues from Highways England around how we can work better together to improve the efficiency in which they, the police and other emergency and supporting services, deal with motorway incidents, which cause delays, stress, and knock-on congestion.

The Avon, Somerset and Wiltshire Mental Health Crisis Concordat Group has recently been re-established, chaired by BNSSG Clinical Commissioning Group. At the first meeting it was agreed that the group need to focus on the most strategic and cross cutting themes of work. A number of areas were suggested and these include: conveyancing, data sharing, integrated urgent care, night liaison, control and street triage, high intensity users, police access to primary care and acute behaviour disturbance. The Control Room and Street Triage Steering Group has also recently been re-established. Discussions at the meeting focused on the current success and challenges of triage.

Looking forward

The Avon, Somerset and Wiltshire Mental Health Crisis Concordat Group will the objectives of the triage service and ensure these are still relevant and appropriate. An external academic review of triage to inform future commissioning of the service (the current service is funded until September 2020).

5. Strengthen opportunities for residents to interact with the police

Under the new neighbourhood policing model there is a clear process in place to enable operational teams to understand their community's needs. At a strategic level each Local Policing Area (LPA) has an engagement plan. Officers and PCSOs use a range of engagement methodologies to understand priorities according to geography and need, managed at a beat level.

Individual PCSO/PCs utilise local engagement opportunities to feedback on issues, e.g. Parish Council, Neighbourhood watch meetings. Social media is also utilised to keep communities informed. Currently 'super-users' of Twitter operate in all Neighbourhood teams to keep communities informed. These super-users mitigate the risk of having too many local accounts (which could risk confusion for

communities). The Constabulary is adapting to the needs of communities as more and more people want to engage with the organisation online.

Communities are increasingly meeting in Facebook groups to discuss local issues, rather than in physical spaces. Neighbourhood policing teams previously had no voice in these forums and were seeing a decrease in footfall to beat surgeries. To increase engagement and visibility, 15 PCSOs have worked with Corporate Communications to develop Facebook profiles, which now allow them to access these groups.

After nine months, the evaluation of doing this revealed that officers scored the profiles 8.25 out of 10 overall for effectiveness in helping them achieve their aims, which had been aligned to LPA priorities. The ways they used the profiles to increase engagement/visibility have been monitored and have identified best practice. This is now being rolled out force wide. PCSOs are selected by the LPA Commander and the local Inspector / Sergeant then aligns their work with the LPA engagement plan.

Between June and November 2018, the Avon and Somerset beat pages were accessed circa 100,000 times. Each local policing area now prioritises their local beat pages, keeping them up to date and relevant for their communities. In addition supervisors have the ability to look at specific beat areas and see how recently the pages have been updated and ensure data quality is good and events are reported to encourage engagement with communities.

Case Study – Impact of the Independent Panels

I have increased opportunities for people to become involved in scrutiny of policing activity and have panels that look at:

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

Independent Residents Panel members were appointed as independent volunteers by the PCC in July 2013 to be part of a scrutiny panel that reviews completed case files of complaints against the police and highlight good practice as well as any areas of concern, with the aim of learning, improvement and implementing best practice.

The selected themes for complaints within the quarterly meeting during 2018/19 have related to: Stop and Search; mental ill health and detainees in custody; Taser use; incivility; appealed complaints; and neglect or failure in police duty.

The Panel look each autumn at the most recently completed complaints, which continues to provide a 'check and test' for the positive direction of improvement, including the tone and content as well as frequency of correspondence with complainants. In addition, each meeting reviews early intervention, i.e. informally resolved complaint cases with complainant-focused responses, usually within 72 hours.

The panel is updated on the work and progress of the Professional Standards Department and has discussed wider issues such as body worn video camera use and roll out of laptops and mobile devices to officers. The panel have been pleased to see that improvements are made year-on-year and sustained.

Some panel members are also members of IAGs and the Scrutiny of Police Powers Panel which provides a valuable knowledge exchange between groups, aiming for a better service by the police to the public.

The **OoCD Scrutiny Panel** first came together in February 2014. It comprises Magistrates, representatives of the CPS and Court Service, Victim Services and Youth Offending Teams and has met quarterly to scrutinise appropriate use of Out of Court Disposals and increase public confidence in their use.

