Public Document Pack

Avon and Somerset Police and Crime Panel
Hosted by Somerset County Council Democratic Services

This meeting will be conducted in a manner that will comply with the relevant statutory regulations relating to the conduct of "remote meetings". In this respect, the meeting will be conducted virtually between Panel Members, officers from the Host Authority and staff from the Office of the Police and Crime Commissioner. A facility will be put in place to allow members of the public and press to observe the meeting, details of which will be made available online prior to the commencement of the meeting.

If you wish to observe proceedings, please email PLjones@somerset.gov.uk to register your interest in advance. Details on how to join the "remote meeting" for observation purposes will be circulated to those who have registered prior to the meeting commencing.

Thursday 11th March 2021
10.30 am Microsoft Teams

Membership:

Bath & North East Somerset	Alastair Singleton
Bath & North East Somerset	Andy Wait
Bristol City Council	Asher Craig
Bristol City Council	Afzal Shah
Bristol City Council	Peter Abraham
Independent Member	Richard Brown (Chair)
Independent Member	Vacancy
Independent Member	Vacancy
Independent Member	Vacancy
Mendip District Council	Heather Shearer (Vice-Chair)
North Somerset Council	Roz Willis
North Somerset Council	Richard Westwood
Sedgemoor District Council	Janet Keen
Somerset County Council	Josh Williams
South Gloucestershire Council	Patricia Trull
South Gloucestershire Council	Franklin Owusu-Antwi
South Somerset District Council	Martin Wale
Somerset West and Taunton Council	Chris Booth

Are you considering how your conversation today and the actions you propose to take contribute towards making Somerset Carbon Neutral by 2030?

RNID typetalk

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 Wednesday 10th March 2021. Questions must be received no later than 3 clear working days before the meeting on Friday 5th March 2021.

Please note that all statements and questions must relate to matters that fall within the Panel's statutory functions and responsibilities.

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   **Chairs Business**

5   **Commissioner's Update Report** (Pages 7 - 66)

6   **Assurance Reports** (Pages 67 - 102)

1. Domestic Abuse
2. Equality and Disproportionality
3. Adults at Risk

7   **Performance Monitoring Report** (Pages 103 - 116)

8   **Standing Complaints Report** (Pages 117 - 120)

9   **Work Programme** (Pages 121 - 124)

10   **Date of Next Meeting**

Wednesday 31st March 2021 at 10am.

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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, Governance Specialist on telephone: 07855 284506 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.

Questions must be received no later than 3 clear working days before the meeting.

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 Chair. 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

Somerset County Council supports the principles of openness and transparency. It allows filming, recording and taking photographs at its meetings that are open to the public providing it is done in a non-disruptive manner. Members of the public may use Facebook and Twitter or other forms of social media to report on proceedings and a designated area will be provided for anyone who wishing to film part or all of the proceedings. No filming or recording will take place when the press and public are excluded for that part of the meeting. As a matter of courtesy to the public, anyone wishing to film or record proceedings is asked to provide reasonable notice to the clerk so that the Chair can inform those present at the start of the meeting.

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.

AVON AND SOMERSET POLICE AND CRIME PANEL

COMMISSIONER'S UPDATE REPORT

11 MARCH 2021

The following briefing provides an update for Panel Members on key activities since the last Panel meeting on 4 February 2021. This report reflects the position as at 26 February 2021.

Oversight of the Constabulary Response to COVID

COVID 19 and related oversight, scrutiny, community engagement and reassurance and partnership work has remained a key focus of the PCC over the last few months. There have been a number of key issues, legislative and guidance changes and local partnership forums. In particular, the PCC and DPCC have continued to hold regular Facebook Live events with the Chief Constable to help explain the changes and to put local people's views to the police. ASC carry out regular media interviews to explain the latest position, ensuring that local people's views about the regulations, enforcement and particular issues are fed back to the Constabulary. ASC attend high level internal and partner meetings including COVID 19 Local Engagement Boards as well as national meetings.

The constabulary have a dedicated media communications team for Covid-19 to ensure changes in legislations are highlighted to the public and what actions the force is taking on those who breach the legislation. There has been significant media attention on ASC in relation to our covid-19 response, with the BBC and ITV film crews joining officers whilst engaged on Operation Hydrogen, they were highlighting the numbers of house parties and other gatherings on going during the lockdown and the effects this has on our communities and officers, this was picked up by the national news.

There have been no further significant protests or unlicensed music events since the previous report though Op Hydrogen continues to run 7 days a week covering the whole ASC area. The operation supports the local NPT ensuring there are additional patrols in areas of concern, persistent breaches or high infection rates. The plan is for Op Hydrogen to continue whilst covid-19 restrictions are in place. Op Hydrogen also works in conjunction with the Local Authorities were required, including joint visits to premises, and supporting the Council Marshalls.

Op Hydrogen provides on average an additional dedicated 700+ hrs of patrol by Officers across ASC. Over the last 4 weeks Op Hydrogen officers have attended over 50% of all Covid Breach Storm logs and robustly dealt with repeat offenders. There has been an increase in High visibility patrols to increase the communication of the first 3 E's in areas receiving high foot fall of people carrying out their daily exercise with family members; the increasingly nice weather has seen people gravitating to places of interest causing them to be busier than normal, with lack of social distancing and unnecessary travel to areas. There has been an increase of people attending the ASC area for unnecessary reasons including visiting second homes, holidaying in Air B&B's and to see friends; these have been robustly dealt with where appropriate.

The constabulary responded robustly in relation to national events "The Grand re-opening" on 31st January and 14th February, these events caused no significant issues for ASC.

The constabulary continues to engage with all vaccinations and testing locations provide reassurance to those attending and those working at the locations. The constabulary has also supported the recent surge testing in South Gloucestershire & Bristol.

Crime Demand Context

National lockdown 3 commenced 6th January 2021 with schools and non-essential businesses closing – and a 'stay at home' directive. This has seen an increase in demand in covid breaches being reported and attended.

January and the first part of February continued to follow that reducing trend, this is partially due to seasonal fluctuations in demand. The reduction in overall demand is primarily related to lower levels of Crime; and Transport demand. Demand relating to Public safety and ASB have remained at similar levels to previous years as people report Covid breaches during the lockdown.

Within the last 4 week period the only area of crime which saw an increase compared to the same period last year was the number of Cyber/Online Offences, crime demand fell below the seasonably expected level and a steady downward trajectory in demand has been recorded.

For the period of the last 28 days total crime is 33% lower than seasonally expected.

Calls for service have steadily reduced compared to the same period last year, there has been a slight reduction in 999 calls and a slight rise in 101 calls.

Over the past 4 weeks currently the number of staff members with confirmed covid has reduced by 55% and the number having to self-isolate has reduced by 40% and overall sickness is lower than the seasonal average.

DEMAND SUMMARY OF KEY POINTS:

1. Demand has continued to reduce below the seasonably expected level, largely due to the National Lockdown 3 as of January 6th 2021. However, it has not fallen to the extent that it did in March / April (during the 1st national lockdown), largely due to the less stringent measures in force.

2. Demand may continue to reduce in some areas due to Lockdown 3 being imposed until at least 29th March 2021. The current legislation is in place until 31st March 2021. The new easing of lockdown roadmap has now been published by the government. As restrictions are lifted this may cause an increase in demand in various ways and will need to be monitored closely at each stage. The national vaccination program is under way with the belief by the Government most adults will have received their first vaccination by 31st July 2021

COVID19 Fines and enforcement (as of 24th Feb 2021)

There have been a total of 1663FPNs issued for breach of Covid-19 regulations and 1736 Warnings.

FPN breakdown by LA area and by Age is:

Bristol	672		18-24	829
Somerset	440		25-34	412
South Glos	262		35-44	224
North Somerset	139		45-54	118
BANES	55		55-65	51
Other 95			65+	21
			other	8

Enquiry Office Update from ASP:

As advised in the last report we currently have 4 enquiry offices open and it is our intention to open the other 20 locations with effect from Monday 12 April. This is in line with step 2 of the government road map, where shops etc will open and our footfall is likely to increase then. In the meantime, the footfall is currently manageable at the 4 locations that are open but should this change, we will consider opening other enquiry offices before 12 April, if that is required.

Recruitment Performance

The Police and Crime Panel approved a revised Medium Term Financial Plan on 19th February 2021 which set out recruitment targets for Officers to March 2023. The following table provides a summary of the current position and progress for 2021/22.

Financial Year	2020/21	2021/22
Target for end of year (March)	3001	3151
Opening HC at 1st April	2884	3074
PCDA intakes	276	150
DHEP intakes	30	90
Transferees/Re-joiners	27	32
Police Now/ Detective Now	26	12
Leavers Forecast	-169	-148
Projected actual HC at last day of financial year	3074	3210
Variance *Projected numbers at end of financial year against uplift target*	*+73*	*+59*

Source: Talent Acquisition (January 2021)

Local Resilience Forum

Local authorities have put in place Local Outbreak Plans and Local Engagement Boards which are all attended by the PCC or DPCC.

UK terrorism threat level

The UK's terrorism threat level was downgraded to "substantial" on 4th February 2021. This is a return to the middle of the five threat levels after three months at the higher level of "severe". The UK is now at the same level it was from November 2019 to November 2020. "Substantial" means an attack is now likely rather than highly likely.

Governance and Scrutiny

Deputy Police and Crime Commissioner Update

The Deputy PCC has spent approximately half of his time on Covid related work attending Local Engagement Boards across the area and liaising with senior police officers and other key partners on

issues such as testing, vaccination, support to hospitals and other health colleagues and joined up communications. The DPCC continues to deputise for the PCC at a range of key stakeholder meetings as required including chairing the Local Criminal Justice Board, meeting with local leaders and staff associations. The lockdown since November has impacted on community engagement but as far as possible we have continued engagement activity online including meeting with the Somerset Youth Parliament, the Business Crime Forum and the National Rural Crime Network and meeting service providers and as well as attending Constabulary Advisory groups and the PCC's Scrutiny of Police Powers meeting. The DPCC has also attended a number of community meetings and gold Groups around operational issues and incidents and met with residents about the impact of Covid. The important work in relation to Violence Reduction continues and is set out in more detail below. The DPCC virtually visited all of the 5 Violence Reduction Units across the area in the last few months of last year and shared best practice and chaired the Avon and Somerset Strategic Violence Reduction Unit in February. The DPCC is also leading for the PCC on Avon and Somerset Reducing Reoffending work and attended the kick off Ready for Release Steering Group and also is chairing a series of meetings in each top tier local authority area to discuss implementation of the local and national Integrated Offender Management Reviews.

Internal appointment of Interim Chief Executive and Monitoring Officer

An appointment process is to be held to recruit an Interim Chief Executive and Monitoring Officer following the resignation of the current interim CEO. The current Interim CEO (Mark Simmonds) will leave the CEO post on 30th April 2021.

Schedule 1, paragraph 6, of the Police Reform and Social Responsibility Act 2011 (PR&SRA) states that "the Police & Crime Commissioner (PCC) must appoint a person to be the head of the commissioner's staff (referred to in this Part as the commissioner's chief executive)".

In addition, Schedule 1, paragraph 7 of the Act states that the PCC must appoint a person to act as Chief Executive, if and for as long as "that post is vacant".

The new Interim CEO will address the statutory requirements and will lead the OPCC team through the imminent PCC election process.

The appointment term proposed is a full time post for a 6 month fixed term contract. PCC elections will be held in May 2021 and the fixed term appointment is proposed to provide continuity of advice to the current PCC and then the new PCC and provide continuity of management of the OPCC team though this period.

The interim post will provide continuity of leadership to the OPCC and the new PCC and allow sufficient time for the PCC elected in May 2021 to appoint their own substantive Chief Executive Officer later in 2021.

The PCC advised the Chair of the PCP of Mark's resignation on 5 February 2021. The OPCC Office and HR Manager sent the proposed appointment process paper and role profile to the Chair of the PCP on 11 February 2021.

Engagement

With the Pre-election period approaching we have completely scaled back any public engagement activity and this will recommence following the election of a new PCC.

Violence Reduction Unit's (VRU)

For a full report on the VRU delivery over the last year please review Annex A. This final version has been launched publically via media and social media and partners from 22nd February 2021.

Formal notification has been received that a £35million funding envelope will be made available to the national Violence Reduction Unit network. This is in line with the previous funding and Avon and Somerset has been allocated £1.16million for 2021/22. There will still be a 'bidding' process in order to access the funding, we are waiting on the timescale for this. We have shared this news with local VRUs and encouraged them to start planning for the next year.

We have distributed an additional £68,370 of Covid related funding to support the third sector working within the serious violence arena. The grants need to be spent by March 2021 and priority was given to those organisations meeting immediate needs of young people at risk of exploitation and serious violence.

Reducing Reoffending

Cranstoun are the successful delivery partner for Drive in South Gloucestershire. They have a lot of experience in providing Domestic Abuse services and are already delivering drive in Herefordshire and Worcestershire. https://www.cranstoun.org/s-glos-press-release/

They have begun the recruitment process for key roles, of which a case manager started in post this week and the service manager for South Glos has been appointed and hoping to start in post within 6-8 weeks. ASC have been really helpful in processing the vetting applications as quickly as possible. Currently advertising for an administrator https://www.cranstoun.org/current-vacancies/administrator-drive-project-cranstoun-south-gloucestershire-987/

Cranstoun are heavily engaged with the implementation process and have met with commissioners, ASC Drive Fellow and South Gloucestershire managers to implement the service as soon as possible. First perpetrator panel is hoping to take place mid to late March.

Contracts have been signed by Missing Link as the successful delivery partner for Court Up. They have a lot of experience in delivering female based services in and around the Bristol area. They were notified of their success in achieving the bid mid-January 2021.
Implementation meetings are due to happen between commissioners and Missing Link in the coming weeks.

The Programme Manager for the Ready for Release programme in Bristol prison, Laura Dornan is continuing to recruit to her team. She presented to the Resolve Board on 10th February so partners are well sighted on the existence of this project and the ambitions of the difference it could make to men released from HMP Bristol.

The local authority meetings to discuss the opportunities of Integrated Offender Management (IOM) have concluded in each area with subsequent meetings scheduled to delve into the specifics. DWP have expressed their willingness to be involved in a local model and all Local Authorities have been asked to consider whether they would be willing to be a pilot area for 2021.

Lammy Review

One of the challenges of the Lammy work has been securing all relevant data from Criminal Justice partners. This issue was escalated at the Local Criminal Justice Board and progress is being made but

there will undoubtedly be findings on this in the final report. The work stream workshops continue and the team are on track to produce their report by the end of March for consultation.

HMICFRS

Since last reported a new response has been published:

- Pre-charge bail and released under investigation: striking a balance

There are two new publications requiring a response:

- Impact of the pandemic on the Criminal Justice System (Joint Inspection)

- An inspection of the effectiveness of the Regional Organised Crime Units

Police and Crime Board

Agendas and minutes of the Police and Crime Board are published at the following link:
https://www.avonandsomerset-pcc.gov.uk/reports-publications/police-crime-board-reports/

Key Decisions

There have been two formal decisions since the December Panel meeting.
- 2 year licence agreed for Anaplan Integrated Planning Tool

All decision notices and accompanying documents are published at the following link:
https://www.avonandsomerset-pcc.gov.uk/reports-publications/decisions-log/

PCC Election 2021 Dates

22nd March – Notice of election (pre-election period commences)

23rd March – nominations of candidacy can be accepted

8th April – deadline for candidate nominations

9th April – PARO confirms candidates

6th May – Election day

7th May – Election result

14th May – New PCC commences term

DPCC legal guidance:

Until 2017 Deputy Police and Crime Commissioners, were required to stand down before they lodged their nominations as a candidate, if they were standing for elections as a PCC (see S65 (1)(e)(i) of the Police Reform and Social Responsibility Act 2011).

However, the Policing and Crime Act 2017 changed this requirement, as S122 of that Act makes it clear that S65 (1)(e)(i) of the PRSRA does not prevent a deputy police and crime commissioner from being elected as a PCC at an ordinary election of police and crime commissioners.

Therefore, the requirement for a Deputy Police and Crime Commissioner to stand down from that role if they are seeking election as the PCC no longer applies and they can continue to serve as the Deputy throughout the PCC election period.

Victims

The MoJ wrote to PCCs on 1 February advising them of 2021/22 victims' services grant allocation. It has since been announced that MoJ will be providing an additional £40m funding for victim support services next financial year specifically for victims of domestic and sexual abuse.

The additional funding that is available for allocation across Avon and Somerset is as follows:

Funding for:	Avon and Somerset OPCC Allocation
Domestic Abuse (DA) Support Uplift (2021-22 only) *[£9 million available nationally]*	£227,061
Sexual Violence (SV) Support Uplift (2021-22 only) *[£4.6m available nationally]*	£126,613
Independent Sexual Violence Advisor (ISVA)/ Independent Domestic Violence Advisor (IDVA) Expression of Interest (EOI) funds (2021-22; 2022-23) *[£12m available nationally]*	Allocations to be determined by MoJ process on receipt of EOI documents

The OPCC will allocate the funding via the following process:

1. **ISVA EOI –** As lead commissioner for ISVAs the OPCC will work with the existing ISVA provider to identify need across Avon and Somerset and complete the EOI process.
2. **IDVA Services EOIs -**The OPCC will work with the five IDVA commissioners in Local Authorities to identify local need in each Local Authority area and complete the EOI process.
3. **DA/SV proposals via Needs Assessment Form -** The OPCC invites applications from services that meet the requirements for the DA/SV pots of funding. Details have been shared with stakeholders and published on the OPCC website.

Further details are available online along with the DA/SV application form, timescales, evaluation process and MoJ guidance.

Key event: "Meet the new Domestic Abuse Commissioner: An 'audience' with PCC Sue Mountstevens and DA Commissioner Nicole Jacobs"
February 23rd saw a key event in the calendar with a virtual visit from Domestic Abuse Commissioner, Nicole Jacobs. Attendees - including a wide variety of partners (local authority representatives, clinical commissioning groups, victims' services and local champions raising awareness of domestic abuse) - joined to listen to an in-depth discussion focused on domestic abuse. This event encouraged greater

awareness of the role of the DA Commissioner, her role and scope of influence. The DA Commissioner was presented with questions from our stakeholder audience including how to ensure the right response for BME victims, the importance of perpetrator programmes, and children and families affected by DA. It is hoped this early local level engagement with the Commissioner will enable a positive foundation with which the DA Commissioner Office will work with local partners in the coming months during the implementation of new practices related to the DA Bill. The event also created the opportunity for local level concerns to be brought to the attention of this important national lead.

Safer Streets Fund (SSF) Year 2 (2021/22)

- The second year of the fund was launched on 28th January 2021.
- The purpose of the fund is to "invest in well evidenced interventions [situational prevention], with the aim of reducing acquisitive crime in areas that are persistently and disproportionately impacted".
- Bids must seek to reduce one or more of the following "neighbourhood crime" types: burglary (residential/dwelling), robbery (personal), vehicle crime (theft of or from) or theft from the person.
- Each bid can ask for a maximum of £432,000 which must be spent by 31st March 2022; successful bids are due to receive funding in June. Each bid has to demonstrate matched funding of 20% of the total cost of the bid.
- Each police force area can put in a maximum of three bids.
- Only PCCs (or equivalents) and Local Authorities can bid. From the experience of the first year it was agreed that, in A&S, the Local Authorities would be the bidders. However the PCC gets to decide which bids to put forward and with which prioritisation.
- Bristol and North Somerset and have confirmed they will be submitting proposals whereas BANES, Somerset and South Gloucestershire declined the opportunity.
- The two areas will be submitting preliminary bids to the OPCC by 23rd February. These preliminary bids will be assessed by the OPCC and Constabulary together in order to determine the prioritisation of the bids. We will assess these using the same criteria the Home Office will use for the formal bids. This will help ensure A&S has the best chance of three successful bids.
- Final bids must be submitted to the Home Office by 25th March 2021.

Criminal Justice

We recognise the latest national announcement of a high of 56,003 cases in the Crown Court backlog, however locally as a result of our efforts in A&S to collaboratively reduce the backlog, we are now listing trials in Sept 2021 in comparison to other parts of the country as late as 2023.

We continue to look at and test creative ways of improving the backlog to support all victims, defendants and all of their families through this difficult time, through a regional multi agency approach supported by the criminal justice board.

The OOCD panel review is now ready and with the constabulary for comment before external publication to the public. The panel's first meeting of 2021 is scheduled for 2nd March, where a sample of Hate crime cases will be scrutinised.

Independent Residents' Panel

The Independent Residents' Panel (IRP) scrutinise completed cases of complaints made by members of the public against Avon and Somerset Police. The panel is chaired and run by volunteers and they meet on a quarterly basis.

The next meeting is scheduled for the 3rd March 2021 and the theme is discrimination. Panel members will be furnished with police public complaints where the complainant has alleged that they have been discriminated against.

The panel's findings are shared with Professional Standards for comment and published as a public report.

The Panel's reports are published on the PCC's website at:

https://www.avonandsomerset-pcc.gov.uk/reports-publications/independent-residents-panel-reports/

Reviews of complaints

The PCC has now received 178 review applications since Police Reforms went live on the 1st February 2020. This is a weekly overall average of just over 3 per week however we have noticed an increase in the volumes more recently with an average of 4.75 per week for 2021. Reviews vary in complexity, context and nature. The provisions of the legislation are specific and each review requires extensive consideration of the grounds for review, the actions of the Constabulary and the legislation. The review process continues to provide valuable insight into dissatisfaction themes however the demand in this area is increasing. This can be compared to the increase in police complaints both locally and nationally which is believes to be a direct link to the new regulations however this is being explored in more detail regionally.

Scrutiny of the Use of Police Powers Panel

No further update since the last report to the Police and Crime Panel.

