



Tuesday 8th October 2019
10.30 am John Meikle Room, Somerset West and Taunton Deane Council, The Deane House, Belvedere Road, TA1 1HE

Membership:

Bath & North East Somerset
Bath & North East Somerset
Bristol City Council
Bristol City Council
Bristol City Council
Independent Member
Independent Member
Independent Member
Independent Member
Mendip District Council
North Somerset Council
North Somerset Council
Sedgemoor District Council
Somerset County Council
South Gloucestershire Council
South Gloucestershire Council
South Somerset District Council
Somerset West and Taunton Council

Alastair Singleton
Steve Hedges
Asher Craig
Afzal Shah
Mark Weston
Richard Brown
Joseph Mullis
Andrew Sharman
Clare Torrible
Heather Shearer
Roz Willis
Richard Westwood
Janet Keen
Josh Williams
TBC
Franklin Owusi-Antwi
Neil Bloomfield
Chris Booth

Contact Officer: Patricia Jones
Principal Democratic Services Officer
07855 284506
pljones@somerset.gov.uk

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Somerset County Council
County Hall, Taunton
TA1 4DY



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Agenda

Public Information Sheet

Guidance about procedures at the meeting follows the agenda. This meeting will be open to the public and press, subject to the passing of any resolution under Section 100A (4) of the Local Government Act 1972. This agenda and the attached reports and background papers are available on request prior to the meeting in large print, Braille, audio tape & disc and can be translated into different languages. They can also be accessed via the council's website on www.somerset.gov.uk/agendasandpapers

**** Public Guidance notes contained in agenda annexe ****

1 **Apologies for Absence**

2 **Public Question Time**

Statements or questions should be e-mailed to PLJones@somerset.gov.uk, or sent to the Democratic Services Team, County Hall Taunton TA1 4DY (marked for the attention of Patricia Jones). Statements must be received no later than 12.00 noon on Monday 7th October 2019. Questions must be received no later than 5 clear working days before the meeting - **5pm on Wednesday 2nd October 2019.**

3 **Declarations of Interest**

The Statutory Register of Member's Interests can be inspected by contacting Patricia Jones in the Democratic Services Team on Tel: 07855 284506 or PLJones@somerset.gov.uk.

4 **Minutes of the meeting held on 26th June 2019** (Pages 7 - 16)

To confirm as a correct record.

5 **Matters Arising**

6 **Chairman's Business**

7 **Commissioner's Update Report** (Pages 17 - 104)

8 **Link Member Reports** (Pages 105 - 110)

Andy Sharman – Business Crime

9 **Complaints Sub-Committee Report** (Pages 111 - 120)

10 **Standing Complaints Report** (Pages 121 - 126)

11 **Work Programme** (Pages 127 - 130)

12 **Date of Next Meeting**

11th December 2019 at 10.30am (Formal Panel Meeting)

Avon & Somerset Police and Crime Panel

Public Information Sheet

Inspection of Papers/Register of Member Interests

You can find papers for all our meetings on our website at www.somerset.gov.uk

Please contact Patricia Jones, Senior Democratic Services Officer on telephone: 01275 885788 if you wish to inspect the papers or the Statutory Register of Member's Interests.

Public Question Time

Members of the public may make a written statement to most meetings, provided that:

- the statement is received by the Democratic Services Team no later than **12.00 noon on the working day before the meeting**; and
- the statement is about a matter the Panel has responsibility for.

Statements should be e-mailed to PLJones@somerset.gov.uk or sent to Somerset County Council, Democratic Services Team, County Hall, Taunton, TA1 4DY.

Any statement submitted should be no longer than one side of A4 paper. For copyright reasons, we are unable to reproduce or publish newspaper or magazine articles that may be attached to statements.

By participating in Public Question Time business, we will assume that you have consented to your name and the details of your submission being recorded in the papers circulated to the committee. This information will also be made available at the meeting to which it relates and placed in the official minute book as a public record.

We will try to remove personal information such as contact details. However, because of time constraints we cannot guarantee this, and you may therefore wish to consider if your statement contains information that you would prefer not to be in the public domain. Statements will not be posted on the council's website.

Process during the meeting:

- Public Question Time is normally one of the first items on the agenda. If a statement concerns a specific item on the agenda, it may be taken just before the item concerned.
- The Chair will call each submission in turn. When you are invited to speak, please make sure that your presentation focuses on the key issues that you would like Members to consider. This will have the greatest impact.
- You may direct any questions or comments through the Chairman. You may not take direct part in the debate.
- Your time allocation may have to be strictly limited if there are a lot of submissions before the meeting.
- You do not have to speak or even attend the meeting at which your submission is being taken. However, if you do not present it, then it will not be read out. It will nevertheless be noted by Members.

Emergency Evacuation Procedure

In the event of a fire alarm sounding, you are requested to leave the building via the nearest available signposted emergency exit and make your way to one of the assembly points around the building. Officers and councillors will be on hand to assist.

Excluding the Press and Public

Occasionally, there will be items on the agenda that cannot be debated in public for legal reasons and these will be highlighted on the agenda as appropriate. In these circumstances, the public and press will be asked to leave the room and the Panel will go into Private Session.

Recording of Meetings

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We would ask that, as far as possible, members of the public are not filmed unless they are playing an active role such as speaking within a meeting and there may be occasions when speaking members of the public request not to be filmed.



Minutes of the Police and Crime Panel

Annual General Meeting - 26th June 2019

Present:

Local Authority and Independent Member Representatives:

Neil Bloomfield (South Somerset Council), Chris Booth (Somerset West and Taunton Council), Richard Brown (Independent Member), Asher Craig (Bristol City Council), Janet Keen (Sedgemoor District Council), Franklin Owusu-Antwi (South Gloucestershire Council), Afzal Shah (Bristol City Council), Andrew Sharman (Independent Member), Heather Shearer (Mendip District Council), Clare Torrible (Independent Member), Mark Weston (Bristol City Council), Josh Williams (Somerset County Council).

Observer:

Peter Abraham (Bristol City Council)

Host Authority Support Staff

Scott Wooldridge – Monitoring Officer Somerset County Council
Patricia Jones – Lead Officer

Police and Crime Commissioner and Support Staff:

Sue Mountstevens - Police and Crime Commissioner
John Smith - Chief Executive Officer
Joanna Coulon - Criminal Justice and Commissioning Officer

1. Apologies for absence

Roz Willis (North Somerset Council). Alastair Singleton (Bath and North East Somerset), Richard Westwood (North Somerset Council), Pat Trull (South Gloucestershire Council), Andy Wait (Bath and North East Somerset Council) and Joseph Mullis (Independent Member).

2. Appointment of Chair

One nomination was received in advance of the meeting and Richard Brown was appointed Chair of the Panel for the 2019/20 Municipal Year.

3. Appointment of Vice-Chair

One nomination was received in advance of the meeting and Andrew Sharman was appointed Vice-Chair of the Panel for the 2019/20 Municipal Year.

4. Panel Membership

The Panel noted the revised membership for 2019/20 as appointed by the constituent authorities.

5. Public Question Time

None.

6. Declarations of Interest

7. Future Meeting Dates

The following meeting dates for 2019/20 were agreed:-

Formal Panel Meetings

8th October

11th December

4th February

TBC March (Purdah conflict)

There was general agreement that The Deane House was a suitable venue for the remaining PCP meetings.

Training Development for new members

September – date and venue TBC

Budget Consultation/briefing (10.00am Police and Fire Headquarters)

15th November 2019

8. Minutes of the meeting held on 12th March 2019

Resolved – that the Minutes of the meeting held on 12th March 2019 be confirmed as a correct record and signed by the Chair subject to Councillor Williams being included in the attendance list and Nigel Ashton being removed from the attendance list.

9. Chair's Business

The Chair paid tribute to Councillor Weston and Councillor Wale for their commitment to the Panel over the last 6 years.

10. Commissioner's Update Report

The Commissioner extended her thanks to the former Chair Mark Weston and reported as follows:-

- **Force Management Statement** - the Panel was referred to the Chief Constable's self-assessment of the demand the Force expects to face in the next four years including how the Force will change and improve its workforce, efficiency and other assets to cope with the demand, and the resources required to do this.
- **Serious Violence Strategy** - the Commissioner highlighted a number of actions to support the delivery of the government's strategy. This included £100k in match funding to support local delivery across the five Community Safety Partnerships and a jointly hosted force wide summit on 8 May 2019 with partners to look at current good practice and opportunities to deliver the strategy in each Local Authority area. Work with the Constabulary continued to develop proposals for the allocation of Avon and Somerset's share of the £100m Home Office Serious Violence fund.

It was reported that 2 more funding pots had become available which included - £1.72m 'surge funding' for Police enforcement and a further £ 1.16m to work with LAs for the development of Violence Reduction Units, all of whom been contacted with details.

- **Drug Education Programme** - the DEP has been further developed and rolled out beyond its initial pilot in Bristol to cover the force area. It was noted that this was an evidence based intervention that provided a one-time opportunity for those found in possession of drug to prevent further use and avoid a criminal sanction. The Panel noted that the Commissioner attended a conference in London yesterday to discuss the deregulation and decriminalisation of cannabis and its implications. She highlighted the link between drugs and serious violence. It was noted that the Constabulary had allocated a beat officer and PCSO to schools to talk to pupils about knives, the impact of drugs and how to safeguard themselves from texting and images of an intimate nature.
- **Probation Service** - Work with the Ministry of Justice (MOJ) continued and all offender management would be brought back into the National Probation Service. There was now a short timescale to get various providers included within the procurement framework. The Commissioner emphasised that PCCs across the south west had worked really hard with the MOJ and local charities across the region to establish a dynamic new framework.
- **Unauthorised Encampments** - the Commissioner reported that she valued the work carried out by South Somerset Council on gypsy and traveller sites which reflected their investment in vulnerable individuals. She emphasised that the availability of transit sites were of key importance.

Below is a summary of the responses provided to the issues and questions raised by Panel Members:-

- the Panel recognised that transit sites were critical to achieving a coordinated approach to unauthorised encampments, but questioned how this could be achieved if LAs were largely resistant to them. The Commissioner stated that enforcement of transit sites was not a Police matter and that sites were currently provided in Bristol and B&NES. Somerset had recently shown commitment to working more closely with the communities concerned and North Somerset's senior leaders were in talks to secure progress.

- The Commissioner was asked if an adequate Police Service was being provided and what steps were being taken to ensure that Bristol was not the only area that benefited from the increase in officer numbers following the Precept increase.

The Commissioner advised the Panel that the additional 100 officers would specifically tackle Burglary, drugs and knife related crimes as part of Operation Remedy. It had been recognised that the impact of County Lines on Somerset was significant and the Chief Constable had allocated resources accordingly. It was emphasised that the allocation of officers was specifically his remit.

- It was clarified that the last available report for the Out of Court Disposals Panel was September 2018 because the next report would not be published until approved at the next meeting. The nature of the cases looked at by the Panel invariably sat on the cusp and Panel recommendations would feed into interventions on Domestic Abuse and hate crime. The opportunity to observe a meeting remained available to individual members.
- The Panel invited the Commissioner to expand on the ongoing discussions between Avon Fire and Rescue Service (AFRS) and the Constabulary in relation to estates and fleet and that various estates opportunities that were being progressed with Devon and Somerset Fire Authority (DSFA)

The Commissioner reported that the Chief Constable would shortly meet with the Chair and Chief Fire Officer of AFRS when a number of plans would be discussed. The importance of aligning estates with the Constabulary's plans for Neighbourhood Policing was emphasised – currently some sites were not appropriate. However, there was now a joint site in Nailsea and collaboration in other areas was also being looked at.

The Commissioner informed the Panel that she had met with the Chair of DSFA and Alison Hernandez, PCC Devon and Cornwall. The boundary implications of DSFA which crossed both force areas meant that both PCCs planned to take up a seat on DSFA once the government had secured PCC voting rights.

- The Panel noted the rise in officer numbers from 2593.63 (April 18) to 2673.64 (April 19). It was recognised that the drop off in PCSO numbers from 331.44 to 310.02 was impacted by PCSOs who had become Police officers. The Panel asked if the glut of older officers who planned on retirement had been taken into account in the recruitment strategy. The Commissioner stated that the approach was based on what was expected in a year – an average of 17 per month. It was noted that a proportion also stayed on after 30 years and were not required to formally notify the organisation of their decision. Turnaround was often quick and this required management. Both Human Resources and the Chief Constable were looking to retain skills and experience without impacting on the pension pot. It was clarified that officers cannot partially retire and access their pensions.
- The Commissioner was asked if the recent discrimination finding against Cheshire Police who used positive action not to recruit a white heterosexual male, was likely to shape the Constabulary's ambitions to become a more diverse service. The Commissioner stated that Avon and Somerset was not vulnerable to the finding made against Cheshire Police and would continue to strive for better representation with outreach work. Recruitment was on track along with plans to increase PCSO numbers. A conversation about part time employment in

line with the approach adopted by the Metropolitan Police had taken place and the Commissioner indicated that she was happy to take discussions forward but there were already flexible working practices in place.

The point was made that whilst a tap cannot be turned on, 254 officers were recruited in the last year and it was a challenge to get tutors to work with these individuals. Investment in various processes might also be needed but the public was likely to be disappointed because the force would not be flooded with new officers overnight.

- The Commissioner was asked how she monitored the funding allocated to Community Safety Partnerships. The Panel was advised that the OPCC was part of the CSP membership and joint plans now existed to ensure that local priorities were linked to the Police and Crime Plan. It was emphasised that the OPCC has to account back to the Home Office on its funding arrangements.
- The Panel noted that Avon and Somerset was treating attacks based on misogyny or gender as a form of hate crime for recording purposes. It was agreed that an analysis of the new data/process would be provided for the next meeting.
- The Panel highlighted a misleading reference in the Force Management Statement relating to shop theft. The Commissioner was advised that “45% of *all* shop theft is reported online, including the ability to upload CCTV ...” was inaccurate because a significant amount of shop theft went unreported. The Panel emphasised the importance of business crime reporting and suggested proactive measures should be adopted to increase reporting. The Commissioner stated that she urged everyone to report and suggested there was a fundamental difficulty in measuring crime that goes unreported. However, the potential for misinterpretation as the sentence currently stood was accepted and the Commissioner agreed to draw the issue to the attention of the Constabulary.
- The Panel sought clarification of the assurance and oversight arrangements of the Custody Visiting Scheme where 38 volunteers carry out visits to ensure detainees in custody are held in safe and appropriate conditions in accordance with their rights and entitlements. It was noted that a visit might involve observing a detainee through a hatch if the person is asleep or under the influence of alcohol or drugs.
- The Panel invited the Commissioner to comment on any difficulties she envisaged with the proposed changes to the Offender Management function of the Probation Service. The Commissioner reported that there were some obvious challenges and she was working closely with the MOJ and officials before procurement ended in August 2019. Services to encourage people to make wiser choices were vital and discussions about paid work and accredited courses were taking place.

The Commissioner stated that she hoped to have influence over these areas as the regional provider.

- The drawbacks to the services available to prisoners on completion of their sentences was discussed with many released into a vacuum to reoffend or left vulnerable to exploitation through lack of rehabilitation. It was reported that Avon and Somerset use Out of Court Disposals less than other forces and efforts to increase this were being made. Over the last

year, there had been a move away from simple cautions to conditional cautions with specific interventions like education or training programmes. The Panel was advised that more meaningful information on interventions was available and this could be picked up through the Strategic Priority 2 briefings. It was noted that the Constabulary had invested in 6 posts to work with offenders who were given an out of court disposal and to ensure appropriate interventions were put in place.

- Members were referred to the 2 documents appended to the Update Report which provided an overview of the work that is carried out internally by the OPCC and the Constabulary and the difference in responsibilities.

Action:

- 1) An analysis of the new data/process for reported attacks based on misogyny or gender to be provided to the next meeting.**
- 2) The Panel's comments/potential for misinterpretation relating to shop crime and the sentence at page 30 of the Force Management Statement to be referred to the Constabulary.**
- 3) Out of Court Disposals – progress and information on interventions to be picked up in the Strategic Priority 2 briefings.**

11. Annual Report of the Commissioner

The Commissioner presented her statutory Annual Report detailing the exercise of her functions over the past year and reflecting on the progress of the 2016-19 Police and Crime Plan. It was emphasised that the plan was currently in draft form and the comments and recommendations of Panel Members would be taken into account in the final version as required.

Below is a summary of the Panel's views and recommendations provided in accordance with Section 28(4) of the Police Reform and Social Responsibility Act 2011:-

- **Performance**

The Panel noted that the Constabulary has made significant improvements in its accuracy of recording crimes in recent years, however the HMICFRS inspection rating remained 'requires improvement'. It was explained that until a reinspection is carried out, it would not be possible to assess the impact of the remedial action that has been taken to address this. There was general agreement that that crime should be recorded accurately and ethically. The Panel welcomed the work in progress with the Force Crime Incident Registrar and it was agreed that regular updates could be provided at intervals to Panel meetings.

The Commissioner stated that she recognised that there was work to be done in respect of the results from the annual staff survey. The Panel was advised that more recent data suggested that the results had improved and that work currently being undertaken by the Chief Constable and the Health and Wellbeing Board would continue. The Panel emphasised that leadership and staff feeling valued were key to the success of any large organisation and members indicated that they looked forward to the 2019 results and welcomed the updates offered. The Panel requested the 2017 results (in the knowledge that the questions asked in 2017 were different) and details of how the 'Aspire' Leadership Programme was making a difference.

Members recommended that where possible, the stated objectives in the plan around the wellbeing of staff should align with the Chief Constable's Force Management Statement.

The Panel also recommended the inclusion of a definition of a successful criminal outcome alongside the summary table of performance as residents were likely to find this useful. The Commissioner was asked to consider using the space on the following information page to signpost partners – for example Unseen who are undertaking relevant work in relation to CSE and Modern Slavery.

- **Strategic Priority 1 - Protecting the Most Vulnerable from Harm**

The Panel noted the step to commission Constabulary-led assurance reports that look at key successes and identify areas for improvement with associated recommendations and observed that there was a missed opportunity to share successes in the plan. The Panel welcomed the commitment to provide further assurance information as part of the quarterly briefings.

The Commissioner was invited to reconsider the order of text at page 14 of the report to reinforce the gravity of the offences of CSE and FGM and to ensure there can be no perception of mixed messages in respect of the case study around the treatment of offenders that immediately followed.

The Commissioner confirmed that the outcomes from projects and work around sexual violence would also be included in the priority briefings to assist in getting an overall picture of what is being delivered both through funding and commissioning.

The Panel welcomed information about the role of the Resolve board which pulled together a range of criminal justice partnership organisations to set priorities and strategic direction for the area. It was noted that this was chaired locally by John Smith CEO and ran parallel to the Commissioner's role as Chair of the South West Reducing Reoffending Board, providing a good degree of oversight and a solid framework within which relevant agencies could work together to meet the shared responsibility to reduce reoffending.

- **Strategic Priority 2 - Strengthen and improve your Local Policing Teams.**

The Panel noted that technological improvements and new equipment introduced to support officers and staff in their roles had been well received by staff and the investment would be instrumental in improving organisational performance. Specifically, the introduction of innovative data analytics software which aimed to mark a change in the way the Constabulary managed its data to draw conclusions, identify patterns and improve performance.

The Panel emphasised the importance of a Policing presence in both rural and urban communities that is capable of addressing local demand.

- **Burglary**

The Panel welcomed the Commissioner's assurance that improving performance in relation to Burglary was a key focus with assurance around levels of reporting being taken from the England and Wales Crime Survey. However, it was noted that whilst reports of burglary have

reduced, positive outcomes had declined to 6% in 2018/19. Updates on the progress of Operation Remedy and its role in combatting burglary would be provided to the Panel at key stages and the Panel recommended victim dissatisfaction with lack of follow-up should be given increased focus in the strategy in the interim.

For clarity, the Panel recommended that “satisfaction of victims” should be amended to “satisfaction with the Police” and suggested that some content about the support offered to vulnerable victims of Burglary could usefully be included. It was noted that details of the proposed involvement of Panel Members in local activities associated with Operation Remedy would be provided in due course.

- **Volunteers and Special Constables**

The Panel noted plans to increase community involvement to deliver the Police and Crime Plan and plans for further engagement to address a slight decline in citizenship activities and proposed work with large employers to increase the number of specials.

- **Independent Chair for the Lammy Review Group of the Avon and Somerset Criminal Justice Board**

The Panel noted the appointment of Desmond Brown and agreed to invite him to a formal Panel meeting to comment on his role in ensuring delivery of the Lammy Group’s key objectives. Subject to approval from the Constabulary, it was agreed that his attendance could sit alongside a presentation on the programme of work around recruitment. It was agreed that this should be taken forward outside of the meeting and built into the work programme at the appropriate time.

- **Business Crime** - the Panel advised the Commissioner concern remained about the increasing offences of theft and the impact on the business community. Whilst Operation Heron sets a higher criteria for Police attendance, it was pointed out that response rates were still leaving businesses disheartened with the service they receive. Reference was made to the recommendations set out in the Link Member report on 12th March 2019 which included the recommendation that progress against the joint OPCC/Chief Constable business crime strategy should be reflected in the annual report.

Actions:

- (1) Recording Crime - updates on improvements and progress of the work undertaken with the Force Crime Incident Registrar to be provided at intervals.**
- (2) Panel to be provided with the 2017 staff survey results and updated on the progress of work undertaken in response to the latest results at an appropriate time.**
- (3) Details of how the ‘Aspire’ Leadership Programme was making a difference to be provided.**
- (4) The Panel’s recommendation that the stated objectives in the plan around the wellbeing of staff should align where possible with the Chief Constable’s Force Management Statement to be considered by the Commissioner.**

- (5) The Panel's recommendation that the inclusion of a definition of a successful outcome should sit alongside the summary table of performance to be considered.
- (6) The Panel's recommendation to use the space on the information page to signpost partners – for example Unseen who are undertaking relevant work in relation to CSE and Modern Slavery, to be considered.
- (7) Existing Assurance Reports produced in relation to the relevant Strategic Priority to be provided at the quarterly briefings.
- (8) Outcomes from projects and work around sexual violence to be included in the priority briefings to assist in getting an overall picture of what is being delivered both through funding and commissioning.
- (9) The Commissioner to consider the order of text at page 14 of the report to reinforce the gravity of the offences of CSE and FGM and to ensure there can be no perception of mixed messages in respect of the case study around the treatment of offenders that immediately followed.
- (10) Updates on the progress of Operation Remedy and its role in combatting burglary to be provided to the Panel at key stages and the Panel's recommendation in relation to victim dissatisfaction on follow-up to be considered.
- (11) Consideration be given to amending "satisfaction of victims" to "satisfaction with the Police" and additional content about the support offered to vulnerable victims of Burglary.
- (12) Details of the proposed involvement of Panel Members in local activities associated with Operation Remedy to be provided in due course.
- (13) Desmond Brown to be invited to a suitable Panel meeting to comment on his role in ensuring delivery of the Lammy Group's key objectives. If possible, this item to alongside a presentation on the programme of work around recruitment. It was agreed that this should be taken forward outside of the meeting and built into the work programme at the appropriate time.
- (14) Consideration be given to the recommendations contained in the Link Member Business Crime report on 12th March 2019.

12. Work Programme Report

The Panel considered the covering report to the draft work programme for 2019/20 setting out:-

- The statutory duties and responsibilities of the Commissioner
- The monitoring arrangements for dealing with complaints against the Commissioner
- Other Panel responsibilities related to senior appointments (confirmation hearings) and matters such as the proposed removal of a Chief Constable, the suspension of a Commissioner or the appointment of an acting Commissioner

- Link Member roles
- The Chief Constable's annual presentation
- Training for new members
- Seeking views on the feasibility of an in-depth scrutiny topic

Action – it was agreed that the work programme should be a live document, refreshed as appropriate following meetings and submitted to all agenda briefings to assist both the Panel and the OPCC with the information required.

13. Standing Complaints Report

The Panel considered and noted a report of the Chief Executive (OPCC) providing an oversight of all complaints made against the Commissioner.

The Panel noted Clare Torrible would undertake the role of Link Member for complaints for a limited period in the first instance.

Andrew Sharman confirmed that he would submit his next Business Crime report to the next meeting of the Panel.

Action – Andrew Sharman to present Business Crime report to 8th October Panel meeting.

14. Date of next Meeting

- Tuesday 8th October 2019 at The Deane House, Somerset West and Taunton Council (John Meikle Room)

(The meeting ended at 12.10pm)

Chair

Annex D: Information for the Police and Crime Panel on police pension arrangements, ill-health retirements, and Injury on Duty Awards

1. Police Officer Pensions

- 1.1. Police officer pensions are a defined benefit scheme that is not asset backed. The liability is ultimately funded by UK taxpayers.
- 1.2. The PCC administers police pensions for Avon & Somerset, collects and pays contributions and re-claims the net cost of these pensions from central government via a substantial taxpayer funded (not asset backed) annual "Top Up" Grant.
- 1.3. The police officer contributions range from 11% to 15% (depending on pay scale and their start date). Employer contributions have just been increased in 2019/20 from 24% to 31%.
- 1.4. In 2018/19 the PCC paid £95 million as police pension benefits to retired officers, paid and collected £36.5 million contributions and received a Top Up Grant of £58.5 million in July.

2. Local Government Pension Scheme (LGPS) for police and OPCC staff and PCSOs

- 2.1. The pension scheme for PCSOs and police staff is asset backed and, run by the Somerset Local Government pension Scheme (LGPS).
- 2.2. This is a defined benefit scheme based on the average/ final salary of the retiring staff member. There are over 2,700 active members and over 1,600 current pensioners.
- 2.3. This scheme is currently assessed as 80% funded against forecast liabilities and forecast asset values. A new tri-annual actuarial assessment is due later this year.
- 2.4. The PCC is liable for this pension funding deficit. There are £357 million of assets held in the PCC's name in the LGPS scheme.
- 2.5. The PCC contributes to this scheme at rate of 13.2% plus a cash lump sum, currently £2.9m per annum. Employees contribute in a range of 5.8% to 10.5% depending on salary. In total the annual contributions to this scheme in 2019/20 are £12.6m.

3. Age discrimination ruling

- 3.1. The Court of Appeal ruled ('McCloud' December 2018) that transitional provisions offered to some public sector workers, in the course of implementing Transitional Provisions in the Police Pension Regulations 2015, amounts to unlawful age discrimination.
- 3.2. The Home Office are conceding liability on Fire and Police age discrimination claims and are requesting a Case Management hearing for remedy. PCCs will not stand in the way of the

Home Office conceding the claims and PCCs have highlighted the need for reassurance from the Home Office on managing the financial implications arising from any remedy.