Cases involving the following themes were selected for scrutiny during 2018/19: hate crime; 'sexting' and malicious communications involving young people; stalking and harassment; and domestic abuse including implementation of the new Conditional Caution and 'Project CARA' intervention.

Recommendations and observations made by the Panel have contributed to changes in policy, practice, and training materials. Whilst it is not the role of the Panel to overturn decisions made, feedback has been given to individual officers to inform future decision making. The Panel welcomed the introduction of the new two-tier framework for out of court disposals in November, supporting the launch of the Champions Network and facilitating training for Magistrates. The new approach responds to recommendations and observations made by the Panel over many years: simplifying the previously complex and confusing set of disposals; removing Simple Cautions that have long been viewed by the Panel as ineffective without the benefit of an intervention attached, reinforcing the perception of being a 'slap on the wrist'; and introducing arrangements to enable financial compensation for damage or loss caused to the victim, alongside a set of interventions for use in both Community Resolutions and Conditional Cautions to challenge and change future behaviour. The Panel will continue to scrutinise the success of new arrangements over the coming year.

The Scrutiny of Police Powers Panel, in place since June 2017, has been a critical friend, for local people to scrutinise Avon and Somerset Constabulary's use of their police powers and to ensure that there is no bias or discrimination. This work focusses on the observation of body worn video camera footage of Stop and Search incidents, Taser use and Spit and Bite Guard use.

The Panel meets quarterly and challenges the Constabulary regarding the cases reviewed. The Constabulary replies to Panel questions; and events arising between meetings.

The Panel, alongside the Constabulary, have encouraged the switching on of cameras for Stop and Searches and have seen a trended increase in usage (from around 10% in June 2017 to 77% in April 2018 and 83% in March 2019). Figures have been requested for Taser use and camera usage and this will be available for performance monitoring in the future (displayed in the visualisation software Qlik Sense).

The Panel's scrutiny has provided the police with learning opportunities, both for individual officers and for the wider organisation. In its role as a 'critical friend', the Panel seeks to contribute to organisational learning for the Police and not all observations are negative or critical: the panel regularly express admiration for the way officers have handled difficult situations. Some examples of learning the Panel has shared include: as part of de-escalation of a situation, individuals should be informed that the Taser is being re-holstered; recommendation of a better choice of language/expressions; consider fully the impact on the individual and the community of a very public stop and search; and recognise the need to modify language and delivery when English is not the individual's first language.

Looking forward

The Scrutiny of Police Powers Panel will continue to focus on unconscious bias and mental health as scrutiny themes. The next Out of Court Disposals panel meeting will look at disposals for adults who've committed hate crimes and youth cases for possession of bladed articles.

6. Annex One. Summary of Grants Issues and Commissioned Activity in 2018/19

GRANT	RECIPIENT	SERVICE / PROJECT
Avon and Somerset		
<p><i>Lighthouse</i> Integrated Victim Care £906,000</p>	<p>Avon and Somerset Constabulary</p> <p>Avon and Somerset Constabulary also contribute £1,290,000 from their budget</p>	<p>Victims who are vulnerable, intimidated, persistently targeted or experience serious crime are offered practical and emotional support and guided through the criminal justice process by specially-trained staff. The service has teams made up of both police staff and independent support workers and volunteers.</p>
<p>Mental Health Control Room triage £122,064</p>	<p>This project is also funded by: Avon Fire and Rescue, Bath and North East Somerset CCG, Bristol CCG, North Somerset CCG, South Gloucestershire CCG and Somerset CCG.</p> <p>Avon and Somerset PCC is not the lead commissioner.</p>	<p>Funding for mental health professionals to be situated in the police control room. They have access to relevant health systems, offering advice and support to police officers and partner agencies such as Avon Fire and rescue Service and South West Ambulance Trust with a view to ensuring suitable pathways are identified at the earliest opportunity.</p>
<p>Emotional Support Service for Victims of Crime and ASB £296,973</p>	<p>Victim Support</p>	<p>Emotional and practical support for victims of crime and ASB.</p> <p>Available both to those who report to the Police and those who do not.</p>
<p>Adult Advocacy Service AVoice £329,467</p>	<p>The Care Forum (lead) working with SEAP and SARI</p>	<p>AVoice is a specialist advocate support service for victims of crime or ASB who require enhanced support relating to mental health, learning difficulties, problems associated with isolation, race, religion or sexuality.</p> <p>Available both to those who report to the Police and those who do not.</p>
<p>Children and Young People Advocacy Service- Young Victims' Service £165,000</p>	<p>North Somerset Youth Offending Team</p>	<p>Young Victims' Service is a specialist advocacy support service for young victims of crime and ASB up to the age of 18 and victims of crime and ASB aged 18-25 where additional needs are identified.</p> <p>Available both to those who report to the Police and those who do not.</p>
<p>Specialist Support Service for Victims of Child Sexual Exploitation £222,884</p>	<p>Barnardo's (PCC contributes to total annual budget of £445,767)</p> <p>Project is also funded by: Bristol City Council Bath and North East Somerset Council South Gloucestershire Council Somerset County Council North Somerset Council</p>	<p>Specialist support for victims of child sexual exploitation. The service also offers consultation provision to professionals, such as social care staff, working with children and young people who have been affected.</p>