All recently authorised Scrutiny of Police Powers Panel reports are published on the PCC's website at:
https://www.avonandsomerset-pcc.gov.uk/reports-publications/scrutiny-police-powers-panel-reports/

Independent Custody Visiting Scheme

No further update since the last report to the Police and Crime Panel.

Contacts/Complaints Oversight

The OPCC Contacts Team receive a weekly average of 296 contacts (email and telephone calls) internally and externally per week. These contacts vary from members of the public seeking to invite the PCC to events, enquiries about funding and more complex matters such as complaints or community issues. Of this correspondence a proportion (approx. 50 – 17%) result in a case being created in the OPCC case management system and case work being required.

Month	2020	2019	-/+
January	149	183	-34

The OPCC average handling time for this period reduced to an average of 4 days from 6 days which may be indicative of continued increase in High and Medium contacts as well as increased demand related to the national lockdown on the 5th January 2021.

High and Medium cases (these are cases that are higher complexity, risk, public impact or organisational reputation) continue to be higher in comparison to last year. Cases of this nature require more senior and in depth handling and therefore will have impact on handling times.

Month	High 2020	High 2019	Med 2020	Med 2019
January	11% (+5%)	6%	61% (+12%)	49%

Themes were varied this month with 68 contacts in relation to operational matters and 17 relating to police complaints.

Data also includes monitoring of complaints which is a statutory function for the PCC. Since Sept 2019 (when records started), the PCC has monitored 206 police complaints. The team continue to check complaints handling regularly to support timely resolution and compliance with the IOPC Statutory Guidance 2020.

Estates: An update report is attached as Annex B.

Contact Officer – Mark Simmonds, Interim Chief Executive

AVON & SOMERSET POLICE & CRIME COMMISSIONER

AVON AND SOMERSET VIOLENCE REDUCTION UNIT

Annual Report 2020/2021

SOUTH GLOUCESTERSHIRE

BRISTOL

NORTH SOMERSET

BATH & NORTH EAST SOMERSET

SOMERSET

January 2021

"**Serious Violence was starting to escalate in the area; lives were being lost and vulnerable people exploited daily.** The police and our partners couldn't respond to the issues in isolation, and thanks to the introduction of Violence Reduction Units (VRUs), we are now working together to make a change.

"VRUs are now well established across Avon and Somerset and they continue to provide innovative and collaborative solutions to support young people in our communities.

"Despite many challenges and increasing concern due to the impact of the pandemic, the commitment from our partners has been inspiring and the five local VRUs have been able to make real impactful change to those who need it most.

"Our model here in Avon and Somerset is unique in being a 'hub and spoke' approach, we decided to devolve the Home Office funding to the five local authority areas (Bristol, Somerset, South Gloucestershire, North Somerset and Bath and North East Somerset). This approach really recognises the importance of local need and expertise and gives the opportunity to really listen to our partners and communities. We have built on existing networks and initiatives, but also created new ones where gaps were evident.

"We welcome the announcement from the Home Office of renewed funding to establish and build on a public health approach to tackling the root causes of these terrible offences that are having a devastating impact on victims, perpetrators, their families and entire communities.

"I am passionate about protecting the most vulnerable from harm and the VRUs remain a crucial part in taking a compassionate approach to keeping young people and our communities safe.

"This report highlights the dedication and commitment from our VRU colleagues and partners. Although substantial progress has been made, we still have a long way to go and I am confident that with dedicated partners around the table, the VRUs will continue to make strides in reducing serious violence in the coming year."

- Avon and Somerset Police and Crime Commissioner Sue Mountstevens

"Avon and Somerset first received Home Office funding to set up Violence Reduction Units in August 2019.

"A key early decision was to adopt a hub and spoke approach which recognised that there were serious violence issues across the area but they were of a very different nature in each local authority. All needed an evidence based, early intervention and long term approach – this was underpinned by research commissioned from the Behavioural Insights Team on the underlying causes of serious violence. The model allows each unit to be tailored to the local demographics and partnership landscape but also for best practice and cross border information to be shared.

"Highlights have included real progress with data sharing and the VRU App; significant developments in working with schools especially around exclusions and weapons in schools; good engagement with health colleagues especially around sharing data and a real focus on targeting County Lines.

"Covid-19 has been a major challenge with a diversion of partner resources, impacting on delivery models and most importantly presenting further opportunities to criminals to target and exploit young people.

"The short term in year nature of the funding has been a challenge; there has been progress this year and the Home Office has also helpfully provided over £150,000 in emergency funding to assist with Covid activities. However, such important work based on a proven long term approach desperately needs a corresponding long term funding approach.

"I am delighted with the progress so far and especially the commitment of partners, the police and the OPCC team but there remains much to do and we will continue to work with our partners to progress this crucial initiative."

John Smith, Deputy Police and Crime Commissioner for Avon and Somerset and Chair of the Strategic VRU Governance Board.

Summary

Contents

AVON AND SOMERSET VRU 2020/21

Working in partnership to tackle serious violence

736 Young people at risk of serious violence discussed at multi-agency VRU meetings

597 Young people received targeted interventions

766 Young people receiving universal intervention through schools programmes

1635 Young people engaged through detached outreach

392 Professionals received training on exploitation, ACEs and Trauma Informed Practice

Definition of Serious Violence

In Avon and Somerset, **Serious Violence** was initially defined as the principal offence categories "violence against the person" (VAP), sexual offences and "robbery" where the degree of harm or potential harm was such to deem it serious. For example, "Assault Occasioning Actual Bodily Harm" is classed as serious violence, whilst "Common Assault" is not; and 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. All occurrences of serious sexual assault or rape are categorised as 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.

This definition has evolved through subsequent needs assessment and delivery, with local VRUs focussing on different elements of this definition in order to meet the unique need of their locality. It is now felt that focusing VRU delivery by crime type alone can be limiting and a broader consideration of risk and vulnerability, including contextual safeguarding is required. This also enables a foundation for collaboration, it avoids duplication and enables VRU delivery to flex and adapt to current needs.

We acknowledge that some people have been both perpetrators and victims / survivors of serious violence.

Bath and North East Somerset uses the Avon and Somerset definition of serious violence in its plan and publicity but in practice the focus this year has been on youth violence, domestic abuse and street community violence. This links directly with its problem profile.

Bristol is working to the Avon and Somerset definition with the exception of Domestic Abuse. Bristol VRU is a whole system response to Exploitation which includes Criminal exploitation, Sexual exploitation, missing young people, serious youth violence, knife crime and county lines. The approach integrates a public health prevention response and a contextual safeguarding protection response which focuses on peer groups, places and individuals.

North Somerset and are working to the Avon and Somerset wide definition as detailed above.

South Gloucestershire is working to the Avon and Somerset wide definition detailed above with the exception, at this time, of domestic abuse due to existing arrangements/programmes for victims and perpetrators and it would detract attention from the other core topics of Night Time Economy, County Lines and youth knife crime.

For **Somerset,** the key crime types used for analysing the profile of serious violence are:
• Youth violence
• Knife crime
• Alcohol related offences
• Domestic abuse
• Sexual offences
• Drug related crime
• Serious and organised crime (SOC)
• Criminal child exploitation (CCE)
• Child sexual exploitation (CSE)

Local context

Population

	Population	% of Avon & Somerset Population
BANES	193,282	11.2%
Bristol	463,377	27.0%
North Somerset	215,052	12.5%
Somerset	562,225	32.7%
South Gloucestershire	285,093	16.6%
Total	1,719,029	100.0%

Age

The proportion of children across all LA areas is broadly similar but the age profile varies quite significantly across different age groups of adults. Over half the population of Bristol is under 35. Whereas over half the population of North Somerset and Somerset are 45 and over and in both these areas almost a quarter are 65 and over. These differences are also evident in the median ages which range from 32 in Bristol to 47 in Somerset.

Ethnicity

Based on the 2011 census the A&S population is has 89.1% white British, 4.1% white other and 6.7% Black, Asian and Minority Ethnic' This varies greatly across the Local Authorities with Bristol being the most diverse and above the national average. Looking on a hyper-local level (Lower Layer Super Output Areas or LSOA) demonstrates the diversity further: in Bristol one LSOA has 98.6% white population whereas another has only a 19.6% white population.

Religion

The predominant categories are either Christian or no religion. As in other respects Bristol has the most diversity with 7.7% of the population having a religion other than Christianity; this is as few as 1.4% in Somerset.

Physical Geography

Across the whole of Avon and Somerset 22.8% of the population live in rural areas however this varies greatly by Local authority ranging from Bristol, which is wholly urban, to Somerset which has almost half the population in rural areas.

The geographical size, and population density, of Somerset is also considerably different to the other areas.

Crime rate

 Crime rates are vastly different across the force area with the highest, Bristol, having almost double the rate of the lowest, South Gloucestershire.

Crime Rate (per 1000 people)	Annual rate (1 Apr 18 – 31 Mar 20)	Half year rate Apr-Sept 18	Half year rate Apr-Sept 19	Half year rate Apr-Sept 20
BANES	63.1	31.5	31.8	28.1
Bristol	114.2	59.4	58.7	52.1
North Somerset	73.0	37.2	38.3	33.0
Somerset	69.0	35.7	36.1	32.0
South Gloucestershire	59.0	29.5	30.0	27.0

Crime types

The proportion of recorded crimes across Avon and Somerset; this is broadly similar across all local authority areas.

Serious Violence offences accounted for 12.7% of all recorded crime over the last three years. Serious violence, like all crime, saw a small increase from 2018 to 2019 but then a decrease to 2020. This decrease is largely attributable to Covid-19 restrictions as these levels were relatively stable prior to March 2020.
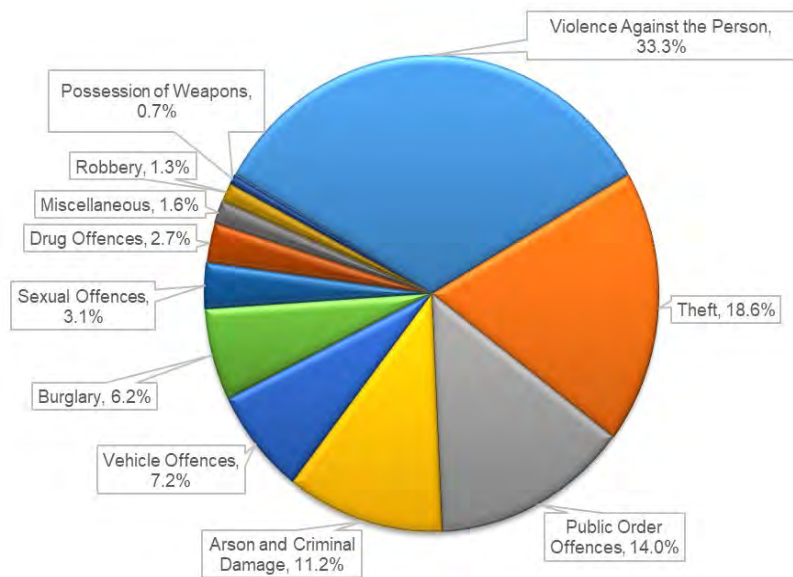
There were on average 17,661 serious violence offences in each 2018 and 2019 and 15,767 in 2020. An interesting comparison is to assaults which did not involve injury (i.e. 'non-serious' violence); this crime type actually grew slightly in 2020 making it markedly different to serious violence.

In terms of the different **crime types** for every 10 serious violence offences, seven are violence against the person, two are sexual offences and one is robbery.

Pie chart: Violence Against the Person, 33.3%; Possession of Weapons, 0.7%; Robbery, 1.3%; Miscellaneous, 1.6%; Drug Offences, 2.7%; Sexual Offences, 3.1%; Burglary, 6.2%; Vehicle Offences, 7.2%; Arson and Criminal Damage, 11.2%; Public Order Offences, 14.0%; Theft, 18.6%

The rates of serious violence also vary considerably across the five local authority areas as the tables below show. However it should be noted this is broadly in line with variations in all crime levels (as seen above) i.e. these local authority variations are seen in crime as a whole and are not specific to serious violence.

2 year totals	Annual SV offences per 1,000 people
BANES	7.2
Bristol	14.0
North Somerset	8.9
Somerset	8.4
South Gloucestershire	6.4
Avon & Somerset	9.8

Number of recorded serious violence crimes (bar chart for BANES, Bristol, North Somerset, Somerset, South Gloucestershire; 2019, 2020)

Infrastructure pre 2019/20 VRU funding

Prior to the 2019 funding, serious violence has started to attract attention in different forums.
There were local responses to youth violence, CSE, criminal exploitation, missing children, radicalisation and the Prevent agenda.

Tackling serious violent crime was strategically overseen locally by the **Community Safety Partnerships**, **Safeguarding Boards** and **Youth Crime Prevention Boards** and operationally delivered by **Police**, **Community Safety Teams** and **Social Care**. Alongside and separately, the police continued with their standard threat/harm/risk work. There were also established Boards and pathways in response to domestic abuse.

Bristol's Preventing Gang Involvement and Youth Violence Strategy 2017-2020 identified the direct correlation between gang-related violence and illicit drug supply. **B&NES** launched its youth @ Risk Strategy with a related protocol on serious youth violence in 2019.

Prior to VRU funding, Bristol was the only local authority to have a dedicated team, similar to the VRU model, to respond to the issue in East/Central area of the city. This was established in April 2019.

PCC Sue Mountstevens and Desmond Brown of Bristol Safer Options and Growing Futures, Serious Violence Summit 2019.

Avon and Somerset Serious Violence Summit 2019

In May 2019 the PCC, working closely with Avon and Somerset Constabulary held a **Serious Violence Summit**, bringing together senior leaders from across Avon and Somerset to develop a multi-agency response to serious violence. The Summit was used to introduce the research being undertaken by an external consultant commissioned by the PCC, the Behavioural Insights Team which shaped a bespoke Serious Violence Strategy for Avon and Somerset. The PCC also committed seed funding to Local Authorities to coordinate the development of serious violence work.

This meant that the OPCC had a framework ready on which to shape their response when it was announced that Avon and Somerset would receive £1.16 million of the Home Office's £35 million investment in Violence Reduction Units.

The Strategic Violence Reduction Governance Board is made up of key partners and meets quarterly to:

- Give strategic direction for the development of the Avon and Somerset VRUs, avoiding duplication with other work streams
- Monitor collective risks and issues
- Provide coordination across VRU activity where required
- Ensure that the VRUs follow a public health approach
- Oversee performance and delivery of VRUs
- Ensure that delivery is informed by Behavioural Insights Team (BIT) Report on Serious Violence in Avon and Somerset and the local VRU's problem profiles and response strategies.
- Ensure compliance with Home Office reporting requirements
- Seek to understand and resolve issues that require force-wide resolution or are strategic systems change / infrastructure issues e.g. data/intelligence sharing arrangements/agreements.

◣ VRU STRATEGIC BOARD

Chair–Deputy Police and Crime Commissioner

Representation from:

- Office of the Police and Crime Commissioner (OPCC)
- Avon and Somerset Police
- Public Health England (PHE) South West
- Education
- Clinical Commissioning Groups (CCGs)
- NHS England and NHS Improvement
- Youth Offending Service (YOS)
- National Probation Service (NPS)
- Home Office – Immigration
- Voluntary sector (VCSE)

The devolved Hub and Spoke model sees the funding passed straight to the 5 spokes to design and deliver a **Violence Reduction Unit (VRU)** that fits the local context.

Funding is divided proportionally based on population and incidents of serious violence. Each area have written their own problem profiles and response strategies with action plans taking into account their own need and resources.

A clear benefit of this model is that the VRUs are building upon strong foundations within their respective Local Authorities. Existing partnerships and infrastructure meant we were starting from a well-established position. However, we do acknowledge that the Local Authorities have different resources and priorities which result in a varying pace of delivery and progress.

Strategic VRU Board meetings, Coordinators meetings and the roles of OPCC VRU Leads and Police Inspector provide links between the VRUs.

The central coordination and reporting function is by the devolved nature, removed from much of the detail. A balance must be found to ensure a comprehensive overview and accountability. This has been achieved in most part by building strong relationships through regular meetings and communication; while being conscious that any reporting and administrative requirements should be proportionate and reasonable.

Area	%	Funding
Bath and North East Somerset	10%	£114,884
Bristol	37%	£424,389
North Somerset	12%	£143,582
Somerset	31%	£362,225
South Gloucestershire	10%	£114,920
TOTAL	100%	£1,160,000

Avon and Somerset Violence Reduction Unit (spokes)

Key: Local council funded | A&S Police funded | Home Office funded

BRISTOL

CENTRAL HUB:	LOCALITY TEAMS X3:
STRATEGIC LEAD	3 EDUCATION INCLUSION MANAGERS
1 SAFER OPTIONS MANAGER	1.2 SENIOR YOUTH AND COMMUNITY WORKERS
1 CSE SOCIAL WORKER 1 FTE	3 YOUTH JUSTICE PREVENTION WORKERS
1 COMMUNITY CONTEXTUAL SAFEGUARDING PRACTITIONER	1 VRU SERGEANT
1 MISSING PERSON PRACTIONER	3 VRU PCSO
0.6 REDUCING OFFENDING IN CHILDREN IN CARE PRACTITIONER	AREA MANAGERS AND DEPUTY SERVICE MANAGER – CHAIRING SAFER OPTIONS MEETINGS
1 POLICE INTELLIGENCE INVESTIGATOR	
OPERATION TOPAZ CHILD EXPLOITATION IVESTIGATIONS TEAM	

BATH AND NORTH EAST SOMERSET

STRATEGIC LEAD / COORDINATOR
0.5 VRU SERGEANT
2 VRU PCSO
0.2 BUSINESS ADMIN SUPPORT
0.2 COMMUNITY SAFETY OFFICER

NORTH SOMERSET

STRATEGIC LEAD
1.4 VRU CO-ORDINATOR
1 VRU SERGEANT
3 VRU PCSO
1 BUSINESS INTELLIGENCE ANALYST

SOUTH GLOUCESTERSHIRE

STRATEGIC LEAD
1 VIOLENCE REDUCTION OFFICER
0.5 VRU SERGEANT
2 VRU PCSO

SOMERSET

STRATEGIC LEAD
PROJECT MANAGER
1 VRU SERGEANT
4 VRU PCSO
COMMUNICATIONS OFFICER
BUSINESS ANALYST

VRU Performance Monitoring

We have designed a performance framework for each of the VRU spokes to complete each quarter to ensure a consistent standard of reporting. This information will be collated for the Home Office quarterly report, and also provide strategic oversight and feed into the key products.

Local VRUs report against the following sections within the framework:
Spend, mandatory product/s, VRU meetings and attendees, multi-agency approach, knowledge sharing, sustainability planning, Covid-19 impacts and adjustments, value for money, risks reporting, data sharing, demand, geographical hotspots, interventions and numbers reached, communications and engagement.

The intention is to supplement this information with offending and victimisation data from the Police each quarter to track the issue of serious violence and the impact of the work being done to tackle it. The framework will also calculate the cost saving based on offending data, ie measuring reductions in serious violent crimes and reduction in violent homicides quarter on quarter.

This performance framework was introduced with the 2020/21 grant agreement in June 2020. The delay in confirmation of funding and then the unforeseen disruption due to Covid-19 and associated lockdowns have skewed the data. We do not have a full year of delivery yet and would be unable to attribute any changes solely to the work of the VRUs at this point. This will be more illuminating as we continue to collect this information going into 2021-22.

Local evaluation

The process evaluation element of the mandated local evaluation will see external consultants, review in greater detail the A&S VRU structure has been implemented and its successes/failures with its approach. This will include reaching out to members of the local communities and other stakeholders. It will assess the devolved approach and unique hub and spoke model. This will be a key in driving sustainability plans and help shape future the model.

VRU Infrastructure

Governance and accountability reporting structures

B&NES
The VRU work is embedded in the B&NES Community Safety and Safeguarding Partnership (BCSSP) and 4 of its sub groups to which it reports at each quarterly meeting (Exploitation, Domestic Abuse, Early Help and Intervention and YOS Management).
The Serious Violence Steering Group meets quarterly and receives exception reports on the work plan. It also reports formally through the Exploitation Group to the BCSSP Operational Group on a quarterly basis. The wider partnership is developing a data monitoring dashboard that will include some measures of the effectiveness of serious violence work, including levels of reported crime.

North Somerset
North Somerset VRU update and receive feedback from the Community Safety Partnership board and through a newly formed Steering Group. The purpose of Steering Group is to work together to enable partners and communities across North Somerset to prevent and tackle serious violence. Given the high degree of overlap with other council, health, and police services, it should be managed using a "whole system" approach which will reduce duplication and ensure co-operation between agencies.

Bristol
The Bristol VRU (Safer Options) is governed through the multi-agency Serious Violence Prevention Group which reports to the Keeping Bristol Safe Partnership Executive (an integrated executive with responsibility for safeguarding adults, safeguarding children and the community safety partnership). This group has oversight of the delivery of the Safer Options plan and the changes to the services.

Safer Options provides fortnightly briefings to relevant Cabinet Members on the development of the work.

Key to the Safer Options development is a systems change pilot around contextual safeguarding that is being evaluated by the University of Bedfordshire. These changes to approaches and interventions are led through a multi-agency Contextual Safeguarding Steering Group which reports to the Keeping Bristol Safe Partnership Executive.

South Gloucestershire
South Gloucestershire have a VRU panel which is to oversee the operational work of the VRO, progress on the action plan and maintain updates on local and national trends and thinking. That is overseen by the Extra Familial Risk Management Group made up of senior managers who provide strategic oversight and support to overcome barriers. Ultimately both groups report to the Community Safety Partnership.

Somerset
The Somerset VRU provides quarterly updates to the Safer Somerset Partnership

Local VRU	B&NES	Bristol	North Somerset	Somerset	South Gloucestershire
Steering Group / governance meeting	Serious Violence Steering Group	Serious Violence Prevention Group	VRU Steering Group	Safer Somerset Partnership	VRU Panel meeting
Frequency	Quarterly	Bi-monthly	Quarterly	Quarterly	Bi-monthly

Other Strategic Governance Functions

An update on the VRUs is included in the PCC's report to the Police and Crime Panel on a quarterly basis.