- 3.3. This ruling will add to the police pensions liability across the whole sector as compensation will become due to officers who were transferred to the new arrangements and deemed subject to discrimination.
- 3.4. Decisions on remedy and indemnifying forces as a result of this ruling remains outstanding. The estimated liability increase is in the order of 5.9%, but this is subject to the final remedy agreement.

4. Reviews of Injury on Duty (IOD) Awards (relating to 1987 scheme)

- 4.1. Under the 1987 Police Pension Scheme, officers are entitled to apply for early retirement and an Injured on Duty Pension Award based on the medical view of a Selected Medical Practitioner. The IOD scheme is an important right and protection for officers which is fully supported by the Constabulary and the PCC. The 2019/20 annual cost to the Constabulary of the IOD pension payments is £7.6m. This compares to £1.4m annual charges for injured on duty pension payments in a similar sized local force, Devon & Cornwall (according to their last accounts). The budget and MTFP assume that 12 officers will retire injured on duty each year, so increasing the annual liability.
- 4.2. Under the 1987 Regulations Avon and Somerset Constabulary as the local administrator for police pensions was entitled to carry out reviews of Injured on Duty Awards which were made to police officers who are injured in the course of their duties. During the period 2014 to 2017 the Constabulary commissioned a series of reviews into the injury on duty awards being received by some police officer pensioners.
- 4.3. The decision was taken in 2017 by the Constabulary to cease the reviews as it had not generally proved possible within the existing 1987 Regulations to meaningfully progress the reviews to a conclusion and the force notified those pensioners, upon whom it had commenced reviews, of that fact. This decision affected all cases in hand at that time and even if future review dates had been scheduled.
- 4.4. The Police Pension Authority continued to support and facilitate any reviews requested by a pensioner (in accordance with the relevant statutory framework) to enable injury on duty awards to be adjusted to reflect any change to the degree of disablement, or relevant earnings capacity in accordance with regulations.
- 4.5. These historical reviews under the 1987 scheme have now ceased. Individuals who were subject to those reviews have had them cancelled. Save for one individual, who asked for voluntary review which the legislation required us to progress, nobody has lost out financially. The Constabulary worked hard to help that individual and made a number of suggestions to them (for example considering judicial review) but they have not taken this up. Since they asked for the review, the Constabulary did what the legislation requires, and undertook a review.
- 4.6. If there are any contemporary specific issues or concerns which are raised with the Constabulary related to the historic reviews, the Constabulary will look into these.

5. Legal Claims

- 5.1. Some of those pensioners who had been subjected to a review brought legal claims against the Constabulary. The Claimants alleged that between May 2014 and June 2017, they suffered detriments arising out of their disclosures. Specifically, the Claimants alleged that as a result of this and earlier disclosures, the Constabulary subjected them to detriments including subjecting their IOD awards to a review.
- 5.2. The Claimants also alleged that they had been unlawfully discriminated against on the grounds of their disability and age. This related to: Age Discrimination: that they were specifically chosen as they were generally under 50 years old and this amounted to discrimination which could not be justified; and, Disability Discrimination: they were more severely disabled (being in Band 4), compared to their comparators and thus were chosen on this basis to be reviewed. They brought claims of age and disability discrimination on the grounds on which their awards were reviewed.
- 5.3. On the basis of legal advice from Counsel the Constabulary compromised all of the claims in their entirety. For confidentiality reasons, the Constabulary are not able to disclose what the settlement is.
- 5.4. In relation to the 9 IOD claimants, each Claimant received an injury on duty award and, as a consequence, each was ill health retired on a pension under what is now the Police (Injury Benefit) Regulations 2006. The early retirement dates vary from 1996 to 2011.

6. Freedom of Information Requests

- 6.1. The organisation received approximately 224 Freedom of Information requests from the 9 claimants alone. Many were deemed vexatious but some were responded to with the relevant information. Each request was dealt with and treated on an individual basis but consideration was given as to whether they related to the same issue of IODs and whether they should be considered vexatious. At one point, approximately 30% of the Constabulary's total FOIs related to IODs or pensions. In some instances, refusals to disclose information were appealed to the ICO.

7. New cases where the officer has retired since the 2017 decision to cease reviews

- 7.1. The Pension Regulations changed in 2015 for pensioners in the 2015 pension scheme (i.e. those who have only started in the last 4 years), there is a clear and explicit requirement for the Constabulary to review cases where the Selected Medical Practitioner (SMP) who assesses the pensioner's condition suggests that a review would be right thing to do. Under the 2015 Regulations where cases have been given an injury award with a clearly expressed condition of review attached to it, the Constabulary should carry out that review in accordance with the schedule.
- 7.2. The Constabulary expect that under the new Regulations, the Selected Medical Practitioner (SMP) and the Police Pension Authority (PPA) will express clearly and separately that the IOD award is made but that a future review will take place in accordance with the findings of the SMP. Clearly if no further review date is set, then no review will need to be scheduled. The Constabulary are committed to ensuring good record keeping, clear confirmation letters and consistent action in newly approved IOD awards so we will be able to apply the review on schedule with confidence.

8. Police Medical Appeals Board (PMAB)

- 8.1. The Police Medical Appeals Board is a Board to which appeals can be made about the view of the Selected Medical Practitioner. When considering whether to utilise this route, the Constabulary takes a balanced view on each case on an individual basis.
- 8.2. The SMP (Selected Medical Practitioner) is an independent expert who will examine the individual to consider injury, disablement and permanence.
- 8.3. The organisation would normally accept this expert view and proceed on that basis unless we believe there to be an error in their findings. The Force have only judicially reviewed one SMP decision in the last 5 years.
- 8.4. The provisions in place in respect of IOD awards are there to support the officer and the procedural arrangements and decision making framework is clearly and succinctly set out to ensure that those who are entitled to ill health retirement and, where appropriate, an IOD award, receive what they are due.

Annex A

Avon and Somerset Police and Crime Performance Summary April – September 2019

Background

The Avon and Somerset Police and Crime Plan was reviewed by the Police and Crime Panel in March 2019 and adopted by the PCC earlier this year. The Plan has four priorities and within each of these a number of objectives to deliver in achieving that priority. The four priorities are:

- Priority 1 - Protect the most vulnerable from harm
- Priority 2 - Strengthen and improve your local communities
- Priority 3 - Ensure Avon and Somerset Constabulary has the right people, the right capability and the right culture
- Priority 4 - Work together effectively with other police forces and key partners to provide better services to local people

The following five outcomes have also been agreed:

1. People are safe
2. Vulnerable people/victims are protected and supported
3. Offenders are brought to justice
4. People trust the police
5. People feel safe

Performance Oversight

Following discussions with the Police and Crime Panel Chair, the PCC has agreed to provide a quarterly performance report setting out performance against the Police and Crime Plan priorities and outcomes. This report gives an overview of the proposed performance report for comment from the Police and Crime Panel as well as pulling out some specific issues with reporting and commentary. The report examines a wide array of differing measures that have been put into two categories.

Success Measures

These are measures whereby looking at the data alone will indicate how well the Constabulary or other service are performing. This will consider both the snapshot of performance during the quarter in conjunction with the trend over a longer period of time. These two factors together will be translated into a three tier performance grading based on defined ranges of expected performance:

- Exceeds expectations – performance exceeds the top of the range and does not have a negative trend.
- Meets expectations – performance is within the range and does not have a negative trend or is above the range but has a negative trend.
- Below expectations – performance is below the bottom of the range or is within the range but shows a negative trend.

The report will highlight when the grading has changed from the previous quarter.

The performance ranges will be reviewed on an annual basis or as required if there are other significant changes in processes. This is to ensure these ranges remain current and continue to provide meaningful insight.

Diagnostic Measures

These are measures where conclusions cannot be drawn from simply looking at the data and need further analysis to try and understand if any change is good or bad. An example may be numbers of recorded crimes. If this was to increase, on the face of it, this could be seen as negative i.e. more crime being committed. However this increase could be attributable to better internal crime recording or an increase in the public confidence to report crime where they were not previously: both of which would actually be a success.

The individual measures are aligned to an outcome or outcomes rather than any particular objective within the plan because objectives, and even priorities, cannot be delivered or reported on in isolation.

Dashboards

There are over 150 separate measures that form the basis of the performance framework. These measures are spread across a number of dashboards:

- Central
- Victims
- Legitimacy
- Serious Organised Crime
- Criminal Justice
- Op Remedy

The central dashboard contains a variety of the most important measures whereas the others contain a suite of measure that all relate to that theme. It is only the central dashboard which will be reported in full in every version of this report. The other dashboards will be reported as a single aggregate measure (average performance of all the measures within it) or as a graded judgement (Op Remedy contains more than numerical measures). However individual measures, within the supplementary dashboards, will be reported on by exception.

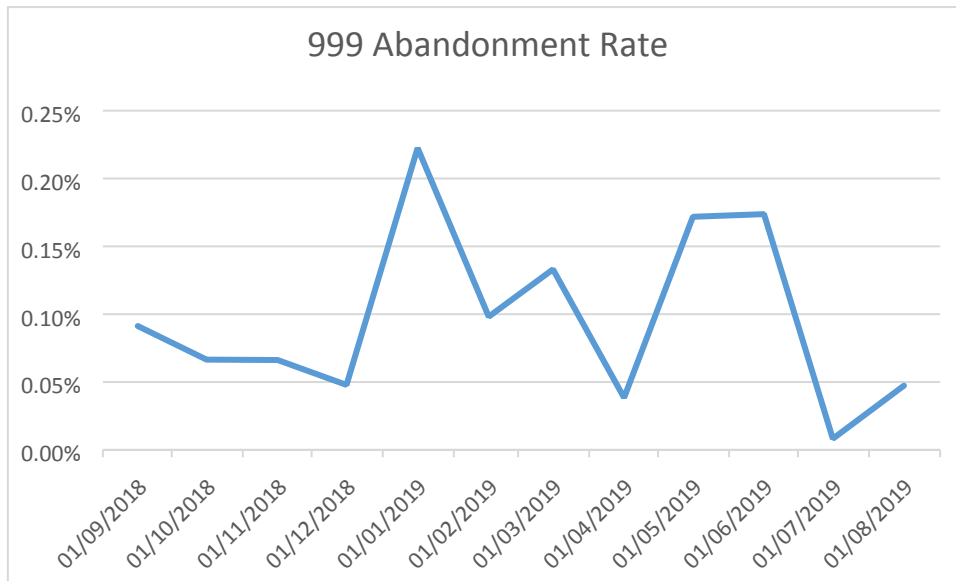
Like all aspects of delivery this report itself seeks to continuously improve so additional measures will be included as relevant data is identified, gathered and made available.

Appendix 1 provides some additional background explanation of some of the measures to improve accessibility and understanding of the report.

Performance by outcome

People are safe

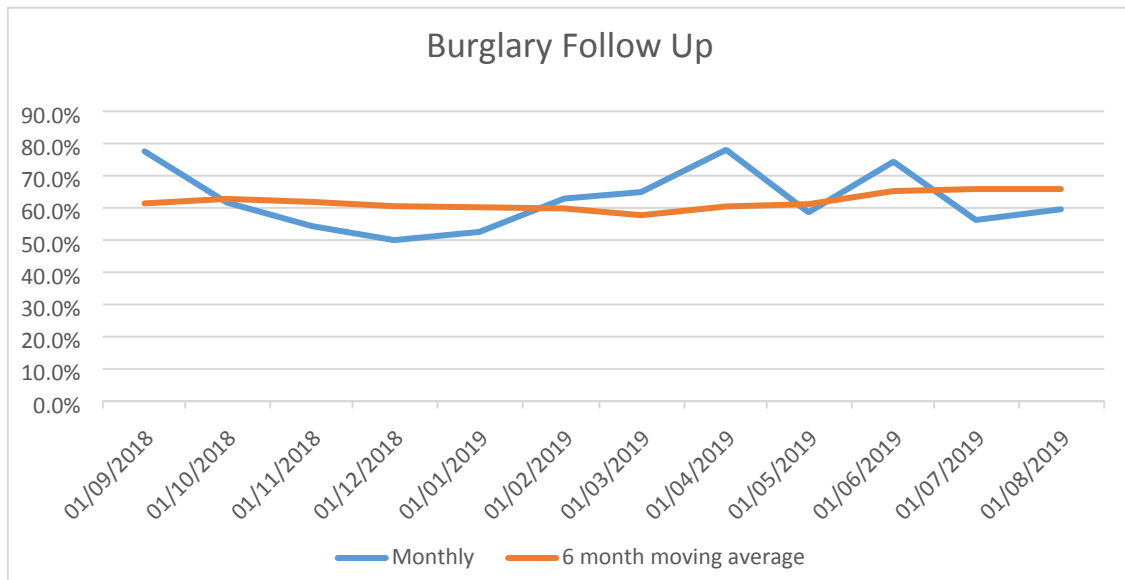
Measure	Current performance	Trend	Grading
999 abandonment rate % of all calls	<0.1%	Stable	Exceeds expectations
101 abandonment rate % of all calls			
Timeliness of attendance of calls graded as Immediate % attended with 15-20 minutes			
Timeliness of attendance of calls graded as Priority High % attended within 1 hour			
Timeliness of attendance of calls graded as Priority Standard % attended within 4 hours			
Number of people killed or seriously injured in road traffic collisions			
Numbers of recorded crimes			<i>Diagnostic</i>
Crime Data Integrity % of crime correctly recorded			<i>Diagnostic</i>
Demand Complexity			<i>Diagnostic</i>
Victimisation Rate Number of victims per 10,000 population			<i>Diagnostic</i>
Harm score managed offenders			<i>Diagnostic</i>
Reoffending rate managed offenders			<i>Diagnostic</i>
Serious Organised Crime aggregate measure	N/A	N/A	
Op Remedy graded judgement	N/A	N/A	



The 999 abandonment rate for the last quarter was under 0.1% and over the last year the month on month results have been stable. In the last year seven months were below this 0.1% and the peak was only 0.22%. This continues to be one of the strongest areas of performance for the Constabulary.

Vulnerable people/victims are protected and supported

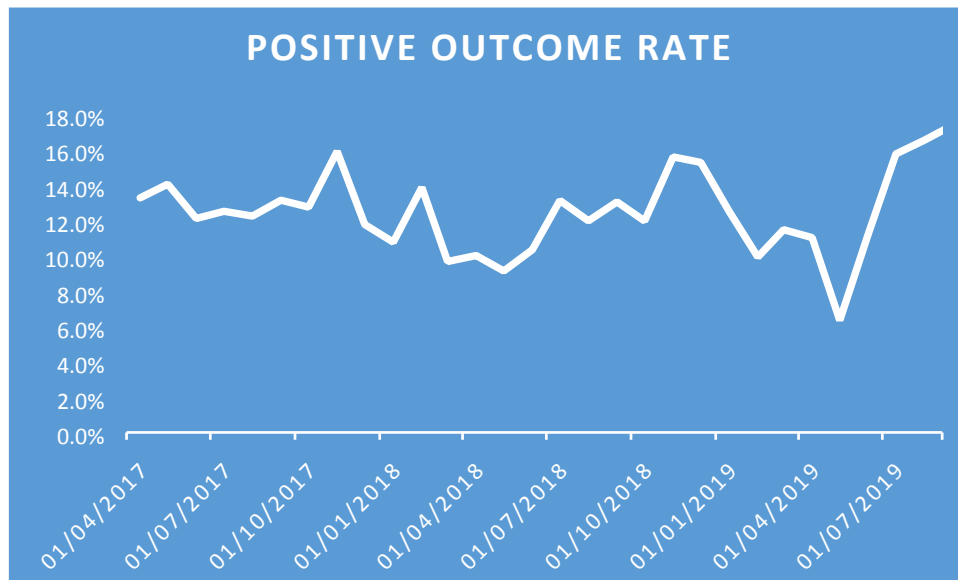
Measure	Current performance	Trend	Grading
Harm score victims			<i>Diagnostic</i>
Victims aggregate measure	N/A	N/A	



Within the Victims dashboard one of the measures is percentage of users satisfied with the follow up received after reporting a burglary which has been a cause for concern previously; it currently meets expectations with performance in the last quarter at 57.9%. Over a three year period this still shows a weak to moderate downward trend. However the 6 month moving average is the highest it has been since October 2017 and limiting the view to the last 6 data points on this there is a strong upward trend. This very recent trend may well be attributable to Op Remedy, as burglary has been a focus of this team. So if this recent trend continues, by the end of Op Remedy we may see burglary follow-up satisfaction at the levels of the three year high.

Offenders are brought to justice

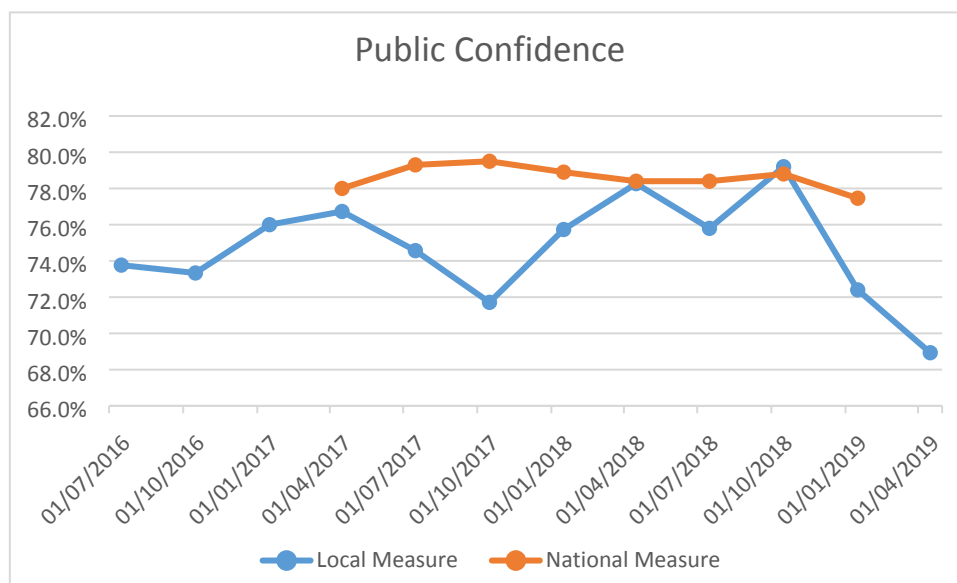
Measure	Current performance	Trend	Grading
Positive Outcome rate % of all offences	16.5	Stable	Exceeds expectations
Conviction rate % of all court cases			
Criminal Justice aggregate measure	N/A	N/A	



The positive outcome rate average for the last quarter is 16.6% which is above the top of the performance range. Although the trend is classed as stable because the positive direction of travel is insignificant over the last calendar year when you isolate the data to look at the current year (from April 2019) there is a moderate to strong positive trend. Should this continue for the rest of the year performance will have exceeded that of both the previous years 2017/18 and 2018/19.

People trust the police

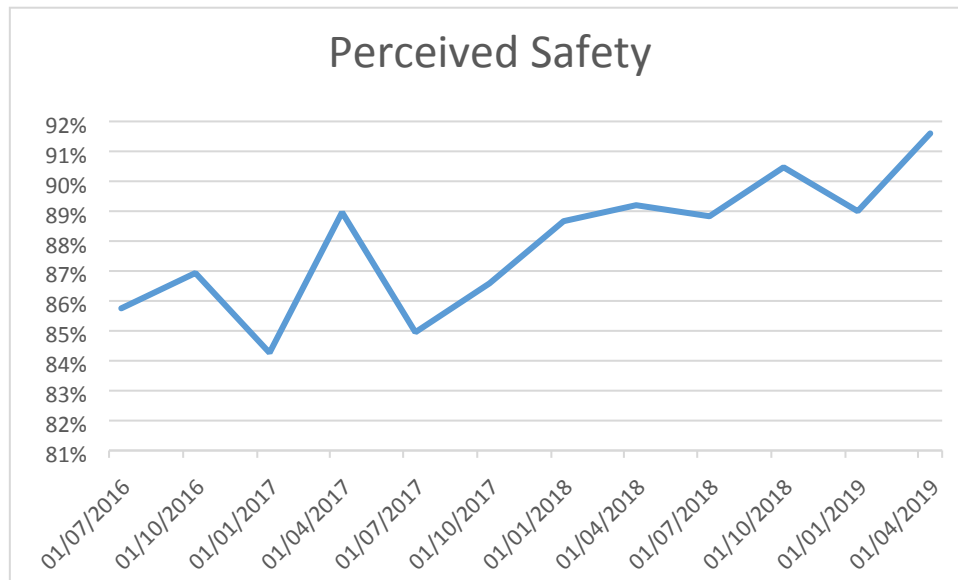
Measure	Current performance	Trend	Grading
Public Confidence (National measure) % agree	77.5	Negative Weak	Below expectations
Confidence in the Police (Local measure) % agree	68.9	Stable	Below expectations
Tackling community priorities % agree			
Active Citizenship % of people engaged			
Workforce representativeness % BaME			
Complaints of incivility			<i>Diagnostic</i>
Disproportionality of Stop Search % BaME			<i>Diagnostic</i>
Legitimacy aggregate measure	N/A	N/A	



The local measure is currently 1% point under the performance range and therefore is classified as below expectations even though the results for the last three years are stable. Conversely the national measure is within the range but shows a negative trend, albeit very weak. Due to being just below range and the very weak trend these results are not concerning at this point however this will be closely monitored from a risk perspective and the next quarter's results will be more telling. An important point to recognise is that, although the survey questions are asking about confidence in Avon and Somerset Constabulary particularly, people's perception of policing can be influenced by national factors and media reporting such as the increase in knife violence and the way rape cases are being handled by the criminal justice system.

People feel safe

Measure	Current performance	Trend	Grading
Perceived Safety % Feel safe in local area	91.6	Positive Moderate	Exceeds Expectations
Police Visibility			<i>Diagnostic</i>



Current perceived safety is above the expected performance range and shows a positive trend. It should be noted that from the start of 2018 this question was asked in two parts: safety during the day and safety at night and the above figures represent the average. Even isolated to the time from the change in questioning the trend remains largely the same.

Appendix 1 – Explanation of measures

Demand Complexity – this is measure of demand into the police counting the number of incidents (not just recorded crime): each crime has a harm value and non-crime incidents have a value based on how much time that type of incident takes to deal with. This is a much more accurate picture of demand than simply counting crimes or incidents or calls.

Harm score managed offenders – individual offenders are given a harm score based on the amount and type of offending they are known or suspected to have perpetrated. This is the total score for all Impact Managed offenders in Avon and Somerset.

Reoffending rate managed offenders – This is the percentage of Impact Managed offenders that commit or are suspected of committing further offences while already being managed.

Harm score victims – individual victims are given a harm score based on the amount and type of offending they are known or suspected to have been the victim of. This is the total score for all victims in Avon and Somerset.

Positive Outcome rate – positive outcomes are counted as Home Office defined outcomes 1-8 which are: charge/summons, cautions/conditional cautions for youths or adults, offences taken into consideration, the offender has died, penalty notice for disorder (PND), cannabis/khat warning and community resolution.

Conviction rate – A conviction is an admission or finding of guilt at Magistrates or Crown Court, including both custodial and non-custodial sentences, and is counted based on the offender not the number of offences.

Public Confidence – the national measures are figures taken from the Crime Survey of England and Wales whereas the local measure is data collected from the Avon and Somerset survey; both results are for respondents living within this policing area only. The local measure is more subject to fluctuation because this is reported each quarter in its own right whereas the national measure reports a 12 month rolling average which naturally ‘flattens’ the data line. The national measure only reports a 12 month figure because the number of respondents they survey is smaller and so to remain statistically significant the data must be averaged over this longer time period. There is always lag in the receiving the results: the national reporting is about 14 weeks after the end of the quarter and the local will be about 6 weeks after the end of the quarter.

Active Citizenship – this is the % of the population that are either Special Constables, volunteers or cadets.

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13 August 2019

Dear Stakeholder

SERIOUS VIOLENCE UPDATE

We are writing to you following previous correspondence on the matter of serious violence to update you regarding a number of local developments. As you will be aware concerns regarding this issue have been increasing and we are all conscious of the devastating consequences of this violence for the victims but also their families and wider communities. The impact of such violence is also felt by many organisations and tackling this issue is a key priority for the Government as part of their Serious Violence Strategy. To deliver this locally requires the collective commitment of all relevant agencies working in partnership.

Building on the Serious Violence Summit that we held in May 2019 we are now writing to update you on a number of pieces of work/funding streams relating to efforts to tackle Serious Violence in Avon and Somerset:

1. Home Office - Violence Reduction Units (£1.16m in Avon and Somerset)

You may be aware that the Home Office has set aside a £100m Serious Violence Fund for 2019/20. One element of this has been put towards the establishment of Violence Reduction Units (VRUs) and Avon and Somerset were one of the 18 forces selected to submit proposals for this investment.

We are pleased to share with you that the Home Office has awarded £1.16m funding for 19/20 to the Avon and Somerset PCC following the submission of an approved proposal for this grant. This project will see the establishment of **five Violence Reduction Units** and a **Strategic Governance Group** chaired by the PCC with membership from the OPCC, Constabulary, Public Health England, Education, CCG and representatives from local VRUs. This group will have oversight of VRU activity, seek to unblock strategic force-wide issues and support the Home Office reporting process. The point of contact for this group is [Alice Jones](#), Senior Commissioning and Policy Officer, OPCC.

Local VRUs (one in each of the five Local Authority areas in Avon and Somerset) have been locally designed to meet local need and issues.

The VRUs generally consists of a **coordination** post/process, resources to deliver the year one VRU priorities of a **problem profile** and **response strategy**, along with a range of **interventions**. Single points of contact for local VRU hubs are as follows:

Area	SPOC	Role/Organisation
BANES	Sally Churchyard	Head of Young People’s Prevention Service People and Communities Department Bath and North East Somerset Council
South Gloucestershire	Rob Walsh	Head of Safe Strong Communities South Gloucestershire Council
North Somerset	Howard Potheary	Community Safety Manager Community Safety Team North Somerset Council
Bristol	Gary Davies	Head Of Early Intervention & Targeted Services (Children and Families Services) Bristol City Council
Somerset	Trudi Grant	Director of Public Health Somerset County Council

While funding beyond March 2020 has not yet been secured, long term change is very much the Home Office’s ambition. They will therefore be evaluating year one activity as part of their work to secure longer term funding as part of the Spending Review.