<p>Child sexual abuse support services £200,001</p>	<p>Somerset and Avon Rape and Sexual Abuse Support (SARSAS) (19,009)</p> <p>Bristol Missing Link (£67,753)</p> <p>The Green House (£48,213)</p> <p>Southmead Project (£65,026)</p>	<p>Services supporting victims of child sexual abuse including funding of support posts (ISVAs), provision of counselling services.</p>
<p>Independent Sexual Violence Advisors (ISVA) Service £194,580</p>	<p>Safelink (Missing Link)</p> <p>Total annual spend of £318,345 with NHSE funding of £123,765</p>	<p>£194,580 Specialist advocate support for victims of rape or sexual assault, available both to those who report to the Police and those who do not.</p> <p>£80,000 funding from NHSE towards specialist Children and Young People Independent Sexual Violence Advisors (ISVAs) to complement the existing ISVA team commissioned by the OPCC</p> <p>£43,765 funding from NHSE to support the implementation of the Male Quality Standards for Sexual Assault Services – Male ISVA.</p>
<p>Sexual Assault Referral Centre (SARC) £228,481</p>	<p>University of Bristol Hospitals Trust</p> <p>Co-commissioned with NHS England who are the Lead Commissioner.</p>	<p>Specialist medical and forensic services and support for victims of sexual assault.</p>
<p>Modern Slavery Support Service £38,595</p>	<p>Unseen UK</p>	<p>Specialist support service (in pilot) focusing on the needs of victims of modern slavery before engaging in nationally commissioned services as well as the period after that support ends.</p> <p>Available both to those who report to the Police and those who do not.</p>
<p>Police and Crime Grant £739,461</p>	<p>Individual Grants issued to the 5 Community Safety Partnerships</p>	<p>Supporting various Community Safety projects which contribute towards delivery of the PCC's priorities. Examples include domestic abuse services, sexual abuse services, hate crime services, Youth Offending Services and supporting a safe night time economy.</p>
<p>Custody and Courts Referral Service £553,421</p>	<p>AWP (NHSE is the Lead Commissioner)</p>	<p>Service supporting individuals at the point of arrest whose offending is linked to substance or alcohol misuse.</p>
<p>Appropriate Adults Service (2 operate: 'Avon' and 'Somerset') £40,462</p>	<p>Brandon Trust (Avon) (£35,000) and Somerset Youth Offending Service (Somerset) (£13,462)</p> <p>Bristol City Council and South Gloucestershire Council contribute to the funding of Brandon Trust.</p>	<p>Service to support and safeguard the welfare and rights of vulnerable adults detained or interviewed by the police.</p>