VRUs are also represented on the ASSP – Avon and Somerset Strategic Partnership, the area's collaborative children's safeguarding board.

Accountability to key stakeholders and local community

The work of the local VRU spokes is fed back to the local community through local residents and existing partnership meetings.

Relationships with groups, businesses and individuals are being devolved through VRUs' project work: members of the community are involved in the co-production of responses to local issues.

▶ 'It takes a village' in Bristol

The Safer Options (Bristol VRU) team became a valuable partner in the community engagement 'It Takes A Village' series.

The sessions explored understanding of the causes of serious violence, CSE, CCE and how as parents, carers and a community, we can respond effectively.

This resulted in 87% of all attendees reporting an increase in confidence in their understanding of the issue. It also allowed us to update the community on available family support and youth provision in the area contributing to 78% of attendees feeling more confident about knowing what's available for young people and 74% understanding where families and carers can access support.

This is a fantastic example of increasing the understanding of safeguarding those most at risk within our communities. As residents understand the issues and have a regular forum to raise their concerns, they are also more equipped to hold the team accountable for the response.

Community based initiatives

The Covid-19 fund for micro-organisations offered additional opportunity for the VRU to link with organisations where staff and volunteers are within and part of the communities affected by serious violence. Their relationships, understanding and proximity means they are best placed to learn about local issues and emerging threats and can guide the response.

Community consultation on mandatory products

The mandatory products (Problem profiles and response strategies) and action plans were developed and written in partnership with key stakeholders, young people, their families and communities as experts by experience, and key holders of insight and intelligence.

To ensure we heard the voices of a cross section of those affected, focus groups interviews, surveys and events were arranged and included:

- Children and young people who were involved in youth violence Children and young people who had been involved in youth violence in the past.

- Children and young people who were on the edges of youth violence, or were affected by youth violence in some way.

- Parents and carers who were in touch with stakeholder organisations.

- Staff teams in stakeholder organisations.

- Members of the wider community

VRU Infrastructure

Diversity and inclusion

Recruitment into the VRUs has predominantly been through the OPCC, Police and five Local Authority areas, all of which are committed to improve representation of the communities we serve.

Importance has been placed on diverse experience when recruitment to roles within the VRUs, rather than specific qualifications or conventional career routes. This has resulted in a diverse workforce with a rich and varied knowledge base and relevant cultural associations to inspire, motivate and support young people.

We recognise the value of lived experience and representation has been most successful through the commissioning of providers to deliver direct services.

Community Mentors in Bristol

When asked, people in Bristol said that young people and their families should be at the heart of the response to Serious Youth Violence.

Young people said it was important for them to get support from people who they could relate to or who had similar experiences to them.

The VRU has engaged with community mentor programmes across the city as well as using the team's Community Consultant and community groups to identify key individuals from the community with relatable life experience. This is a highly respected and paid role, integral to the work of the VRU. Mentors receive training and support as well as opportunities to progress professionally.

Representation on the Strategic VRU Board

It is our aim to ensure voices of community and young people are heard and the diversity of our communities is reflected at all levels of our work, including the Strategic Governance Board. This is a priority for 2021/22.

The next step will be to welcome a Voluntary sector representative to the Strategic VRU, to replicate representation achieved at local level and continue to explore options for community representation.

Online presence

One of the actions from our Youth and Community Engagement working group was to create a public facing platform where the public, professionals and other stakeholders can be directed to learn more about the Violence Reduction Unit.

The PCC's website is hosting an Avon and Somerset VRU page. The plan is to develop that page to include referral information and resources. Some local VRU spokes have also developed their own online presence to give more detail about their work.

North Somerset have a VRU page on the Safer and Stronger North Somerset website .

Details and resources related to **Somerset** VRU's work including their problem profile and strategy can be found on their webpage on Somerset County Council's website.

B&NES has a Violence Reduction Unit page on the Council's website.

Bristol are developing a Safer Options platform as part of the Keeping Bristol Safe Website, a one-stop shop for those involved or interested in the approach.

Multi-agency working

The Public Health approach is one that recognises 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, agencies need to work together. [1]

Serious Violence Summit
Over 100 delegates from local authorities, police, health, education, VCSE and other agencies attended the 2019 Serious Violence Summit. Table discussions led by Local Authority representatives covered both current serious violence issues and opportunities for prevention. They were asked to pledge their commitment on the day and so have been engaged since before the inception of the VRUs.

Strategic VRU Governance Board
Partners take an active role in the Strategic VRU Governance Board, attending quarterly meetings and contributing to relevant work streams in the interim, ie Health data, Education, County Lines and Community Engagement.

Local VRU meetings
Each of the VRU spokes hold regular multi-agency meetings to discuss individuals and groups at increased or emerging risk. These teams include partners from schools and alternative provision, drugs and alcohol services, housing providers, voluntary sector agencies including youth services and domestic abuse services, social care National Probation Service (NPS) and Youth Offending Services (YOS).

Surge and VRU partnership
The relationship between the OPCC and the Constabulary is vital in modelling partnership working which is the primary feature and function of the VRU.

The Police commitment to the VRUs is represented by a Surge funded staffing resource with an Inspector, 5 Sergeants and 15 dedicated PCSOs. The line of command is dedicated to tackling serious violence and all training, communications and tasking is consistent and VRU focussed.

This year has seen recruitment into vacant roles and an induction programme for new PCSOs. It has been a challenge getting the roles to full complement. South Gloucestershire in particular have felt the impact of vacancies within their team. This is being given attention as a matter of urgency.

The Surge Lead is a member of the Strategic VRU Board to ensure our workstream themes and resulting activity is aligned.

The VRU Inspector attends VRU Steering groups where he provides advice on tactical matters and support with resourcing. He also facilitates a 6-weekly meeting of VRU Coordinators and Police officers to share best practice and discuss operational matters.

The Sergeants play a pivotal role in the operational meetings, bringing intelligence and referrals to the VRU's attention.

The PCSOs are embedded in the work of the VRUs, delivering interventions, such as the Change and Consequence programme and detached youth work with partners from the voluntary sector across the force area.

In turn, any incidents or high risk individuals that cannot be addressed through the VRU, can be referred to the Local tasking teams for disruption or enforcement activity.

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

Education

Police, schools and VRUs
In order to assist with safeguarding and achieving the best possible outcomes for children, young people and the wider school community, the Police have designed a **schools charter**. It has been created in consultation with education partners and aims to strengthen relationships and improve engagement. It lays out minimum expectations in the form of Universal and focussed offers.

Universal offer to every school
a School Link Officer (SLO) from within their Local Neighbourhood Team. (The role of the SLO is for engagement and not for direct reporting of crime or safeguarding referrals.)
Planned engagement with SLO
- once every half term secondary/alternative education establishments/PRUs/colleges (i.e. 6 engagements per academic year),
- once a term Primary School (i.e. 3 engagements per academic year).

Support from Central Coordinating Team
Variety of engagement opportunities including PSHE lesson support and delivery, event attendance, bike marking, youth beat surgery, restorative approaches etc.
Child Criminal Exploitation and Child Sexual Exploitation training by Op Topaz (specialist Police team)

Focussed offer to identified schools, in addition to the SLO
Involvement of **VRU PCSOs** around Serious Violence.
Mini Police - targeted at areas of Policing Demand.
Black Police Association – for schools with large BAME population.

Response to offensive weapons in schools

Bristol's Safer Options team, in conjunction with Local Authority and Police colleagues have devised guidance and a support package for when offensive weapons are found in schools.

It aims to support educational professionals to make robust, safe and proportionate decisions when responding to concerns about offensive weapons on the setting's site. This guidance has been in the context of developing multi-agency partnership and acknowledges children and young people are provided protection from risk and exploitation if supported to stay in school.

Instead of being reported directly to the police, individuals found in possession of a weapon in school will be referred to the VRU for a bespoke package of support. Headteachers are encouraged to consider early intervention and support, rather than immediate exclusion.

 In cases where the weapon has been used or its use has been threatened, the guidance is clear that the Police should be called immediately.

Following its success in Bristol, this initiative will be rolled out to other VRU areas. It will form part of the Youth Offending Services' Out of Court Disposal pathway in cases where there are no aggravating factors.
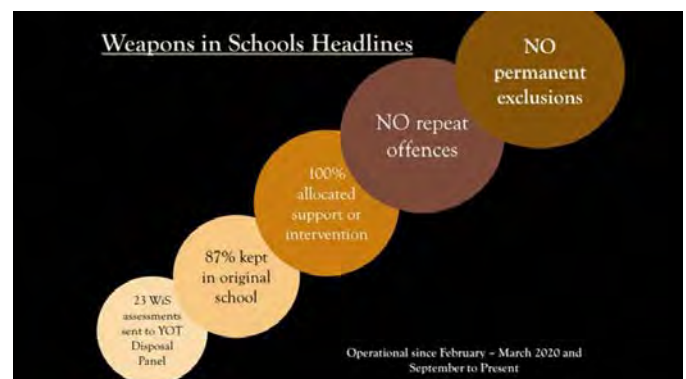
Multi-agency working

Partnership working to tackle County lines

Serious Violence and Child Criminal Exploitation remain key characteristics of County Lines criminality and is carefully monitored. Prior to the Covid-19 pandemic County Lines were more often linked to out of Force juveniles being trafficked into Avon & Somerset but this appears to have changed recently. It now appears that increasing number of local juveniles are becoming involved in County Lines criminality.

An example of the partnership approach to the issue of County Lines which links enforcement and disruption activity from the police complemented by activity in identified hotspots and targeted interventions coordinated via the VRU, including support for parents and specialist mentoring for young people.

This has been supported by a communications campaign across Somerset to raise awareness of how to spot the signs and encourage reporting, with a particular focus on frontline staff and rural organisations.

The number of known County Lines has dropped from 30 to 24 during 2020. This reduction is likely due to pro-active policing activity such as Operation Avalon in North Somerset and partnership working across the force but Covid-19 has also played a major role in disrupting business.

Additional funding streams

We are well placed through the Police, OPCC and Local Authorities to support serious violence work under other relevant funding streams, e.g.:
 - Youth Endowment Fund,
 - National lottery,
 - Home Office Covid-19 fund,
 - Community Action Fund.
This connects us to partners in the charity sector that are not directly funded through the VRU.

Health

Severn Violence Reduction Collaboration

Initially a heath initiative driven by an Emergency Medicine Registrar at the North Bristol NHS Trust, representatives from the VRU have joined the steering group for the Severn Violence Reduction Collaboration.

It brings together partners from across criminal justice, health and support agencies to develop interventions for young people.

Outputs include **the Blunt Truth workshop** for children in school years 7&8; **Insight Programme**, a week long programme for young people identified as at risk of involvement in violent crime; **Bright Outlook** Education sessions for young people involved in violence but not yet charged and a programme for delivery as part of an Outcome 22, disposal of charge.

Members of North Bristol NHS Trust & Severn Major Trauma Network:
- Avon & Somerset Police
- Office of the Police and Crime Commissioner
- South Western Ambulance Service NHS Foundation Trust
- Great Western Heart Starters via Great Western Air Ambulance Charity
- HHJ Mark Horton, Bristol Crown Court
- Youth Offending Team
- Safer Options Team (Bristol VRU)
- Avon and Somerset VRU
- Senior Leaders in Education
- Empire Fighting Chance

Relationships with CSPs

Working in a multi-agency approach has increased capacity for our partners, provided opportunities for partnership working and reduced duplication of work. This approach allows for multi-disciplinary views to develop creative solutions to engage young people and secure better outcomes.

Each Local Authorities CSP (or equivalent) provides a governance function and also offers opportunity to complete comprehensive mapping exercises and deliver joined up responses across community safety and safeguarding.

Multi-agency working

Cross Border work

A partnership has been forged between the two VRU spokes based in **B&NES** and **South Gloucestershire.** Through their shared police resource they highlighted concerns about a group offending across both counties. This has centred upon a group of young people linked to drug activity, moped thefts and serious assault and a feud with a group from a nearby area.

Both VRU Co-ordinators completed mapping with the Police Intel Hub, shared pertinent information and are now in the stages of safeguarding those involved through joint complex strategy meetings with a view to support through individual interventions.

Cross Border conversations are taking place weekly at present to ensure that work is coherent. The anticipation is that both areas will be subject to some form of community problem solving via educational settings and youth services.

South Gloucestershire also shares a border with **Bristol** and has worked with the North Bristol VRU team to monitor gang affiliation and other vulnerable young people. The sharing of information is now a frequent exchange as we see a slight increase in South Gloucestershire young people appearing in Bristol locations connected to CCE/CSE activity.

Case study

A partnership approach in South Gloucestershire

14yr old Kris was active in his local area for ASB and threatening students who attended the same school from which he had been excluded. This culminated in him being investigated by the Police as part of a group who had tried to commit a robbery at a local shop using a knife.

Contextual Safeguarding/investigation by Police, ASB Team and the VRO revealed he had a number of associates who were involved in the same behaviours. A case conference was arranged and the cohort discussed with some being referred for safeguarding and therefore offered support from Social Care. Kris was one of those individuals. Others were managed by way of early intervention through the ASB Team.

The VRO was asked to work alongside Social Care staff to identify any issues of exploitation, gang membership and the knife possession. Partnership discussion identified that Kris had significant ACES and together, a comprehensive package of support was put in place.

Social Care worked on topics including his education and home situation whilst the VRO delivered inputs on knife crime and gang membership. The joined up approach has broken up the original group who caused so much disruption in the local area, has stabilised the family situation for Kris and brought about a cessation of his ASB and criminality.

Kris is now attending school and a mentoring scheme with a view to gaining qualifications and doing an apprenticeship when he is eligible.
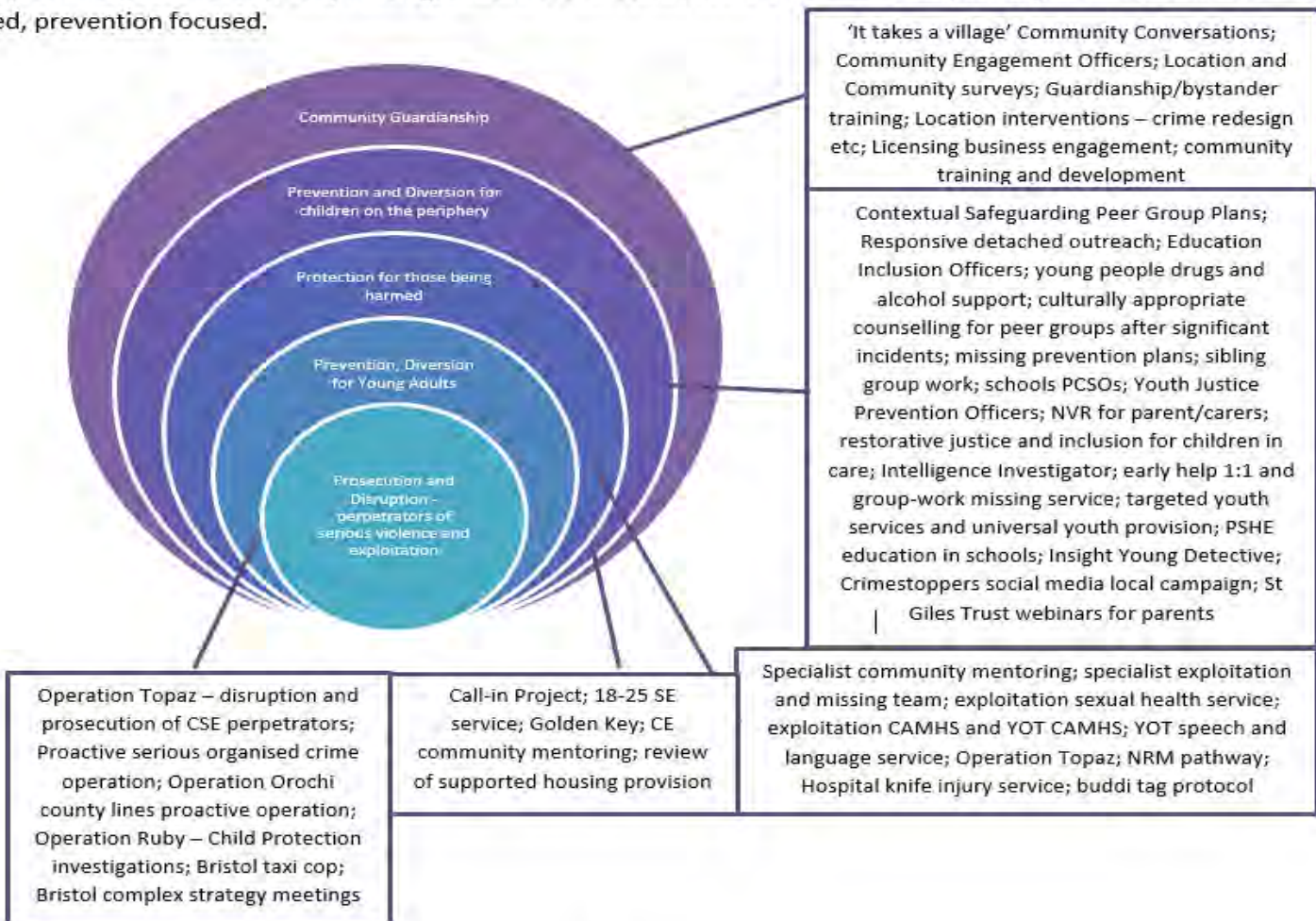
Bristol

This has been an exciting year in Bristol as we have worked to consolidate the existing good practice, build capacity across a citywide response, and improve integration between safeguarding and prevention approaches.

We have scaled up our citywide response and developed our practice framework integrating Contextual Safeguarding and Public Health Violence Reduction approaches.

The diagram below shows how existing resource and new resource from across the partnership, and from multiple funding streams have been brought together to influence all aspects of the system and work to the shared aim of reducing violence and exploitation. The citywide hub led by the Safer Options Manager have been fundamental to this development, increasing resilience and building resource to coordinate a local place-based response in the three Bristol localities.

Safer Options (Violence Reduction Unit)

Whole system response to CCE, CSE, Missing, Serious Violence and Knife Crime Concerns; intelligence led, evidence informed, prevention focused.

Community Guardianship

Prevention and Diversion for children on the periphery

Protection for those being harmed

Prevention, Diversion for Young Adults

Prosecution and Disruption – perpetrators of serious violence and exploitation

'It takes a village' Community Conversations; Community Engagement Officers; Location and Community surveys; Guardianship/bystander training; Location interventions – crime redesign etc; Licensing business engagement; community training and development

Contextual Safeguarding Peer Group Plans; Responsive detached outreach; Education Inclusion Officers; young people drugs and alcohol support; culturally appropriate counselling for peer groups after significant incidents; missing prevention plans; sibling group work; schools PCSOs; Youth Justice Prevention Officers; NVR for parent/carers; restorative justice and inclusion for children in care; Intelligence Investigator; early help 1:1 and group-work missing service; targeted youth services and universal youth provision; PSHE education in schools; Insight Young Detective; Crimestoppers social media local campaign; St Giles Trust webinars for parents

Operation Topaz – disruption and prosecution of CSE perpetrators; Proactive serious organised crime operation; Operation Orochi county lines proactive operation; Operation Ruby – Child Protection investigations; Bristol taxi cop; Bristol complex strategy meetings

Call-in Project; 18-25 SE service; Golden Key; CE community mentoring; review of supported housing provision

Specialist community mentoring; specialist exploitation and missing team; exploitation sexual health service; exploitation CAMHS and YOT CAMHS; YOT speech and language service; Operation Topaz; NRM pathway; Hospital knife injury service; buddi tag protocol

Multi-agency working

Plans for future partnerships

As we expand our contextual safeguarding response across all local VRUs, this will involve identifying and engaging with new partners best placed to drive this work forward.

The Strategic VRU Board will be expanding its membership to include representation from the Voluntary sector. We are also seeking ways to ensure lesser heard voices of young people and community members are given opportunity to be heard at strategic level.

The refresh of the local Problem profiles and the force-wide Strategic Needs Assessment will help inform any gaps where additional partners need to be identified.

Next year in **Bristol**, we plan to build on our work to increase our wider partnerships with supported youth housing, adult social care, probation and housing. This includes the development of new protocols and pathways for peer matching to improve combinations of young people in high support beds across the city. Including: training for night managers in supporting missing young people completed, missing trigger plans for all young people at risk in supported accommodation in place and the development of a prevention offers for young people who have experienced homelessness.

South Gloucestershire are planning on engaging with the National Probation Service to understand the possible work streams around 18-25yr olds, Integrated Offender Management and the re-establishing of Serious violent crime offenders back into the community, asking what can the VRU do to support this work.

B&NES will strengthen transition arrangements between YOS and NPS and review opportunities for meeting the needs of young adults aged 18-25 who are not known to statutory services but are considered at risk of serious violence.

They will continue to explore the possibility of establishing a safe after-school, evening and weekend place for young people in central Bath which will involve partners.

Somerset have identified strengthening partnerships with their Councils' Adult Services as a priority for 2021/22.

In **North Somerset** the VRU's involvement with the inclusion panel will be a focus, to have closer working links with the schools to encourage referrals into the bi-weekly VRU meetings and make full use of the VRU interventions.

Data and SNA

The VRU App informs an integral part of the work of the VRUs.

It is a prioritisation tool that has been developed utilising Police data as the start point to understanding threat harm risk in individuals and groups of individuals who offend together.

Through 3 different programmes – SPSS, R and Qlik Sense – a visual App has been created to be able to view, as a starting point, those most at risk and those with emerging risk. iBase/i2 are subsequently used by Intelligence Analyst professionals in order to elevate the output of the App into a product of dissemination and tasking quality.