2. Home Office/OPCC - Behavioural Insights Team (BIT) Report (Home Office funded)

You will recall that the OPCC commissioned BIT to undertake a piece of research on *Serious Violence in Avon and Somerset* – this research has now been completed and the final report is attached. This will be the foundation for the delivery of Violence Reduction Units (VRUs) and the OPCC intends to publish the report online in September once the VRU Strategic Governance Group has met. We will be working with local VRUs to determine how this will shape delivery but in the meantime urge you to review its findings and recommendations.

3. Home Office - Policing Surge Activity (£1.72m in Avon and Somerset)

Funding for surge policing activity was also allocated from the Home Office Serious Violence Fund to the same 18 police force areas. The Home Office’s primary objective for the police surge funding is to reduce serious violence in public spaces with a focus on reducing knife crimes committed against young people. Following a short application process, this funding has been split into four key areas of focus in Avon and Somerset:

1. Prevention and Enforcement in hotspot areas;
2. Intelligence gathering and targeting of individuals and groups;
3. Improving our Investigative Response; and
4. Improving our Equipment and Technology.

The majority of the funding has been allocated to prevention and enforcement, an area which the Constabulary feel offers the most impact for our communities. As part of this, working closely with partners the Constabulary will employ an extra 14 PSCOs to educate, identify risk and assist with diversionary tactics to children and young people. It should be noted that the role of these PCSOs is still being developed but we will ensure that they are distributed across the force area.

We will also be allocating a significant proportion of funding towards putting extra officers into hotspot areas to detect and prevent knife crime. The deployments will be intelligence-led based on the BIT report.

We will also be investing in a hyperlocal media campaign that will target the areas most severely affected by knife crime, in line with the Government's #knifefree campaign.

The rest of the funding will be invested into better technology to assess and develop Police intelligence. This will allow the Constabulary to efficiently and effectively identify the highest risk people/ areas and share data with partners to make informed decisions.

[Superintendent Peter Warren](#) is the lead for this funding and can answer [any further queries](#).

4. Home Office - Youth Endowment Fund (£200m total national fund)

As part of the Government's Serious Violence Strategy, the Home Office made £200m available in a Youth Endowment Fund over the next 10 years to fund and test interventions aiming to prevent young people from being drawn in to crime and violence, to build up our knowledge of what works in this area.

The Avon and Somerset PCC and Constabulary have supported a multi-agency submission via C/Insp Ben Moseley in South Gloucestershire. We have also supported an application by the national umbrella organisation for Voluntary Police Cadets (VPC) which would aim to build skills and offer life opportunities to a cohort of young people (11-13 year-olds) with the ultimate goal of reducing ASB and diverting them from criminal behaviour. We will know in mid-August whether bids have been successful.

There are no doubt other bids within the area that agencies have submitted and we are keen that local VRU activity capitalises on any other projects supported by this fund.

5. OPCC - Serious Violence Coordination Fund (£100k across Avon and Somerset)

The offer still remains for Community Safety Partnerships (CSPs) to apply for up to £20k (one-off) match funding to support the coordination of local work to tackle Serious Violence. The OPCC has so far received and approved proposals from Bristol and Somerset.

6. Other investment

We have been pleased to see local investment in work to tackle Serious Violence such as the Bristol *Safer Options Team* and welcome any other updates on such investment from partners.

7. Serious Violence Duty

Underpinning this work, it is worth noting that following a consultation, the Home Office have announced a new [Serious Violence Duty](#). The new 'public health duty' will cover the police, local councils, local health bodies such as NHS Trusts, education representatives and youth offending services. It will ensure that relevant services work together to share data, intelligence and knowledge to understand and address the root causes of serious violence including knife crime. It will also allow us to target interventions to prevent and stop violence altogether. In addition, the government will amend the Crime and Disorder Act to ensure that serious violence is an explicit priority for CSPs by making sure they have a strategy in place to tackle violent crime.

Overall you will see that there is a great deal of activity underway to tackle serious violence and we are keen to ensure that this remains as joined up as possible. In order to effectively tackle this issue we are supportive of a public health approach, building upon our existing relationships to focus on the joint objective of reducing serious violence in our communities. We are confident that we are moving in the right direction with these exciting ventures and look forward to working with you on this, welcoming any further suggestions or opportunities to work together that you may have.

Kind regards



Sue Mountstevens
Police and Crime Commissioner
for Avon and Somerset



Stephen Cullen
Assistant Chief Constable

Enc.

(2019) Behavioural Insights, Developing a Serious Violence Strategy for Avon and Somerset



Developing a Serious Violence Strategy for Avon and Somerset

7 August 2019

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Foreword from the PCC

I have been working with the Constabulary on our approach to tackle Serious Violence for some time. Concerns have quite rightly been growing across the country as we hear of more tragic instances of lives being lost and in particular, young people both committing and coming to harm. In response, last year the government published its Serious Violence Strategy, which set out how it aimed for agencies to take a public health approach to tackling serious violence and challenging us all to deliver this strategy locally.

Since then, I have been clear that it is important for us to fully understand what serious violence looks like in Avon and Somerset so that we may address it effectively. We live and work in a diverse force area which is very different to, for example London. While I am undeniably keen to take swift action, I have also been determined to ensure our activity is evidence based and collaborative to give us the best opportunity to make a real difference in Avon and Somerset. It also important that as a range of agencies we come to a common understanding about what a public health approach might look like in Avon and Somerset before tailoring our work to meet the needs of local people. As such I am delighted to now share the findings of this report commissioned by my office and funded by the Home Office.

While we may take some comfort in the findings that show that overall levels of serious violence have largely remained stable, when looking at specific areas, issues and cohorts this report should be a serious call to action for a range of agencies and communities. There are people that need our help and models that have been proven to work that we can learn from. This analysis from the Behavioural Insights Team will now allow us to capitalise on these opportunities to identify vulnerability and intervene early to prevent the harm that violence causes to individuals, communities and society as a whole.

As the foundation for my office's work with Local Authorities, Clinical Commissioning Groups, the Constabulary, voluntary sector and many more to establish Violence Reduction Units in Avon and Somerset, this report signifies an important step forward in our journey to building safer and stronger communities.

Sue Mountstevens

Police and Crime Commissioner for Avon and Somerset

August 2019

Executive Summary

Serious violence destroys lives, with repercussions that span generations. In Avon and Somerset, on average more than 1000 serious violence offences are reported to the Constabulary every month, at significant social and economic cost. Between November 2015 and March 2019, homicide and violence with injury cost Avon and Somerset nearly £765 million.^{1 2} The costs to society more broadly (through, for example, lost output or long-term physical and mental illness), though more difficult to quantify, are likely to be far greater, and longer lasting.

Tackling serious violence and breaking this destructive cycle is a priority for the Government; and particularly so given recent increases in serious violence nationally. To facilitate effective, local multi-agency responses to serious violence, the Government has allocated £35 million to PCCs in 18 local areas, including Avon and Somerset, to set up Violence Reduction Units (VRUs).

The set-up of the Avon and Somerset VRUs is an opportunity to develop and deliver a coordinated local response to serious violence that could: alleviate suffering; lead to substantial financial savings; and improve societal wellbeing and prosperity for current and future generations in Avon and Somerset.

To help to capture the potential of this opportunity, the Behavioural Insights Team (BIT) has worked with the Police and Crime Commissioner (PCC) for Avon and Somerset to develop a serious violence strategy for Avon and Somerset. In this report, we present a blueprint for developing a multi-agency approach to tackle serious violence in the local area.

We draw on our analysis of police recorded crime data to present an overview of trends in serious violence in Avon and Somerset. Then, based on a rapid review of the evidence we set out lessons Avon and Somerset can draw from other violence reduction models such as Cardiff and Glasgow. Finally, drawing on findings from interviews with stakeholders in Avon and Somerset, we set out 17 recommendations for enabling effective multi-agency working; and developing a serious violence strategy for Avon and Somerset. These are summarised on page seven.

The next steps are for the five local authority areas in Avon and Somerset, which will form the basis of five local VRUs, to consider these recommendations ahead of a

¹ Heeks, M., Reed, S., Tafsiiri, M., & Prince, S. (2018), The Economic and social costs of crime, Research Report 99

² Homicide and Violence with Injury are prominent components of serious violence. However, the categorisation used in this document incorporates other offence-types. As such, we underestimate the total costs of serious violence. See Appendix A for information on calculations

meeting of the Avon and Somerset Violence Reduction Strategic group, on 10 September 2019.

We would like to thank the PCC for Avon and Somerset for partnering with us and enabling this research. We also express particular thanks to staff in the Office of the PCC, Avon and Somerset Constabulary and partner agencies, who have supported this work and facilitated our requests for data, interviews and information.

Creating the conditions for a multi-agency response

1. Introduce Information Sharing to Tackle Violence (ISTV) and use ISTV Data
2. Facilitate pooling and use of wider data sets
3. Build partnerships with universities and research organisations
4. Focus multi-agency groups on vulnerability and risk rather than offence types
5. Make multi-agency working as easy as possible

Target: define the serious violence problem

1. Identify areas with high serious violence and target resource towards them
2. Identify target groups for intervention

Explore: map relevant behaviours and the wider context

1. Investigate whether knife-carrying has become more prevalent in Avon and Somerset
2. Explore the drivers of exclusions
3. Investigate the drivers of vulnerability and connections to serious violence
4. Explore the drivers of alcohol consumption and alcohol-related violence
5. Explore the drivers of drug markets and drug-related violence

Solution: consider and design interventions

1. Map service provision and carry out a gap analysis
2. Identify and remove barriers to uptake of existing interventions
3. Identify intervention opportunities and develop new interventions

Trial: evaluate, learn and adapt

1. Evaluate new and existing violence prevention interventions

Scale: increase adoption of effective interventions

1. Facilitate knowledge transfer across the Avon and Somerset area

Introduction

Context

Serious violence destroys lives, with repercussions that span generations. For example, research suggests that having a parent in prison increases the likelihood of future involvement in crime;³ and that being exposed to violence in childhood can cause young people to develop aggressive responses that may lead them to become involved in violence in adulthood.⁴

In Avon and Somerset, on average more than 1000 serious violence offences are reported to the Constabulary every month. This brings significant economic and social costs. Between November 2015 and March 2019, homicide and violence with injury cost Avon and Somerset nearly £765 million.⁵ ⁶ £35 million of this was borne by health services, and nearly £45 million by the police.⁷ The costs to society more broadly (through, for example, lost output or long-term physical and mental illness), though more difficult to quantify, are likely to be far greater, and longer lasting.

Tackling serious violence and breaking this destructive cycle is a priority for the Government; and particularly so given recent increases in serious violence. Following decades of falling crime in England and Wales, we have seen an increase in the most serious violence categories such as homicides, knife crime and firearms offences since 2014.⁸ ⁹

³ For example, a study exploiting changes in sentencing policy in Denmark found that the policy, which reduced the likelihood that fathers were incarcerated significantly reduced the likelihood that male children were charged with crime by the time they were 28: Wildeman, C., & Andersen, S. H. (2017). Paternal incarceration and children's risk of being charged by early adulthood: Evidence from a Danish policy shock. *Criminology*, 55(1), 32-58.

⁴ Calvete, E., & Orue, I. (2011). The impact of violence exposure on aggressive behavior through social information processing in adolescents. *American Journal of Orthopsychiatry*, 81(1), 38.

⁵ Heeks, M., Reed, S., Tafsiri, M., & Prince, S. (2018), *The Economic and social costs of crime*, Research Report 99

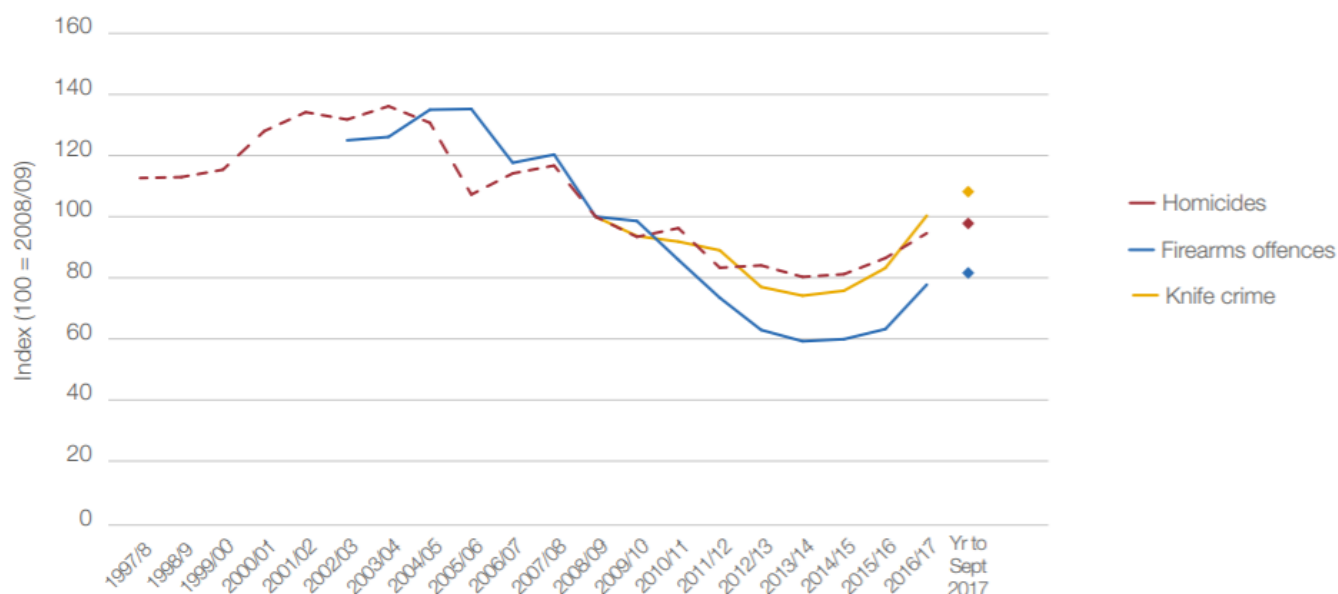
⁶ Homicide and Violence with Injury are prominent components of serious violence. However, the categorisation used in this document incorporates other offence-types. As such, we underestimate the total costs of serious violence. See Appendix A for information on calculations

⁷ The rest was spread across a number of other costs, such as other criminal justice system costs, victim services and physical and emotional harm. For more detail see Heeks et al. (2018)

⁸ Home Office (2018) *Serious Violence Strategy*

⁹ Home Office (2018)

Figure 1: Indexed long-term trends in police recorded homicide, firearms offences and knife crime offences¹⁰



The Avon and Somerset VRUs

The Government’s Serious Violence Strategy advocates for a ‘Public Health Approach’, one that seeks to tackle the root causes as well as the immediate symptoms of violence, and that galvanises agencies beyond the Police in support of this goal. To facilitate this, the Government has allocated £35 million to PCCs in 18 local areas, including Avon and Somerset, to set up Violence Reduction Units.

In Avon and Somerset, this funding will be allocated across the five local authority areas, each of which will establish or build on a local VRU. The PCC will chair a Strategic Governance Group, on which each local VRU will be represented. The Strategic Governance Group will provide direction and oversee performance across the force area (see Figure 2).

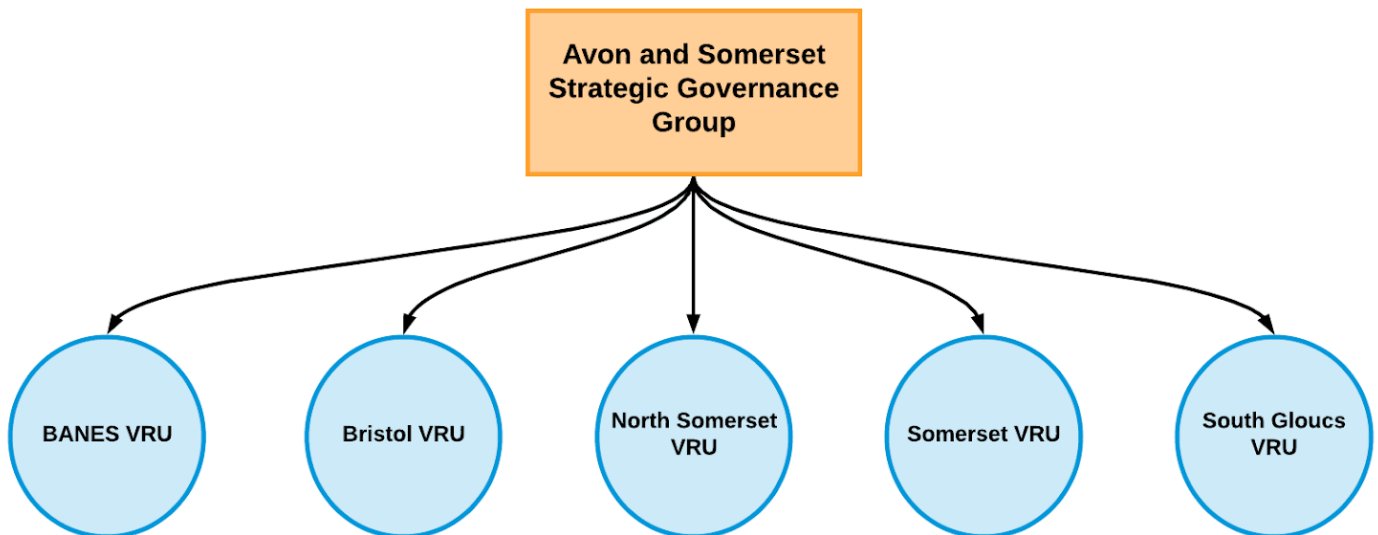
The opportunity

The set-up of the Avon and Somerset VRUs is an opportunity to develop and deliver a coordinated local response to serious violence that could: alleviate suffering; lead to substantial financial savings; and improve societal wellbeing and prosperity for current and future generations in Avon and Somerset.

¹⁰ Graph taken from Home Office (2018) Serious Violence Strategy, p.18. Note that the homicide data excludes those attributed to Harold Shipman (2002/2003), and the victims of 7 July London bombings (2005-2006), Hillsborough (2016-2017, the Manchester Arena bombing, and the London Bridge/Borough Market/Westminster attacks (2017-2018)

BIT has worked with the PCC for Avon and Somerset to develop a Serious Violence Strategy for Avon and Somerset. Our aim is to help Avon and Somerset make the most of the opportunity presented by additional Government funding and increase the impact of the five VRUs in their first year. In this report, we present a blueprint for developing a multi-agency approach to tackle serious violence in the local area.

Figure 2: the Avon and Somerset VRUs and Strategic Governance Group



Serious Violence in Avon and Somerset

In this section, we introduce a definition for serious violence. We then present an overview of serious violence in Avon and Somerset, based on primary analysis using data from Avon and Somerset Constabulary for the period from November 2015 – March 2019. Our methodology, along with its limitations can be found in full in Appendix B.

Defining violence and serious violence

There is no official definition of which offence types constitute serious violence, so we have worked with Avon and Somerset Constabulary and the PCC to develop a way of categorising serious violence for the purposes of this project. In line with the Government’s Serious Violence Strategy, which focuses on all criminality where “serious violence or its threat are inherent”,¹¹ we consider all offence types under the principal offence categories “Violence against the person” (VAP) and “Robbery” to be violent. We then use the degree of harm, or potential harm, to determine whether a violent offence is serious.¹² For example, all VAP offences where a knife was present are categorised as serious because of the potential harm resulting from the presence of a knife.

We include domestic violence in our definition of violence and all serious incidents of domestic violence in our definition of serious violence. We also include all occurrences of serious sexual assault or rape in our categorisation of serious violence. We exclude certain high harm offences, such as child neglect, from our definition of serious violence because we believe the underlying factors that drive them are different and will require different responses.

Details of our coding scheme for categorising serious violence offences, including a full list of the offence types falling in each category can be found in Appendix C.

Throughout this rest of this report, whenever we use the terms “serious violence” or “serious violence offences” we are referring to the offences we have selected in line with our coding scheme, unless we explicitly state otherwise.

¹¹ Home Office (2018)

¹² For example, “Assault Occasioning Actual Bodily Harm” is classed as serious violence, whilst “Common Assault” is not. We also consider the degree of harm occasioned by an offence to differentiate between violence and serious violence, using the Cambridge Crime Harm Index. See: Sherman, L., Neyroud, P. W., Neyroud, E. (2016) The Cambridge Crime Harm Index: Measuring Total Harm from Crime Based on Sentencing Guidelines, *Policing: A Journal of Policy and Practice*, 10(3), pp.171–183, <https://doi.org/10.1093/police/paw003>

Trends in serious violence in Avon and Somerset

In Avon and Somerset, over the past three years, serious violence recorded by the police has remained relatively stable. We observe an increase of around 14 per cent in police recorded serious violence offences. Avon and Somerset's population grew between 3 and 4 per cent over the same period.¹³ However, there is evidence that a proportion of this increase is due to improved police recording over the period, which suggests that the 'real' increase in serious violence is likely to be less than the 14 per cent we observe. When we drill down into specific offence types and groups, we see emerging trends which point to a need for more research, close monitoring and preventative intervention. These are summarised below.

1. Serious youth violence has increased

Young people are disproportionately involved in serious violence in Avon and Somerset. Those aged 10-19 are responsible for around 20 per cent of serious violence offences, while representing only 11 per cent of the population.¹⁴ When we compare the average number of serious youth violence offences each month in the first 12 months of our data set, with the monthly average in the last 12 months we see that serious youth violence has increased by around 45 per cent over the past three years.^{15 16}

2. There is some evidence of increases in knife crime and knife possession

There appears to have been a 60 per cent increase in the monthly average occurrences of violent knife offences over the past three years, as illustrated by Figure 3.¹⁷ Knife possession offences also increased from around 17 recorded possession offences per month to around 30 per month.¹⁸

3. There is some evidence of an increase in robbery offences

In line with national trends, robberies have increased in Avon and Somerset, albeit at a lower rate. We see in Figure 4 that the monthly number of robbery offences increased

¹³ Based on ONS 2016-based population projections for local authorities. See: <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/localauthoritiesinenglandtable2>

¹⁴ When considering all violent offences, those aged 10-19 are responsible for 17.5 per cent of all offences

¹⁵ See Appendix D for a graph displaying the trends in youth violence and serious violence

¹⁶ We compare the first 12 month average with last 12 month average in order to control for seasonality.

¹⁷ We calculate the increases in violent knife crime, knife possession, robbery and youth violent offences by comparing the monthly average of these offences for the first twelve months of our dataset with the monthly average in the last twelve months.

¹⁸ It is important to note that the increases in possession offences might be the result of changing police practices, such as the increased use of Stop-and-Search, particularly targeting young people, rather than any rise in the underlying prevalence of knives.

by around 25 per cent between November 2015 and March 2019.¹⁹ The percentage of robberies recorded as involving a knife, at 14 per cent, is lower than elsewhere in England and Wales (around 20 per cent of robberies nationally involve a knife).²⁰

Figure 3: Serious violence knife occurrences per month (Nov '15 – March '19)

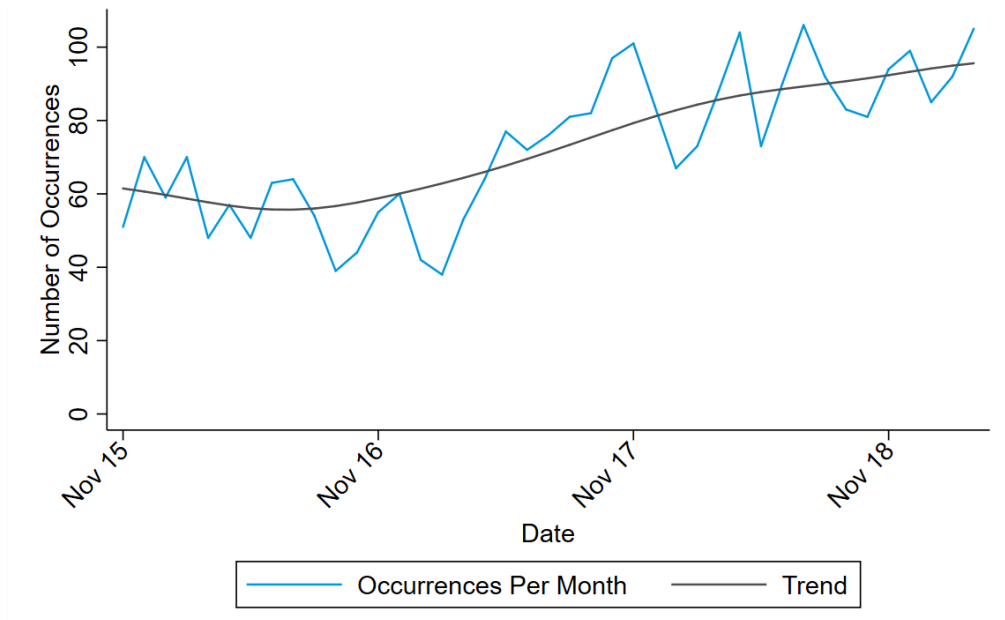
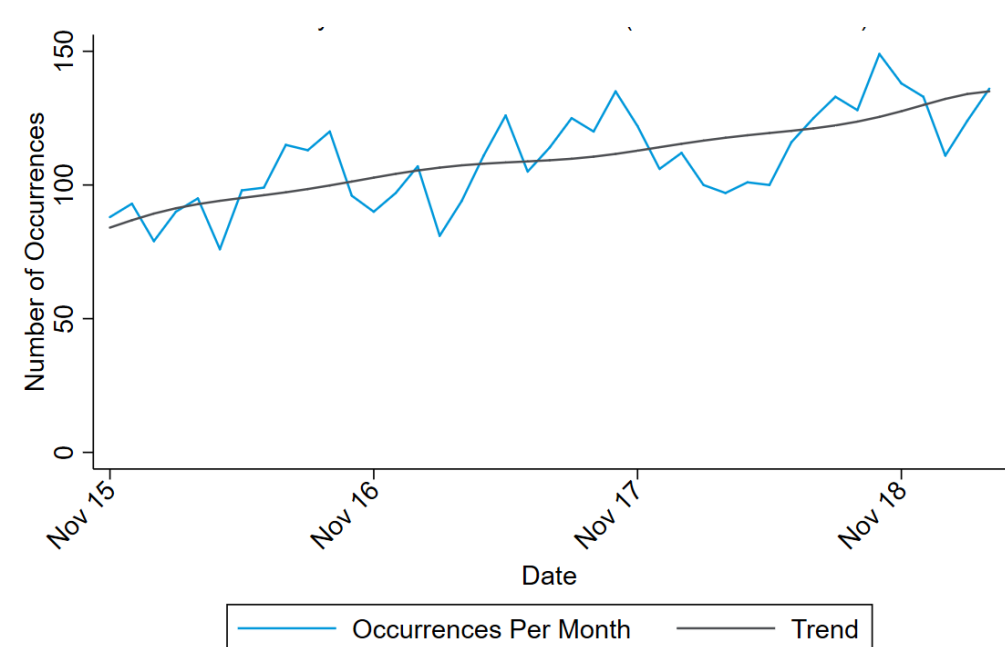


Figure 4: Robbery occurrences per month (Nov '15 – March '19)



¹⁹ From 96.8 per month to 124.4 per month.