Restorative Justice Delivery Service £179,000	Restorative Approaches: Bristol Mediation	Grant for delivery partners to establish face-to-face processes for the delivery of restorative justice across Avon and Somerset.
Commissioner's Community Action Fund £150,000	Various Community Groups and Voluntary Organisations	Grants up to £3,000 made available to initiatives that support PCC priorities.
Violence Against Women and Girls (VAWG) Project Home Office Funded Project	Safelink (Missing Link) Womankind £56,887.85 Home Office Police Transformation Fund Grant	The OPCC was successful in a submission to the Home Office's Violence Against Women and Girls (VAWG) Transformation Fund. The project commenced in 2017/18 and over the next three years will provide additional support to survivors of sexual violence and abuse with additional needs linked to learning difficulties or mental ill health via ISVA and or befriending support.
Early Intervention Youth Fund Home Office Funded Project	Barnardo's £115,725 Home Office Police Transformation Fund Grant for 2018/19 (then £348,132 in 2019/20)	Working in partnership across Avon and Somerset, Barnardo's and Learning Partnership West (LPW) will provide an early intervention and prevention service, targeting vulnerable children and young people in areas of highest need. Our integrated three-layer service will tackle root causes of serious violence by improving resilience and safety through: <ul style="list-style-type: none">•Direct interventions for individual children/young people to prevent crime and support with evidence led prosecutions of perpetrators targeting children•Support to strengthen the family system as a protective resource•Involve and educate communities, improving identification and prevention
Early Intervention Youth Fund: Serious Violence Intervention Project Home Office Funded Project	Behavioural Insights Team £49,940 The Princes Trust £10,725	Analyse data and consult and engage with stakeholders to inform the development of a local Avon and Somerset Serious Violence strategy. As part of this work, an Avon and Somerset Serious Violence summit will be jointly hosted by the OPCC and Constabulary. The summit will provide an opportunity to review the project's work and cohesively draw upon its recommendations. In collaboratively working with The Prince's Trust in Bristol, the Constabulary strives to make a change; in engaging with our schools, parents and young people; prevention and diversion is the heart of this programme. This will be a six-week course for young people aged 11 to 14 years old, who are either on the periphery of criminality, engaging in ASB (Anti-Social Behaviour) or at risk of permanent exclusion from school. The

	<p>£60,665 Home Office Police Transformation Fund Grant</p>	<p>course has a series of workshops devised by the Prince's Trust covering subjects like confidence building, team work, improving communication skills alongside subject's covered by the Police such as knife crime and county lines.</p> <p>The young people will attend once a week for 6 weeks, with consent from their school and parents.</p>
<p>TOTAL: £4,366,389</p>		

Annex Two – Summary of Performance

Priority	Indicator	Source	2017/18 position	2018/19 position	Positive/Negative Trend
Core Policing	How efficient is the force at keeping people safe and reducing crime?	HMIC	Good	Unchanged	n/a
	How effective is the force at keeping people safe and reducing crime?		Good	Unchanged	n/a
	How legitimate is the force at keeping people safe and reducing crime?		Good	Unchanged	n/a
SP1	Vulnerable victim survey: Users of Lighthouse service average rating of support and advice received from Victim/Witness Care Officer	Internal management information (Scale: 1-5 poor-very good)	Average score 4.5 (based on average of 4 months data)	Average score 4.6	positive
	Vulnerable victim survey: Users of Lighthouse service average rating of feeling well informed about the Criminal Justice process		Average score: 3.7 (based on average of 4 months data)	Average score 3.9	positive
	Vulnerable victim survey: Users of Lighthouse service average rating of access to support services		Average score: 4.1 (based on average of 4 months data)	Average score 4.2	positive
SP2	Public Confidence Measure	Crime Survey for England and Wales	79%	79% ²	
	Tackling Community Priorities		58%	57% ³	
	Active Citizenship	Local Survey	10%	9%	negative
	Victim Satisfaction	Internal management information	Requires Improvement	Requires Improvement	-
	999 abandonment rate		0.2%	0.1%	positive
	101 abandonment rate		5.1%	4.0%	positive
	2.7%		2.9%	positive	
SP3	Workforce Representativeness	Staff survey	199	157	positive
	Complaints of police incivility		43%	TBC	
	I feel valued at work	% that agree	60%	TBC	
	I am treated fairly by the organisation		66%	TBC	
	I feel supported by my supervisor		47%	TBC	
	I have the tools and resources to do the job				
SP4	Successful criminal justice outcomes: Positive outcome rate	Internal management information	13.0%	12.5%	negative
	Successful criminal justice outcomes: Conviction rate		84.5%	83.6%	negative

² Based on 3 quarters of data

³ Based on 3 quarters of data

MORE INFORMATION



For the full report and an interactive version visit www.avonandsomerset-pcc.gov.uk

Avon & Somerset Police & Crime Commissioner

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