The initial data used is Police crime and intelligence data, which provides a list of offenders and offender relationships. 3 points of corroboration are used to substantiate relationships between people, which starts to show offending linked groups of people.

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A universal harm score is applied to the offences associated to such individuals – this is a locally defined score based on the Cambridge Harm index. A victim risk score is also calculated, which is important when considering exploitation in all forms. The App allows you to visually see this risk and offending plotted in various formats
Within the 11 – 17 years age group, there are 8,500 all-time strategic identified individuals, 2,600 have risk scores calculated.

Locally our VRU structure is set up in a way that Police will utilise the App at local meetings with VRU partners, so to initiate cohort identification. (frequency shown in table below)

Where partner data can be used next to this it will. Bristol and Somerset are advancing in this as legal gateways in data sharing have been achieved.

However even the power of utilising partnership discussion and knowledge alongside the App, is reaping a targeted risk based approach to VRU delivery and interventions. Full figures of number of children discussed at each meeting are shown in the table below.

Local VRU	B&NES	Bristol	North Somerset	Somerset	South Gloucestershire
Operational Meeting to discuss at risk individual and groups	Monthly	**Central** Weekly **North** Fortnightly **South** Weekly	Fortnightly	Weekly	Fortnightly

Young people discussed at VRU operational meetings						
	B&NES	Bristol	North Somerset	Somerset	South Gloucestershire	TOTAL
Q1	0	119	4		8	131
Q2	14	103	25	141	32	315
Q3	34	100	20	115	21	290
TOTAL	48	322	49	256	61	736

Data Sharing

Avon and Somerset Police are also crafting a partnership sharing agreement to facilitate the sharing of i2 network products to support Contextual Safeguarding interventions.
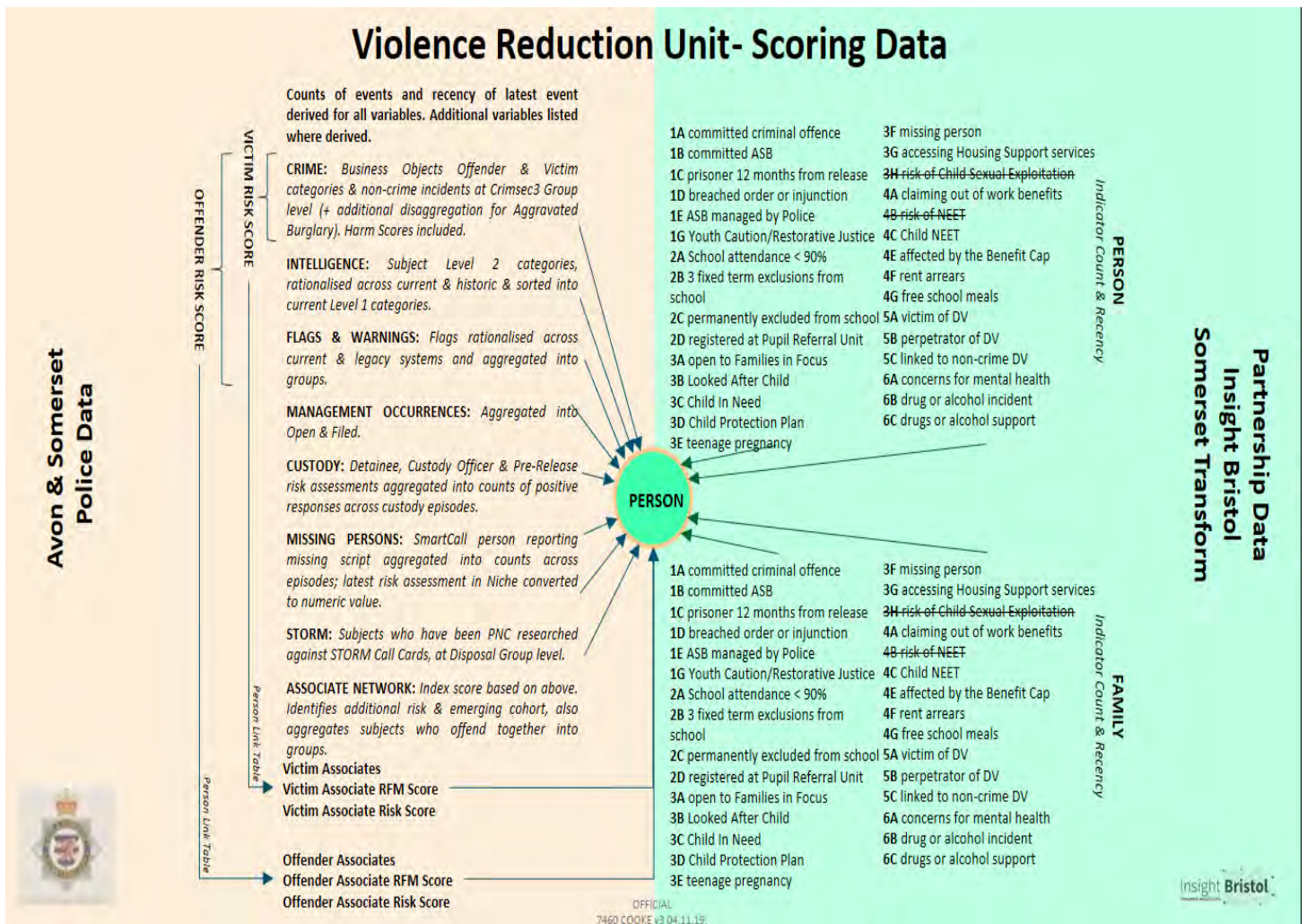
A future aspiration is to widen the scope of partners who feed into the App to include health and education and extend this to all Local Authorities, in order to provide a consistent offer across the force area.

Using data to identify risk

The table below shows the rich data sets that are used to calculate risk of victimisation scores.

There are two sets of available data that are crossed out *'risk of child sexual exploitation'* and *'risk of NEET'* as these are risk models in themselves.

The output of one risk report is not fed into a separate risk report to avoid feedback effects, misleading correlation and aberration from the source data.

Violence Reduction Unit- Scoring Data

Avon & Somerset Police Data

VICTIM RISK SCORE
OFFENDER RISK SCORE

Counts of events and recency of latest event derived for all variables. Additional variables listed where derived.

CRIME: *Business Objects Offender & Victim categories & non-crime incidents at Crimsec3 Group level (+ additional disaggregation for Aggravated Burglary). Harm Scores included.*

INTELLIGENCE: *Subject Level 2 categories, rationalised across current & historic & sorted into current Level 1 categories.*

FLAGS & WARNINGS: *Flags rationalised across current & legacy systems and aggregated into groups.*

MANAGEMENT OCCURRENCES: *Aggregated into Open & Filed.*

CUSTODY: *Detainee, Custody Officer & Pre-Release risk assessments aggregated into counts of positive responses across custody episodes.*

MISSING PERSONS: *SmartCall person reporting missing script aggregated into counts across episodes; latest risk assessment in Niche converted to numeric value.*

STORM: *Subjects who have been PNC researched against STORM Call Cards, at Disposal Group level.*

ASSOCIATE NETWORK: *Index score based on above. Identifies additional risk & emerging cohort, also aggregates subjects who offend together into groups.*

Person Link Table

Victim Associates
Victim Associate RFM Score
Victim Associate Risk Score

Offender Associates
Offender Associate RFM Score
Offender Associate Risk Score

PERSON (Indicator Count & Recency)

1A committed criminal offence
1B committed ASB
1C prisoner 12 months from release
1D breached order or injunction
1E ASB managed by Police
1G Youth Caution/Restorative Justice
2A School attendance < 90%
2B 3 fixed term exclusions from school
2C permanently excluded from school
2D registered at Pupil Referral Unit
3A open to Families in Focus
3B Looked After Child
3C Child In Need
3D Child Protection Plan
3E teenage pregnancy

3F missing person
3G accessing Housing Support services
3H risk of Child Sexual Exploitation
4A claiming out of work benefits
4B risk of NEET
4C Child NEET
4E affected by the Benefit Cap
4F rent arrears
4G free school meals
5A victim of DV
5B perpetrator of DV
5C linked to non-crime DV
6A concerns for mental health
6B drug or alcohol incident
6C drugs or alcohol support

FAMILY (Indicator Count & Recency)

1A committed criminal offence
1B committed ASB
1C prisoner 12 months from release
1D breached order or injunction
1E ASB managed by Police
1G Youth Caution/Restorative Justice
2A School attendance < 90%
2B 3 fixed term exclusions from school
2C permanently excluded from school
2D registered at Pupil Referral Unit
3A open to Families in Focus
3B Looked After Child
3C Child In Need
3D Child Protection Plan
3E teenage pregnancy

3F missing person
3G accessing Housing Support services
3H risk of Child Sexual Exploitation
4A claiming out of work benefits
4B risk of NEET
4C Child NEET
4E affected by the Benefit Cap
4F rent arrears
4G free school meals
5A victim of DV
5B perpetrator of DV
5C linked to non-crime DV
6A concerns for mental health
6B drug or alcohol incident
6C drugs or alcohol support

Partnership Data Insight Bristol Somerset Transform

PERSON

Insight Bristol

OFFICIAL
7460 COOKE v3 04.11.19.

Data and SNA

Tracking those identified at risk and the impact of interventions

There is potential is to track those identified as at risk and the impact of VRU interventions through existing recording systems.

The Police now record individuals and groups identified through the VRU on the Police's operational recording platform, Niche, as VRU management logs. This allows all police personnel to access this information and share at the appropriate level.

A Qlik dashboard is being developed to provide an overview of all these management logs and allow the police to maintain an overview of cases where they have a leading responsibility.

The VRU Sergeants also perform a vital function in tracking those identified, using the App on a regular basis to check their risk/harm score to see which have stabilised and which are escalating.

Somerset's data group is a multi-agency group made up of business intelligence and safeguarding professionals formed in August 2020, to deliver priority 5 of the Somerset Violence Reduction Strategy - "To improve intelligence and evidence base for serious violence in Somerset".

The VRU Data Quality trial picked seven young people from the VRU police app and cross-referenced their details held on Niche and Somerset County Council's Transform system.

The audit found inconsistencies in data which would cause difficulties in cross-agency information sharing.

- 4 children had different spellings of names and/or aliases
- 4 children had different addresses on each system

All 7 individuals had flags or markers on either Niche or Transform that were not present on the other. These included alerts for County lines / vulnerable at risk, CSE, OCG risk and YOT involvement, highlighting the need for timely and consistent information sharing.

The group also aim to devise a consistent approach to recording and sharing information on County Lines, observing fragmented reporting currently. The group are exploring how agencies can use the same flag or recording methods and arranging an online County Lines feedback form for key partners. This joined up approach will result in a richer intelligence picture.

Somerset VRU Data and Contextual Safeguarding Support

Neighbourhood — Police Data & VRU app / LA Community Safety Data / Community feedback

Schools — Education provider / Education safeguarding

Peers & Networks — VRU analytics / Voluntary sector and community groups

Home/Family — Landlord engagement / Family GP/Parent support workers

Vulnerable adult or child at risk — SCC Transform Database / Childrens Social Care / Adult Social Care / CCG

Source: Contexts of Adolescent Safety and Vulnerability (Firmin 2013:47)

Information Sharing to Tackle Violence (ISTV)

Engaging with **health partners** to meet the [NHS guidance on Information Sharing to Tackle Serious Violence](#) was a priority work stream identified at the outset of the VRU.

The Deputy PCC and Chair of the Strategic VRU has since met with North Bristol (UHB) Trust, University Hospitals Bristol and Weston (UHBW) Trust and Chief Executive of Royal United Hospital (RUH) Bath to discuss the systems and processes needed to capture and report hospital admissions data relating to serious violence.

The OPCC has also connected with colleagues from South Wales VPU to learn from and how their collation and use of data has evolved from the ['Cardiff Model'](#).

Currently the Police's business intelligence teams receive datasets from Bristol Royal Infirmary (BRI), Bristol Children's Hospital and Southmead Hospital. Somerset VRU has established relationships locally to obtain violence related A&E data from Yeovil District Hospital and Musgrove Park Hospital (summarised in table below).

One barrier to using this data to track trends and target resources, is the quality of the data. There are gaps and inconsistencies in the datasets, many of which can only be corrected at the source. Appreciating pressures faced by frontline staff in emergency care settings we are keen to explore how we can support them to meet the requirements of the ISTV guidance.

The aspiration is that we achieve a consistent standard of data from all Hospital Trusts in our force area. Non-personalised health data can then be fed into Qlik then VRUs pick it up through the community safety app.

We are due to present to BNSSG CCG's Governing Board to enlist Health partners' support in achieving this outcome.

Although not referenced directly in the ISTV guidance, the Ambulance service hold a critical position in this landscape. While hospitals usually only record home addresses, the ambulance service will hold data on call out location, enabling hotspot identification.

Between our developing links with the **South Western Ambulance Service NHS Foundation Trust (SWAST)** and work with the **Regional Data Set & Information Governance Reference Group** and the **Severn Trauma Violence Reduction Collaboration**, this is something we will take forward in the coming months.

VRUs	CCG	Hospital trust	Data shared	Recipient	Data quality
Somerset / North Somerset	Somerset	Taunton and Somerset NHS Foundation Trust	A&E Assault data Referrals to Intervention	Somerset VRU	To be improved
Bristol / North Somerset / South Gloucester	BNSSG	North Bristol NHS Trust	A&E Assault data	A&S Police	To be improved
Bristol / North Somerset / South Gloucester	BNSSG	University Hospitals Bristol and Weston NHS Foundation Trust	A&E Assault data Referrals to Intervention	A&S Police Bristol VRU	To be improved
B&NES	Bath and North East Somerset CCG	Royal United Hospital NHS Foundation Trust	none	N/A	N/A

Data and SNA

Regional Data Set & Information Governance Reference Group

As part of the NHS Long Term Plan prevention objectives, NHS Safeguarding is collaborating nationally, regionally and locally with internal and external partners to profile the national, regional and local data sets relating to abuse; exploitation and serious violence which together make up contextual safeguarding.

The regional group, facilitated by NHS England and NHS Improvement brings partners together to improve the multi-agency response to contextual safeguarding on public and private space violence, including all forms of exploitation and domestic abuse.

The group aims to:
* Use academic evidence to understand what good policing, health and social care looks and feels like to victims, survivors, perpetrators and offenders of serious violence
* Improve systematic data and intelligence gathering and sharing, where appropriate and supported by comprehensive data sharing agreements and frameworks
* Identify any areas of duplication and opportunities for collaboration and or, coproduction in order to generate efficiencies in use of resources.

The group has met bi-monthly since September 2020. The Chair, Assistant Director of Quality and Safeguarding & Regional Safeguarding Lead for the South West region has also joined the Strategic VRU Governance Board to ensure the work of the VRU aligns and optimises opportunities to use data effectively and lawfully.

Data Analyst resource
It has been a challenge to find resource with capacity and relevant skills to process and draw findings from the rich and varied data available.

Local VRUs **North Somerset** and **Somerset** have invested in their own Business Analysts and all VRUs call upon Data analysts within their Local Authorities to support their work. The Safer Options VRU works closely with Bristol Insights Team. The Police have also provided data support by running reports on specific thematics and providing information for the local problem profiles and Strategic Needs Assessments.

In the Autumn the OPCC ran a recruitment process for a Serious Violence Business and Performance Analyst. The role will provide strategic analysis as well as operational insight to projects and work streams relating to the VRUs and wider serious violence portfolio.

We were not able to appoint from the applications received during the first run and so the advert is re-running throughout January 2021. This has had an impact on the research and development capabilities of the central VRU Hub but will be a positive addition once in post.

Factors influencing data
Two factors have impacted the data and its processing in the last year, a break in funding and the pandemic.

An in-year announcement of 2020/21 funding meant a 3-month break in delivery and skewed data on impact of the service as a whole and the individual interventions. Early notification of 2021/22 funding in December is welcomed and will enable us to capture evidence on at least a full year of activity.

Covid-19 and related lockdowns have impacted all elements of this work. Analysis and development colleagues have prioritised their Covid-19 response work while adapting to the universal struggles of working from home during a pandemic. The data we do have cannot be taken out of context and must be viewed through a Covid-19 lens. It is difficult to use this data to predict future trends or evaluate impact when it has been such an unprecedented year.

Strategic Needs Assessment

In the 2019/20 funding period, each local VRU produced a Problem Profile and Response Strategy to meet the Home Office's requirements and to help shape their service provision. A summary of these documents can be found on the PCC's website.

As part of the 2020/21 funding, each local VRU has been asked to review and refresh their respective products to reflect changes in the last year.

Consideration to Covid-19 and associated lockdowns will factor highly.

These updated products will allow local VRUs to once again report on local issues in detail and their individual responses. These in turn will feed into an Avon and Somerset wide Serious Violence Strategic Needs Assessment and a force wide response.

We have held a series of workshops with VRU Leads on the subject of the Strategic Needs Assessment to ensure we have access to the most up to date and relevant data.

Following the workshops, contact was made with data requests to Public Health Leads in each Local Authority, Education Leads, the Constabulary's Lighthouse Integrated Victim and Witness Care Unit, Avon and Somerset Police and South West Ambulance Trust.
We will be collating data on both the driver factors and impacts of serious violence, acknowledging that figures on serious violence crime alone will not give the full picture.

In addition to crime figures, we will review data under the following headings:
- Local context and population information
- Crime trends
- Data on VRU cohort
- Gangs and organised crime groups
- Exclusions information
- Domestic abuse incident
- Drugs market
- Deprivation and social inequality
- Mental health
- Drugs and alcohol and use of treatment services
- Hospital admissions
- Engagement with hospital interventions

Serious violence – the tip of the iceberg. Source: Crest Advisory

Sustainability

Cultural and financial sustainability

VRU Funding model

We welcome the announcement of further investment in the VRUs by the Home Office for 2021/22.

However, the year on year funding is a significant risk to the sustainability of the work of the VRUs. Uncertainty around ongoing funding creates a climate of caution. This prevents VRUs investing in the more ambitious or innovative projects that need a longer lead time. It also risks losing highly qualified and experienced staff who are working on short term contracts or secondments.

Highlighted on the risk register, it has been discussed at Strategic VRU Board meetings this year and prompted Chair and Deputy PCC, John Smith to write to the then Head of Serious Violence Priority Projects unit to present the case for a longer term vision for the VRUs.

Alongside this, we have also sought means of creating legacy though systemic change and far-reaching interventions. The relationships developed with partners and the data sharing arrangements that have been established through the work of the VRUs will endure.

In devolving funds and the design and decision making to local areas, the VRUs have become embedded in existing infrastructure. This has meant that the corporate memory of what has been achieved through the VRU Hub and spokes remains within the local authorities and partner agencies.

Through the local evaluation of our Hub and Spoke model we hope to gain a fuller understandable of the impact and its sustainability.

Strategic VRU
The Strategic VRU has brought together partner agencies from Education Health, Police, PHE, Local Authorities Probation and Immigration without statutory obligation and no financial recompense.

This year has seen their commitment tested when their priorities and remits have shifted in response to the Pandemic. We have seen members reassigned or redeployed, in some cases to literally working on the Covid-19 response.

 Their commitment to tackling serious violence and the work of the VRUs has been unwavering, offering an element of stability during a tumultuous year.

Police commitment
Avon and Somerset Constabulary are providing indispensable support to the VRU work with embedded Sergeants and PCSOs in each area. This is a resource provided without any claim on the VRU grant.

The Constabulary have confirmed that they will continue to make available embedded Constabulary resource at the same levels as currently throughout 2021/22 without any recourse to any ongoing VRU grant. This will provide a level of consistency in support and delivery.

Police and Crime Commissioner
2021 will see the Police and Crime Commissioner elections. We look forward to engaging with our new PCC to ensure that the focus and work of the VRUs to tackle serious violence remains a priority.

Sustainability

Local sustainability plans

B&NES
In B&NES, much of the knowledge and experience developed through this work is vested in staff with substantive posts that will continue regardless of whether any external funding is made available.

The operational group will continue and it is hoped it will eventually be integrated with work to address wider exploitation. There has been a focus on identifying learning and including elements of briefing and training for parent/carers and staff which will also leave a legacy.

North Somerset
North Somerset VRU is introducing a way of working through the VRU that involves local agencies and local people working collaboratively.
It aims to show the benefits of this way of working in order to ensure that it becomes business as usual and in place for the long-term. Those relationships can continue past any VRU involvement and help communities build resilience and competence to deal with issues themselves.

Bristol
We have already begun to embed elements of protecting children from serious violence and CCE and prevention of CCE as mainstream parts of existing staff members job roles to build sustainability and grow expertise and capacity across the workforce.

We have:
- Mainstreamed chairing of Safer Options meetings as part of the core safeguarding and prevention system to make part of the business as usual role for Deputy Service Managers and Area Families in Focus Managers
- Workforce and Partnership training on CCE rolled out via Zoom
- Restructure of specialist exploitation resources in Bristol City Council completed to enable value for money and increased impact
- Consultation and workforce support on a child by child basis accessed with significant take up building capacity across the lead professionals in the work force
- Serious violence part of the KBSP Keeping Children Safe in Communities Strategy
- Recruitment of a permanent Safer Options Manager (VRU Coordinator) in Bristol City Council
- Established virtual communities of practice for services involved in Safer Options
- Workshop with Avon and Somerset constabulary on the use of data and social networking data to improve targeted response to groups and networks

South Gloucestershire
The dedicated Violence Reduction Officer role is Home Office funded and it is unlikely that in the times of increasing austerity measures, the Local Authority would be able to continue this post without the ring-fenced funding.

In terms of the sustainability of the VRU work, then the legacy will be those systemic changes it is helping to make and the recognition of issues within the local area.

Sustainability

▶ Expanding reach in South Gloucestershire

Dealer or No Dealer is a programme of 1:1 or group work sessions that looks to tackle the issues surrounding drug dealing and criminal exploitation at street level

Each session looks at different parts of drug dealing. Primarily it focus on the effects of children's actions and the impact on others.