²⁰ The Home Office (2018).

We cannot draw firm conclusions from the trends we observe on knife crime because we know police recording practices for knife crime have not been consistent over the period. In addition, from a statistical perspective, the number of violent knife crime or knife possession offences are very low relative to other offences, which means we are more likely to see greater variation from year to year.²¹ This limitation also applies to the trends we see in robbery offences.

It is also important to note that if a violent offence is recorded as having a knife present, this does not necessarily mean that the knife was used. When we compare the police recorded data with data on hospital admissions, we see that there are on average ten hospital admissions for assault by a sharp object each month in Avon and Somerset.²²

Domestic violence

Nearly a third of serious violence in Avon and Somerset is domestic; and one in five homicides for the period for which we have data was domestic. In addition to causing harm to the victim, domestic violence impacts children who may witness it. For example, a 2009 meta-analysis found a significant relationship between childhood exposure to domestic violence and future behavioural problems,²³ such as violence and aggression.

We do not see increases in serious domestic violence in the three years for which we have data. However, given its prevalence (which is likely to be higher than we observe given that domestic violence is widely recognised as being under-reported)²⁴ and the resulting harm, the VRUs should continue to build on existing work to tackle serious domestic violence in Avon and Somerset.

Sexual offences

There are approximately 250 serious violence sexual offences (serious sexual assault or rape) reported to Avon and Somerset Constabulary each month. As with domestic violence, we do not see increases in serious sexual violence over the period for which we have data. However, we know that sexual violence is also an under-reported crime. In addition, rape cases are often difficult to investigate and prosecute. For example, recent data on crime outcomes published by the Home Office shows that in two in five rape offences, cases were closed because the victim did not support further police action against a suspect, which highlights the limitations of enforcement as a lever for preventing this form of serious violence. As a result, we suggest that the VRUs explore sexual violence prevention alongside efforts to tackle other forms of violence.

²¹ When numbers are small, what looks like a systematic upward trend could just be due to random variation.

²² Monthly Hospital Admissions for Assault by Sharp Object (March 2019). Accessed at: <https://digital.nhs.uk/data-and-information/find-data-and-publications/supplementary-information/2019-supplementary-information-files/monthly-hospital-admissions-for-assault-by-sharp-object-march-2019>

²³ Evans, S.E., Davies, C., DiLillo, D. (2008) Exposure to domestic violence: A meta-analysis of child and adolescent outcomes, *Aggression and Violent Behaviour*, 13(2), pp.131-140

²⁴ ONS (2017) Domestic Abuse in England and Wales: year ending March 2017

How can agencies work together to prevent serious violence?

The Government's Serious Violence Strategy advocates a 'Public Health Approach' to violence prevention, one that seeks to tackle the root causes as well as the immediate symptoms of violence, and that galvanises agencies beyond the Police in support of this goal.

In this section, we set out what a public health approach involves; and why it might be beneficial in Avon and Somerset. We present a framework for developing a serious violence reduction strategy and lessons that the Avon and Somerset VRUs can draw from other multi-agency approaches to violence prevention.

Finally, we set out five recommendations to help the Avon and Somerset VRUs create the conditions to enable effective multi-agency responses to serious violence.

A public health approach to violence

What is a public health approach?

A public health approach is underpinned by three principles:

1. **Prevention:** if we identify and address the underlying root causes and correlates of violence, rather than focusing uniquely on its symptoms (i.e. the commission of offences), we can prevent violence from occurring.
2. **Evidence and evaluation:** evidence can help us to target and inform responses, and by evaluating the impact of changes we make to understand what works, we can scale effectively to prevent violence.
3. **Multi-agency working:** the causes and correlates of violence go beyond the remit and expertise of any one agency or profession. As a result, in order to identify where there is a risk of violence, and to respond accordingly, we need a multi-agency approach.^{25 26}

Why might a public health approach help in Avon and Somerset?

Based on our analysis of serious violence in Avon and Somerset, we believe that serious violence cannot be prevented by the police and criminal justice agencies in isolation. Below we give three examples to illustrate this:

1. **Spotting early warning signs and intervening before contact with the criminal justice system.** The average age for a young offender's first violent offence in Avon and Somerset is just 15. We know that school-based indicators can be early warning signs for youth violence. For example, research has shown that bullying in school increases the risk of future involvement in violence.²⁷ By intervening early with these children, the Avon and Somerset VRUs may be able to prevent them becoming involved in the criminal justice system at all.
2. **Identifying imminent risk of harm:** We found that none of the eight victims of domestic violence homicide in Avon and Somerset were reported as a victim of any form of violence in Avon and Somerset in the preceding three years. This highlights the limited opportunity the police had to intervene to prevent their

²⁵ The World Health Organisation (2002) World Report on Violence and Health

²⁶ Foege, W. H., Rosenberg, M. L., & Mercy, J. A. (1995). Public health and violence prevention. *Current Issues in Public Health*, 1, 2-9.

²⁷ Ttofi, M. M., Farrington, D. P., Lösel, F., & Loeber, R. (2011). The predictive efficiency of school bullying versus later offending: A systematic/meta-analytic review of longitudinal studies. *Criminal Behaviour and Mental Health*, 21(2), 80-89.

deaths. Research suggests that self-harm and suicide risk among potential domestic violence perpetrators could be good predictors for domestic homicide and serious assaults. This suggests that other agencies, such as mental health providers, or health services, might be able to assist in identifying where there is risk of domestic violence.²⁸

- 3. Bolstering enforcement responses.** In line with findings from the literature,²⁹ we found there is a small cohort of prolific offenders who account for a significant proportion of serious violence in Avon and Somerset. These offenders continue to commit violent offences despite being arrested and prosecuted, which suggests that enforcement and sanctions alone are insufficient in preventing violent offending. Addressing underlying factors that are associated with their offending, such as substance abuse, might assist in deterring future harm.

In addition, other agencies are likely to have an interest in preventing serious violence, because they bear a proportion of the costs. Between November 2015 and March 2019, homicide and violence with injury cost the health service in Avon and Somerset approximately £35 million.³⁰ A public health approach could mobilise and coordinate these interests around a common goal.

What does a public health approach involve?

A public health approach follows four iterative steps, summarised below:

1. To define the problem through the systematic collection of information about the magnitude, scope, characteristics and consequences of violence.
2. To establish why violence occurs using research to determine the causes and correlates of violence, the factors that increase or decrease the risk of violence, and the factors that could be modified through interventions.
3. To find out what works to prevent violence by designing, implementing and evaluating interventions.
4. To implement effective and promising interventions in a wide range of settings. The effects of these interventions on risk factors and the target outcome should be monitored, and their impact and cost-effectiveness should be evaluated.³¹

²⁸ Sherman, L. W. (2018). Policing domestic violence 1967–2017. *Criminology & Public Policy*, 17(2), 453-465.

²⁹ Frydensberg, C., Ariel, B., & Bland, M. (2019). Targeting the Most Harmful Co-Offenders in Denmark: a Social Network Analysis Approach. *Cambridge Journal of Evidence-Based Policing*, 1-16.

³⁰ Heeks, M., Reed, S., Tafsiiri, M., & Prince, S. (2018), *The Economic and social costs of crime*, Research Report 99

³¹ The World Health Organisation (2002)

This aligns with BIT's TESTS methodology for developing, evaluating and scaling interventions (Target, Explore, Solution, Trial, Scale) which we will use as a framework for developing a serious violence strategy in Avon and Somerset in the next chapter of this report.

What can we learn from elsewhere?

We now turn to what we can learn from other ‘models’ for violence prevention. It is important to highlight the limitations of the evidence in this area. While there has been much commentary about, for example, the “Glasgow model”, or the “Chicago model” research on what these models involved, whether they were effective, which components in particular were effective, and whether or how they can be transferred to other areas is very limited. This is not a criticism of the efforts made in those cities, more a reflection that some thought and deliberation are required when ‘porting’ an approach from one location to another.³²

In light of this, based on a rapid evidence review on four of the most frequently discussed violence prevention approaches (Boston, Cardiff, Chicago, and Glasgow), we present three lessons for the Avon and Somerset VRUs.

1. Systematic data collection and interrogation, combined with multi-agency working can prevent violence

The Cardiff Model, first implemented in 2001, involved harnessing and monitoring data (in this case including Accident and Emergency [A&E] data) to understand violence, target resources, mobilise partners and inform responses.

The model was developed in recognition of the fact that a large proportion of violence goes unreported to the police. Anonymised A&E data (capturing the precise location of violence, the time and day of which incidents occur, the weapons used, and the number of assailants involved) was shared monthly and combined with police data to create hotspot maps charting the changing trends in violence.

Informed by these maps, a multi-agency “Violence Prevention Group”, made up of representatives from City Government, the Police, the Hospital Emergency Department, Education and Transport, was able to deploy resources more effectively. For example, the Violence Prevention Group identified specific licensed premises which were hotspots for night-time violence (in Cardiff, a large proportion of violence was driven by alcohol and the night-time economy). They then discussed the data with some licensees directly to point out they had a role to play in preventing violence; and located additional emergency service resources to those premises. The model also informed and drove a number of policy decisions, such as the adoption of plastic glassware in bars and pubs, and the creation of more pedestrian-friendly streets.³³

³² Cartwright, N., & Hardie, J. (2012). Evidence-based policy: A practical guide to doing it better. Oxford University Press.

³³ Warburton, A. L., Shepherd, J. P. (2006). Tackling alcohol related violence in city centres: effect of emergency medicine and police intervention. *Emergency medicine journal: EMJ*, 23(1), 12–17. doi:10.1136/emj.2004.023028

Of the models that we have reviewed, this is the one which has the strongest evidential basis that we are aware of. An evaluation comparing trends in violence in Cardiff with 14 “most similar” cities over an 84 month period found a significant reduction in hospital admissions due to violence (7 to 5 per 100 000), where admissions increased in comparison cities. Police-recorded woundings increased to a lesser extent than in comparison cities (54 to 82 per 100 000 in Cardiff, versus 54 to 114 per 100 000 in comparisons).³⁴

2. Without evaluating, we cannot know which parts of an approach work and where resources should be invested

The Glasgow VRU, officially established in January 2005 within Strathclyde Police is often held up as an exemplar of successful multi agency working to reduce violence. Since the VRU was set up, the total number of homicides recorded in the City of Glasgow has declined by 65 per cent and there have been similar if not higher reductions for other non-fatal types of violence.³⁵

While the Glasgow VRU is widely associated with a public health and multi-agency approach, many of its early actions were police-led and enforcement focussed (for example increasing police training; introducing metal detectors; and innovative policing tactics). Over following years, the VRU drove a wide array of projects and initiatives including anti-knife campaigns; early years education; and the adoption of the Community Initiative to Reduce Violence (CIRV), based on evidence from the United States³⁶.

However, none of these initiatives, except CIRV, was evaluated.³⁷ In addition, researchers studying the Glasgow VRU have highlighted that wider global factors may have contributed to the decline in violence.³⁸ The lack of specific evidence when it comes to the Glasgow VRU in terms of what worked, where, when, why and for whom, means it is not currently possible to understand *which* of the VRU’s range of activities, if any, drove the decline in violence noted there. This means we cannot know what should be scaled in Glasgow, or how to replicate the Glasgow VRU’s work elsewhere.

3. We need to interrogate the evidence and adapt interventions for the local context, not just “lift and shift”

³⁴ Florence, C., Shepherd, J., Brennan, I., Simon, T. (2013) An economic evaluation of anonymised information sharing between health services, police and local government for preventing violence related injury, *Injury Prevention*, 20(2)

³⁵ McVie et al, in press, see: <https://blogs.lse.ac.uk/politicsandpolicy/patterns-of-violence-glasgow-london/>

³⁶ We make this assertion based on presentations we have seen about the VRU’s activities. For more information see here: <http://actiononviolence.org/vru-projects>

³⁷ Williams, D. J., Currie, D., Linden, W., & Donnelly, P. D. (2014). Addressing gang-related violence in Glasgow: A preliminary pragmatic quasi-experimental evaluation of the Community Initiative to Reduce Violence (CIRV). *Aggression and violent behavior*, 19(6), 686-691.

³⁸ McVie et al, in press

Below we present the evidence on CIRV, one of the projects implemented in Glasgow based on emerging evidence from Chicago, Boston and other US cities.

Cure Violence Chicago

Formed in 1999, the Cure Violence (originally known as Ceasefire Chicago) initiative took a three-pronged approach to violence reduction: interrupting violence when it occurred to stop it spreading; providing those deemed at risk with support services; and harnessing the voice of the community to change social norms.³⁹

An evaluation that compared outcomes in the seven areas where the programme was implemented with seven control areas found that four of the seven areas had significant reductions in shootings. However, there are limitations to the design of this evaluation, particularly as the treatment areas had significantly higher levels of shooting than the control areas prior to the intervention (so the two are not directly comparable).

Ceasefire Boston

Boston's Operation Ceasefire, first implemented in 1996, used a "Problem-oriented" policing approach to tackle youth violence. Having identified a specific cohort of individuals to target, a multi-agency group put in place a "focused deterrence" approach that had three components: a) a zero-tolerance law-enforcement approach, based on a "pulling levers" strategy, whereby the police used all tools available to disrupt and prosecute those involved in violence and their associates; b) a communications strategy that made clear to other gang members that the zero-tolerance approach would affect them too; and c) support services for at-risk individuals, offered by churches, street-workers and other community groups in order to present viable alternatives to violence.

A Pre/Post analysis found a 63 per cent reduction in the youth homicide rate. However, this type of evaluation does not control for other factors which could also have affected youth violence (such as changes in the labour market), and is therefore likely to overstate the effect of *Ceasefire*. To try to corroborate the finding, researchers later used a quasi-experimental design, which compared the trends in Boston to other US cities and controlled for the influence of other factors (such as the employment rate) to determine the impact of the programme. This suggested the programme was effective but less so than the original analysis reported.⁴⁰

Ceasefire across the United States

³⁹ Skogan, W., Hartnett, S., Bumop, N., Dubois, J. (2009) Evaluation of Ceasefire – Chicago

⁴⁰ Braga, A. A., Hureau, D. M., & Papachristos, A. V. (2014). Deterring gang-involved gun violence: measuring the impact of Boston's Operation Ceasefire on street gang behavior. *Journal of Quantitative Criminology*, 30(1), 113-139.

Following the seminal Ceasefire focussed deterrence strategy in Boston, the approach was increasingly applied across the US. In 2011, a meta-analysis examined 11 “focused deterrence” strategies similar to Operation Ceasefire, adopted across the US.⁴¹ Drawing on 10 quasi-experimental evaluations and 1 randomised controlled trial, researchers found an overall statistically significant medium-sized effect in crime reductions.⁴² However, the strongest program effect sizes were generated by evaluations that used the weakest research designs. The authors concluded that the approach seemed very promising but required more rigorous evaluation.⁴³

From the USA to Glasgow and London

In 2008, the Glasgow VRU drew on the Cincinnati Initiative to Reduce Violence (one of the focused deterrence approaches implemented in the USA, discussed above),⁴⁴ to develop the Community Initiative to Reduce Violence (CIRV), a focused deterrence approach for Glasgow. Drawing on the “Cure Violence” initiative in Chicago, the programme also aimed to harness the voice of community actors, channelling the “Moral Voice of the Community” to convey the message that the violence must stop.⁴⁵

An evaluation of CIRV found no decline in the rate of physical violence in the intervention group compared to the control group, though did find reductions in weapon carrying as measured through police-recorded data. The authors of this study pointed to a number of limitations in the evaluation approach, which was a pre-post matched comparison design, with potential selection bias in the treatment group and reliance on police data alone to measure outcomes.⁴⁶

In 2014, the Mayor’s Office for Policing and Crime (MOPAC) in London sought to develop a Ceasefire intervention to tackle gang violence in London boroughs of Lambeth, Haringey and Westminster. The intervention, called Operation Shield was heavily resisted by stakeholders, leading ultimately to it being rejected by two of three

⁴¹ These were: Operation Ceasefire in Boston; Indianapolis Violence Reduction Partnership in Indianapolis; Operation Peacekeeper in Stockton, California; Project Safe Neighborhoods in Lowell, Massachusetts; Cincinnati Initiative to Reduce Violence in Cincinnati; Operation Ceasefire in Newark; Operation Ceasefire in Los Angeles; Project Safe Neighborhoods in Chicago, Illinois; Drug Market Intervention in Nashville, Tennessee; Drug Market Intervention in Rockford, Illinois; and Hawaii Opportunity with Probation Enforcement in Honolulu

⁴² The overall effect size for these studies was Cohen’s $d = .604$ which is above the Cohen’s standard for a medium effect of .50 and below that of a large effect at 0.80 See: Cohen, J. (1988). Statistical power analysis for the social sciences.

⁴³ Braga, A. A., & Weisburd, D. L. (2011). The effects of focused deterrence strategies on crime: A systematic review and meta-analysis of the empirical evidence. *Journal of Research in Crime and Delinquency*. Advance online publication. doi: 10.1177/0022427811419368

⁴⁴ Engel, R., Tillyer, M., Corsaro, N., (2011) Reducing Gang Violence Using Focused Deterrence: Evaluating the Cincinnati Initiative to Reduce Violence (CIRV), *Justice Quarterly*, 30(3), pp.403-439

⁴⁵ Violence Reduction Unit, Glasgow’s Community Initiative to Reduce Violence: Second Year Report, retrieved from: http://actiononviolence.org/sites/default/files/CIRV_2nd_year_report.pdf

⁴⁶ Williams, D. J., Currie, D., Linden, W., & Donnelly, P. D. (2014). Addressing gang-related violence in Glasgow: A preliminary pragmatic quasi-experimental evaluation of the Community Initiative to Reduce Violence (CIRV). *Aggression and violent behavior*, 19(6), 686-691.

chosen pilot councils. Stakeholders questioned whether a US approach was the most appropriate model for London, given the lower rates of serious violence, fluidity of gang structures and different legal mechanisms available.⁴⁷

A MOPAC evaluation of the pilots highlighted that partner agencies who would have been expected to implement the model did not find the operating model clear. It also suggested that partners and communities should have involved in the design of the programme much earlier (as opposed to being asked to agree a pre-defined model).

Lessons for Avon and Somerset

To summarise, the Ceasefire informed approach has been widely implemented across the US with promising (though inconclusive) evidence. However, it has not yet been demonstrated to be successful in the UK.⁴⁸ It is understandable that those working to prevent serious violence will want to do whatever might work, and draw on what seems promising to inform this. Our goal in this rapid evidence review is not to dismiss the efforts of practitioners and researchers across the cities described but to illustrate the gaps between previous implementation, current evidence and actions for future implementation. We think the evidence above presents two important takeaways for the Avon and Somerset VRUs:

- a) First: when looking to learn from elsewhere, the VRUs should interrogate whether, and importantly why an intervention or approach has been successful. This will help the VRUs to understand whether the success observed is likely to translate.**

- b) Second: the VRUs should work with partners to translate and adapt interventions for the local context and build buy in. This could involve selecting specific elements of an intervention and changing and adapting them for the context through a co-design phase with community partners.**

⁴⁷ For example, one of the key features of Ceasefire in the US was 'gang call-ins' meetings which gang members were compelled to attend, where they were told violence would not be tolerated. However, authorities in the UK did not have the legal ability to compel attendance at such meetings.

⁴⁸To help address this, the College of Policing is currently evaluating a version of CIRV being implemented by Northamptonshire Police using a process evaluation to understand the implementation of the intervention (as opposed to establishing causal impact), with results due in March 2020

See: <https://whatworks.college.police.uk/Research/ResearchMap/Pages/ResearchProject.aspx?projectid=766>

Creating the conditions for a multi-agency response

The first step for the Avon and Somerset VRUs to create the conditions (processes, data architecture, etc.) in order to enable effective multi-agency working. Drawing on findings from interviews with local stakeholders, we set present five actions the VRUs could take support this objective.

1. Introduce Information Sharing to Tackle Violence (ISTV) and use ISTV data

Our research for this report has been limited by its reliance on police-recorded data. For example, had we had more granular data on hospital admissions, we could have better corroborated police recorded data on knife crime.⁴⁹ The Cardiff Model, described in the previous chapter, which draws on the sharing of A&E data is a cost-effective way of driving reductions in violence.⁵⁰ Supplementing this with ambulance data, which has much larger volumes, could help build an even more complete picture.⁵¹

We heard that there is no routine data-sharing between A&E departments and other agencies to inform violence prevention in Avon and Somerset. Instead, agencies rely on informal arrangements such as attendance at meetings based on individual relationships to gain insights. Reasons given for the absence of systematic data sharing between A&E and other agencies included concerns about data sharing post-GDPR,⁵² and the importance of doctor-patient confidentiality. Where data sharing does occur, we heard it was not always shared in a usable and useful format. For example, one interviewee told us the location of incidents is often missing.

In 2014, the Health and Social Information Centre published a standard on Information Sharing to Tackle Violence (ISTV) to help A&E departments to routinely collect and share data with other agencies. This Government-endorsed standard addresses many

⁴⁹ We were reliant on published data on hospital admissions which does not present a value for all sub-national breakdowns where the value is between 1 and 7 in order to protect patient confidentiality. For more information see: <https://digital.nhs.uk/data-and-information/find-data-and-publications/supplementary-information/2019-supplementary-information-files/monthly-hospital-admissions-for-assault-by-sharp-object-march-2019>

⁵⁰ Florence, C., Shepherd, J., Simon, T. (2011) Effectiveness of anonymised information sharing and use in health service, police, and local government partnership for preventing violence related injury: experimental study and time series analysis, *BMJ*, 342:d3313, <https://doi.org/10.1136/bmj.d3313>

⁵¹ : Giacomantonio, C., Sutherland, A., Boyle, A., Shepherd, J., Kruithof, K., Davies, M. (2014) Injury surveillance: using A&E data for crime reduction, College of Policing

⁵² Here, it should be noted that Information Sharing to Tackle Violence uses anonymised data, and data-protection concerns are therefore limited. NHS Digital has issued guidance on how to implement Information Sharing to Tackle Violence, updated post-GDPR. See: <https://digital.nhs.uk/data-and-information/information-standards/information-standards-and-data-collections-including-extractions/publications-and-notifications/standards-and-collections/isb1594-information-sharing-to-tackle-violence-minimum-dataset>

of the challenges to sharing of A&E data. The VRU Strategic Governance Group should work with NHS trusts in the area to ensure ISTV is introduced.⁵³

2. Facilitate pooling and use of wider data sets

In order to draw maximum value from the data available across the force area, the VRUs could pool other data sets, beyond A&E data (from example, data from substance abuse treatment providers). To support this, the Avon and Somerset VRU Strategic Governance Group could facilitate a common understanding of data uses and requirements across VRU agencies; clarify what is possible within GDPR constraints; and drive brokering of data sharing agreements.

The VRU Strategic Governance Group could also monitor the continuity and sustainability of data sharing agreements once they are in place, as research has shown adherence to processes can reduce over time. In those areas where the Cardiff Model has been successfully implemented, there have been champions such as Jonathan Shepherd in Cardiff and Adrian Boyle in Cambridge, who have driven the continued sharing and use of data. In addition, College of Policing guidance on the Cardiff Model highlights that a named data sharing champion is essential in maintaining partnerships; ensuring the quality of data and analytic outputs; and driving data-use.⁵⁴

3. Build partnerships with universities and research organisations

As we will discuss later in this section, there are a number of research questions the VRUs should seek to address in order to inform their responses to serious violence. In addition, in order to increase the chances these responses are effective, they should ensure they are informed by evidence, and evaluated. By partnering with universities and research organisations, the VRUs can ensure they have the capability to carry out these tasks.

To achieve this, the VRUs could seek to build strategic partnerships with universities in Avon and Somerset; and ensure they are making the most of the advanced capabilities of organisations such as the Office for Data Analytics (ODA).⁵⁵

4. Focus multi-agency groups on vulnerability and risk, rather than offence types

In interviews, we consistently heard that existing multi-agency strategic groups across the force area were working in “*thematic silos*” based on crime types, rather than the vulnerability of those being discussed. We heard these strategic groups were often attended by the same people, and frequently discussed the same individuals. This can

⁵³ <https://www.gov.uk/government/news/aes-and-police-to-share-information-to-help-tackle-violence>

⁵⁴ Giacomantonio, C., Sutherland, A., Boyle, A., Shepherd, J., Kruithof, K., & Davies, M. (2014).

⁵⁵ The ODA is a data science and analytics capability to support multi-agency working across the South West, hosted by Avon and Somerset Constabulary.

lead to an inefficient use of time, frustration and may also lead to a failure to identify and respond to interconnected issues and needs.

In order to address the interconnected drivers of serious violence effectively and efficiently, the VRUs should seek to focus multi-agency fora on vulnerability, or specific populations who have been identified as being at risk.

5. Make multi-agency working as easy as possible

Often, small obstacles can inhibit collaborative working. Simple things, like navigating working patterns across different agencies may make it difficult to attend multi-disciplinary meetings and work collaboratively. The national evaluation of the Troubled Families programme found that physical colocation, locality team meetings and harmonising computer and data management systems helped to strengthen multi-agency working in five case study areas over the course of the programme (specifically relationships with schools, health and the police).⁵⁶ Similarly, simple steps, like rotating regular meetings at different venues (hospitals, police stations, schools, community halls) may help to ensure that participation in the partnership is as hassle-free as possible for all partners.






The cohesiveness of a multi-agency partnership can also be undermined by perceived and real differences between agencies, including in professional working cultures, methods of working, risk appetite, and resources. This has potential to create a blame culture, which can be a source of tension. To avoid this, the VRUs should look to reduce the perceived sense of difference across agency boundaries. This could be achieved through ice-breaker exercises that encourage people to reflect on the similarities between them;⁵⁷ or activities such as shadowing opportunities with partners in other agencies.

⁵⁶ This was evidenced by 54 per cent of Troubled Families Coordinators agreeing that all agencies had a common purpose, an increase from 43 per cent in the previous year. MHLCG (2019), *National evaluation of the Troubled Families Programme 2015-2020: Findings*.

⁵⁷ We found that an ice breaker exercise that primed people to think about their similarities significantly increased between participants: <https://www.bi.team/publications/increasing-social-trust-with-an-ice-breaking-exercise-an-rct-carried-out-with-ncs-participants/>

Mobilising the Avon and Somerset VRUs

In this section we set out recommendations for increasing the potential impact of Avon and Somerset VRUs in their first year and beyond. We use BIT's TESTS methodology as a framework to present recommendations for targeting developing, evaluating and scaling preventative interventions in Avon and Somerset.

Target		Define the problem and determine the measurable target outcomes.
Explore		Map relevant behaviours and the wider context.
Solution		Consider and design interventions.
Trial		Evaluate, learn and adapt.
Scale		Increase adoption of effective interventions.

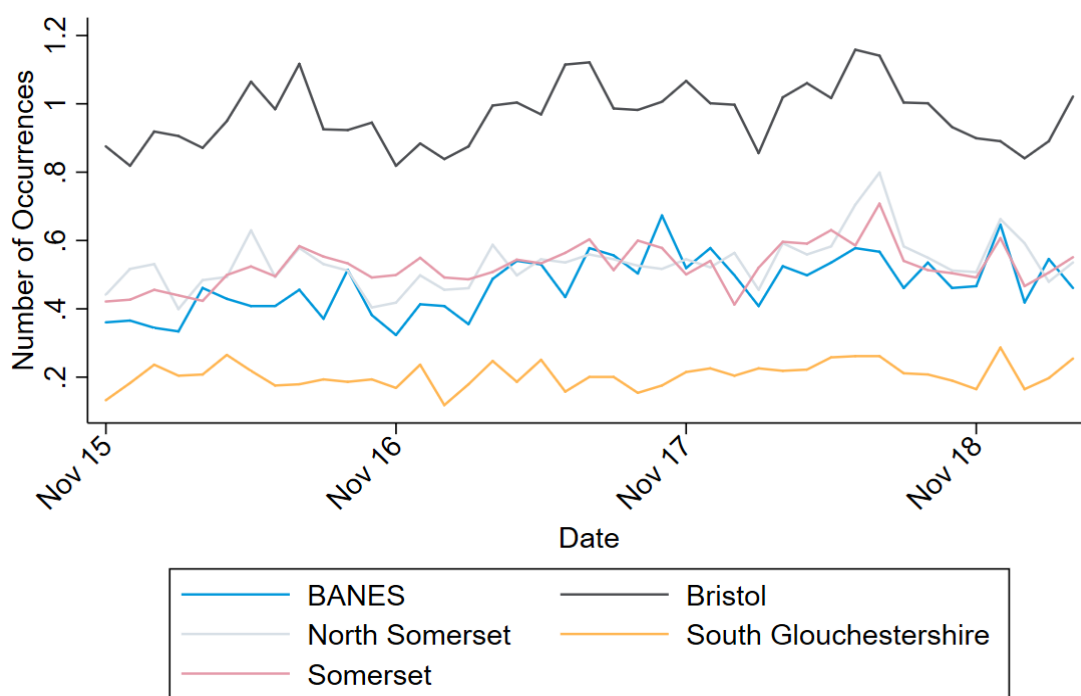
1. Target: define the problem

Without a nuanced understanding of where and to whom serious violence is currently happening in Avon and Somerset, the VRUs run the risk of investing limited resources without bringing about sustainable reductions in serious violence. To help mitigate this risk, we set out two recommendations for defining the scope and nature of serious violence in Avon and Somerset.

1. Identify areas with high serious violence and target resources towards them

Avon and Somerset Constabulary covers a large area, spanning rural countryside, market towns, and cities, so it is not surprising that, as we see from Figure 5, the serious violence offence rate varies significantly across Avon and Somerset's five Local VRU delivery areas. The rate is highest in Bristol and lowest in South Gloucestershire.

Figure 5 Serious violence occurrence rates per month by Local Authority (Nov '15 - March '19)



Occurrence rates per 1000 people

However, research shows that crime is highly concentrated,⁵⁸ so local-authority level comparisons may mask stark differences within local authority areas. For example, a recent study illustrated that over two thirds (69 per cent) of London's knife enabled (KE) assaults in 2017/2018 occurred in just 1.4 per cent of all Lower Layer Super Output Areas (LSOAs)⁵⁹ (67 out of 4835).⁶⁰

Given that crime is highly localised, researchers suggest that the lower the unit of geographic analysis the better for understanding where crime is happening.⁶¹ As a result, we have explored levels of serious violence at the postcode district level (the lowest unit available to us based on our data sharing agreement with Avon and Somerset Constabulary) to build a better understanding of the specific areas in which serious violence is more prevalent.⁶²

We found that there are a number of locations where both the absolute and population adjusted levels of serious violence are high relative to the rest of the force area; and these have remained relatively stable over the three years for which we have data. These areas include the city centres of Bath and Bristol (e.g. Clifton, Redcliffe), in addition to Somerset and North Somerset towns such as Yeovil, Bridgwater and Weston Super Mare, as illustrated by Figure 6 overleaf.⁶³

By targeting resources towards these specific geographies, the VRUs can ensure they focuses resources where they are likely to have the greatest impact. We also recommend further analyses to identify more precisely where serious violence is occurring, ideally using coordinate-level data.

⁵⁸ Weisburd, D., Bushway, S., Lum, C., & Yang, S. M. (2004). Trajectories of crime at places: A longitudinal study of street segments in the city of Seattle. *Criminology*, 42(2), 283-322.

⁵⁹ LSOAs in London have between 400 -12000 households

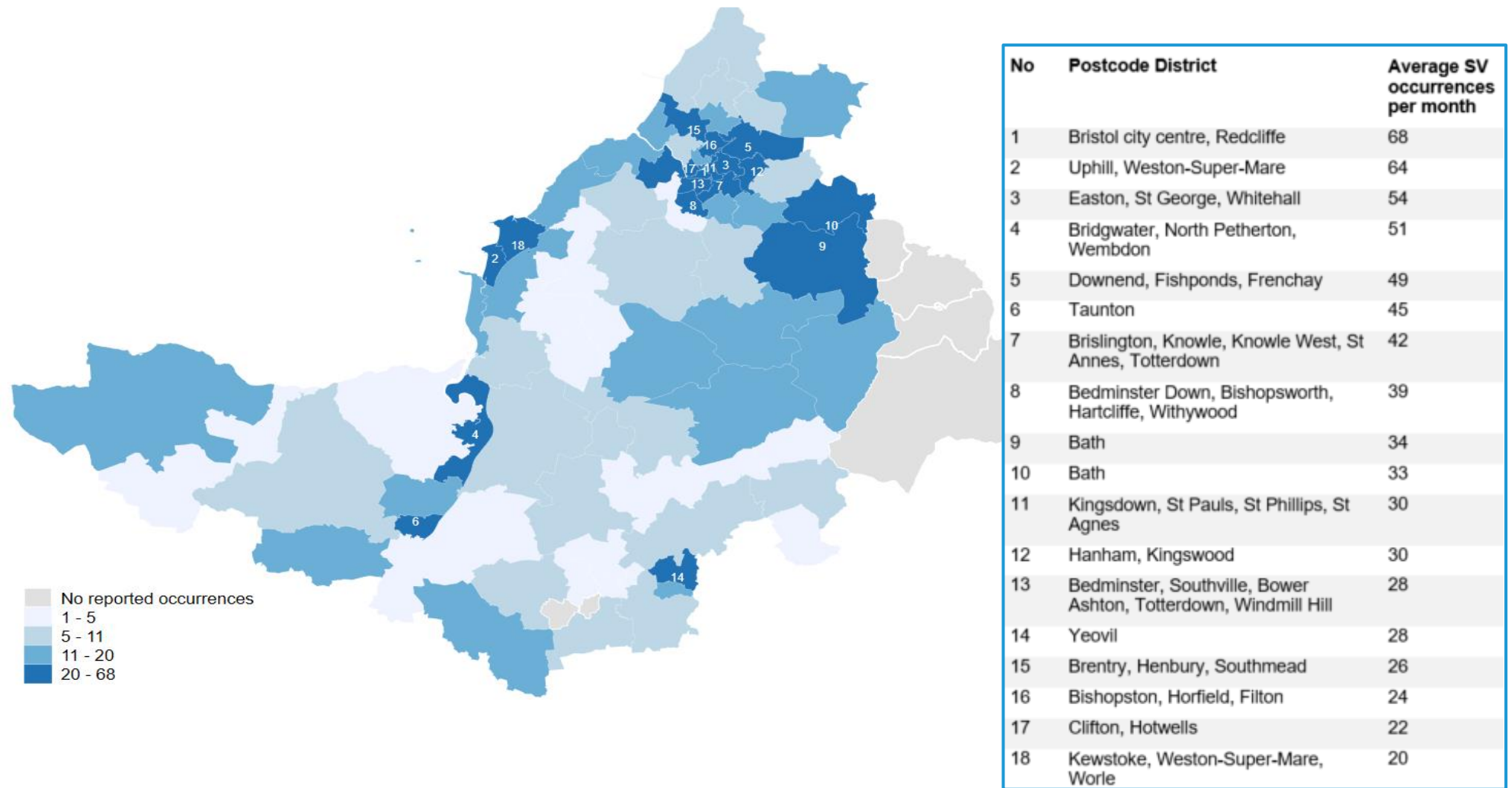
⁶⁰ Massey, J., Sherman, L. W., & Coupe, T. (2019). Forecasting Knife Homicide Risk from Prior Knife Assaults in 4835 Local Areas of London, 2016–2018. *Cambridge Journal of Evidence-Based Policing*, 1-20.

⁶¹ Oberwittler, D., & Wikström, P. O. H. (2009). Why small is better: Advancing the study of the role of behavioral contexts in crime causation. In *Putting crime in its place* (pp. 35-59). Springer, New York, NY.

⁶² The postcode district is the area represented by the first 2-4 characters of a postcode (e.g. BA1). In Avon and Somerset, these units include a maximum of 40,000 addresses, and a minimum of 15 (the mean number of postcodes in each district is 12602).

⁶³ We also produce these maps excluding serious domestic violence. See Appendix F

Figure 6: Average number of serious violence occurrences per month per postcode in Avon and Somerset (March '18- March '19) – numbers correspond to the key



2. Identify target groups for intervention

Studies have shown that a disproportionate amount of crime is committed by a small number of people.⁶⁴ In line with this research we find that serious violence offenders represent a very small proportion (just 1.4 per cent) of Avon and Somerset's population. We also found that the majority of serious violence in the force area is a 'local' issue with around 90 per cent of serious violence offences committed by people who live in Avon and Somerset.⁶⁵

By focussing on the few offenders who are responsible for most serious violence, the VRUs can increase the likelihood of bringing about reductions in the levels of serious violence with the resources available. We recommend that the VRUs prioritise two groups in particular in its first year.

Repeat and prolific offenders

In line with previous research,⁶⁶ we find a large proportion of violence and serious violence offences are committed by a very small cohort of repeat or "prolific offenders", who commit at least three violent offences, of which one was serious, in the period for which we have data.⁶⁷ These offenders represent just 0.35 per cent of Avon and Somerset's population but account for over 40 per cent of serious violence.⁶⁸

By identifying prolific offenders, and intervening to reduce levels of reoffending, agencies could drive substantial reductions in serious violence, particularly in areas with a high number of prolific offenders, such as Uphill, Weston-Super-Mare; Brislington (BS4); Bridgwater; and Taunton.⁶⁹ Given the level of serious violence driven by this small group, we recommend this as an early priority for the VRUs.

Young people at risk of involvement in serious violence

Young people are both disproportionately and increasingly involved in serious violence in Avon and Somerset (see Figure 6). Those aged 10-19 are responsible for around 20 per cent of serious violence offences, while representing only 11 per cent of the

⁶⁴ Martinez, N. N., Lee, Y., Eck, J. E., & SooHyun, O. (2017). Ravenous wolves revisited: A systematic review of offending concentration. *Crime Science*, 6(1), 10.

⁶⁵ Note that this measure is imperfect: offenders from outside the force area could, for example, provide an Avon & Somerset postcode when asked for their address, even if they do not reside in the force area.

⁶⁶ For example, a longitudinal study in Boston found that 3 per cent of males in the study were responsible for 51 per cent of arrests after the age of 31. For discussion see: Martinez et al. (2017) and Sampson, R. J., & Laub, J. H. (2003). Life-course desisters? Trajectories of crime among delinquent boys followed to age 70. *Criminology*, 41(3), 555-592.

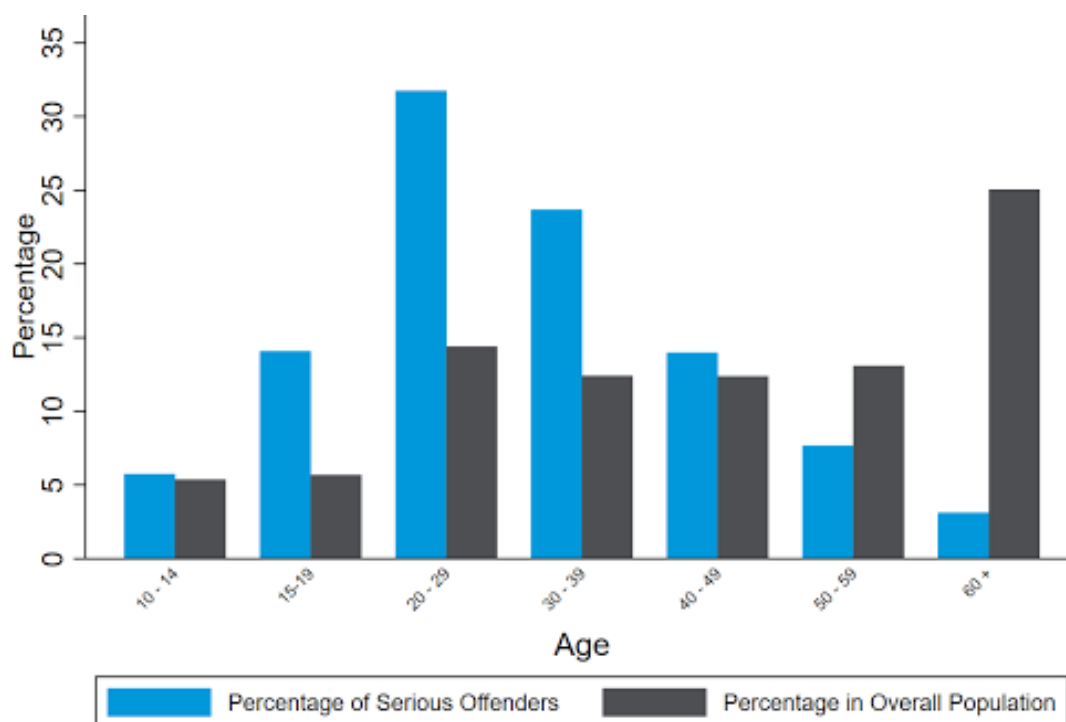
⁶⁷ While the Government definition of a prolific offender is 8 or more offences for an adult or 4 or more for a juvenile, we use 3 or more offences because our period of observation is only three years long.

⁶⁸ This is as a percentage of those offences for which we have offender data

⁶⁹ 38 per cent of "prolific" offenders are found in 10 postcode districts.

population.⁷⁰ Between November 2015 and March 2019, the monthly average of youth serious violence offences increased by 47 per cent, far exceeding the increases in serious violence overall.⁷¹ ⁷² Young people (10-19) are also disproportionately involved in knife possession offences, committing over 30 per cent of all possession offences.

Figure 6: percentage of serious violence occurrences in Avon and Somerset by age group relative to their percentage of the population (March '18- March '19)



Overall, there are around 3000 young people who have committed serious violence offences in the force area in the period for which we have data. Roughly one third of them reside in just 10 postcode districts, including a number of Bristol postcode districts (such as BS4), as well as Bridgwater, Yeovil, and Bath.

Table 1 overleaf lists the most common violent offence categories amongst young offenders. As we can see, the significant majority of serious violence offences committed by young people (around 3500) were serious violence of a non-sexual nature occasioning some form of injury. However, there were also just over 400 serious sexual offences reported to Avon and Somerset Constabulary in the period.

⁷⁰ When considering all violent offences, those aged 10-19 are responsible for 17.5 per cent of all offences

⁷¹ The overall increase in serious violence offences was 14.7 per cent

⁷² See Appendix E for a graph displaying the trends in youth violence and serious violence

Table 1: Most Common Serious Violence Offence Categories (Young Offenders) (Nov '15 – March '19)

Offence Type	No. of occurrences	Of which a knife was flagged as present
Assault occasioning actual bodily harm	3212	79
Rape of a female aged under 16	187	0
Wounding with intent to do grievous bodily harm	138	67
Rape a woman 16 years of age or over - SOA 2003 (recordable)	116	2
Malicious Wounding: wounding or inflicting grievous bodily harm	71	8
Rape of a female child under 13 by a male	56	0
Assault on a female by penetration	34	0
Racially or Religiously Aggravated assault or assault occasioning actual bodily harm	34	1
Rape of a male child under 13 by a male	19	0
Rape of a male aged under 16	16	0

2. Explore: map relevant behaviours and the wider context.

There is a wide body of research on the individual and environmental risk factors associated with violence.⁷³ However, when it comes to understanding which environmental or individual factors are driving serious violence in Avon and Somerset (i.e. who, where and why), research is limited. The Avon and Somerset VRUs should rapidly plug this evidence gap in their first year in order to inform its responses to serious violence going forward. Below we set out five research priorities for the VRUs.

1. Investigate whether knife-carrying has become more prevalent in Avon and Somerset. If so, how and why are knives being used?

Nationally, increases in homicides have been driven primarily by offences where a knife was the weapon of choice.⁷⁴ In Avon and Somerset we see upward trends in police recorded knife crime and possession data but we cannot draw firm conclusions about patterns in weapon carrying from these trends due to the low reliability of this data. As a result, the Avon and Somerset VRUs should investigate these trends more thoroughly through methods including:

- a) A detailed review of instances of police recorded knife crime to determine for example, how knives were used, (for example whether the offences were 'knife enabled assaults', or whether knives were present but not used), and where (e.g. in the street or in people's homes) these offences occurred.⁷⁵
- b) A review of hospital injury records for cases of assaults with sharp objects to investigate what can be established about motives and knife use based on the characteristics of injuries.

In addition, the VRUs should look to investigate why people are increasingly carrying knives. For example, previous research has highlighted a potential "contagion effect" of weapon carrying,⁷⁶ where the introduction or increase in visibility of weapons (such as knives) to a community signals an increase in the overall riskiness of the area, which

⁷³ E.g. high daring or risk-taking, low verbal intelligence, high hyperactivity, a disrupted family, harsh parental discipline, and large family size; see Farrington, D.P. (2019) The development of violence from age 8 to 61. *Aggressive Behavior*, 45, 365-376.

⁷⁴ ONS (2018) Crime in England and Wales: year ending March 2018

⁷⁵ The author of a recent Metropolitan Police Service study on predicting knife-enabled homicides manually read 3543 police reports in order to determine whether they were knife enabled and where specifically they occurred. This is an illustration of the limitations to analysing police data at speed to inform targeting. See: Massey, J., Sherman, L. W., & Coupe, T. (2019). Forecasting Knife Homicide Risk from Prior Knife Assaults in 4835 Local Areas of London, 2016–2018. *Cambridge Journal of Evidence-Based Policing*, 1-20.

⁷⁶ Iain R Brennan (2019) Weapon-carrying and the Reduction of Violent Harm, *The British Journal of Criminology*, Volume 59, Issue 3, Pages 571–593.

increases demand for more lethal weapons among those who do not have them. To investigate whether this is occurring in Avon and Somerset, the VRUs could explore which types of knives are being seized by the police (e.g. is there evidence of a form of localised “arms race” with increasing prevalence of larger or “zombie knives”). The VRUs could also carry out or commission qualitative research with members of the community, particularly young people, to explore attitudes towards weapon carrying.

2. Explore the drivers of exclusions and models for engaging with schools

The recently published Timpson review of school exclusion reiterates that exclusion is a risk factor for both violence perpetration and victimisation.⁷⁷ For the years 2014-2016, Avon and Somerset was consistently above the national average for fixed period exclusion rate, a figure driven primarily by a consistently high rate of exclusion in Bristol.

The VRUs could look to understand the drivers of exclusions, particularly in Bristol. This could include investigating school-based factors such as schools’ attitudes towards parental engagement, or their organisational cultures, as well as the ‘user journey’ of a young person and their families’ experience prior to exclusion.⁷⁸ This research would identify and inform early intervention opportunities.

3. Investigate the drivers of vulnerability and connections to serious violence

Through our data analysis we found an overlap between indicators of vulnerability, and serious violence perpetration and victimisation. A substantial proportion (more than 30 per cent) of serious violence offences were committed by an offender who was previously a victim of violence;⁷⁹ and around 12 per cent of serious violence offences were committed by an offender who was previously reported as a missing person.

We found evidence to suggest that offenders involved in violent knife offences display particularly high levels of vulnerability: in over 40 per cent of cases, the offender was previously the victim of violence, and in a quarter, they had been previously reported as missing. To better understand the drivers of serious violence, and identify early intervention opportunities the VRUs should carry out research to understand the link between vulnerability and serious violence in the area. This could include, for example, identifying specific locations (such as care homes) from which young people who go on to be involved in serious violence go missing. This would enable the identification of potential early intervention.

⁷⁷ HMG (2019) Timpson Review of School Exclusion.

⁷⁸ Graham, B., White, C., Edwards, A., Potter, S., Street, C.(2019) School exclusion: a literature review on the continued disproportionate exclusion of certain children.

⁷⁹ It is important to note our dataset only looks at violent offences, and only spans a period of three years. As such, we cannot know about offenders who were previously the victims of other offences, or those who were victims earlier than November 2015. Therefore, the percentage of offenders who were previously victims is possibly an underestimate.

4. Explore the drivers of alcohol consumption and alcohol-related serious violence

Previous research has found that the number of alcohol outlets in an area is strongly correlated with local crime rates.⁸⁰ For example, the peak time for violent offending on weekend nights,⁸¹ and the number of alcohol outlets in an area is strongly correlated with local crime rates.⁸² This is due both to alcohol consumption (which increases levels of risk-taking and aggression), and to the increased density of potential victims and offenders located in a given space.⁸³

In line with research, we found increases in serious violence on Saturdays and Sundays, with around half of all serious violence occurring on weekends and over a quarter of all non-domestic serious violence (more than 25 per cent) taking place on Friday and Saturday nights.⁸⁴ During the period for which we have data (November 2015 – March 2018), nearly half of all non-domestic serious violence which took place in Bristol City Centre (BS1) (the highest serious violence postcode district in Avon and Somerset) occurred on Friday and Saturday nights. As a result we hypothesise that the night time economy is likely to be a significant driver of serious violence across Avon and Somerset.

In addition, Avon and Somerset has consistently been above the national average for alcohol related hospital admissions since 2015, including for under-18s. These above average admissions rates are consistent across the force area. For example, in the year 2017-2018, alcohol-related admissions to hospitals for under-18s was above the national average in each of the five local authority areas.⁸⁵

The VRUs should investigate the link between alcohol consumption and violence, for example drawing on ISTV data to examine whether there are specific locations that are driving alcohol-related violence.

5. Explore the drivers of drug markets and drug-related serious violence

In recent years we have seen the emergence of county lines, in which gangs from large cities like London, Birmingham and Liverpool have sought to create and take over drug

⁸⁰ Mark Livingston, Ade Kearns & Jon Bannister (2014) Neighbourhood Structures and Crime: The Influence of Tenure Mix and Other Structural Factors upon Local Crime Rates, *Housing Studies*,29:1, 1-25, DOI: 10.1080/02673037.2014.848267

⁸¹Finney, A. (2004) Violence in the night-time economy: key findings from research, *Home Office Findings 214*

⁸² Mark Livingston et al. (2014) Neighbourhood Structures and Crime: The Influence of Tenure Mix and Other Structural Factors upon Local Crime Rates, *Housing Studies*,29:1, 1-25

⁸³ Bannister, J., Bates, E., Kearns, A. (2018) Local variance in the crime drop: a longitudinal study of neighbourhoods in greater Glasgow, Scotland, *British Journal of Criminology*, 58. pp.177.199

⁸⁴ We determine this period to be between 8pm-Midnight on Friday, Midnight-8am Saturday; 8pm-Midnight Saturday; Midnight-8am Sunday

⁸⁵ Public Health England (2019) *Local Alcohol Profiles for England*

markets in other towns and areas. The Government identifies this as one of the possible drivers of serious violence in non-urban areas.⁸⁶

We understand that there are a number of county lines in market towns in Avon and Somerset, as well as a more established drug market in Bristol. To explore the potential link between county lines and serious violence, we examined whether serious violence offenders who do not have recorded residential addresses in Avon and Somerset, have recorded addresses in the major urban centres from which county lines enterprises are run (London, Birmingham, Liverpool). We did not find any pattern in the data to support this hypothesis in the data, though there are limitations to this approach (for example because those involved in county lines enterprises may provide the police with an Avon and Somerset residential address).

The VRUs could map known drug markets in the local area over data on known occurrences of serious violence to investigate how these factors interrelate. In addition, drawing on data from substance abuse services, the VRUs could investigate whether new drug markets have emerged in non-urban areas (the Crime Survey for England and Wales shows there have been statistically significant increases in the use of powder cocaine and ecstasy among rural residents in England and Wales since 2013).⁸⁷

⁸⁶ Home Office, 2018

⁸⁷ Home Office (2018), Drug Misuse: findings from 2017 to 2018 Crime Survey for England and Wales

3. Solution: Consider and design interventions

The next step is for the Avon and Somerset VRUs to develop interventions. Below we set out four recommendations to assist this.

1. Map service provision and carry out a gap analysis

The Home Affairs Select Committee's recent report on youth violence highlighted the widening gap between demand for and provision of public health services (including drug and alcohol services and mental health services) and youth services as significant barriers to realisation of a public health or preventative approach to serious violence.⁸⁸

In line with this, we heard in interviews that in some parts of the force area the level of non-statutory services, such as victim support, could not meet local demand. In addition, we heard that due to reductions in provision, entry thresholds for services (such as early intervention youth services, or domestic violence interventions) had increased, which meant that those who might benefit could not always access them.

Before developing new interventions, the VRUs should identify where there are gaps in provision relative to needs identified in the explore phase. We suggest following the steps below.