Rather than simply delivering training directly to young people, the South Gloucestershire Violence Reduction Unit has and has now funded delivery and "train the trainer" sessions. To date 19 professionals have received the training from the VRO.

This is part of an ongoing commitment to train all safeguarding leads, PSHE leads, Youth leads and Social Care staff with specialisms around exploitation. This will enable these professionals to deliver the training themselves, achieving a much further reach than if relying on a sole VRU staff member.

Awareness raising

Raising the profile of the vulnerabilities that lead to children and young people being exploited and being at risk of serious harm has a lasting legacy in itself.

As educators and parents ask what does this behaviour mean and know the signs to look out for and where to go for help, it improves outcomes for young people and lasts beyond the involvement of the VRU.

Awareness raising training			
VRU	Training	Recipients	reach
Bristol	CCE awareness training	Staff in 5 schools	50
North Somerset	Trauma Informed Practice, Contextual Safeguarding and whole family approaches	Frontline police officers and PCSOs	45
Somerset	Community resilience workshop	SCC all members briefing (all Cllrs) Somerset VRU team and supporting partners Public Health and Wellbeing partners	150
South Gloucestershire	Contextual safeguarding ACES Tackling CSE and County Lines Working with victims of child exploitation	Youth Leads School Safeguarding leads/PSHE Leads Community Safety Staff Neighbourhood Policing Teams Housing Coaches VRO	152
TOTAL			392

Intensive Engagement in North Somerset

The Intensive Engagement Programme is an approach being trialled in the Hillside ward area of Weston-Super-Mare, which if successful will be rolled out wider across North Somerset.

Using internationally recognised approaches, staff from the VRU, local agencies and the community will be working together to build stronger and more involved communities that work closely together to both raise understanding of issues and develop solutions and services to the local community.

Intensive Engagement is a structured and consistently repeatable process of community engagement and involvement activities aimed at improving co-production of community health, safety and resilience; shaping partners' strategies and resources and preventing, delaying and resolving problems. It is based on locally identified solutions and practices using an 8 step toolkit.

The local area identified, is where a significant proportion of violent crime and disorder have been recorded in **North Somerset**.

The VRU is coordinating this under the 'Communities Programme' within the VRU, with a focus on building community resilience to the issues that underpin violent crime. The VRU Sgt is leading the approach with staff and community from across the area assisting to deliver sustainable improvements to the areas defined.

The approach is building on existing approaches such as Redeeming Our Communities, ensuring that it complements and meets the needs of local residents.

Benefits:
- Early intervention
- Addresses local priorities and concerns
- Increased community intelligence and rich picture insight
- Challenges
- Shared vision and expectations
- Clarifying purpose, evaluation and impact measurement process
- Communicating strategy to ensure project is motivated and enables rapid progress

The VRU ensures activity is evidence driven and that the evidence (multi-agency data and engagement results) is presented in a usable format in which stakeholders and partners can see the reasons for our decisions and priority work areas. This means that the knowledge is not held solely by an individual or one agency and can be used by others who share the aims of the VRU.

Sustainability

VRU 2021/22 – essential functions

Somerset

Somerset's sustainability plan was presented to the **Safer Somerset Partnership Board** in December 2020 and sets out the essential functions of the VRU to be protected, in the event of funding ending (shown right).

While that is not a consideration for 2021-22, it remains relevant for future planning.

A legacy of **tools and resources** has been created of VRU activity in Somerset.
- Know your worth choices and consequence toolkit – county lines
- Know your worth choices and consequence toolkit – weapon possession
- Police/YMCA training film on young people who are vulnerably housed
- Domestic Abuse online training course
- Phoenix project – professionals resource packs
- Phoenix project - therapy room
- Collaborate digital – County Line and Knife Crime podcasts and videos
- Stand Against Violence online assembly pack
- ACEs webpages
- Domestic Abuse family cycle campaign resources
- Domestic Abuse Healthy Relationship campaign, new webpages and resources
- Weapon prevention online resource centre
- ASB prevention – promotional leaflets

The essential functions shown:

1	Contribute to regional and national VRU agenda
2	Partnership representation; Safer Somerset Partnership, Education Safeguarding Partnerships and CE Sub Group
3	Data provision; Safer Somerset Partnership, Education Safeguarding Partnerships and CE Sub Group
4	Facilitation of multi agency response to data
5	Sustainment of VRU network to deliver public health approaches in the community

Somerset's external communications campaign used different media to reach their target audience. Video optimisation on Youtube, website optimisation and Facebook for young people and newspapers, radio and digital content for adults.

The campaign and resulting resources and webpages will have a lasting impact in addressing County Lines across the county.
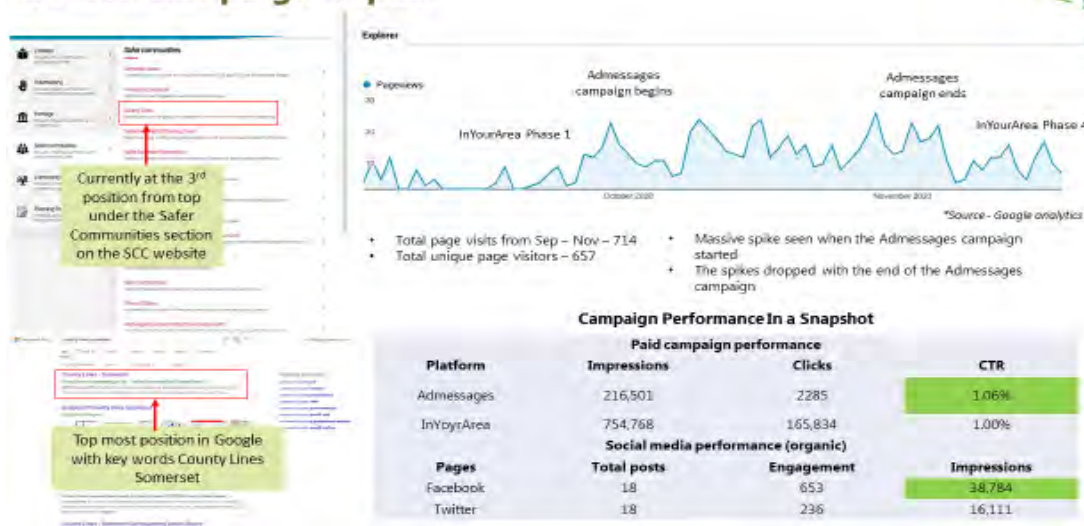
Delivery

Delivery of the response strategy / interventions

Each VRU spoke is responsible for their own response strategy and delivery plan.

There have been some necessary adjustments due to the pandemic and associated lockdowns. For example, one of **North Somerset**'s key areas of focus was the *Targeting of alcohol aggravated violence in the Evening and Night-Time Economy*. The closure of pubs, nightclubs and other licenced premises over the course of local and national lockdowns in 2020 have meant this is less of a priority for the VRU.

A re-profile of Avon and Somerset's original delivery plan has seen spending previously apportioned to activity no longer relevant or appropriate in light of the pandemic, reallocated.

The Strategic VRU has oversight of delivery plans to highlight opportunities for joining resources and ensuring value for money. Raising the profile of the VRUs with partners also identifies potential co-commissioning opportunities.

◤ Co-commissioning a force-wide intervention - St Giles Trust

St Giles Trust are commissioned through the Home Office Serious Organised Crime pilot to deliver their SOS mentoring scheme to young people being exploited. This funding was specifically for the Sedgemoor area of Somerset and North Somerset. North Somerset VRU match funded this contribution to extend this offer to their high risk cohort.

Discussions between partners identified the opportunity to expand this further to cover the remaining areas in Avon and Somerset. Three funding streams have been combined to commission one service and has resulted in the recruitment of a dedicated peer support Mentor with lived experience to work with young people disengaged from other services and support.

In addition, St Giles have offered FREE online resources:
- County lines webinar for parents
- County lines professional sessions aimed at Designated Safeguarding Leads and Teachers in schools and colleges

Primary prevention

Universal or whole of population initiatives aim to build resilience in communities and address the primary or underlying drivers of violence.

Response strategies agreed that the effectiveness of the VRU work will be maximised by targeting early interventions in schools and educational establishments. As such this type of activity features in delivery plans across the force area.

Delivery has been hampered by the pandemic: schools were closed or have reviewed their practice around external visitors. As such, interventions being delivered to children via schools have had to be reviewed and adjusted.

Interventions have been delivered, where commissioned services have been granted access, albeit presenting adapted content virtually in some situations.

Healthy relationships in North Somerset

An organisation called Tender have been commissioned to deliver a Healthy Relationships project across five schools in North Somerset. Tender is an arts and education charity working with young people to prevent domestic abuse and sexual violence. The aim is to promote healthy relationships based on equality and respect, and to raise awareness of unhealthy or abusive behaviour in current and future relationships.

During Q3 the two-day programme was delivered to the Voyage Learning Campus (a pupil referral unit) and Hans Price Academy secondary school. Both of these schools are located in the area of North Somerset where the highest proportion of violent crime is recorded. The projects for the remaining 3 schools had been due to take place during Q4. We will be reviewing potential for alternative means of delivery in light of current Covid-19 related restrictions.

	Young people accessing universal sessions in education settings				
	B&NES	North Somerset	Somerset	South Gloucestershire	2019-20 total
2019/20	231		1295	3500	5026
Q1					2020-21 total
Q2					766
Q3		500	266		2019-21 total
TOTAL			1561	3500	5792

A culture of inclusion

The relationship between violence, education and youth is complex as many of the factors that cause disengagement from education are also risk factors for violence. The same is true for the association between school exclusions and violence including knife violence; children who carry knives almost invariably have complex problems that begin long before they are excluded, including poverty, family instability, mental ill health and special educational needs.

The issue of exclusions was highlighted in all of the problem profiles and response strategies and is supported by the findings in the *Timpson review of school exclusions* which highlighted exclusion as a risk factor for both violence perpetration and victimisation.

Along with the schools work described in the partnership working section of this report, VRUs have developed innovative responses to address the issue of exclusions.

Exclusions project in South Gloucestershire

South Gloucestershire's response strategy stated that their exclusions rate is above national average and a key area of focus.

The VRU has commissioned a research project examining how they can work with schools to reduce the exclusion rates amongst students with special educational needs (SEN).

Nine schools have agreed to take part in the work with the aim of "what would it take to reduce exclusions to zero." The findings of which will be shared and have the potential to affect lasting change.

We look forward to sharing the results of this project.

HMG (2019) Timpson Review of School Exclusion.

Education Inclusion Managers in Bristol

Bristol's VRU, Safer Options have 3 Education Inclusion Managers (EIM), 1 in each locality hub.

The EIMs work across primary schools, secondary schools, special schools, Alternative provision settings and the city's two main colleges.

All settings have been introduced to the Safer Options approach and have received information either face-to-face or via email on how to engage their Education Inclusion Manager if they have concerns about a child becoming vulnerable to Child Criminal Exploitation, Child Sexual Exploitation and Serious Youth Violence.

Education Inclusion Managers have:
- Completed weapons in schools assessments and arranging support from a Youth Justice Support Worker
- Arranged a mentor for a vulnerable young person
- Checked vulnerable young people's safety and wellbeing during lockdown
- Advocated for vulnerable pupils to remain in mainstream education during Bristol inclusion panel meetings
- Supported pupils' movement to a new school where appropriate
- Signposted school to support for young people
- Promoted CCE training via external providers to schools
- Offered extra information about vulnerable young people during Families in Focus meetings
- Shared intelligence and offering support to college providers.

Delivery

The 'teachable moment' is the notion that a moment of intense crisis, when a young person is scared and faced with the consequences of their situation, can be a catalyst for positive change.

'Teachable moment' projects are being piloted in hospitals in Bristol and Somerset.

Admit Hospital based intervention in Somerset

A priority identified in Somerset's Response Strategy was to Tackle key risk factors and Advocate for systems change in relation to Cumulative risk. It highlighted the Needs assessment findings that hospital admissions for alcohol related conditions in under 18 year olds is significantly higher than the national average.

In response, the VRU has commissioned the **Admit project** being delivered by **Turning Point** at Musgrove Park Hospital in Taunton. Young people who attend A&E with alcohol, drug or violence related injury are given help and support to reduce their risk of experiencing harm.

This help is delivered by two dedicated Young People Recovery workers who are located in A&E from 6pm to midnight every Friday and Saturday night to:

- Deliver Harm Reduction initiatives on youth violence and substance misuse
- •Support young people to access treatment for alcohol and substance misuse
- Support young people to understand the impact of A&E attendance on the NHS
- Raise the profile of the community services among A&E staff
- Offer support to the parents of the young person
- Offer signposting and aftercare to the young person and family
- Link young people into Child and Adolescent Mental Health Services where appropriate,

Place-based approaches
Community Development and Hyperlocal Response in Bristol

Bristol VRU's place-based approach has seen 6 hotspots be targeted for a hyperlocal response in 2020.

One of these is a specific road in Knowle, an area of the city with high deprivation and significant long-standing community tensions.

ASB and hate crime concerns have reduced since the summer as the result of a coordinated contextual safeguarding approach. Children have been engaged through a coordinated youth and community offer from the voluntary sector's Street Space, Grass Roots Communities, Creative Youth Network, Youth Moves and LPW.

The business community have engaged through Stand Against Racism and Inequality (SARI), and restorative justice charity Resolve West. Community meetings have been facilitated to encourage cohesiveness.

Education inclusion has been a focus for young people who are disengaged from schooling and work has begun to establish a more sustainable training and employment offer.

Contextual changes made to the space with additional CCTV being installed and sports facilities have been repaired and reopened. There are also plans to review options to address concerns about young people speeding in motorbikes/mopeds.

Increased policing and the multi-agency detached youth work has been key in reducing ASB. There has been a reduction in ASB reporting to the police, notably, none over Fireworks night which is a notorious time for disorder and ASB. This improvement has been noted by SARI and received positive reporting in local press. Detached work will continue to be delivered 3 evenings per week.

Multi-agency detached youth work in B&NES

Hotspot areas central Bath, Keynsham and Norton Radstock were identified through the problem profile and subsequent liaison with the police and other partners.

Local Voluntary Sector agencies, DHI and Youth Connect South West have been commissioned to deliver detached youth work in these areas and are making contacts with a large number of individuals (570 in Q3 of 2020/21).

Of the 570 engagements with young people, the following types of interventions were delivered:

- 45% Drug and alcohol harm reduction information
- 30% Sexual health information
- 65% Covid-19 information
- 40% Education
- 75% Diversionary activities
- 25% Housing
- 20% Conflict resolution
- 20% Violence (carrying of knives or other weapons, fighting, etc.)
- 15% Employment
- 15% Referrals to services (e.g. young people's drug and alcohol service, Project 28)

Of the 45 young people referred to Project 28, 60% had at least one follow up appointment.

Detached outreach / hyperlocal response 2020 - 21						
	Banes	Bristol	North Somerset	Somerset	South Gloucestershire	Total
Q2					93	93
Q3	570	605	18	16	351	1542
Total	570	605	18	16	444	1635

Early interventions (secondary prevention)

Targeted interventions aiming to change the trajectory for individuals at higher than average risk of perpetrating or experiencing violence. This individuals have been identified by their high or escalating risk score in the VRU app or referred to the multi-agency VRU operational meetings.

Targeted interventions						
	Banes	Bristol	North Somerset	Somerset	South Glous	Total
Q1	37	76	10	141	5	218
Q2	26	99	10	11	10	156
Q3	30	105	60	18	10	205
Total	93	229	80	170	25	597

Care Leavers Mentoring Programme – South Gloucestershire

Children who have experienced Adverse Childhood experiences (**ACEs)** are at higher risk of being exploited, victimised and/or associated with crime.

Trends in areas of known vulnerability indicate that an increasing number of young people could be at risk due to national increases in school exclusions, numbers of looked after children, and children on child protection plans. Their problem profile identified that in 2018/19 South Gloucestershire had 192 Looked After Children and 191 young people were reported as missing.

The Response strategy set a key action for 2020/21 for the VRO to develop a suite of interventions for use in supporting professionals and individuals to overcome violence crime indicators and characteristics of ACES.

In 2020 the VRU has supported a scheme for 15 care leavers to be trained as mentees to then mentor other care leavers. They worked alongside an existing mentoring company to receive their training and the scheme also sat with the support of a care leavers' app that was being designed separately.

That scheme has enabled care leavers to transition towards independent living and build their resilience and self-confidence

Summer programme in Somerset

Over the spring and early summer of 2020, it was reported that young people's vulnerability to crime and exploitation was increasing. Young people, not previously of any concern to services were congregating in public spaces, breaching Covid-19 guidance and engaging in low-level anti-social behaviour. Young people previously involved in low level criminality were escalating. A third group, with some overlap with both groups were at increased risk of criminal and sexual exploitation.

A list of 300 young people was drawn up by Children's social care, Police, and youth voluntary sector and priority was given to
- Young people listed by multiple sources
- Young people with no identifiable professional support system
- Young people who were not in education, employment or training (NEET)
- Young people open to children's social care or the Youth offending service

The final list was 141 young people from across Somerset.
A lead adult from a multi-disciplinary team, including the VRU PCSOs was identified to talk to each young person and build packages of activity around their interests and aspirations. This included working with horses, hairdressing, adventure activities such as climbing and carpentry.

Covid-19 crisis fund for vulnerable children

This year we have seen existing vulnerabilities exacerbated and highlighted by Covid-19 and subsequent lockdowns.

In the summer of 2020 £98,101 additional Home Office funding was awarded to 10 local charities supporting children and young people at risk of exploitation and serious violence. The additional funding was directed towards micro-charities that provide critical frontline services for children and young people, to ensure they can respond to the needs emerging as a result of the coronavirus pandemic, as well as continuing their day-to-day work.

Grants were awarded to the following organisations working directly with the most vulnerable children in our communities and helped reach 2393 children with food, counselling, mentoring or advice.

Aspiration Creation Elevation (ACE), Bristol
Bristol Horn Youth Concern, East Bristol
Escapeline, Somerset
Grassroot communities, South Bristol

Growing Futures, Central East Bristol
Ignite Life Mentoring, Bristol and South Gloucestershire
Purple Elephant, Frome
Speakeasy, Somerset
The Space, Cheddar Valley
Youth Unlimited, West Somerset

Under 25s Domestic Abuse Support in B&NES

Eight-year-old Zak was referred to **Southside Family Project** by his school as an emergency referral during the first lockdown. Both Zak and his older brother had witnessed their father's violence and emotional abuse before Mum left the relationship. Mum, Jane, described Zack as a "ticking time bomb and the family are walking on eggshells around him". He had damaged household items, including putting a chair through the TV and punching his step-dad Richard in the face.

Work undertaken
- Emergency Covid support - Whole family assessment - Meal delivery from Southside
- Children's activity packs delivered during lockdown - Weekly zoom calls with Mum and Step-Dad
- Fortnightly sessions with Zak doing play and art activities together.

Outcomes achieved
Mum has addressed the guilt around the abuse she suffered and found the strength to challenge her ex-partner and show the children that she can now protect them. Jane and Richard have seen value in consistent boundaries and positive parenting and the home is far more settled as a result.
Jane has stopped unsupervised contact between the children and their Dad, in the interest of the children's emotional needs.
Richard has gained an awareness of his step-children's behaviour as a result of their age and trauma. He said "I understand that he's not trying to challenge me but he's asking for help."

This increasing amount of insight from both Jane and Richard gives hope that they want to and are capable of making positive changes in order to help the family dynamic and provide emotional containment for the boys. A light switch moment happened when Jane started cuddling Zack when he was angry, instead of treating him like a violent adult she began soothing him like a child and this had a profound impact on Zack's emotional wellbeing.

Community engagement

Community and Youth working group

A priority this year was to maximise meaningful engagement with the local communities across our area.

There are examples of great innovation occurring locally. We established a force-wide Community and Youth working group to share good practice and also build upon this local work at a strategic level.

The working group has met 3 times since being established in July 2020.

Representation on the Strategic VRU Governance Board

The working group has discussed how best to have those directly affected by serious violence represented on the Strategic VRU Governance Board.

It has been agreed to find a community or voluntary organisation working directly with young people to act as a link to a wider range of voices. We will also be looking to involve community members and young people in the local evaluation and continue to explore ways of involving them in a meaningful way at a strategic level.

Connected Communities in Bristol

January 2021 will see the launch of Bristol's Connected Communities initiative, bringing together practitioners and stakeholders from community groups to enable co-produced responses to serious violence and exploitation, information sharing, sharing of best practice, and continuing professional development opportunities.

Consultation for problem profiles and response strategies

Young people, other community members and stakeholder organisations inputted to the design of each local VRU's problem profile and response strategy: Consultation was sought through the following routes:

- Children and young people who were involved in youth violence
- Children and young people who had been involved in youth violence in the past
- Children and young people who were on the edges of youth violence, or were affected by youth violence in some way
- Parents and carers who were in touch with stakeholder organisations
- Staff teams in stakeholder organisations
- Youth panels / council
- Forums facilitated by organisations working directly with young people

Community engagement plan and toolkit – North Somerset and South Gloucestershire

South Gloucestershire and North Somerset have collaborated to engage a consultant to develop an engagement plan and associated toolkit.

Particular consideration will be given to how to best engage with communities in light of Covid-19 restrictions.

Researchers will also provide coaching and mentoring on how to use the resources, what the responses mean and how to make changes based on the insight gathered.

The toolkit also provides a legacy of this piece of work as can continue to be used with different groups on fresh subject matter.

Community engagement

Feedback from local micro-charities

The OPCC hosted a roundtable in December for the recipients of the Home Office's Covid response fund for micro-charities working directly with children at risk of serious violence.

We heard how the pandemic and subsequent has compounded existing needs and highlighted dire fuel, technology and food poverty affecting children across our force area.

The funding enabled these frontline organisations to continue their vital work engaging with young people and their families, at a time when many other agencies were closed or providing a restricted service. All the while, ensuring the young people were central to the support they receive:

'we aren't just working, we want to empower young people and work with them to be part of a change.'

Communities, already feeling the impact of health, education and social inequalities are being disproportionately affected by Covid-19.

ACEs, deprivation and vulnerabilities are all proven drivers for serious violence so it is critical that the VRUs maintain robust links to these organisations and support them in supporting others during the pandemic.

Engagement with street-based communities in B&NES

B&NES' Problem profile identified that serious violence amongst, and perpetrated against, the street-based homeless population is high and reporting is low.

The behaviour presented is often related to trauma and learned behaviour following adverse childhood experiences; Impact of injury can be significant and long-lasting.

Through engagement and consultation, the aim is to:

- Research drivers of serious violence within the street-based community;
- Help professionals understand this experience better;
- Create a 'toolkit' for practitioners to help prevent serious violence.

The survey has started but has been hampered by the pandemic. Work is ongoing and the toolkit is due to be completed by the end of March 2021

Intensive Engagement in North Somerset The process of organising 'Intensive Engagement' with a focus on the Hillside ward in North Somerset started during Q2. The project enables local groups and communities to work together following an 8-step toolkit to identify and tackle concerns in specific locations.

A training session and a virtual partnership event took place during Q3. The event was well attended by partners and included community response officers, YMCA, early years lead, Drug and Alcohol Addiction Services, police, NSC housing, CSE coordinator, social care service lead and other organisations working in the local area. The discussions brought out many of the issues from residents and those working in the ward area including littering, homelessness, graffiti and drug use. The positive elements to take away from the meeting included identifying the assets in the area, the willingness to help resolve the issues from the partners at the meeting and their ideas of how to move forward, an example is the younger residents working with Children's Centres to create a rich picture of the ward area.

Next steps are that we are exploring using social media and virtual engagement tool to reach out to the wider community to ask the same questions and uncovering the negatives/triggers and the assets/opportunities for the area with a view to create an even richer picture.
At this stage the project is a pilot with the possibility to roll out into other areas of North Somerset.

Success and Challenges

Challenges

Funding model
Continued funding of the VRUs is crucial to address the long-term drivers and impacts of serious violence. The current annual allocation model presents a persistent challenge of how to plan and implement long term interventions and retain specialist staff and services. Short deadlines result in a hurried commissioning process and curtails innovation in the design of interventions. We are committed to working with the Home Office on a sustainable future for VRUs, one preferably supported by a commitment to multi-year funding.

Recruitment
As funding has been awarded year-on- year, this is a risk to staff recruitment and retention. It has been a challenge to recruit into the VRU roles where fixed term contracts are dictated by the term of the grant. This has been further compounded this year by the formal announcement of the 2020-21 grant coming 3 months into the delivery period. Our VRU partners in local authorities are understandably cautious and unable to spend money or commit to recruitment until the grant funding is confirmed. This meant a delay in recruitment to certain posts and failure to recruit in some cases. The response to Covid has also meant that non-essential recruitment was put on hold as local authorities reviewed key roles and existing roles have been redeployed as part of Covid contingency planning. It is a testament to the commitment of the partner agencies and individuals involved that alternative arrangements have made and the work of the VRUs has endured.

Education engagement
There is a complex landscape of education providers and settings across Avon and Somerset. The most vulnerable cohort of young people are not in mainstream school, many with unclear or irregular provision. We have identified the importance of engagement in education and promoting a culture of inclusion in mitigating risk of exploitation and serious violence. However, due to completing demands on stretched resources, there has been inconsistent engagement from education institutions on the subject of serious violence. This has been exacerbated by the pandemic which has placed unfathomable pressure on education establishments.

Schools closures
As a result of Covid, schools have been closed, transferred to online provision or have reviewed their practice around external visitors. This has been a significant barrier to delivery. Interventions being delivered to children via schools have had to be reviewed and adjusted. While some interventions have been adapted for a virtual delivery, it has become apparent that not all children have equal and reliable access. It has been identified as a far-reaching issue with children having to share limited resources and some families not having the equipment or data or technical knowledge to enable their children to get online. It is clear that children most vulnerable and at risk are disproportionally affected by this digital poverty.

The reporting burden
The reporting burden placed on the VRU Leads within the VRU Hub and in turn in the spoke VRUs can seem disproportionate to the value of the grant. While we see the benefit of each mandated product in isolation; working on the local evaluation, Strategic Needs Assessment, Response Strategy and Annual Report alongside the quarterly reports is onerous and can distract from service provision. The Home Office's reporting structure and requirements do not reflect Avon and Somerset's Hub and Spoke model so it has been an arduous task, compiling five sets of information to produce one final product. Our priority is to find a balance that meets the grant requirements, yields useful products and minimises the burden on our local VRUs so they can concentrate on delivery.

Success and Challenges

Success

Commitment from partners

A significant success of the VRU this year has been the commitment to the Serious Violence agenda from partners. Members of the Strategic VRU Governance Board and the local VRU steering group have continued to meet during the pandemic and continued to drive this work forward.

Adaptability

The Local VRUs have shown adaptability in extraordinary circumstances. This year has seen a comprehensive re-profiling exercise to account for activity that was no long relevant or viable. The new plan is evidence based and realistic and gives a clear sense of direction. VRUs continue to consult with their communities on what is important and respond to emerging needs as they arise. This includes specific responses to increasing the impact on children's mental health and vulnerability to exploitation as a result of Covid. VRU teams and commissioned providers have shown tenacity and resourcefulness in revising their mode of delivery in order to maintain existing relationships and establish new ones where needed.

Information sharing

A strength and a potential area for growth identified through the first lockdown in spring 2020 was the link with the Department of Education's REACT team and Regional Education Commissioner. There was a willingness to connect and seek ways to complement each other's work. Barriers to information sharing were overcome in the interests of safeguarding vulnerable children. We would be keen to learn from this pro-active style of engagement and use this to drive forward the VRUs offer to schools.

Impact and Performance

Local evaluation

Following a thorough tender process, we have engaged **Cordis Bright** to deliver our local evaluation which will have two elements: a process evaluation and an impact evaluation.

A) Process Evaluation – to review how the A&S VRU structure has been implemented and its successes/failures with its approach.
A&S has a unique hub and spoke model which reflects the devolved approach, there will be a requirement to understand each local VRU's approach and how these varied models have achieved responding to local need. In addition, understanding what the role of the Strategic VRU has had on both local delivery and achieving strategic aims.   Has the hub and spoke model achieved a public health response to tackling serious violence in A&S?

B) Impact evaluation – to understand the impact the VRU's and their associated interventions and staff have had on individuals and their communities.

The VRU's would like to share learning through focusing the impact evaluation on community based interventions that are being used in some of the 5 areas. Community engagement and Community resilience are key areas of focus for Avon and Somerset (as well as the Home Office) this year, in focusing this part of the evaluation on community based intervention, allows for a strong foundation to develop this area of work both locally and strategically. We also believe these forms of intervention can be applied to many streams of vulnerability and crimes, therefore learning could be cascaded wider than just the VRUs.

Initially, we intended to consider the following interventions;
- Community Mentors based in Bristol
- Public Safe Space methods such as the MAVISBus (deployed to keep those enjoying the Evening and Night Time Economy in Weston-Super-Mare safe where they may become vulnerable).

In light of Covid restrictions and our adapted delivery plan, we will now reconsider the types of interventions we include in the evaluation.

Learning from the evaluation

We will review any recommendations from the process evaluation with the Strategic VRU Board and make a collective decision as to what must be acted upon.

The findings will help shape future plans for the VRU in Avon and Somerset.

Once the impact evaluation is complete we will use the learning locally to inform any commissioning intentions, as well as responding to any recommendations made of the existing evaluated interventions.

 We will also share the conclusions with colleagues nationally via the VRU network and the Youth Endowment Fund's Centre for Excellence.

Impact and Performance

Evaluation design and research methods

During phase 1, Corbis Bright will build their understanding of the VRU model's approach and progress in implementation via review of programme documentation/data and semi-structured interviews with 20 key stakeholders involved in the development and delivery of the hub and each VRU. They will also conduct a workshop with strategic, operational and data leads in order to discuss and agree the most effective and feasible approaches to evaluating impact and how to capture outcomes data to enable this. They will review existing data collection mechanisms and work with VRUs to identify possible counter-factual approaches. In similar projects they have developed tools to measure distance-travelled as well as identified historical, retrospective or existing comparator groups to develop counterfactual approaches. They are skilled at evaluation feasibility studies that consider experimental designs. They will deliver:

•An evaluation framework which clearly sets out key evaluation questions, methods, data capture approaches, analytical framework, roles, responsibilities, timescales, risk management approach and communication strategy.
•An interim briefing which summarises interim process evaluation findings based on phase 1.

During phase 2, they will design and agree all research tools, including topic guides for consultation, e-surveys and any required performance and outcomes data collection tools. They will then conduct the final process evaluation and the impact evaluation of the chosen interventions. Evaluation activity will be informed by phase 1, but based on experience could include:

Process evaluation
• Online focus groups with community members (one per VRU), via existing networks/interventions, to understand their views on implementation and impact.
• Telephone/online interviews with VRU leads in similar force areas using a central model, to understand differences in implementation, perceptions or impact.
• An e-survey of wider stakeholders, to canvas their views on implementation, efficacy and impact.

Impact evaluation
For each intervention:
• Semi-structured online/telephone interviews or focus groups
• An e-survey of wider stakeholders and beneficiaries, distributed using similar approaches to the process evaluation survey.
• Analysis of performance and outcomes data, including any agreed counter-factual and cost-benefit approaches.

The main phase 2 output will be an accessible and insightful report which presents the most significant, robust and useful findings of the evaluation after analysis and triangulation across different methods. They take a matrix-based approach to qualitative analysis and would propose a thematic approach for this evaluation. For quantitative analysis, They use Excel/SPSS. They also propose using contribution analysis which we believe will support the development of the VRU in the future.

Promising Practice

VRU App webinars

Following a session delivered at the 'Using Data Analysis to Problem Solving Serious Violent Crime' seminar hosted by NPCC in October, the VRU App has received widespread interest.

Consequently in collaboration with colleagues in Bedfordshire Police and their ACC Jacqueline Sebire who leads for NPCC on Serious Violence & Vulnerability, Avon and Somerset offered an opportunity to learn more through a webinar to share our methodology and how this is applied operationally through our VRU model.
The second session was a detailed technical discussion aimed at Developers and Analysts and focused more on the 'how-to' aspect of the App development.

Separately Developer Seth Cook and Police colleagues have presented to the Minister for Policing, Kit Malthouse MP and representatives from the Home Office as well as the Youth Endowment Fund.

Community Engagement under Covid-19

North Somerset and **South Gloucestershire** VRUs have jointly invested in a project researching and developing a toolkit for reaching young people and communities.

It will give particular consideration to resources and methods that will overcome challenges as a result of Covid-19 related restrictions.

The learning from putting this into practice will be shared with other VRUs in Avon and Somerset as well as host Local Authorities.

As with other promising practice we will use the Home Office's diary of workshops to share promising practice with other VRUs from across the country.

Working under Covid-19

Given the impact the pandemic has had on all aspects of our lives, agencies speak of a lot of learning about remote practice and operating under Covid-19.

In **B&NES**, the Steering Group is working to gather the learning in an accessible form with plans to hold a seminar or conference in the new year to share this more widely.

Response to weapons in Schools

NEW BRIGHT OUTLOOK is a youth diversionary programme aimed at young people who are on the periphery of criminality and on the Police /Partner agencies radar or who are already involved in low level criminality and ASB. The young people can also be directed to attend New Bright Outlook as part of an Outcome 22 disposal.

The programme provides intervention that can be used as part of an outcome 22 disposal for low level criminality and ASB. Within the VRU forum it is successfully being used in relation to knife possession in schools where there are no aggravating circumstances. Historically schools have been reluctant to report offences to the police for fear of criminalising the children.

As part of a package described in the *Multi-agency working* section of this report, this disposal has encouraged schools to report offences to the police knowing that this will be dealt with proportionately and put the child at the centre of the investigation.

The outcome is to increase reporting from the schools, reduce exclusions based on the offence and provide the best outcomes for the child.

Currently being piloted in Bristol, this will be extended to the include rest of the force.

Progress against success measures

Incidents of serious violence

A clear and obvious success measure of the Violence Reduction Unit/s in Avon and Somerset would be the reduction of incidents of serious violence.

Reference to the crime figures show there was reduction of 11.5% in serious violence offences between 2019 and 2020.

Knife enabled serous violent crime has reduced by 11.8% and although relatively low numbers, murder that was not domestic in nature has reduced by 55.6%

Offence	year		
	2018	2019	2020
Serious Violence Offences (VAP, robbery & sexual offences)	17,499	17,822	15,767
Knife Enabled Serious Violent Crime	507	518	457

Hospital admissions

The Home Office's key success measures for funding are: homicide, knife crime and hospital admissions for knife/sharps assault, with a focus on victims aged under 25.

Other metrics are also monitored.

The year up to June 2020 shows a 25% reduction in young people's admissions to hospital with an injury caused by a sharp object

Force (funded forces)	U25 NHS admissions for injury with a sharp object		
	Pre-funding year (to March19)	Year to Jun20	% change
Avon and Somerset	40	30	-25%
Bedfordshire	35	35	0%
Essex	40	35	-13%
Greater Manchester	115	105	-9%
Hampshire	30	20	-33%
Kent	30	25	-17%
Lancashire	50	45	-10%
Leicestershire	45	25	-44%
Merseyside	90	50	-44%
Metropolitan Police	585	480	-18%
Northumbria	40	30	-25%
Nottinghamshire	35	20	-43%
South Wales	25	20	-20%
South Yorkshire	65	60	-8%
Sussex	30	20	-33%
Thames Valley	45	35	-22%
West Midlands	235	170	-28%
West Yorkshire	100	75	-25%

A reduction of serious violence in Avon and Somerset

While the reduction in these figures is to be celebrated, it would be a misrepresentation to attribute this reduction directly to the work of the VRU. The decrease is largely as a consequence of Covid-19 and the related lockdowns. We will continue to closely monitor the figures and continued funding into 2021/22 will allow us to assess the lasting impact of these unique set of circumstances.

Progress

In the meantime, we can look at other sources to measure success and outputs of the VRU, rather than long term outcomes.

Perceptions of safety
Over the last two years of surveying 99% of residents said they felt safe during the day and this remains consistent. However this decreases significantly when considering perceived safety after dark which averages 83.1%; this measure is also more variable.
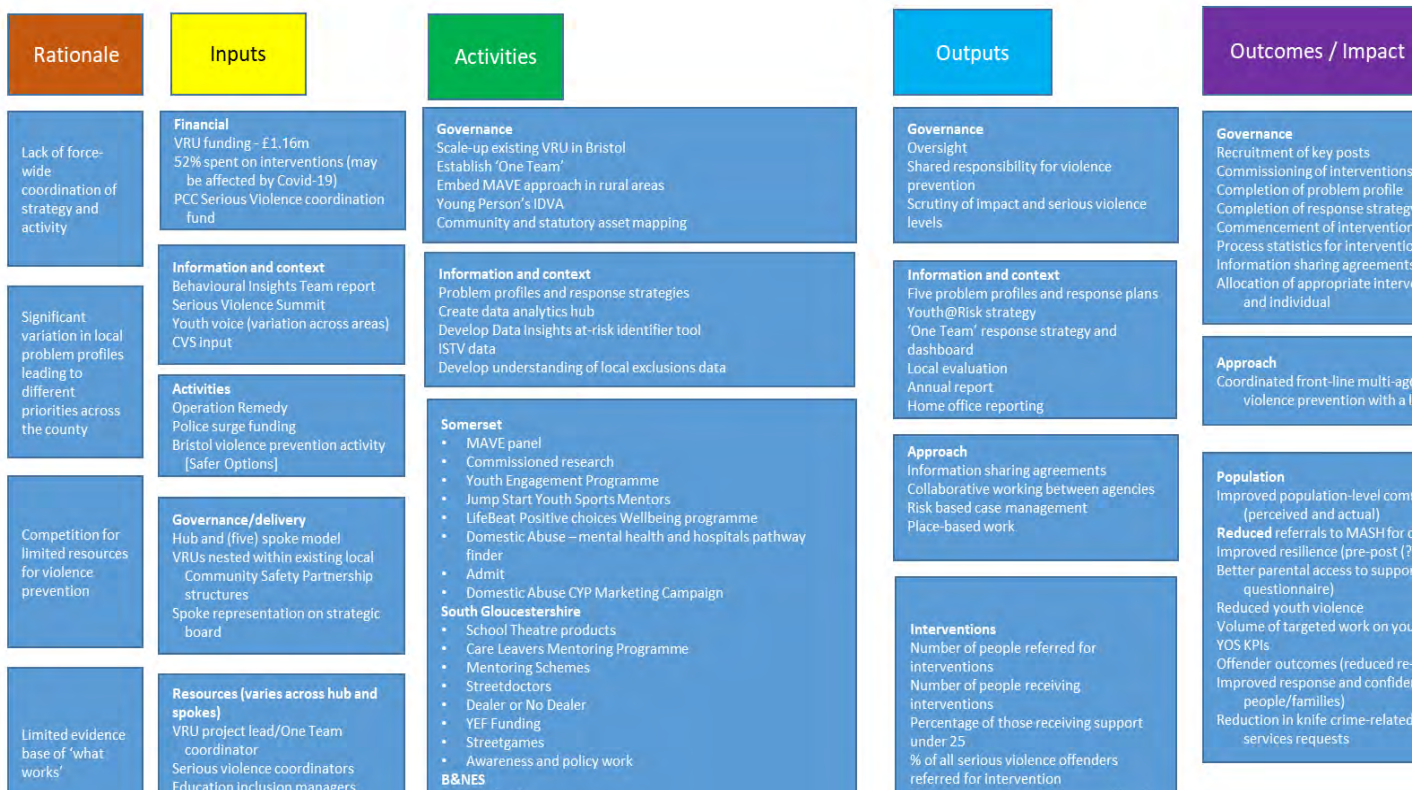
Local success measure	Baseline	Latest performance	Actions to improve performance
number of A&Es that share Assault data with the VRU	0 out of 5 in August 2019	5 out of 6 in December 2020	Working with CCG NHSE and Trusts to improve recording and include RUH Bath.
Local multi agency VRU meetings	1 in East / Central Bristol in August 2019	7 across all of Avon and Somerset in December 2020	Work on access to partner data
Information sharing agreements	2 between Police and Local Authority in Bristol for Troubled Families Programme.	6	Write one overarching Information sharing agreement to cover the work of all VRUs.
Weapons in schools arrangements	0	1 in Bristol	Extend programme to all 5 VRU / Local Authority areas

The Theory of Change

The Theory of Change (ToC) diagram was developed as part of the 2019/20 evaluation of VRUs. We shared and discussed this with the VRUs in late 2019.

National Evaluation partners Ecorys have updated the grid based on our review of more recent documents in 2020 (e.g. Problem profiles and Response Strategies).

We will be looking to overhaul this document as a result of our Strategic Needs Assessment and local and national evaluations and as part of our planning for 2021-22.

Rationale	Inputs	Activities	Outputs	Outcomes / Impact
Lack of force-wide coordination of strategy and activity	**Financial** VRU funding – £1.16m 52% spent on interventions (may be affected by Covid-19) PCC Serious Violence coordination fund	**Governance** Scale-up existing VRU in Bristol Establish 'One Team' Embed MAVE approach in rural areas Young Person's IDVA Community and statutory asset mapping	**Governance** Oversight Shared responsibility for violence prevention Scrutiny of impact and serious violence levels	**Governance** Recruitment of key posts Commissioning of interventions Completion of problem profile Completion of response strateg Commencement of intervention Process statistics for interventi Information sharing agreements Allocation of appropriate interv and individual
Significant variation in local problem profiles leading to different priorities across the county	**Information and context** Behavioural Insights Team report Serious Violence Summit Youth voice (variation across areas) CVS input	**Information and context** Problem profiles and response strategies Create data analytics hub Develop Data Insights at-risk identifier tool ISTV data Develop understanding of local exclusions data	**Information and context** Five problem profiles and response plans Youth@Risk strategy 'One Team' response strategy and dashboard Local evaluation Annual report Home office reporting	**Approach** Coordinated front-line multi-ag violence prevention with a l
Competition for limited resources for violence prevention	**Activities** Operation Remedy Police surge funding Bristol violence prevention activity [Safer Options]	**Somerset** • MAVE panel • Commissioned research • Youth Engagement Programme • Jump Start Youth Sports Mentors • LifeBeat Positive choices Wellbeing programme • Domestic Abuse – mental health and hospitals pathway finder • Admit • Domestic Abuse CYP Marketing Campaign	**Approach** Information sharing agreements Collaborative working between agencies Risk based case management Place-based work	**Population** Improved population-level com (perceived and actual) **Reduced** referrals to MASH for Improved resilience (pre-post (? Better parental access to suppor questionnaire) Reduced youth violence Volume of targeted work on you YOS KPIs Offender outcomes (reduced re- Improved response and confide people/families) Reduction in knife crime-related services requests
Limited evidence base of 'what works'	**Governance/delivery** Hub and (five) spoke model VRUs nested within existing local Community Safety Partnership structures Spoke representation on strategic board **Resources (varies across hub and spokes)** VRU project lead/One Team coordinator Serious violence coordinators Education inclusion managers	**South Gloucestershire** • School Theatre products • Care Leavers Mentoring Programme • Mentoring Schemes • Streetdoctors • Dealer or No Dealer • YEF Funding • Streetgames • Awareness and policy work **B&NES**	**Interventions** Number of people referred for interventions Number of people receiving interventions Percentage of those receiving support under 25 % of all serious violence offenders referred for intervention	

Lessons learned and future plans

Data sharing

Lack of data sharing between agencies was identified as an issue at the outset of the VRU and featured on the original risk register.