- a) Map the services in the area available to reduce risk of serious violence based on findings from exploratory work.
- b) Identify whether there are any clear gaps in provision (in terms of the type of service provided).
- c) Identify where there are insufficient levels of provision (i.e. too few spaces on specific programmes).
- d) Establish where demand and supply do not overlap (i.e. whether those who would most benefit from services based on their risk currently access them given provision and eligibility criteria). This could be achieved through a data matching exercise, taking data on a cohort of individuals involved in serious violence in a given area, and mapping this against the violence prevention interventions available to determine whether those in this cohort had access to them.

⁸⁸ House of Commons Home Affairs Committee (2019) Serious Youth Violence Sixteenth Report of Session 2017-19

2. Identify and remove barriers to uptake of existing interventions

By identifying the structural and behavioural barriers to the delivery of existing services, and developing interventions to overcome or remove these, the Avon and Somerset VRUs can optimise their violence reduction approach within available resources.

For example, there is promising empirical evidence that restorative justice, can prevent offending and improve victim satisfaction, particularly for violent offences.⁸⁹ The Victims Code 2013 made it mandatory for police forces to offer restorative justice to victims. Despite this, cultural and behavioural barriers to the use of restorative justice persist. Evidence suggests that only 4 per cent of victims in the four years to March 2017 were aware that restorative justice had been offered to them and that frontline officers may be deterred from offering it for reasons including insufficient knowledge and a lack of confidence.^{90 91} Similarly, it is likely that some people who are eligible for services such as substance abuse treatment will not attend.

3. Identify intervention opportunities and develop new interventions

The next step is to identify additional intervention opportunities and develop new interventions based on need. Drawing on our data analysis we recommend three initial areas of focus for consideration.

Diversion

An early arrest or contact with the police is a timely early intervention opportunity to prevent future offending and involvement in violence. In many cases more could be made of this opportunity, as people may not be engaged by diversionary services, particularly if they receive No Further Action.

In around a third of serious violence offences, offenders had previously been arrested for violence, serious violence, or domestic violence in the three years for which we have data. Around 15 per cent serious violence offenders who were previously arrested had No Further Action taken by the Police on a previous offence, which suggests that an important opportunity to affect their future behaviour may not have been seized. Finally, in around 5 per cent of cases of violent knife crime, the offender had previously been arrested for knife possession.

⁸⁹ Strang, H., Sherman, L.W., Mayo-Wilson, E., Woods, D. and Ariel, B. (2013) 'Restorative Justice Conferencing (RJC) Using Face-to-Face Meetings of Offenders and Victims: Effects on Offender Recidivism and Victim Satisfaction. A Systematic Review', Campbell Systematic Reviews,

⁹⁰This is for offences where an offender had been identified. See: Her Majesty's Government (2018), Victims Strategy.

⁹¹ Shapland, Crawford, Gray, Burns (2017). Restorative Justice at the level of the police in England: implementing change

Disrupting negative associations

As we know, serious violence is concentrated among small groups of people,⁹² and research suggests that many of them are connected. A study from Denmark found that a small group of “co-offenders” (offenders who had been charged in groups of two or more), accounted for just 1.2 per cent of the total offender population, but were responsible for 24 per cent of overall crime harm.⁹³

Based on data analysis, we found that prolific offenders in Avon and Somerset are more likely to co-offend than the general population of offenders: out of all occurrences with at least one prolific serious violence offender, 12.3 per cent of them involve more than one offender, and 3.9 per cent had three or more offenders; this is substantially higher than the overall proportion of all offences with multiple offenders.⁹⁴

The academic research suggests that young people who in early to mid-adolescence who are at risk of committing crime, and spend the most time unsupervised with peers tend to be delinquent. For those with a greater propensity to commit crime, one of the most effective ‘treatments’ is to avoid the settings and people who trigger, or are the most associated with that behaviour.⁹⁵ Based on this research, the VRUs could identify intervention opportunities to reduce the impact of negative social networks, particularly for young people at risk of violence. These could include: using bail conditions to prevent harmful associations; and sharing information about harmful networks with parents or carers; and providing positive alternatives to occupy time and provide access to new networks, such as sport or other out of school activities.

Teachable moments

There is evidence that by identifying ‘teachable moments’, we can increase the likelihood that someone will be willing to listen, engage and respond to a suggested change. For example, research in health has shown that having surgery doubles the likelihood that someone will quit smoking.⁹⁶ Drawing on this concept of teachable moments, the charity Redthread seeks to use a young person’s admission to hospital

⁹² Our own analysis for a police force with whom we are working shows that only 1.4 per cent of the population committed serious violent offences; and a very small number of repeat offenders account for 40 per cent of all serious violent offences.

⁹³ Frydensberg, C., Ariel, B., & Bland, M. (2019). Targeting the Most Harmful Co-Offenders in Denmark: a Social Network Analysis Approach. *Cambridge Journal of Evidence-Based Policing*, 1-16.

⁹⁴ 5.34 per cent of all occurrences involved two or more offenders, 1.41 percent of all occurrences involved three or more offenders

⁹⁵ Wikström, P. O. H., Oberwittler, D., Treiber, K., & Hardie, B. (2012). *Breaking rules: The social and situational dynamics of young people's urban crime*. OUP Oxford.

⁹⁶ Shi Y, Warner DO. Surgery as a teachable moment for smoking cessation. *The Journal of the American Society of Anesthesiologists*, 2010; 112(1): 102–7.; Keenan PS. Smoking and weight change after new health diagnoses in older adults. *Archives of Internal Medicine*, 2009; 169(3): 237–42.; Lee SM, Landry J, Jones PM, Buhrmann O, Morley-Forster P. Long-term quit rates after a perioperative smoking cessation randomized controlled trial. *Anesthesia & Analgesia*, 2015; 120(3): 582–7.

with injuries likely to have been inflicted by violence to help them reassess their life choices and give them support. Though this intervention has not yet been evaluated, it is a good demonstration of how to think about the timing of delivering serious violence prevention messages or initiatives.

The Avon and Somerset VRUs could identify and develop interventions that similarly make use of teachable moments. These could include intervening following a young person's suspension or exclusion from school; or following the arrest of a sibling.

4. Trial: evaluate, learn and adapt

In order to maximise the impact and sustainability of violence prevention initiatives, a public health approach should be evidence-generating, as well as evidence based below we set out recommendations for how the Avon and Somerset VRUs can support this.

1. Evaluate new and existing violence prevention interventions

Below we set out three ways that the Avon and Somerset VRUs can drive evaluation.

- a) Develop a clear logic model or theory of change for interventions. I.e. what are the outcomes the intervention seeks to change; why might it affect those outcomes; and how can we measure success?
- b) Ensure data is routinely collected and outcomes (such as attendance at appointments or interventions) are tracked.
- c) Put forward interventions for evaluation as part of the Government's Youth Endowment Fund, a multi-year fund that will fund and evaluate interventions to prevent youth violence.

5. Scale: Increase adoption of effective interventions

The final step of Avon and Somerset's serious violence reduction strategy should be to scale what works across the local area.

1. Facilitate knowledge transfer across the Avon and Somerset

In interviews for this project we heard that there is often not enough sharing of good practice across Avon and Somerset's five local authority areas. This is a wasted opportunity for the five areas to learn from each other based on what has worked **locally**. The VRU Strategic Reference Group should monitor interventions across the area and disseminate those for which evidence is promising.

Next steps

This report presents a blueprint for developing a serious violence strategy to support the work of the five Avon and Somerset VRUs. The document aims to assist the VRUs in making the most of the opportunities presented by the additional Government funding, and to increase the impact of the VRUs in the first year.

The next steps are for the five VRUs to consider local responses to the recommendations contained in this report, ahead of the first meeting of the Avon and Somerset Violence Reduction Strategic group, on 10 September 2019.

Appendices

Appendix A: Calculating the costs of violence in Avon & Somerset

		General Cost (Per Unit)	Cost for A&S
Homicide	Total Cost	£3,217,740	£135,145,088
	Health Cost	£1,110	£46,620
	Police Cost	£11,960	£502,320
Violence with Injury	Total Cost	£14,050	£549,172,352
	Health Cost	£920	£35,960,040
	Police Cost	£1,130	£44,168,312
Total			£764,994,732

Appendix B: Methodology

In order to establish an understanding of serious violence in Avon and Somerset, and how a public health approach can be implemented, we conducted both quantitative and qualitative research. In each case, we describe our methodology below.

Quantitative analysis

We conducted primary analysis using data from Avon and Somerset Constabulary. Unless otherwise stated, all figures, graphs, tables and statistics were generated using this data. The data was collected using the programme *Niche*, and includes Police-recorded occurrences of violent offences during the period November 2015-March 2019.⁹⁷

There are a number of limitations to basing our analysis on police recorded crime data.

1. **Police recorded crime.** There are two overarching limitations to using police data to understand violence. Firstly, not all occurrences of violence will come to the attention of the police, this may be particularly the case where victims are vulnerable or in domestic abuse cases, which are often under-reported.⁹⁸ Secondly, changes in Police recorded crime may be a reflection of differing recording and/or operational practices (i.e. improved detection), rather than changes in the underlying crime levels.
2. **Limited data coverage.** In our dataset, we have information on the offender in only 58 per cent of recorded crimes. Furthermore, we only have a complete information on offenders (age, postcode, gender, ethnicity) in only 32 per cent of recorded crimes. Data coverage on certain offender variables is better than others. For example, in 95 per cent of recorded crimes where there is a known offender, we have data on the offenders age. Conversely, we have data on offender ethnicity in only 59.5 per cent of recorded crimes for which there is a known offender.⁹⁹

Limited data coverage may be due to a number of reasons. Firstly, there may not be a suspect or offender associated with recorded crimes. Secondly, Police recording practices may mean that information on Offenders is not

⁹⁷ As defined on page 9

⁹⁸ Office for National Statistics (2018) *Domestic abuse in England and Wales: year ending March 2018*, retrieved

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/domesticabuseinenlandandwales/yearendingmarch2018>

⁹⁹ We have data on offender gender in 99 per cent of recorded crimes for which there is a known offender; we have data on offender postcode in 89.5 per cent of recorded crimes for which there is a known offender

collected or is collected inconsistently. Due to limited data coverage, we do not know whether our findings regarding offenders (about their age, postcode, gender, ethnicity) also apply to offenders for whom we do not have data.

3. **Limited time period.** Due to a change in the data collection programme used by Avon and Somerset Constabulary, and the unreliability of police recorded crime data before 2015, we only analyse data collected during the period November 2015-March 2019. This precludes the identification of trends which pre-date the start of our dataset. More importantly, it means that we are unable to match offenders and victims in our dataset with events that took place before November 2015. This means that we can only identify factors such as reoffending/ repeat victimisation if these occur within the 41 months under study.
4. **Recording accuracy.** The data used in this analysis is manually entered, so the accuracy and consistency of information is likely to vary. This may be especially so at the beginning of the dataset (November 2015), where it is possible that Avon and Somerset Constabulary was still implementing changes in response to HMIC's crime data integrity report.¹⁰⁰ Data on domestic violence and knife crime depends on the use of "Flags", which are also manually entered and we cannot guarantee that officers use these Flags consistently. In our dataset, details on victims, offenders or offences were not always complete, indicating possible data-quality issues. Finally, an extremely disproportionate number of offences are recorded as taking place between midnight and 1am, which leads us to believe that the time of day recording may be inaccurate.
5. **Knife Flags.** Knife Flags do not enable us to differentiate between offences where a knife is present, and more serious offences, such as knife-enabled assaults.¹⁰¹ ¹⁰² As a result, in this report, when we refer to Knife Crime, we are not able to differentiate between knife enabled assaults, or stabbings, and other offences where a knife may have been found but was not used.
6. **Postcodes.** Our dataset provides information on offender/victim address and the location of the offence. Research has found crime to be highly

¹⁰⁰ HMIC (2014) *Crime data integrity: Inspect of Avon and Somerset Constabulary*, retrieved from <https://www.justiceinspectors.gov.uk/hmicfrs/wp-content/uploads/crime-data-integrity-avon-and-somerset-2014.pdf>

¹⁰¹ The author of a recent study paper looking at more serious knife enabled assaults manually read Police reports in order to make this differentiation

¹⁰² Massey, J., Sherman, L.W. & Coupe, T. (2019) Forecasting Knife Homicide Risk from Prior Knife Assaults in 4835 Local Areas of London, 2016-2018. *Cambridge Journal of Evidence-Based Policing*, retrieved from <https://doi.org/10.1007/s41887-019-00034-y>

localised.¹⁰³ However we were only provide with location information at the postcode district level,¹⁰⁴ which, in some cases covers relatively large geographical areas.¹⁰⁵ Therefore, our geographical analysis does not completely capture the localised variation in violent crime. Furthermore, postcode districts limit our ability to match offenders and victims address to infer whether the two live together, or in close proximity to one another. Our geographical analysis assumes that the postcode district linked to an offence is the same district in which the offence took place, rather than for example the postcode district where the individual was arrested. We also assume that the postcode district corresponding to a victim/offender address is accurate, which it may not be as people may give false addresses to the police.

7. **Additional information.** Our dataset does not include certain information which could shed light on the nature of the offences. This includes information on the relationship between offenders and victims, which could help us to better understand domestic violence in Avon and Somerset. Nor do we have information on whether alcohol or drugs were factors in the offence

Qualitative analysis

In order to identify the barriers to multi-agency working and the development of a public health approach, we conducted twenty-four semi-structured interviews with stakeholders from across the force area. Interviewees worked in each of the five local authority areas, and in a range of agencies, from Police to Local Authorities and Third Sector organisations. The range of interviewees is presented in following Table:

Organisation	Number of Interviewees
Avon & Somerset Constabulary	5
Public Health England	1
NHS England	1
Community Safety Partnerships	2

¹⁰³ Groff, E., Weisburd, D., Yang, S-M. (2010) Is it important to examine crime trends at a Local “Micro” Level?: a longitudinal analysis of street to street variability in crime trajectories, *Journal of Quantitative Criminology*, 26(1) pp.7-32

¹⁰⁴ The postcode district is the area represented by the first 2-4 characters of a postcode (e.g. BA1)

¹⁰⁵ The town of Yeovil is, for example, divided into two districts

Local Authorities	6
Councillors/ Elected Officials	1
Crown Prosecution Services	1
Victim Support Services	1
Youth Offending Team	1
Education	2
Third / Voluntary Sector Organisations	3

The aim of these interviews was to learn about the barriers to a public health approach to serious violence in Avon and Somerset and how these could be overcome. Nevertheless, there are limitations to this type of qualitative research:

1. **Limited number of interviewees.** Due to time constraints and the nature of qualitative interviews, we were only able to speak to 24 individuals. Therefore, claims made in these interviews may not have been representative of the whole of Avon and Somerset.
2. **Limited geographic spread.** Although we spoke to stakeholders from each of the five Local Authority areas, we spoke to more stakeholders in some areas than in others.

Appendix C Coding Scheme for Categorising Violence and Serious Violence

Serious violence		
Principal Offence Category	Current Offence HOCode	Current Offence Description
Violence against the Person (VAP)	001/01	Murder - of persons aged 1 year or over
VAP	001/02	Murder - of persons under 1 year of age
VAP	002/00	Attempt murder
VAP	003/02	Conspiracy to commit murder
VAP	003/04	Intentionally encouraging or assisting commission of murder
VAP	004/01	Manslaughter
VAP	004/02	Infanticide
VAP	004/03	Child destruction
VAP	004/11	Cause or Allow a Child or Vulnerable Adult to Suffer Serious Physical Harm
VAP	005/01	Wounding with intent to do grievous bodily harm
VAP	005/04	Attempting to choke etc. in order to commit indictable offence
VAP	005/05	Using chloroform etc. to commit indictable offence
VAP	005/07	Causing explosions, sending explosive substance or throwing corrosive fluids with intent to do grievous bodily harm
VAP	005/10	Administering poison so as to endanger life
VAP	005/13	Making, possessing or controlling explosive substance with intent to endanger life
VAP	005/14	Possession of firearm with intent to injure (Group I (All Firearms in S1 of Firearms Act except Shotguns & Air Weapons))
VAP	005/15	Possession of firearm with intent to injure (Group II (Shotguns))

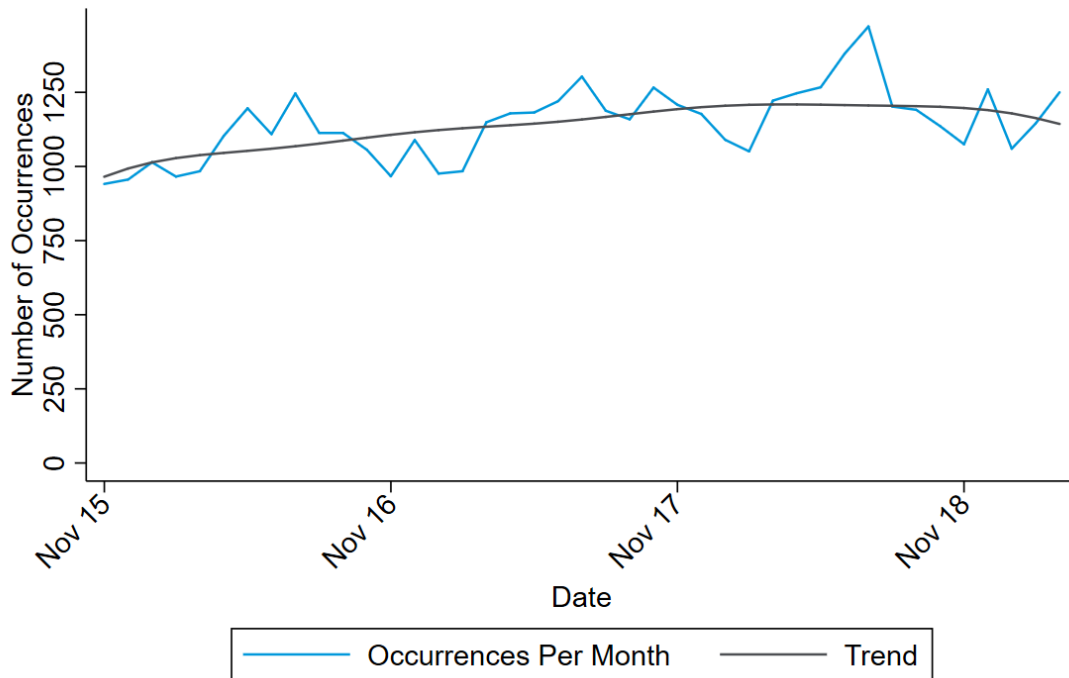
VAP	005/16	Possession of firearm with intent to injure (Group III (Air Weapons))
VAP	005/24	Use of noxious substances or things to cause harm and intimidate
VAP	005/27	Torture
VAP	008/01	Malicious Wounding: wounding or inflicting grievous bodily harm
VAP	008/01S	Assault constable - Malicious wounding: wounding or inflicting (V) grievous bodily harm
VAP	008/02	Administering poison with intent to injure or annoy
VAP	008/06	Assault occasioning actual bodily harm
VAP	008/06S	Assault constable - Assault occasioning actual bodily harm
VAP	008/33J	Racially Aggravated Grievous Bodily Harm without Intent (recordable)
VAP	008/52	Excise, infibulate, aid, abet, counsel (Female Genital Mutilation Act)
VAP	008/59	Racially or Religiously Aggravated wounding or grievous bodily harm
VAP	008/60	Racially or Religiously Aggravated assault or assault occasioning actual bodily harm
Sexual Offences	019/17	Rape of a male child under 13 by a male
Sexual Offences	019/18	Attempted rape of a female child under 13 by a male
Sexual Offences	019/19	Attempted rape of a male child under 13 by a male
Sexual Offences	019/07	Rape of a female child aged under 16
Sexual Offences	019/07	Rape a girl aged 13 / 14 / 15 - SOA 2003 (recordable)
Sexual Offences	019/07	Rape of a female aged under 16
Sexual Offences	019/08	Rape a woman 16 years of age or over - multiple undefined offenders

Sexual Offences	019/08	Rape a woman 16 years of age or over - SOA 2003 (recordable)
Sexual Offences	019/09	Rape of a male aged under 16
Sexual Offences	019/10	Rape of a male aged 16 or over
Sexual Offences	019/11	Attempted rape of a female aged under 16
Sexual Offences	019/12	Attempted rape of a female aged 16 or over
Sexual Offences	019/13	Attempted rape of a male aged under 16
Sexual Offences	019/14	Attempted rape of a male aged 16 or over
Sexual Offences	019/16	Rape of a female child under 13 by a male
Sexual Offences	017/14	Assault of a male child under 13 by penetration
Sexual Offences	020/04	Assault of a female child under 13 by penetration
Sexual Offences	020/04	Attempt to assault a girl under 13 by penetration with a part of your body / a thing (recordable)
Sexual Offences	017/13	Assault on a male by penetration
Sexual Offences	020/03	Conspire to sexually assault a female person 13 or over by penetration (recordable)
Sexual Offences	020/03	Attempt to sexually assault by penetration a female aged 13 and over (recordable)
Sexual Offences	020/03	Assault on a female by penetration

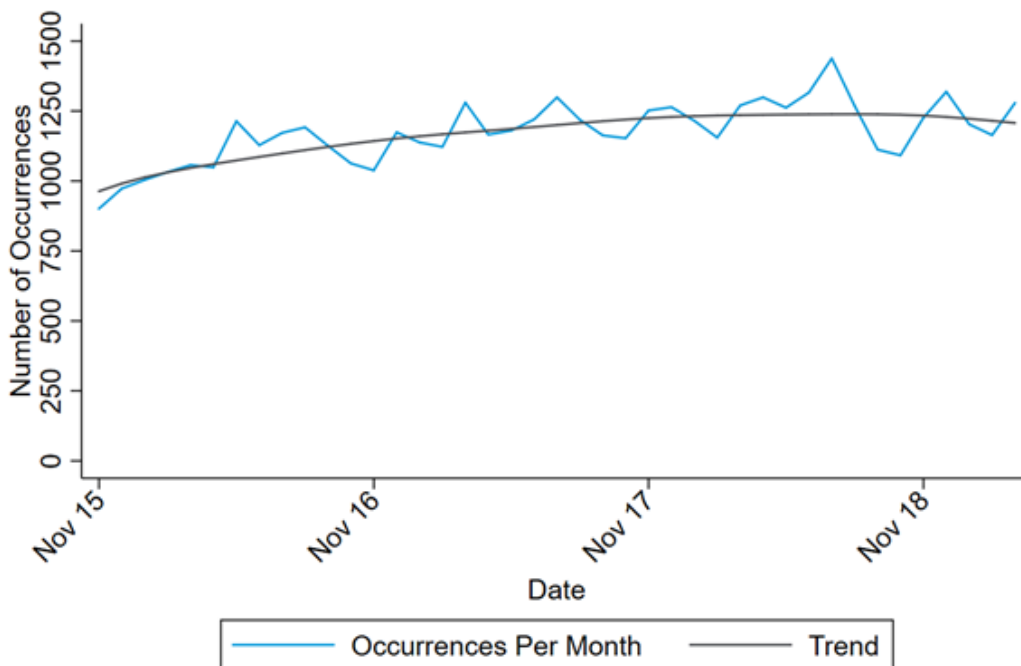
Violence		
Principal Offence Category	Current Offence HOCODE	Current Offence Description
Violence against the Person (VAP)		All remaining offences under this Principal Offence Category
Robbery	034/02	Assault with intent to Rob - Business Property
Robbery	034/02B	Assault with intent to Rob - Personal Property
Robbery	034/02	Assault with intent to commit robbery (recordable)
Sexual Offences	017/16	Attempt to sexually assault a boy under 13 by touching (recordable)
Sexual Offences	017/16	Sexual assault on a male child under 13
Sexual Offences	020/16	Aid abet the sexual assault of a female child under 13 by touching (recordable)
Sexual Offences	020/16	Sexual assault of a female child under 13
Sexual Offences	017/15	Sexual assault on a male
Sexual Offences	020/05	Attempt sexual assault on a female - SOA 2003 (recordable)
Sexual Offences	020/05	Sexual assault on a female

Appendix D: Trends in serious violence, domestic violence

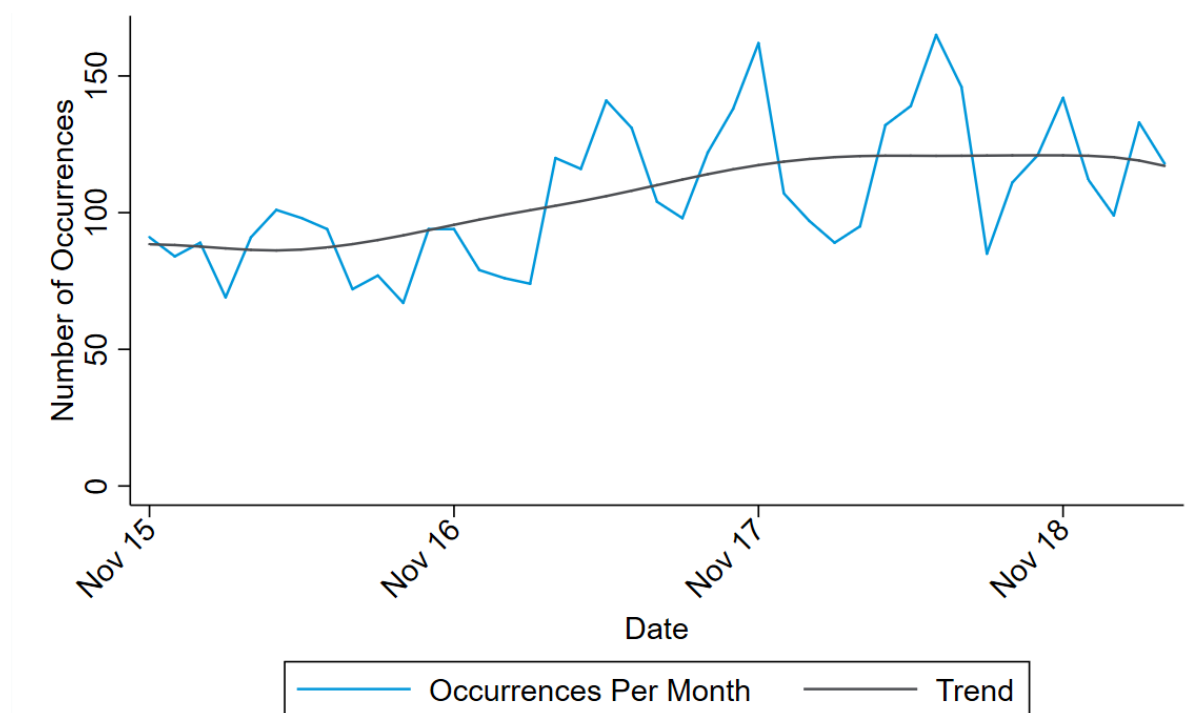
Serious violence occurrences per month (Nov' 15 – March '19)



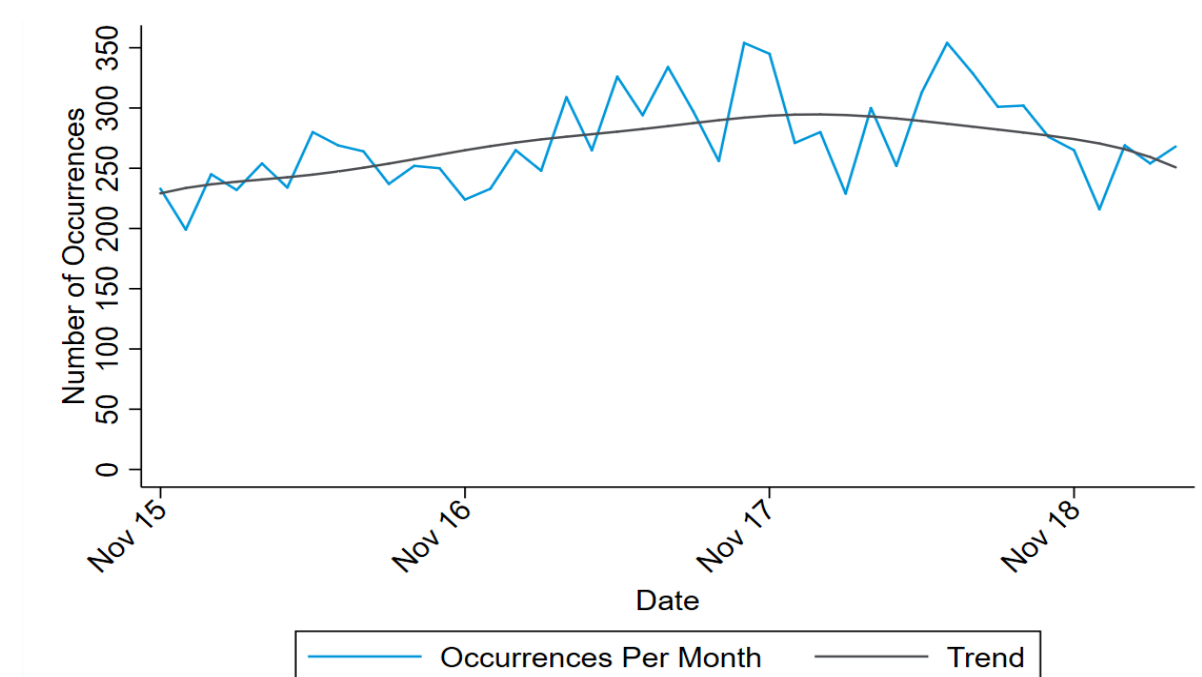
Domestic violence occurrences per month (Nov' 15 – March '19)



Serious violence occurrences per month, Young Offenders (Nov '15 – March '19)



Sexual violence occurrences per month, Young Offenders (Nov '15 – March '19)



Appendix E Postcode Key for hotspot maps

Postcode	Number on Map	Town area	Average per month	Rate
BA14	1	Trowbridge	-	-
BA15	2	Bradford-on-Avon	-	-
BA16	3	Street	6	0.51
BA2	4	Bath	34	0.58
BA20	5	Yeovil	19	2.02
BA21	6	Yeovil	28	0.99
BA22	7	Yeovil	5	0.28
BA3	8	Radstock, Midsomer Norton, Holcombe, Coleford	15	0.56
BS36	9	Frampton Cotterell, Winterbourne	5	0.31
BS37	10	Chipping Sodbury, Yate	16	0.50
BS39	11	Clutton, Temple Cloud	5	0.34
BS4	12	Brislington, Knowle, Knowle West, St Annes, Totterdown	42	1.10
BS40	13	Chew Valley, Chew Magna, Chew Stoke, Wrington	5	0.28
BS41	14	Long Ashton	3	0.49
BS48	15	Backwell, Nailsea	7	0.32
BS49	16	Congresbury, Yatton	4	0.32
BS5	17	Easton, St George, Whitehall	54	1.30
BS6	18	Redland, Montpelier, Westbury Park	15	0.51

BS7	19	Bishopston, Horfield, Filton	24	0.75
BS8	20	Clifton, Hotwells	22	0.99
BS9	21	Coombe Dingle, Sneyd Park, Stoke Bishop, Westbury on Trym, Henleaze, Bristol	9	0.30
TA5	22	Cannington, Nether Stowey, Over Stowey, Spaxton, Fiddington	4	0.40
TA6	23	Bridgwater, North Petherton, Wembdon	51	1.41
TA7	24	Puriton, Polden Hills, Westonzoyland, Middlezoy, Shapwick, Catcott, Ashcott, Chedzoy	5	0.34
TA8	25	Burnham on Sea, Berrow, Brean	11	0.75
TA9	26	Highbridge, West Huntspill, Brent Knoll	10	0.92
BS1	27	Bristol city centre, Redcliffe	68	7.54
BS10	28	Brentry, Henbury, Southmead	26	1.17
BS11	29	Avonmouth, Shirehampton	20	1.39
BS13	30	Bedminster Down, Bishopsworth, Hartcliffe, Withywood	39	1.65
BS14	31	Hengrove, Stockwood, Whitchurch, Withywood	19	0.83
BS15	32	Hanham, Kingswood	30	0.74
BS16	33	Downend, Fishponds, Frenchay	49	0.82
TA1	34	Taunton	45	1.41
TA10	35	Langport	5	0.54
TA11	36	Somerton	4	0.34
TA12	37	Martock	3	0.38

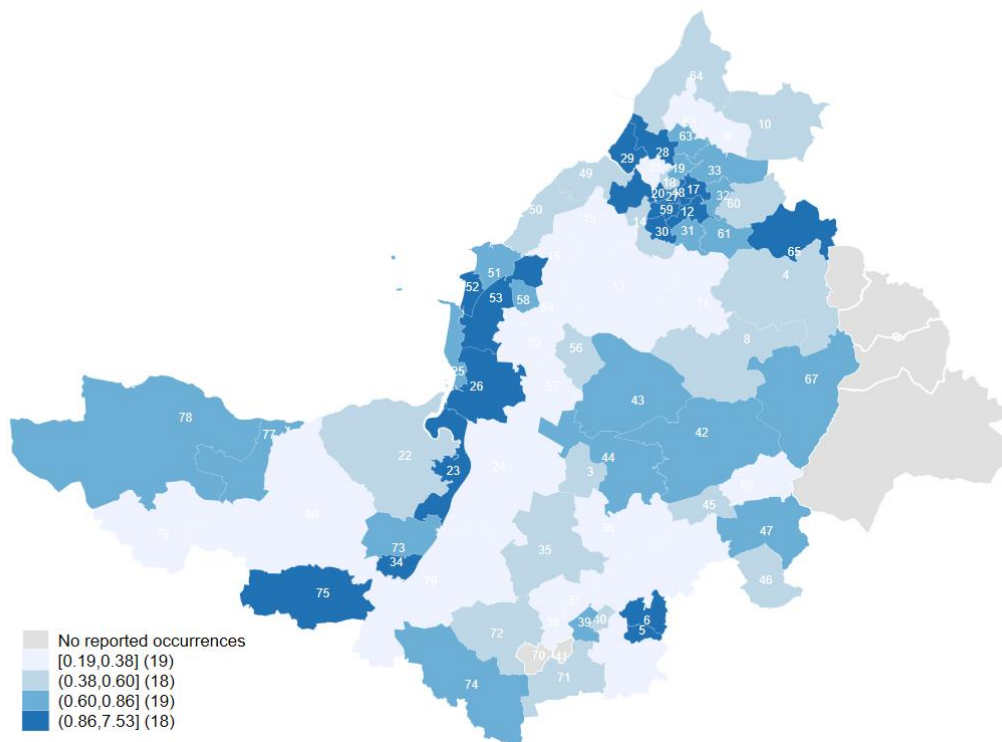
TA13	38	South Petherton	2	0.28
TA14	39	Stoke-sub-hamdon	3	0.68
TA15	40	Montacute	2	0.40
TA16	41	Merriott	-	-
BA4	42	Shepton Mallet	11	0.67
BA5	43	Wells	11	0.72
BA6	44	Glastonbury	10	0.83
BA7	45	Castle Cary	2	0.49
BA8	46	Templecombe	2	0.43
BA9	47	Wincanton	5	0.72
BS2	48	Kingsdown, St Pauls, St Phillips, St Agnes	30	2.40
BS20	49	Portishead	11	0.45
BS21	50	Clevedon	11	0.56
BS22	51	Kewstoke, Weston-super-Mare, Worle	20	0.62
BS23	52	Uphill, Weston-super-Mare	64	2.38
BS24	53	Bleadon, Hutton, Locking, Lympsham, Puxton, Weston-super-Mare, Wick St. Lawrence	16	0.94
BS25	54	Churchill, Winscombe, Sandford, Shipham	3	0.28
BS26	55	Axbridge, Compton Bishop, Loxton	2	0.30
BS27	56	Cheddar, Draycott	4	0.47

BS28	57	Wedmore	2	0.21
BS29	58	Banwell	3	0.77
BS3	59	Bedminster, Southville, Bower Ashton, Totterdown, Windmill Hill	28	0.97
BS30	60	Bitton, Cadbury Heath, Warmley, Wick	11	0.41
BS31	61	Chewton Keynsham, Keynsham, Saltford	13	0.75
BS32	62	Almondsbury, Bradley Stoke	8	0.37
BS34	63	Filton, Little Stoke, Patchway, Stoke Gifford	20	0.82
BS35	64	Alveston, Rudgeway, Thornbury	9	0.50
BA1	65	Bath	33	0.99
BA10	66	Bruton	2	0.23
BA11	67	Frome	19	0.69
BA12	68	Warminster	-	-
BA13	69	Westbury	-	-
TA17	70	Hinton Saint George	-	-
TA18	71	Crewkerne	5	0.38
TA19	72	Ilminster	6	0.43
TA2	73	Taunton	20	0.86
TA20	74	Chard	12	0.72
TA21	75	Wellington	15	0.94
TA22	76	Dulverton	1	0.19

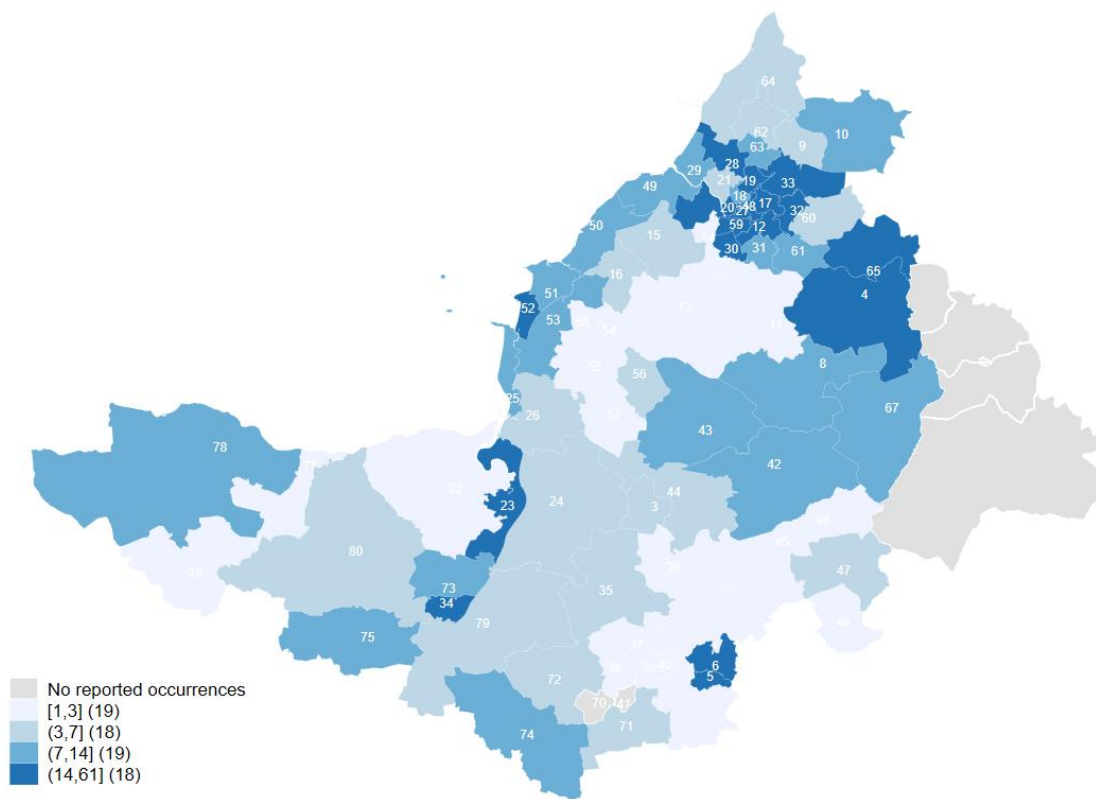
TA23	77	Watchet	3	0.65
TA24	78	Minehead	13	0.80
TA3	79	North Curry	5	0.32
TA4	80	Bicknoller, Bishops Lydeard, Crowcombe, West Bagborough, Williton	5	0.27

Appendix F: Maps

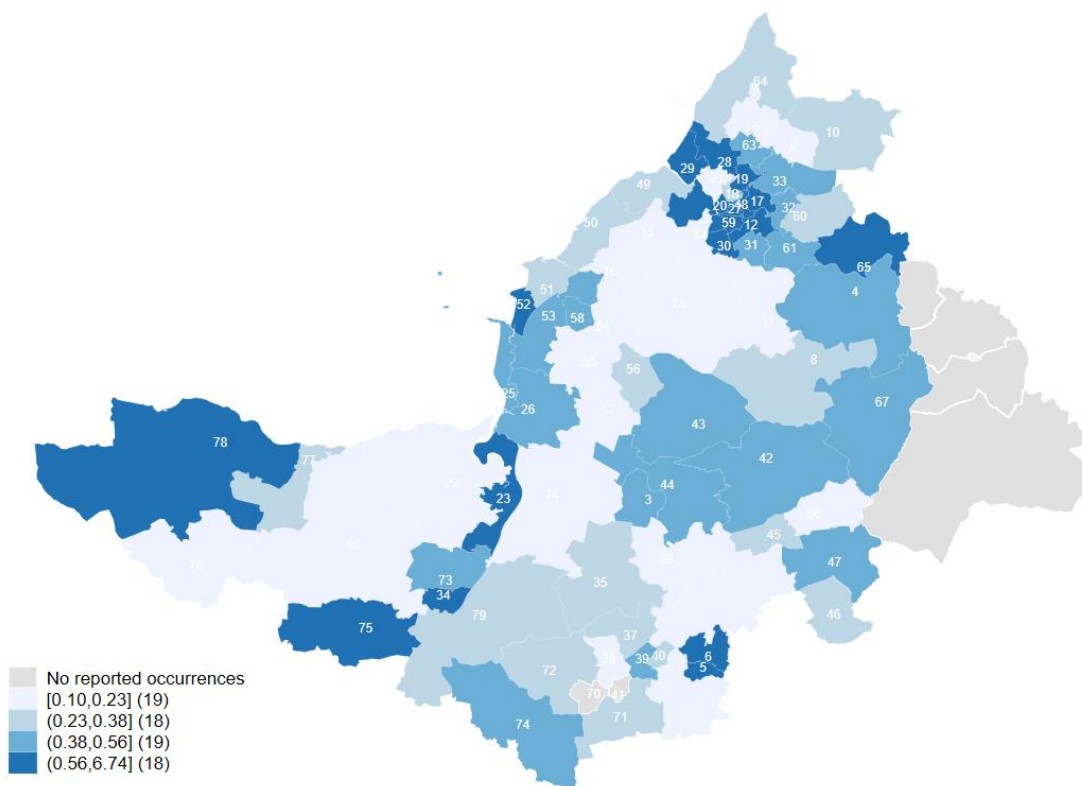
Serious violence offence rate per postcode (March '18 – March '19)



Average number of non-DV serious violence occurrences per month per postcode (March '18 – March '19)



Non-DV serious violence occurrence rate per postcode (March '18 – March '19)



Appendix G: Indicators by local authority area**Fixed period exclusion rate¹⁰⁶**

	2014	2015	2016
BANES	3.77	5.49	5.61
Bristol	6.02	7.31	8.7
North Somerset	2.57	3.73	3.41
Somerset	4.55	5.41	7.2
South Gloucs	3.56	5.14	6.15
Avon and Somerset	4.09	5.41	6.21
National Average	3.88	4.29	4.77

¹⁰⁶ Department of Education (2018) Permanent and fixed-period exclusions in England: 2016 to 2017, retrieved from: <https://www.gov.uk/government/statistics/permanent-and-fixed-period-exclusions-in-england-2016-to-2017>

Alcohol episodes for alcohol-related conditions per 100,000¹⁰⁷

	2013/14	2014/15	2015/16	2016/17	2017/18
BANES	590	541	553	546	572
Bristol	773	774	800	774	810
North Somerset	625	658	616	612	663
Somerset	626	619	639	647	668
South Gloucs	519	621	628	678	667
Avon and Somerset	626.6	642.6	647.2	651.4	676
National Average	640	635	647	636	632

¹⁰⁷ Public Health England, Local Alcohol Profiles for England, retrieved from: <https://fingertips.phe.org.uk/profile/local-alcohol-profiles>

Children in care at 31 March rates per 10,000 children under 18¹⁰⁸

	2014	2015	2016	2017	2018
BANES	44	38	42	45	48
Bristol	76	76	73	73	69
North Somerset	51	55	52	52	55
Somerset	45	45	46	43	47
South Gloucs	29	30	29	31	34
Avon and Somerset	49	48.8	48.4	48.8	50.6
National Average	60	60	60	62	64

¹⁰⁸ Department for Education (2018) Children looked after in England including adoption: 2017 to 2018, retrieved from: <https://www.gov.uk/government/statistics/children-looked-after-in-england-including-adoption-2017-to-2018>

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Annex D: Information for the Police and Crime Panel on police pension arrangements, ill-health retirements, and Injury on Duty Awards

1. Police Officer Pensions

- 1.1. Police officer pensions are a defined benefit scheme that is not asset backed. The liability is ultimately funded by UK taxpayers.
- 1.2. The PCC administers police pensions for Avon & Somerset, collects and pays contributions and re-claims the net cost of these pensions from central government via a substantial taxpayer funded (not asset backed) annual "Top Up" Grant.
- 1.3. The police officer contributions range from 11% to 15% (depending on pay scale and their start date). Employer contributions have just been increased in 2019/20 from 24% to 31%.
- 1.4. In 2018/19 the PCC paid £95 million as police pension benefits to retired officers, paid and collected £36.5 million contributions and received a Top Up Grant of £58.5 million in July.

2. Local Government Pension Scheme (LGPS) for police and OPCC staff and PCSOs

- 2.1. The pension scheme for PCSOs and police staff is asset backed and, run by the Somerset Local Government pension Scheme (LGPS).
- 2.2. This is a defined benefit scheme based on the average/ final salary of the retiring staff member. There are over 2,700 active members and over 1,600 current pensioners.
- 2.3. This scheme is currently assessed as 80% funded against forecast liabilities and forecast asset values. A new tri-annual actuarial assessment is due later this year.
- 2.4. The PCC is liable for this pension funding deficit. There are £357 million of assets held in the PCC's name in the LGPS scheme.
- 2.5. The PCC contributes to this scheme at rate of 13.2% plus a cash lump sum, currently £2.9m per annum. Employees contribute in a range of 5.8% to 10.5% depending on salary. In total the annual contributions to this scheme in 2019/20 are £12.6m.

3. Age discrimination ruling

- 3.1. The Court of Appeal ruled ('McCloud' December 2018) that transitional provisions offered to some public sector workers, in the course of implementing Transitional Provisions in the Police Pension Regulations 2015, amounts to unlawful age discrimination.
- 3.2. The Home Office are conceding liability on Fire and Police age discrimination claims and are requesting a Case Management hearing for remedy. PCCs will not stand in the way of the

Home Office conceding the claims and PCCs have highlighted the need for reassurance from the Home Office on managing the financial implications arising from any remedy.

- 3.3. This ruling will add to the police pensions liability across the whole sector as compensation will become due to officers who were transferred to the new arrangements and deemed subject to discrimination.
- 3.4. Decisions on remedy and indemnifying forces as a result of this ruling remains outstanding. The estimated liability increase is in the order of 5.9%, but this is subject to the final remedy agreement.

4. Reviews of Injury on Duty (IOD) Awards (relating to 1987 scheme)

- 4.1. Under the 1987 Police Pension Scheme, officers are entitled to apply for early retirement and an Injured on Duty Pension Award based on the medical view of a Selected Medical Practitioner. The IOD scheme is an important right and protection for officers which is fully supported by the Constabulary and the PCC. The 2019/20 annual cost to the Constabulary of the IOD pension payments is £7.6m. This compares to £1.4m annual charges for injured on duty pension payments in a similar sized local force, Devon & Cornwall (according to their last accounts). The budget and MTFP assume that 12 officers will retire injured on duty each year, so increasing the annual liability.
- 4.2. Under the 1987 Regulations Avon and Somerset Constabulary as the local administrator for police pensions was entitled to carry out reviews of Injured on Duty Awards which were made to police officers who are injured in the course of their duties. During the period 2014 to 2017 the Constabulary commissioned a series of reviews into the injury on duty awards being received by some police officer pensioners.
- 4.3. The decision was taken in 2017 by the Constabulary to cease the reviews as it had not generally proved possible within the existing 1987 Regulations to meaningfully progress the reviews to a conclusion and the force notified those pensioners, upon whom it had commenced reviews, of that fact. This decision affected all cases in hand at that time and even if future review dates had been scheduled.
- 4.4. The Police Pension Authority continued to support and facilitate any reviews requested by a pensioner (in accordance with the relevant statutory framework) to enable injury on duty awards to be adjusted to reflect any change to the degree of disablement, or relevant earnings capacity in accordance with regulations.
- 4.5. These historical reviews under the 1987 scheme have now ceased. Individuals who were subject to those reviews have had them cancelled. Save for one individual, who asked for voluntary review which the legislation required us to progress, nobody has lost out financially. The Constabulary worked hard to help that individual and made a number of suggestions to them (for example considering judicial review) but they have not taken this up. Since they asked for the review, the Constabulary did what the legislation requires, and undertook a review.
- 4.6. If there are any contemporary specific issues or concerns which are raised with the Constabulary related to the historic reviews, the Constabulary will look into these.

5. Legal Claims

- 5.1. Some of those pensioners who had been subjected to a review brought legal claims against the Constabulary. The Claimants alleged that between May 2014 and June 2017, they suffered detriments arising out of their disclosures. Specifically, the Claimants alleged that as a result of this and earlier disclosures, the Constabulary subjected them to detriments including subjecting their IOD awards to a review.
- 5.2. The Claimants also alleged that they had been unlawfully discriminated against on the grounds of their disability and age. This related to: Age Discrimination: that they were specifically chosen as they were generally under 50 years old and this amounted to discrimination which could not be justified; and, Disability Discrimination: they were more severely disabled (being in Band 4), compared to their comparators and thus were chosen on this basis to be reviewed. They brought claims of age and disability discrimination on the grounds on which their awards were reviewed.
- 5.3. On the basis of legal advice from Counsel the Constabulary compromised all of the claims in their entirety. For confidentiality reasons, the Constabulary are not able to disclose what the settlement is.
- 5.4. In relation to the 9 IOD claimants, each Claimant received an injury on duty award and, as a consequence, each was ill health retired on a pension under what is now the Police (Injury Benefit) Regulations 2006. The early retirement dates vary from 1996 to 2011.

6. Freedom of Information Requests

- 6.1. The organisation received approximately 224 Freedom of Information requests from the 9 claimants alone. Many were deemed vexatious but some were responded to with the relevant information. Each request was dealt with and treated on an individual basis but consideration was given as to whether they related to the same issue of IODs and whether they should be considered vexatious. At one point, approximately 30% of the Constabulary's total FOIs related to IODs or pensions. In some instances, refusals to disclose information were appealed to the ICO.

7. New cases where the officer has retired since the 2017 decision to cease reviews

- 7.1. The Pension Regulations changed in 2015 for pensioners in the 2015 pension scheme (i.e. those who have only started in the last 4 years), there is a clear and explicit requirement for the Constabulary to review cases where the Selected Medical Practitioner (SMP) who assesses the pensioner's condition suggests that a review would be right thing to do. Under the 2015 Regulations where cases have been given an injury award with a clearly expressed condition of review attached to it, the Constabulary should carry out that review in accordance with the schedule.
- 7.2. The Constabulary expect that under the new Regulations, the Selected Medical Practitioner (SMP) and the Police Pension Authority (PPA) will express clearly and separately that the IOD award is made but that a future review will take place in accordance with the findings of the SMP. Clearly if no further review date is set, then no review will need to be scheduled. The Constabulary are committed to ensuring good record keeping, clear confirmation letters and consistent action in newly approved IOD awards so we will be able to apply the review on schedule with confidence.

8. Police Medical Appeals Board (PMAB)

- 8.1. The Police Medical Appeals Board is a Board to which appeals can be made about the view of the Selected Medical Practitioner. When considering whether to utilise this route, the Constabulary takes a balanced view on each case on an individual basis.
- 8.2. The SMP (Selected Medical Practitioner) is an independent expert who will examine the individual to consider injury, disablement and permanence.
- 8.3. The organisation would normally accept this expert view and proceed on that basis unless we believe there to be an error in their findings. The Force have only judicially reviewed one SMP decision in the last 5 years.
- 8.4. The provisions in place in respect of IOD awards are there to support the officer and the procedural arrangements and decision making framework is clearly and succinctly set out to ensure that those who are entitled to ill health retirement and, where appropriate, an IOD award, receive what they are due.



Link Member Report – 8th October 2019

Business Crime

The role provides oversight of the work undertaken by the OPCC to ensure that objectives in the Police and Crime Plan are delivered. Below is an update to the report I provided to 12th March meeting (attached as Appendix A for ease of reference):-

- * Weston Business Crime Reduction Initiative has successfully undergone their National Standards accreditation making them the second scheme in the service area to have attained the new standard.
- * The Bristol City Centre BIDs Business Crime Reduction Partnership is all but live, already it is showing the benefits of partnership working between police and businesses with some good results.
- * Op. Heron review has seen some improvements incorporated and trialled. Results so far are looking positive.
- * Online reporting system showing continued inputs from businesses.
- * The next Business Crime Forum is in November. The most recent one saw strong engagement and a number of actions to support the shared aims of partnership working in this area.