Sharing of Hospital data was considered to be 'quick win' due to the existence of NHS guidance on the subject and the proven success of 'the Cardiff model'.

However, partners' engagement has been variable and it has taken persistence to get to its current situation which still requires attention and improvement. It has been a challenge to connect with the relevant personnel and understandably, the prospect of NHS departments being given additional tasks is not appealing.

Now, with the VRU presence on the **Severn Violence Reduction Collaboration Steering Group** and with representatives from **NHSE** joining the **CCG** on the **VRU Governance Board**, we are in a stronger strategic position to drive this forward and align with the NHS Safeguarding's national work on data sharing.

Securing Information Sharing Agreements (ISAs) between partners within the VRU has also been an issue that impeded use of the VRU App initially. While work continues on a comprehensive force-wide ISA, the Police's commitment of Sergeants has meant that each of the VRUs have access to the information on the App through this role, subject to the role being filled.

Delivery plans

Another issue has been the relevance of delivery plans since they were written for the grant bid at the start of the year.

Since then, mainly due to the pandemic but also other factors such as a delayed start to spending and change of personnel within some of the VRUs, priorities and timelines have changed. This risked the previously agreed delivery plans being irrelevant.

The Home Office permitted us to submit a revised delivery plan in December 2020 which was agreed. This re-profile is an accurate account of the spend so far this year and the projections for the final quarter. It will ensure that we are able to adapt to changing trends and continue to meet the needs of our communities.

We will continue to monitor delivery against this re-profiled plan as part of our grant management process. Open and constructive dialogue with our Home Office contact will support our decision making in the final quarter of this year and into the next grant period.

Lessons learned and future plans

Uncertainty of funding

The nature of the annual grant process does not provide the security and predictability needed to devise a full forward plan.

It does encourage regular conversation on sustainability and robust contingency plans but this does not allow full potential to be reached. It affects staff retention and when staff leave it can disrupt delivery, it also means considerable knowledge gaps in the service.

VRUs are unable to secure most appropriate interventions, ie where delivery would cross into the next financial year or when a reasonable lead time is required. Resources such as staff time spent on preparing bids and contingency plans also distracts from implementation and delivery.

This is replicated in the funding of the broader policing settlement as highlighted by the HMICFRS in their State of Policing 2019: "More sustainable funding arrangements are undoubtedly needed. They could be implemented in the form of, say, rolling three-year programmes, adjusted each year. This would be an enormous aid to strategic planning."

VRUs have found diverse sources of funding and have grown in confidence in their forward planning but the most desirable mitigation here would be an award of multi-year funding in the Comprehensive Spending Review (CSR) planned to take place over the summer of 2021.

Next steps

- Learn from local evaluation
- Continue to monitor and manage risk, particularly around Covid-19
- Continued progression on key themes: Education, Community engagement, Data sharing, CCE and contextual safeguarding.
- Development of robust Theory of Change
- Recruitment and induction of new Serious Violence Business and Performance Analyst
- Welcome new PCC and ensure they have a full understanding of the importance of the work of the VRUs in tackling serious violence in Avon and Somerset.
- Support local delivery in response to local problem profiles and strategic Needs Assessment.

Avon and Somerset Police and Crime Panel
Estates Summary – February 2021

Site	Status	Timescale
Williton	Occupation of new premises at West Somerset House expected. Re-marketing of old police station continues	March 2021
Kenneth Steel House, Bristol	Phased refurbishment programme	Work completed Autumn 2020
Yeovil	Currently reviewing build options in light of updated cost information	Spring 2021
Minehead	Options appraisal continues	Winter 2020/21
Trinity Road, Bristol	Contracts exchanged with preferred bidder Planning application finalisation and submission Proposed re-development to commence	September 2020 February 2021 2021/22 (subject to planning)
Broadbury Road, Bristol	Options appraisal continues to include potential for sharing with partners.	2020/21
Wells	Project expected to complete Occupation of new premises at the Fire Station expected Completion of sale of old police station	Winter 2020/21 End March 2021 End March 2021
Street	Refurbishment complete Complete of sale expected	2020/21
Somerton	Options appraisal	2020/21
Chard	Options appraisal	2021/22
Burnham	Options appraisal	2021/22
Bath (Lewis House)	New Head of Terms near finalisation for Enquiry Office and police station. Design development and sign-off with BaNES.	February 2021 February 2021
Weston Super Mare (Town Hall – Police Enquiry Office)	Construction expected to complete. Occupation expected	March 2021 April 2021

CMB

Overview and Summary of DA Assurance

July 2020

Overview and Summary of Domestic Abuse Assurance

1. Introduction

In order to provide assurance and learning for the Domestic Abuse thematic, three separate reviews were commissioned from Transformation and Improvement. This was to explore different angles and aspects of domestic abuse; for various reasons, including the start of the COVID lockdown, each review was conducted differently, however this has enabled additional learning to be gained through comparing the alternative approaches. This is the first time reviews have been carried out on this scale within the Improvement team; as part of the new Assurance and Audit framework.

2. Description and Methodology

The **High Risk Victims Review** looked at 50 cases involving DA victims assessed as High Risk on DASH. The service that victims who fall into this category should include automatic referral to the Lighthouse Safeguarding Unit (LSU) and onward referral to our DA service delivery partners. This may also include a referral to MARAC. This review was completed by one person reviewing a wide range of aspects of each case including officer actions, LSU actions, referrals made and outcomes including re-victimisation.

The **Incidents Review** looked at 235 domestic abuse cases and the reviews were completed by a group of seven reviewers. A domestic incident usually occurs when an altercation of some sort occurs within a domestic setting but what has happened does not potentially amount to an offence. Often what has happened will be a verbal argument between the parties present and Communications staff will have assessed the level of the incident before tasking to officers, but it will not always be obvious what situation officers will find as they respond. The nature of DA incidents is often such that they are high in volume but low in risk. From a policing perspective it is important that these incidents are not being minimised and should be being recorded as crimes. A wide range of aspects of each case were reviewed looking at initial response, officer actions, reviews done and what referrals were made.

The **Crimes Review** looked at 373 cases, by three reviewers. A DA crime is any crime that is tagged as DA in some way, so the types of crime can be DA specific such as coercive control, or other crime types such as assault, harassment or criminal damage. DA crimes make up around 16.5% of total recorded crime. Many DA crimes involve repeat victims and offenders, but often the victim does not want to make a complaint. The fear that victims feel, even if violence is not being used, means that the use of the DASH risk assessment tool is fundamental to the onward help and support these victims can be given. The aim with this review was to try and reach a statistically significant sample of incidents and crimes being reviewed to ensure confidence in the findings reported. This review looked at a much narrower set of criteria concentrating on completion of the OEL template, DASH, the presence of BWV and how children are recorded.

All of the cases reviewed for all three reports were samples taken from November 2019.

Although these three reviews were conducted differently and considered different criteria they all found similar themes in terms of the learning and recommendations that are summarised in this report.

3. Review Findings

3.1 First Point of Contact & Attendance

The DA Incidents review included questions around professional curiosity and it has shown that call handlers are well trained and asking appropriate questions to be able to inform officers accordingly with what they can expect to find. They are also providing a lot of detail for officers about the background and offending history of the parties involved. These covered timelines of events, details of all involved parties, medical information including any mental health issues known for either party, or whether weapons might be involved.

There were several cases where the caller rang 999 but hung up after the call was connected, or after speaking briefly to the Call Handler. These cases then require work to be done to trace the call and re-call the person who rang. Although this does not happen in a lot of cases, when it does need to be done it is important that the caller is traced and responded to, to ensure their safety in an unknown situation.

Attendance at DA Incidents is strong with them being attended in 85% of calls regardless the source of the call.

3.2 DASH

Of the occurrences reviewed DASH completion at the start of an investigation was on average at 78%, and the gatekeeping role of LSU was highlighted as good practice. The LSU will review the DASH and background of each case and are able to increase or decrease the risk level on the DASH according to their findings. This ensures a level of consistency – and also will bring in other information that may impact on the risk level of the victim.

The reviews found there was an inconsistency in the quality of the DASH forms completed by officers. Of the DASHs reviewed 45% were deemed by the reviewers to have been completed very well or well (see DA Crimes Assurance Report for full details). This indicates that while compliance is high for DA cases having a DASH completed, they are only being well completed, and therefore adding value in 45% of those cases. It is thought that a general lack of understanding of the importance and value of the information recorded in the DASH is leading to it being added for compliance only in many cases.

Officers need to be completing the DASH in more detail to ensure that the rating given and comments they add have a real impact on the onward processing of the victims in these cases. There can be a direct impact on a victim where the DASH is marked as high risk as they will be helped and supported as a priority. If they are incorrectly rated then the Victim and Witness Care Officers have to spend time correcting this mistake before they can progress with supporting and safeguarding the victim.

The PPN/DASH on Niche has fields for recording more detail that they are used for, including children, their school and the GP. If these fields were completed fully it would improve the efficiency of VWCOs and save them effort searching through the Niche.

There therefore needs to be more work done to raise awareness with officers of the purpose of the DASH as a decision making tool, and how to use it correctly. They also need to be aware of is issues caused by not doing this fully and correctly; and how that impacts on decision making, and the victim getting the right support and services. It is accepted that there is little in the way of guidance available to officers and there is already work underway to address this gap.

Recommendation 1 – to carry put a comprehensive refresh of the DASH and to provide officers with further guidance on how to complete an effective and high quality risk assessment. This must increase officer understanding of how to use the DASH to aid decision making. This work also needs to include ensuring officers understand the need for quality information when completing the DASH - and that they are not needed simply for compliance.

3.3 BRAG

BRAG formed part of the High Risk Victims Review and the DA Incidents review, but not the DA Crimes. As with DASH the completion of the BRAG form was inconsistent, with the reviews findings that BRAG was completed in 54% High Risk Victims cases and 32% DA Incidents (in the opinion of the reviewer should, have had a BRAG form completed). There appears to be a lack of awareness of when BRAG should be being used; or it is being used but not being correctly filled out. This is worsened by apparent confusion over when BRAG should be used alongside DASH.

BRAG is required to highlight any vulnerabilities, although there does not need to be a DASH and a BRAG for a domestic abuse victim. If the victim and perpetrator are the only parties involved and affected by the incident then just a DASH for the victim will suffice; if there are any other parties involved, including children (even if they did not see the incident), then a BRAG is also required. A BRAG should also be completed if the perpetrator is vulnerable.

There is already guidance available covering the BRAG on Pocketbook, but officers at the point of the reviews were struggling to use BRAG correctly. In response to this the LSU have circulated additional guidance in the form of a flow chart – and asked for refresher briefings by supervisors with their staff. This will need to be followed up to identify if this has resulted in any sustained improvement and consideration be given if further work is required. This could link in with any work being done refreshing the DASH and a single message covering both communicated.   Further assurance work is planned which will focus specifically on the use of BRAG for some other vulnerability themes so this may draw out additional learning in this area.

3.4 OEL Templates

The Niche initial investigation template reflects the building blocks of an investigation and it was developed as best practice. It gives officers structured start to an investigation. As such, each DA Crime occurrence was examined to see if an OEL Initial Occurrence Template was used as a sign of best practice.

It was evident that the template is rarely used in full as it is generic, and lengthy; and not all parts will be relevant to all investigations. Therefore, the question asked was whether or not it had been 'well completed' or 'partially completed', rather than 'fully' or 'very well'.

The initial OEL Template is completed well or very well in 72% of DA crimes. An equally good, detailed report of another sort has been identified in a further 10% of cases, so a total of 82% have a good foundation for investigations to move forward from. It was, however, identified that the question referring to DA is at the very bottom of the template and could benefit from being moved further up to give it a higher likelihood of being seen by officers and therefore completed.

The reviewers observed that while it is often well used it is rarely fully completed, with the second half of it a lot less likely to be completed that the first. This could be because the fields are not mandatory and officers completing this at the scene or within an hour of attending will be less likely to complete anything non-mandatory. The non-completion of non-mandatory fields does not necessarily mean that the template is of poor quality.

At the very end of the template is a question regarding reviewing previous DA incidents and the review found that very few of the templates had this question answered – it is suggested that this is more likely due to its position on the template and that this is simply missed by officers.

While the OEL template covers all crimes, not just DA, the reviews show the value it can add to investigations. A few small changes to this template could improve the recording for DA and help with the onward processing of the case. A review of this template could be done in conjunction with all other stakeholders to ensure that the template is providing the maximum benefit for all users of it and avoid any unintended consequences. It currently has many fields and the review has shown that very often it is only around half completed as a lot of fields are non-mandatory and do not relate to the type of case or investigation.

The importance of using this template could be reiterated with officers as it is very simple for them to use and by completing even just the mandatory fields provides a solid basis for the investigation. Again, if the officer completing it understands how it is used by colleagues down the line it may help them to focus on providing quality information.

3.5 Body Worn Video (BWV)

While BWV may be widely used by officers responding to DA incidents and crimes, it is very difficult to understand the true picture. Anecdotally most officers will say that they would always have their BWV on when they attend a DA incident/crime report, the only record of that will be if it is marked as evidential following uploading onto DEMS. What is not clear is the cases where is has not been used and if it had it would have been useful to the investigation. Ultimately all that can be done is ensure that officers know what they should be doing and that they are being supervised so that if issues should arise, they are being dealt with.

Recommendation 2 – There needs to be a review and refresh of all tools that are available that have been developed to aid positive action from officers when dealing with DA. This includes consistent and comprehensive completion of the OEL template (which may require a review) and BRAG; and widespread use and retention of Body Worn Video to enable Supervisors and Inspectors to decide on further action. This also includes work on ensuring that Supervisors and Inspectors understand their role in taking positive action in cases, for example encouraging the use of DVPN's, evidence led prosecutions; and how this links to the use of Body Worn Video. Following these reviews and any work undertaken to refresh there may be a requirement to develop some training or briefing to communicate it to officers.

3.6 Children (including Op Encompass)

Very few children were found to be included within the PPN/DASH. Usually only two people are added; victim and suspect or involved party. As such children are rarely added, even when they are present and involved, the requirement for their inclusion on the PPN/DASH is not obvious from the point of view of a front line officer. There are only 17 crimes where it was observed that linked children were included within the PPN/DASH. It was not assessed statistically, but it was also noted that in several cases, children were not only not included in the PPN/DASH but also not linked to the occurrence despite being mentioned or referred to which is a bigger issue.

There needs to be a debate on whether the details of children should be included on the PPN/DASH if they are already on the Niche and linked correctly. On the one hand this is a duplication of inputting, but on the other it might allow us to engage better with schools and Operation Encompass if we were to have these details correct on the DASH.

Operation Encompass is seen as best practice recognised by HMICFRS. The way we currently engage with Op Encompass is indirectly by sharing information the required details with Local

Authorities rather than schools directly. This is currently seen as the best solution in Avon and Somerset, and many other forces have also struggled with how best to provide the information required directly to the schools.

3.7 Support for Victims

LSU are able to effectively prioritise DA cases through a triage process and therefore contact can be made with these victims promptly to get them the help and support they need. Further work is already ongoing to try and reduce the number of duplicate and unnecessary tasks sent to LSU which can get in the way of this prioritisation.

Referral to an IDVA is being made in every appropriate case so these victims are being offered support. 82% cases were also referred to the MARAC triage process showing good multi-agency communication and cooperation.

3.8 Inter-Directorate Working

There is a lot of good work going on within the individual directorates, but there could be improvements made in how the directorates work together. An improved understanding of the information that LSU require and the mechanism for getting that information to them would probably improve what is received from Response. If there is an understanding of why particular information is required and the consequences of not having it are understood it might help officers to improve. There could also be greater joined up working between Response and Neighbourhoods.

Recommendation 3 – Further assurance and understanding is needed to determine the effectiveness of the options available to help deal with DA cases and those involved in them. This includes MARAC and DVPNs amongst other things. Further work is also required to ensure that we are dealing with children in an effective and timely manner through the adoption of Operation Encompass, either in its true format or some other more workable solution.

4. Lessons Learned relating to methodology and approach

This was one of the first times a piece of assurance has been carried out on this scale within the new Assurance and Audit Framework under the Performance and Quality Framework. The parameters of the whole piece of assurance work were set initially by the Domestic Abuse Theme Lead but were refined in his absence. Further refinement happened throughout, due to the size and scope of the work, and the situation around lockdown and home working. There was a period where all work on assurance stopped for a while so some time was lost. This may have resulted in a slight shift of focus as the reviewer's uncovered issues with what they found, but the overall product gives a rounded view of how domestic abuse is being dealt with. In the future it is important that the terms of the review be agreed between all stakeholders so that expectations are set accordingly.

This was the first large scale piece of assurance including the Inspection and Evidence Based Policing Team and the commencement coincided with the Covid lockdown and all those involved starting to work from home. Initially at this point all assurance work was suspended while demand was assessed due to the lockdown, and it took 3-4 weeks for this to then recommence. Working from home meant that is was more difficult to have the constant consultation that would have been beneficial completing this work.

The three areas of review were conducted differently; the high risk victim review looked only at 50 cases and was completed by a single person; the incidents review looked at 235 cases and the crimes at 373. The aim was to try and reach a statistically significant sample of incidents and crimes being reviewed so we can have confidence in the findings reported. The incidents were reviewed by seven reviewers although some of them only looked at a handful of cases,

while the crimes review used only three reviewers. One reviewer reviewed over half of the crimes which has led to greater consistency in the reporting and findings of the dip sample. In order to reach the number of reviews required for a statistically significant sample within the timeframe the question set was limited and it focussed in on the DASH completion including whether it has been well completed or if it appears to have been done just for compliance, presence of BWV and use of the initial OEL template.

High Risk Victims

The review looked at a wide range of questions but having been completed by a single person there is a very consistent view of the cases provided. The review covers the basics of officer actions and then the referral process into LSU, and then in greater detail what the LSU do and how the process the case. Having a smaller sample size means there is no statistical significance to the review, however, the review did include 50 records which is a big enough sample to give some insight. There are some valuable lessons that can be learned from this review even if there is not the statistical significance to back them up.

Incidents

A small team of police officers was used and a pre-defined list of questions prepared but there are some obvious differences in the reviews done and to focus they have had. For example one of the reviewers has picked up the lack of templates used by officers while other reviewers have not mentioned this. In the future it would be beneficial to go through the list of questions with the reviewers after each has had the opportunity to do a few reviews so that these discrepancies in what is being noted can be discussed. This review was started just as the Covid lockdown began and this early catch up phase was not possible due to the deployment of staff to work from home. Also additional reviewers were added to the group once it had begun which has led to a lack of continuity.

This has been somewhat addressed in the reviewing of the DA crimes for that piece of assurance work. A smaller group of officers have worked on that piece of assurance and have worked more closely to identify where there may be differences in what is being recorded to try and minimise that.

Crimes

Initially a larger question set was considered for the crimes review as well, which would have covered a greater range of areas for review but the depth of review that was wanted for this assurance would not have been possible so the Theme Support and members of the Inspection and Evidence Base Policing Team undertaking the review agreed what the in depth review would include. In the future, if possible, the Theme Lead (or original requester of the work) should be involved in any ongoing discussions about the scope of the review to ensure it is covering the initial terms set of the review.

The use of a statistically significant sample size is something that needs to be considered when commissioning assurance work like this. In order to attain a 95% confidence level in the results being seen it was determined that 370 cases needed to be reviewed given the number of cases available to review. Also taken into account were the time of year given the known seasonal trends of DA criminality, and the desire to see cases that had in the majority been resolved one way or another, thus November 2019 was the month selected to review.

In retrospect there are several areas that if included, would have added further weight and value to the review.

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MEETINGS: Constabulary Management Board	DATE: 17/09/2020	AGENDA NO: **5b**
DEPARTMENT: Transformation & Improvement Directorate	**AUTHORS:** James Hodges Peter Williams	**COG SPONSOR:** DCC Sarah Crew
NAME OF PAPER: Equality & Disproportionality Thematic Assurance – Ethnicity	**PURPOSE OF THE PAPER:** Information Decision	**OPEN SESSION**

Version control:		
V1	*11.9.2020*	*Initial draft*
V2	*16.9.2020*	*Second draft*
V3	*17.9.2020*	*Final draft for CMB*

1. PURPOSE OF REPORT

➢ To update on the force's position regarding key areas of assurance on the theme of Equality & Disproportionality, covering areas agreed at the joint scoping meeting with the OPCC.

➢ To provide information about assurance activity, both ongoing and planned, and to make recommendations for positive change in this thematic area.

2. BACKGROUND

Since the last paper on this subject was written in July 2018, the issues of equality and disproportionality have further intensified in profile and coverage, both nationally and internationally. Events in the United States sparked a protest movement that spread globally; and locally, leading to the removal of the statue of Edward Colston in Bristol.

Since 2018, the organisation's ability to report on delivery areas regarding equality and disproportionality has improved, and continues to improve, through the use of Qlik Sense. Actions to improve our data quality in terms of external delivery, and improve our data offering in terms of internal delivery have also resulted in greater visibility and understanding.

One issue that can hinder the progress of accurately measuring disproportionality is the age of the dataset we use to measure ourselves against – the 2011 Census.

	Geographical Area		
Ethnic Group	**Bristol**	**Somerset**	**Northeast**
White	84%	98.10%	94.60%
Asian	5.50%	0.90%	2.60%
Black	6%	0.20%	0.80%
Other	0.90%	-	0.40%
Mixed	3.60%	0.80%	1.60%

Data from 2011 census

Fig.1 – 2011 Census data for the force area

The census is now nine years old, and all estimates suggest that the force area has become more ethnically diverse, but we must continue to compare ourselves to the 2011 statistics until they are refreshed with the next census in March 2021.