Andrew Sharman

Link Member – Business Crime

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Business Crime Link Member Report 12/03/2019.

Author: Andrew Sharman, Independent Member.

PCC Business Crime Forum Update:

The Business Crime Forum brings together the OPCC, Constabulary, Business Crime Reduction Partnerships, and Business Representative Bodies such as the Federation of Small Businesses and the Association of Convenience Stores.

The meeting on the 15th of February was held at Bridgwater Police Station.

Superintendent Andy Bennett gave an overview on Op. Remedy.

Op. Heron, the Constabulary's approach to business crime, had undergone a review. The feedback on effectiveness and confidence of businesses in policing sadly came back overwhelmingly negative. The respondents felt it failed to address business crime (particularly violent shop thefts or vulnerable individuals detained); that businesses had no confidence in police; that it failed to address Prolific or Persistent Offending; and that it was not effective in deterring or preventing retail crime.

The Constabulary had undertaken work to begin to address the concerns raised from the review.

Community guarding schemes (this is where businesses fund private security teams to provide high visibility support) in Sussex and Nottinghamshire that were looked into came back with a negative view from the police.

As a follow up action, I spoke with business crime partners in Brighton who run the scheme who gave a differing perspective citing PCC and Chief Constable support for the initiative. There are currently no plans to launch a similar initiative although Bath BCRP does employ a Marshalls scheme and the BID in Weston fund street wardens.

Other topics included a reasonable response to a trial of Body Worn Video in a supermarket in Bristol. Bath run a successful restorative justice programme with young offenders. Sedgemoor District Council are soon to relaunch their business crime scheme and Yeovil Crime Reduction Team have successfully attained the new National Standard for BCRPs, the first official scheme to do so in the country.

Taunton Deane Spotlight Review:

As documented previously, the decision by Avon & Somerset Constabulary and

Sedgemoor District Council to introduce a new scheme in the Somerset West area has had incredibly negative impacts on these communities.

The Panel will recall that at the time 95% of businesses were satisfied with the work being done by Somerset Businesses Against Crime (SBAC - a business funded organisation) and 90% had no confidence in the Sedgemoor alternative being an effective replacement.

Fast forward 18 months from the closure of SBAC, crime and disorder affecting the town centre had reached a point that Cllr. Habib Farbahi proposed that Sedgemoor had their contract to provide CCTV and that Taunton Deane developed it's own solution to address the situation.

This motion was knocked back but it was agreed that a Spotlight Review Task & Finish Group was set up to look into the issues and to propose recommendations to try and resolve the difficulties being experienced by the community.

On the 19th of February, a Panel, chaired by Cllr Ian Morrell, convened to spend the day looking into four key areas of concern:

- 1: Crime and ASB affecting the businesses and town centre.
- 2: CCTV Contract and Technology
- 3: Rough Sleepers
- 4: Data, perception and impact of crime and ASB.

The day was broken into three parts and representatives from the OPCC, Constabulary, Local Authorities, Businesses and Community/ Voluntary sectors were called to give evidence.

Testimonies spoke of the impacts of visible policing and a business crime reduction partnership and impacted on not just the levels of crime affecting businesses, one retailer alone lost over £100k through theft a significant increase on the previous year and unprecedented for their store.

The increase in crime had led to a decline in footfall visiting Taunton over 1 million affecting sales and the sustainability of retail within the town. Traders placed the blame firmly at the feet of visitors no longer feeling safe in the town centre.

The panel heard from amongst others about the community work delivered by the pub watch, street pastors, homeless charities to address these issues but it was apparent that they could only do so much.

It was put forward that there was a new forthcoming business crime reduction partnership which will be run by Avon & Somerset Constabulary, Sedgemoor District Council, and Somerset West & Taunton District Council.

There has been significant investment by the authorities into this and it will incorporate a radio link, a reporting database and will have four separate schemes feeding into one platform.

A police sergeant has been seconded for nine months from the police, there is also officer support from the two councils and volunteers within the community are being sought to lead on the four individual schemes.

It was noted that it was disappointing that warnings were not heard from businesses as the cost to the public purse to put right what had gone wrong could have been avoided if the wishes of businesses to continue with SBAC had been respected.

The repercussions of this action by the police and the councils have potentially cost the local economy millions and is requiring investment running into over an estimated £100,000.

The loss of the BCRP has caused untold issues and eroded confidence of the business community in policing and the councils.

Personally, I hope this new project succeeds as the community and the businesses deserve far better than they have received.

The committee has published a report which I will send on separately. It has made a series of recommendations which are yet to be approved.

Recommendations for the Panel:

1: That this report is accepted.

2: That the Panel requests the PCC and Chief Constable directly the business community in Taunton and Bridgwater to hear firsthand their issues and to support them in rebuilding their confidence in policing.

3: That the anticipated benefits of Op. Remedy are clearly communicated to the business community as if it is successful it should have positive outcomes for businesses.

4: That Business Crime outcomes and business community satisfaction are considered for inclusion in the Op. Remedy Key Performance Indicators.

5: That the PCC continues to look at business crime matters and work with partners to identify opportunities to bolster communities in working together to prevent business crime.

6: That the PCC challenges the Chief Constable to ensure that the Business Crime Strategy is delivered, particularly around addressing those highlighted issues concerning Op. Heron.

Avon and Somerset Police and Crime Panel

8th October 2019

Title: Complaints Sub-Committee

1. Purpose of Report

The Panel is invited to:-

- (a) re-establish the Complaints Sub-Committee and determine membership until the next set of local authority elections or any changes in the Independent Member membership
- (b) consider the proposed amendments to the current Terms of Reference
- (c) delegate authority to the Chair to agree the final complaints handling process following discussions with the OPCC, and subject to a report for information to the next Panel meeting.

2. Summary

The Panel is responsible for handling non-criminal complaints against the Commissioner and criminal complaints and conduct matters that are referred back to the Panel by the Independent Office for Police Complaints (IOPC). Arrangements for the Panel's role in complaints handling are set out in Part 4 of the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012 and accompanying Home Office Guidance <http://www.legislation.gov.uk/ukxi/2012/62/contents/made> and [Complaints\General\Home Office guidance.pdf](#). The Panel's Complaint's Protocol (revised in May 2018) is attached for information at Appendix A to this report and is also available on the Panel's website.

- 3.** In 2012, the Panel delegated the initial consideration and resolution of complaints to the Chief Executive and Monitoring Officer in the Office of the Police and Crime Commissioner (OPCC). This delegation is provided for in the legislation and an overview of relevant complaints is provided by the OPCC in the form of a monitoring report to each Panel meeting. There is also regular liaison between officers in the period in between meetings. However, the Panel is the final arbiter of complaints against the Commissioner and the protocol sets out the circumstances when a complaint may be escalated to the Panel:-

- When the complainant is not satisfied with the OPCC's attempt at resolution
- The CEO considers there is an actual or perceived conflict of interest
- The IOPC refers a complaint back to the Panel for resolution*
- There is a request for a review/escalation of a complaint by a Panel Member

*The Panel is not responsible for investigating or determining whether a crime has been committed. Any conduct matter and any serious complaint (a complaint about conduct that constitutes or appears to involve, the commission of a criminal offence) must be reported to

the IOPC “without delay and in any case not later than the end of the day after the day it first becomes clear that it is a matter which must be referred.”

4. Between 2012 and 2014 consideration of complaints against the Commissioner was a whole Panel function. However, to provide flexibility, utilise the expertise of members and ensure complaints are dealt with swiftly, the Panel formed a sub-committee to deal with the complaints that are escalated to the Panel. The Terms of Reference agreed at that time are attached as Appendix B.
5. The Panel is a member-led body and recent experience of complaints suggests that the Panel should appoint a Link Member to lead and maintain an overview on complaints that are escalated to the Panel with advice, guidance and support provided by the Lead Officer. This would also provide a filter for the less serious complaints and ensure that meetings of the sub-committee are only held when necessary. A meeting with the OPCC has been arranged to consider some changes emerging from the recent experience of the sub-committee and to refresh and align the complaints handling process with the appointment of a Link Member. This piece of work is being taken forward by Clare Torrible, Independent Member, who is currently a member of the sub-committee and who has relevant professional experience of complaints.
6. The following will form the basis of discussions with the OPCC:-
 - A written context report will be provided when a complaint is referred to the Panel to provide a structured approach to the process. This was agreed at a recent meeting with the OPCC. Email correspondence will inevitably feature as background information to test the commentary in the report against.
 - The referral should include a copy of OPCC attempt at resolution, an introduction in the report which sets out what is the OPCC’s understanding of the substance of the complaint ie. the precise issue that the complainant is aggrieved about, and any relevant commentary and explanation.
 - Opportunity for dip sampling – this has been in place since 2012 and an appropriate mechanism for how this can work in practice will be discussed at the meeting with the OPCC.
 - Lead Officer to liaise with the Panel’s Link Member in the first instance and subsequently with the complainant. It is proposed that the Link Member will decide if the Complaints Sub-Committee needs to meet to consider the complaint. A decision taken as to whether OPCC has satisfactorily dealt with complaint or if it is necessary to refer back to the OPCC on any additional points – subject to representations from the complainant.
7. In the meantime, the Panel is invited to endorse the appointment of the Chair (Richard Brown) and Vice-Chair (Andrew Sharman) to the sub-committee. The current Terms of Reference require the appointment of two more Panel Members. One member of the sub-committee is required to act as the Link Member and the Panel is invited to appoint this member. Volunteers are sought and these should be members with an interest in this work area and/or relevant experience plus

the ability to commit time when required. The Panel is aware that any protracted complaints are exceptional and the general involvement of sub-committee members in the complaints handling process is not onerous.

Patricia Jones
Lead Officer

Avon and Somerset Police and Crime Panel

PLjones@somerset.gov.uk

Tel – 07855284506

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AVON AND SOMERSET POLICE AND CRIME PANEL COMPLAINTS PROTOCOL

Introduction

The Police and Crime Panel (the Panel) is responsible for handling non-criminal complaints against the Police and Crime Commissioner for Avon and Somerset (PCC) and criminal complaints and conduct matters that are referred back to the Panel by the Independent Office for Police Conduct (IOPC). Arrangements for the Panel's role in complaints handling are set out in the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012 and accompanying Home Office Guidance.

Purpose of the Protocol

- To explain how complaints against the PCC are dealt with by the Panel.
- To reassure the public that complaints against the PCC are dealt with fairly and appropriately.
- To reassure the public that the Panel will refer any complaint relating to a criminal offence to the IOPC.

Scope of the Panel's Activity

The complaints procedure covers issues relating to the conduct of the PCC. If you consider the PCC has not acted appropriately in relation to a matter for which the PCC has responsibility, you may raise this issue under the Panel's complaints procedure.

Submitting a Complaint

The Panel has agreed to delegate responsibility for the initial handling and recording functions to the PCC's Chief Executive and Monitoring Officer.

To make a complaint against the PCC, you can email:-

pcc@avonandsomerset.pnn.police.uk

Or contact in writing:-

The Chief Executive
Avon and Somerset Office of the Police and Crime Commissioner
Valley Road
Portishead
Bristol
BS20 8JJ

Complaints regarding operational policing, the Chief Constable and other Police officers are not dealt with by the Panel. Further details can be obtained by contacting the email address above.

Delegation of non-criminal complaints to the Chief Executive and Monitoring Officer

The Chief Executive and Monitoring Officer in the Office of the Police and Crime Commissioner, will consider all non-criminal complaints regarding both quality of service and conduct, make a recording decision and act to broker local resolutions to resolve complaints in the first instance.

The Panel will receive a monitoring report at every meeting which will provide summary information in relation to complaints against the Commissioner and their status. Where a decision is taken to record a complaint, a copy of the register and action plan will be attached to the report. Members have the ability to undertake periodic dip-sampling of complaints to provide assurance with regard to the handling process.

The Panel is the final arbiter of complaints against the PCC and complaints will be referred to the Panel if:-

- The complainant is not satisfied with how the complaint has been dealt with;
- The Chief Executive considers there to be an actual or perceived conflict of interest in dealing with the complaint;
- The IOPC refers a matter back to the Panel;
- There is a request for a review/escalation of a complaint by a member of the Panel.

Panel consideration of Complaints

The Panel has the ability to deal with complaints using informal resolution. This is a way of dealing with a complaint by solving, explaining, clearing up or settling the matter directly with the complainant, without an investigation or formal proceedings. It is a flexible process that may be adapted to the needs of the complainant and the individual complaint.

The Panel may take such steps as appropriate to resolve the matter including referring the issue to a sub-committee. A Complaints Sub-Committee was established on 30th October 2014 to carry out delegated functions of the Panel associated with the complaints handling process and the informal resolution of complaints. The Sub-Committee will decide on the most suitable course of action to assist with the informal resolution of the complaint.

The Panel can resume responsibility for informal resolution at any time.

Informal resolution will be discontinued if the Panel decides the complaint should be referred to the IOPC, or if the IOPC notifies the Panel that they require the complaint to be referred to them.

Informal Resolution

The Sub-Committee will first consider if the complaint has already been satisfactorily dealt with. If it appears it has, it may decide to take no further action.

The intention is for the informal resolution process to be flexible so it can be adapted to individual circumstances. However, there are some formal requirements:

- No investigation can take place. The Panel has power to require the PCC to provide information and documents and to attend to answer questions. This does not amount to an investigation.
- The complainant and the PCC must be given the opportunity to comment on the complaint as soon as is practicable.
- Any failure by the PCC to comment on the complaint when invited to do so will be noted in the written record.
- The Panel has no power to tender an apology on behalf of the PCC or impose a formal sanction.

The Sub-Committee may find there are recommendations which emerge naturally from its findings/consideration of the matter and these may be passed to the PCC to implement. In attempting to secure a resolution the Sub-Committee is required to consider whether further information, clarification or explanation is required and/or whether any actions are required and can be agreed between the parties.

Timescales

Wherever possible complaints will be acknowledged within 10 working days. Matters requiring informal resolution by the Panel will be considered by the Complaints Sub-Group as soon as practicable or at the next Panel meeting.

Reference to the Independent Office for Police Conduct

The Panel is not responsible for investigating or determining whether a crime has been committed.

Any conduct matter and any serious complaint (a complaint about conduct that constitutes or involves, or appears to, the commission of a criminal offence) must be reported to the IOPC as soon as possible. Any other complaint must be referred if the IOPC requires it.

Referrals should be made as soon as possible and no later than the close of business the day after the Panel becomes aware that the matter should be referred.

To fulfil this duty, the Chief Executive and Monitoring Officer will notify the Chair of the Panel and the Clerk and the matter will be referred to the IOPC.

The complainant and the person complained about will be notified, unless doing so might prejudice a future investigation.

It is possible for the IOPC to refer any complaint back to the Panel for resolution.

Appeals

There is no right of appeal against the outcome of informal resolution.

A complaint about the way a matter was handled can be made to the Local Government Ombudsman.

27th June 2018

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Complaints Sub-Committee

Terms of Reference

Purpose

To informally resolve non-criminal complaints against the Avon and Somerset Police and Crime Commissioner (PCC) and criminal complaints or conduct matters that are referred back to the Panel by the Independent ~~Police Complaints Commission (IPCC)~~ **Office for Police Conduct**

1. The Panel may set up a Complaints Sub-Committee (sub-committee) to undertake a specified function of the Panel. The role of the sub-committee is to carry out delegated functions of the Panel associated with the complaints handling process and the informal resolution of complaints.
2. **In the case of more serious complaints**, the scope of the work to be undertaken by the sub-committee will be agreed by the **members of the sub-committee** ~~Panel~~ on a case by case basis **in consultation with the Lead Officer** and will include the purpose/objective of the work to be undertaken and **if possible**, timescales for reporting back to the Panel **on the outcome of the complaints process**.
3. There will be no maximum size of the sub-committee and the minimum size will be **3-4**. ~~If necessary, size will be determined on a case by case basis when the Panel agrees the scope of the work to be undertaken.~~
4. The membership of the sub-committee will be confined to members of the Panel and if possible should include at least one ~~of the three~~ Independent Member and **one elected member** of the Panel. In determining membership, the Panel insofar as practicable, shall have regard to the nature of the complaint and the skills and expertise of the Panel Members. **The Panel may co-opt an additional Panel member to consider a specific complaint if there is a useful specific interest or expertise to bring to the considerations and the sub-committee members will have delegated authority to co-opt the relevant member.**

5. The sub-committee will decide on the most suitable course of action to assist with the informal resolution of the complaint and report back to the Panel **at the appropriate time and at regular intervals if necessary**. ~~The Panel will receive the Minutes of the sub-committee meetings.~~

Amended 8th October 2019

AVON AND SOMERSET POLICE AND CRIME PANEL

8 OCTOBER 2019

REPORT OF THE CHIEF EXECUTIVE

COMPLAINTS AGAINST THE POLICE AND CRIME COMMISSIONER

PURPOSE OF THE REPORT

1. To provide members of Avon and Somerset Police and Crime Panel with oversight of all complaints made against Avon and Somerset Police and Crime Commissioner, for scrutiny of the initial handling by the Chief Executive of Avon and Somerset Police and Crime Commissioner's Office.

BACKGROUND

2. Avon and Somerset Police and Crime Panel (the Panel) is the Appropriate Authority to handle complaints against the conduct of 'Relevant Office Holders', being Avon and Somerset Police and Crime Commissioner (PCC) and Deputy PCC if one is appointed, according to statutory regulations of the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012 and as referred to in the Police Reform and Social Responsibilities Act 2011, section 31 and schedule 7.
3. However, the initial handling, which includes categorisation, recording decision-making, referral of criminal allegations to the Independent Police Complaints Commission (IPCC), disapplication decision-making, and responding to the complainant in the first instance, has been delegated by the Panel to the Chief Executive in the Office of Avon and Somerset Police and Crime Commissioner, with scrutiny and oversight of all complaints and any escalation for informal resolution, remaining with the Panel.

SUMMARY OF COMPLAINTS RECEIVED

4. There have been five complaints since the last Police and Crime Panel meeting report against the *conduct* of the Police and Crime Commissioner ('conduct' including acts, omissions, statements and decisions (whether actual, alleged or inferred)).
5. There is a total of 1 live complaint against the PCC at this time.
6. Please refer to the summary table in Annex 1.
7. Complaint **case 38** remains a live complaint, received on 30th August 2019. An acknowledgement and request for further information was sent on the 12th September 2019 and the Police and Crime Panel have been notified.
8. All complaints to date have had Panel oversight, including those solely handled by the PCC's Chief Executive Officer.

9. All electronic complaint files are available at the PCC's office for viewing by the Panel, if requested. The document retention period is in accordance with the published Record Retention Policy and this is currently eight years.

UPDATE ON PROPOSED CHANGES TO THE COMPLAINTS SYSTEM

Police Integrity Reforms

10. The Home Office wrote to all Constabularies and Appropriate Authorities on the 30th July 2019 to confirm that they were invoking the 6 month preparation period for the implementation of the new complaints and conduct legislation. The new process will be more customer focused and is designed to be more expedient, transparent and independent with an increased remit of oversight by the OPCCs. The objective of the reform is to make the system less adversarial and learning is placed at its heart.
11. Training has been commissioned by the Home Office for practitioners and the IOPC are also seeking to provide additional training for OPCCs on complaints against Chief Constables. We are waiting for confirmation of dates at this stage but all relevant staff will be attending.
12. The intention of the final phase of reforms is to deal with the majority of lower level of misconduct outside of the disciplinary process by implementing 'Practice Requires Improvement'. The national view is that a professional readjustment is required to embrace this approach. This new category will replace Management Action and Management Advice and will capture allegations where an officer's conduct may need improvement. The intention is that an officer can be open and reflective, confident that disciplinary proceedings will not follow, leading to learning and improvement rather than blame.
13. The PCC has elected to take over the Reviews process (formally known as Appeals) which was the mandatory option provided by the Home Office. The OPCC are already embracing the ethos of the new legislation and the Constabulary's Appeals Officer is seconded to the OPCC in readiness for the enactment of legislation where the role will pass to the OPCC. An action plan has been drafted and the Contacts and Conduct Officer continues to work with Professional Standards and the Appeals Officer to ensure a smooth transition. There are also changes to the Police Appeal Tribunal panel make up in that a 'lay person' will replace the retired officer position as the third wing member. The PCC has also opted to keep any further options under the legislation under review.
14. The new legislation will go live on the 1st February 2019.

Super Complaints

15. The process is that only designated organisations have the ability to submit a super complaint managed by HMIC. When super complaints are made they are considered by a panel comprising of the HMIC, IOPC and the College of Policing to agree appropriate action. HMIC will respond to the designated body setting out next steps within an agreed timescale. Avon and Somerset Constabulary do not have a localised

policy but revert to the guidance and timescales specified in the [Police Super Complaints Regulations 2018](#).

16. A meeting will be scheduled between the OPCC, the Panel Complaints Link Member and the Democratic Services Officer shortly to discuss the Panels expectations and views regarding the handling of complaints and the Reforms.

EQUALITY IMPLICATIONS

17. There are no equality implications arising from the handling of complaints against Avon and Somerset PCC. The protected characteristics of complainants are not necessarily known, and all complaints are logged and published in an open and transparent manner.

RECOMMENDATIONS

18. Members are asked to review and comment on this complaints report and to advise of any recommendations or requests for informal resolution through the statutory process of escalating complaints against the PCC to the Panel.

JOHN SMITH - CHIEF EXECUTIVE

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REPORT TO: AVON AND SOMERSET POLICE AND CRIME PANEL

Date: 19th September 2019

No.	Date rcvd / log no.	Summary	Recorded?	Handled by	Outcome	Live or Closed
34.	04/06/2019 24329	Sent to PCC: Subject heading of email: Failure to hold Chief Constable to account in matters pertaining to a victim of fraud.	Yes	CEO PCP notified	Locally resolved by means of explanation 21 st June 2019 and dis-applied as repetitious 7 th August 2019.	Closed
35.	03/06/2019 24373	Sent directly to the PCP: Concern raised over PCC holding office due to previous role as magistrate as well as financial affairs relating to Mountstevens Bakery.	Yes	PCP	Locally resolved by PCP by means of explanation.	Closed
36.	11/07/2019 24695	Sent directly to the PCC: The PCC is harassing the complainant by sending Police to his address and her intention is to keep harassing him unless he stops sending her emails. Also makes allegations about the PCC's connections with the Conservative Party and specifically Luke Hall MP.	Yes	CEO PCP notified	CEO resolved by means of explanation 7 th August 2019. Escalated to the PCP by the complainant and letter sent to advise no further action 2 nd September 2019.	Closed
37.	20/08/2019 25029	Sent directly to the PCC: The PCC has failed in her statutory duties to consult with the public on the reduced opening hours of police stations and lacked initiative with the progressing the Bristol Crisis Care Concordat.	Yes	CEO PCP notified	CEO resolved by means of explanation 19 th September 2019.	Closed
38.	30/08/2019 25075	Sent directly to the PCC: Calls for the PCC to resign as not fit to hold office and expressing a vote of no confidence.	Yes	CEO PCP notified	CEO has acknowledged and requested further information.	Live

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Panel Work Programme 2019/2020

Date PCP Meeting	Business	Notes
26 th June	AGM Procedural Business PCC Annual Report Work Programme – draft for Panel consideration/approval	
27 th September – new member training. Police and Fire Headquarters	<ul style="list-style-type: none"> - Roles and responsibilities as Panel Members - statutory duties and the development of shared objectives as a PCP with a refreshed membership. - Fulfilling your strategic roles as councillors and independent members by focusing on the strategic rather than operational matters - How to get the best of the Link Member SP briefings (the Panel’s chosen method of scrutinising delivery of the Police and Crime Plan) by reporting back to the main Panel and Interpreting and using performance data - OPCC slots – John Smith CEO and Asst Chief Constable Steve Cullen. 	Meeting with Frontline 28 th to discuss/finalise programme
8 th October	Mark Simmonds CFO OPCC- Budget Briefing (see below*) Review of Performance reporting mechanism Actions/reports emerging from the AGM Medical Pension review report	Chancellor has announced a one-year spending review to be delivered at the end of September. Significant new money for policing anticipated - details about the allocation of money (and possibly recruitment targets) to each PCC and the timescales involved expected soon after. New money to be derived from government grant or raised from additional council tax precept – to be confirmed.

		Given the significance of these changes to OPCC budget planning, the 15 th November briefing below has been brought forward.
15 th November – Budget Briefing (takes place at Police/Fire Headquarters)	*First consultation on the Budget led by the OPCC Chief Financial Officer. It provides opportunity for the Panel to consider the OPCC’s planning assumptions and forecasts ahead of the draft Medium Term Financial Plan presented to the Panel on 11 th December, and the final report to be presented on 4 th February. The session should be attended by all Panel Members.	
11 th December	Scrutiny of the Budget/Draft Medium Term Financial Plan Panel Budget/Costs report Video presentation – Work undertaken by the Regional Organised Crime Unit	Video has been made available to Chiefs and PCCs across the South West to show at their respective Police and Crime Panel meetings. Created by the SW Regional Organised Crime Unit, it shows highlights of their work during 2018/19. It has been confirmed that contents are suitable to be shown in public session. Suggest December meeting.
4 th February	Chief Constable – Presentation <i>Qlik Sense Analytics – demonstration (TBC)</i> Formal Review of the Budget and Precept Proposal	Chief Constable presentation – deferred from December
11 th March	Desmond Brown – presentation Lammy Group Objectives (TBC) Representative Workforce Team – report on progress	Agreed at AGM that Desmond Brown would be invited to a suitable Panel meeting to comment on his role in ensuring delivery of the Lammy Group’s key objectives. If possible, this item to sit alongside a presentation on the work of the Representative Workforce team. It was agreed that this should be taken forward outside of the meeting and built into the work programme at the appropriate time.

Standing reports to each meeting:-

- Commissioner's Update Report – report on PCC activities/key decisions. Standing updates on Fire Governance and Estates.
- Work Programme – fluid and presented for noting or approval following amendment
- Link Member reports/Scrutiny of performance against the Police and Crime Plan – Strategic Priorities Quarterly Briefings
- Complaints Report – Monitoring arrangements for dealing with complaints against the Commissioner

A review of the balanced appointment objective will also take place after each set of relevant elections.

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