Another issue which appears as a theme throughout the paper is Niche data quality. We cannot have a true picture of disproportionality with regard to victims, offenders or persons searched when we have a high proportion of those people with no ethnicity recorded. This also applies to our workforce data when looking at potential disproportionality within the organisation.

3. CURRENT UNDERSTANDING OF DISPORTIONALITY IN RELATION TO ETHNICITY FOR EXTERNAL SERVICE DELIVERY

There are various areas where we specifically monitor disproportionality and have additional lines of scrutiny and independent assurance.

3.1 Use of Force

All types of force used are monitored against five ethnic groups (Asian, Black, Mixed, Other, and White), as defined by the Home Office. That data is reported to the Diversity and Inclusion Board, every three months. Records are currently created through Niche, fed into a Qlik, and provided to the Home Office every April, and figures are published on our external website.

We have an internal and external scrutiny panel, which runs alongside the Stop and Search Panel. We also have additional Taser scrutiny, which is led by the lead Taser Trainer in Ops Training.

When compared to the population demographics of Avon and Somerset, Use of Force for the last two years is lower against subjects identified as White (- 8.9%) and Asian (-0.5%).

However, use of force is higher for subjects identified as Black (+7.4%), Mixed (+1.4%) and Other (+0.2%).

It is worth noting that our data does not contain sufficient detail to analyse and provide commentary on a variety of other ethnic identities that make up the population of Avon and Somerset. For example, the Gypsy, Roma and Traveller (GRT) communities, which the 2017 Lammy review highlights as having some of the worst disparities of all groups. However, this has been addressed in the redesign of the Use of Force form, which will now include 14 sub-categories for collecting ethnicity data.

It should also be noted that for the 2019/20 data there has been a 26% increase in the number use of force occurrences that are missing ethnicity information, from 2018/19 (from 2% to 28%). This is a known issue and is being investigated by the Qlik team but until this has been resolved caution should be taken when making direct comparisons between the 2 years.

3.1.1 Use of Force – Tactics

In 2018/19, all ethnicities appear to have a similar proportional experience of the different force tactics used with a range of 1%-6% between the upper and lower percentages.

The highest range was in the Restraint tactic (6.2%) - with subjects perceived as Black having the lower percentage (57.3%); and those perceived as Other, the highest (63.5%).

The data for 2019/20 shows similar proportionality in the use of force tactics across all ethnicities, but with a noticeable shift for all ethnicities to a decreased use of other tactics; and an increased use of Restraints.

The range in the upper and lower percentages has widened compared to the previous year to between 0.2% (Firearms) and 8% (Restraints). The same observation in the Black and Other groups having the lowest and highest use of Restraints is present again this year and this higher use of Restraints experienced by the Other group is also seen nationally.

In 2019/20 it is also observable that the use of Firearms as a tactic has only been experienced by subjects perceived as White.

A review of the use of force tactics within each ethnic group shows us that the proportionality is largely similar across all subjects and that changes in tactics year on year are similarly reflected across all groups.

3.1.2 Use of Force – Summary

High level data on the volume of force use tells us there is a disproportionate use experienced by subjects perceived as Black, Mixed and Other when compared to their relative population size.

A deeper analysis shows that whilst subjects perceived as Asian, Other or White do experience a disproportional use of force in regards to some tactics in some years, the disproportionality is more consistently weighted towards subjects perceived as Black or Mixed. This reflects the national picture.

3.2 Stop and Search

There is a high level of assurance activity with regard to Stop and Search and the force is alive to the issue of disproportionality. This is a recognition of the high profile nature of this particular police power both locally, regionally and nationally.

There is a Stop and Search scrutiny panel, running alongside the Use of Force panel, which assesses a qualitative dip sample co-ordinated by the operational tactical lead for Stop and Search. This was initiated in response to an HMICFRS recommendation. Various directorates and departments attend, as well as the chair of the SIAG, staff associations, the Police Federation, and corporate communications. Constabulary Management Board and the Police & Crime Board are kept informed about the data, and an external bulletin is shared publicly every quarter.

When themes that have been spotted (e.g. a spike in BAME people Stop and Searched in a specific geographical area) they are investigated in detail. Additionally, themes are chosen for the panels to tackle such as Stop and Searches without BWV, or with no ethnicity recorded. Up until now, the dip sample has been of 70-100 searches per quarter, but after a successful call for more assistance, the group has the capability to check up to 500.

Additionally, the quantitative data is available via Qlik at any time; a specific app was designed at the outset to track disproportionality in Stop and Search. This app can track disproportionality by combined ethnic group (Asian, Black, Mixed, Other), by LPA, by outcome, and by Beat, over time (since the beginning of Qlik in early 2018). This data is presented to senior leaders in various arenas, including the quarterly Inclusion and Diversity meeting.

Black people are, on average, around 7-9 times more likely to be Stop and Searched than White people. This is for the whole of the force area – when broken down by local policing areas and respective demographics there is a large variation (5.1 in Bristol to 37.1 in Somerset) – this is explored in more detail in 7.2 below. People from the Mixed and Other groups are, on average, just over 3 times as likely, and Asian people are around 1.6 times as likely.

The 'Other' group is made up of a much smaller sample size (around 6400 residents compared to the other three combined groups which number 30-40000 each) and is therefore prone to extreme fluctuations even if a small number of people are searched.

BAME and White British have identical positive outcome rates for stop and search in the last 12 months (26.2% each, whereas BAME was lower than White British in the previous year). In terms of find rate, this is higher among White British (27.4%) than among BAME (26.1%). The main disproportionality within ethnic groups is the Asian group – both in terms of find rate and positive outcome, the positive outcome rate for Asian people is 5-6% higher than any other group, but this is based on low numbers – 20-50 per month compared to hundreds for Black, or White.

3.3 Custody

3.3.1 Arrest Data

In the last two years, arrests of people who are BAME, as a percentage of all arrests, is just over double the 2011 Census figure. Most arrests are of adults, but BAME youths make up a higher percentage of total youth arrests; than BAME adults do for total adult arrests.

11.4% of BAME youths arrested are listed as having addresses out of the force area – which is more than double the figure for White British youths. The number of BAME youths from outside the force area – many of which will have been arrested for County Lines-related activity - is small (roughly 40-50 per year) so does

not materially alter the fact that the proportion of BAME youths being arrested is 3-4 times the BAME youth population.

3.3.2 Breakdown by Custody suite

Patchway's BAME percentage is between 20-25%. Patchway takes in most of Bristol's Custody throughput so it is unsurprising that it has the highest percentage of BAME detainees, though the figure being 20-25% compared to a BAME population of 16% suggests possibly some disproportionality.

Keynsham is consistently around 14%; this would be disproportionate based on the North East LPA's BAME population of just over 5% but roughly half of Keynsham's detainee throughput comes from Bristol-based arrest locations.

Bridgwater has the lowest BAME detainee percentage, hovering around 7-7.5%. This is several times higher than the BAME population of the Somerset area (1.9%). However, over 10% of the detainee throughput comes from persons who live outside of Somerset.

3.4 Complaints of Incivility

BAME complainants in allegations of incivility usually makes up around 8-12% of all complainants, save for a spike in Q2 19-20 which appears to be an anomaly. This represents a slight disproportionality in comparison to the census figure.

However, on average, 35% of complainants are of unknown ethnicity. This may be because they do not wish to volunteer that information, or because they are not asked. Without that data being available, we cannot know the true picture regarding ethnicity of incivility complainants – additional improvements have been made within PSD processes to address this issue.

Across all ethnicities, the top three most common types of results of incivility allegations are "Local Resolution", "Resolved, and "Not Upheld by PSD". In those three types, persons of unknown ethnicity and white people are about as likely to have their complaint resolved, but BAME complainants have slightly less chance of that outcome occurring – roughly 5% fewer complaints are resolved, and 5% more are not upheld, when the complainant is recorded as BAME.

This data is subject to a caveat; the unknown ethnicity complainants could of course be BAME or white, so not knowing their ethnicity weakens the data, and the BAME figures are based on only 33 complaints over 2 years, as opposed to 183 for White, so smaller sample sizes can provide outliers.

3.5 Victim Profile

This section serves as an update to Section 2.8.1 of the previous ethnic disproportionality paper, from summer 2018, and uses the same terms of reference.

It must be noted that there is still a significant data quality issue in terms of the recording of victim demographic data – over 60% of victims did not have an ethnicity recorded on Niche in the last two financial years.

Of the circa 40% of victims who had their ethnicity recorded, the breakdown by ethnic group is as follows:

Ethnic Group	2018/19	2019/20
White	81.25%	79.56%
Asian	2.47%	2.38%
Black	3.63%	3.54%
Gypsy/Irish Traveller	0.01%	0.01%
Mixed	1.84%	1.78%
Chinese	0.14%	0.14%
Other	0.67%	0.66%

Not Stated	9.99%	11.94%
BAME TOTAL	8.76%	8.50%

Fig.2. Breakdown of all crime victims by ethnicity, 2018-20

Those with a self-defined ethnicity of white make up around 80% of recorded victims, which is down 8% from the previous two financial years. All other groups appear to be at similar numbers in the two years and the previous two years, as shown in the 2018 report. The significant rise has been in people who are asked their ethnicity but do not state it – up from 3% in the 2016-18 period to 10-12%.

As can be seen the proportion of victims who are classed as BAME remains fairly consistent across the two years, between 8.5 and 9%. This is above the Census figure, but possibly more in line with more recent estimates of the region's demographics

3.5.1. Proportion of Victims who Decline to Prosecute by Ethnicity

The table below shows the total number of victims in the force area by ethnicity across the last two financial years, as per the previous report which covered the previous two year period. It also shows the percentage of victims who decline to prosecute.

Ethnicity	No of Victims	% of victims who decline to prosecute
2018-2019		
White	59130	32%
BAME	13645	25%
2019-2020		
White	63134	33%
BAME	16239	25%

Fig.3. Proportion of victims who decline to prosecute by ethnicity

As can be seen in the table, the percentage of victims who decline to prosecute is higher among victims who, when asked, define their ethnicity as White.

3.6 DASH completions and ethnicity

DASH completion is over 90% in total and across all ethnic groups except Not Stated. There are not statistically significant differences between the percentages of DA victims with DASH recorded other than this.

However, DASH completion is subject to the same issue as other areas in Niche – that of non-completion of ethnicity fields. Almost half of all DA victims have no ethnicity recorded.

Another issue, which is not ethnicity-specific, is the quality of DASH completion. A dip sample of high risk DA cases found that a large proportion of DASH forms were being completed as 'skeleton records', to ensure compliance of the mandatory form being completed but offering little insight beyond that. The Domestic Abuse thematic team presented some recommendations to CMB which are being taken forward.

3.7 Use of Out of Court Disposals (OOCDs)

The recent analysis of the ASCEND programme, which now manages OOCDs, found some age, gender and ethnicity differences between offenders that received an OOCD and offenders that were charged for an offence that would have been suitable for an OOCD. Male offenders, offenders aged 26-40 and offenders with a Black Caribbean ethnicity were more likely to be charged with an offence than given an OOCD. The percentage of Black Caribbean offenders that received an OOCD is 3%, though the percentage of those charged with an offence that was suitable for an OOCD was 6.5%. Further investigation is needed to explore why this might be.

In terms of the ethnic makeup of offenders subject to OOCDs overall, almost 15% of offenders subject to an OOCD are BAME, and that this figure has held over two years. This compares with approximately 13-14% of all persons arrested being BAME, and 19-20% of all persons charged/subject to Postal Requisition.

It is currently unclear as to why this is, but the Tactical OOCD group have recognised the need for more training and exposure around OOCD and will be coming up with an action plan to address this.

The report recommended that police officers should be provided with further information and guidance on screening for offenders who are eligible for an OOCD to support the narrowing of gender, age and ethnicity disparities.

As the ASCEND report has only been published very recently, it is too early to expect recordable progress on the recommendations.

3.8 Lammy Review

In March 2020, the Lammy Review sub-group, part of the Local Criminal Justice Board, was placed on hold due to COVID-19. It met for the first time post-suspension in August 2020. In the August 2020 meeting, the priority theme areas were agreed. These are: Out of court disposals, judiciary, prisons, and youth justice. Additionally, BAME Recruitment, retention and development across the CJS is being prioritised as a stand-alone theme.

One key Police area of activity is Stop and Search - the task group for Stop and Search within the Lammy sub-group is in development, but the lead has scoped some in-depth analysis of searches, and an overview of complaints related to stop and search.

4. THE CURRENT UNDERSTANDING OF DISPORTIONALITY IN RELATION TO ETHNICITY FOR INTERNAL SERVICE DELIVERY

4.1 Officer Promotions

This refers to Police Officer promotions only because, up until the adoption of OLEEO in June 2020, equalities data was only held for staff roles on the application information, and a massive manual trawl would be needed of thousands of internal applicants for roles in order to provide any data. Additionally, staff are not seen to be 'promoted', as they apply for a new role, as opposed to Police Officers, who can apply for promotion via processes and boards.

Overall, the level of representation for protected characteristics vary across all ranks but on the whole remain relatively low. SAP data for the current workforce reflects a high level of non-disclosure and this could reflect an undercounting of our diversity for some characteristics.

At present, the application rate is below 7% for all protected characteristics other than female – inclusive of BAME, disability, and others. At Inspector level we see the highest proportion of BAME applicants. As with any diversity data, lower representation may be caused in part a disclosure issues as a proportion of all applicants will opt for prefer not to say.

In July 2020, CMB received a report on promotions, which stated that Disability, BAME and LGBT candidates' numbers are very low or zero at the application stage, which due to losses through shortlisting and assessment leads to low numbers being successful through the process. Disability and BAME success rates at assessment centres have been zero for Chief Inspector and Chief Superintendent Ranks, since the current process has been in place suggesting a disproportionate impact on candidates with these characteristics. This report's findings and recommendations were only published in July so any assessment of progress would be more appropriate at a later date.

4.2 Disciplinary Data

Due to an issue in our recording of conduct, a fully accurate picture of the ethnic makeup of officers who are subject to disciplinary procedures is not available at present. P&OD are putting measures into place to ensure that this is available as soon as possible.

For those officers who were referred to a Misconduct Hearing, this has not previously been measured and to do so retrospectively would require a large piece of manual work. Going forward, this should be recorded as soon as the Misconduct Hearing is arranged.

4.3 2019 People Survey – disproportionality overview

In terms of ethnicity disproportionality, the only significant trend that was identified was in the bullying and harassment questions. 14% of BAME respondents had replied to the survey to state that they felt that they had been bullied or harassed in the preceding 12 months. This had reduced from 2018 to 2019, but was still a significant percentage. – 3% higher than the figure for all respondents.

It is worth noting that only 28.5% of BAME persons invited to complete the survey did so, compared to an average across the force of 46%, so there appears to be an issue with ensuring that as many BAME employees/volunteers feel able to complete the survey.

5. GAPS IN DATA THAT MAY AFFECT OUR OVERALL ASSESSMENT OF DISPROPORTIONALITY

5.1 Ethnicity recording on Niche occurrences and Use of Force form

Of all victims recorded on Niche, 69% of them in 2018/19 had no ethnicity recorded. This slightly reduced to 68% in 2019/20. In terms of offender ethnicity recording, the picture is similar – 71% in 2018/19 and 70% in 2019/20.

It is not possible to make the self-defined ethnicity field mandatory (making it impossible to continue completing the person record without completing the field), because that would not be agreed by the Minerva Group.

A communications campaign has commenced, in order to push the message internally that recording of ethnicity is important and a key aspect of the force's vision to become the most inclusive police force in the country. 5,000 laminated cards have been printed, which will be distributed to all staff having frontline contact with the public. They fit easily in a pocket, have a form of words agreed nationally that explains why we are asking the question and crucially have the 18+1 definitions of self-defined ethnicity so that people can make an informed choice. A digital version of the laminated card can also be found. Additional steps in this drive include:

- Added the recording of SDE to the My Work App, so that personal compliance is visible to frontline staff (initially in relation to just hate crime and stop-search, but will be expanded as time develops).
- Developed a briefing package for all frontline teams.
- Secured a VLOG from the Chief talking about SDE (part of the briefing package)
- Ensured two questions regarding SDE are added to the standard call-script for all calls reporting crime via Comms – this data can be extracted for future assurance purposes.
- Included a section on SDE within data quality training due to roll out in the next few weeks

Since the launch of the communications campaign at the beginning of September there has been a visible improvement in the completion of self-defined ethnicity on Niche:

% People With No Self-Defined Ethnicity Recorded
Snapshot looking at people linked to occurrences since 1st July 2020 only
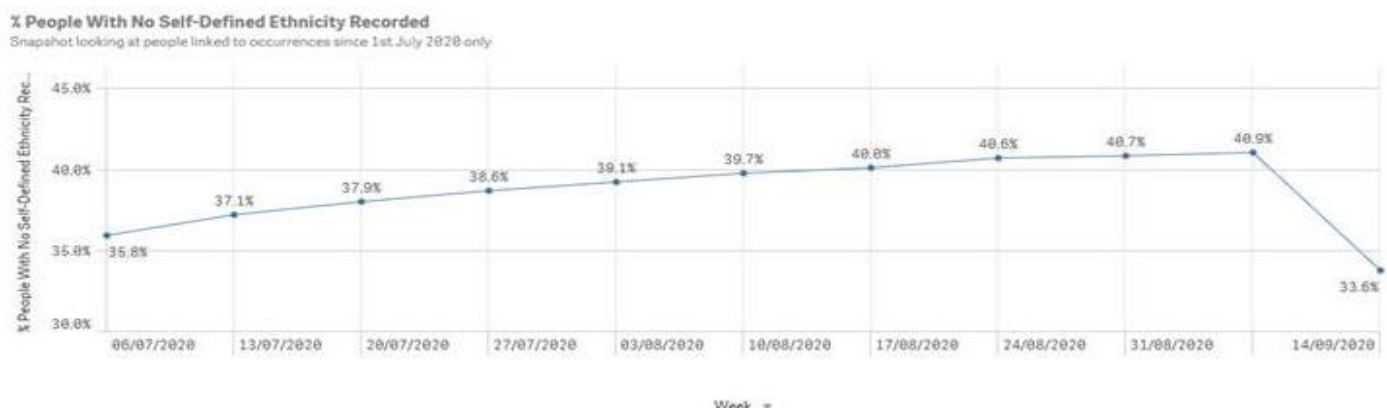
With Use of Force, four recommendations were made to CMB in March 2020 as a result of the ongoing challenge of recording Use of Force on Niche. Two of these recommendations were:

- To look into redesigning the use of force form so it is easier to use, with the Minerva group;
- Further research is needed to establish the ethnicity of all people who come into contact with the police in order to truly ascertain whether force is applied disproportionately to any particular group

The Use of Force form has been redesigned and a new system for entering use of force information is being put in place, starting on October 1st. This will change the way we measure ethnicity, gender, and other diversity areas, as well as how we capture officer ID and bias too. It will make our reporting much clearer and more accurate than it presently is. This is achieved by using a third party system – FORMATIONS – to record the forms, as opposed to Niche, which will not allow mandatory fields. Feedback from officers testing the document has been overwhelmingly positive.

Among the changes includes some mandatory fields – including ethnicity – to ensure that incomplete or poor data collection is harder for an officer to do. Additionally, the five ethnic groups that were listed on the old Use of Force form have been replaced with 14 new options, which break down umbrella terms such as 'black' into sub-groupings that better represent our diverse communities, after consultations with the outreach team and community groups.

Regarding Stop and Search, records without ethnicity recorded is a regular thematic assurance area that the scrutiny panel and quarterly bulletin covers and assesses. In fact, the scrutiny panel looks at all records with no ethnicity recorded. Between the last two bulletins, there has been a 38.5% drop in searches with no ethnicity recorded. As of the most recent bulletin, only 2% of searches are recorded without ethnicity – roughly 40-60 per month. It is thought that roughly a third of these are caused by the ethnicity being recorded elsewhere on the Niche record in error. Those who record the ethnicity in the wrong place, or not at all, are given guidance from the tactical lead.

5.2 Analyse how we police our varied communities; who are experiencing similar crime problems to identify if there is any evidence of differing approaches

An in-depth analysis of beats that are similar in demand but different in ethnicity of population needs to take place which was not possible in the time available. These beats should have similar total demand scores both in total but also in the crime areas where Stop and Search are usually used for (theft, robbery, burglary, weapons and drugs offences). Additionally, they should have different demographics in terms of population, and, notably, are not large city centres, because Bristol, Bath and Weston-Super-Mare city centres are subject to high numbers of non-residents being in the area at any given time due to tourism and the night-time economy.

Work has begun on this, but in order to ensure that contextual analysis is added to the comparison, more time is needed in order to understand any potential data disparities. This is outlined in the recommendations at the end of this document.

5.3 Gaps in internal recording 'prefer not to say'

Since September 2019, People and OD have included, for the first time, statistics on our people preferring not to divulge information based on equalities, which includes ethnicity. Across all areas monitored except gender, the 'prefer not to say' percentage has decreased slightly over the last year.

Work is ongoing to try and ensure that all employees and volunteers feel that they can answer these questions, and this will be aligned with a new Qlik application.

As part of a wider piece of work across the People and OD, Finance and Business Services and the Transformation and Improvement directorates, data has been gathered for two Qlik apps, which seek to provide the best picture of our internal diversity that the force has ever seen. Extensive work has been done to (a) set out the correct questions to be asked in order to provide the board with more concise HR diversity data; and (b) agree on the data used, the presentation of it and the performance metrics. These apps are in their test phase and will be published soon.

A change to various equalities data in SAP, the introduction of OLEEO, and COVID-19, all contributed to a delay in this work being completed.

The directorates involved in this piece of work agree that the SAP change and the creation of the data products represents a unique opportunity to tackle the issue of officers/staff preferring not to divulge demographic information. To this end, work is being planned within People and OD to improve confidence amongst staff so that they feel able to divulge this information. This has not yet been finalised but will include an extensive communications drive.

5.4 Internal service areas which may benefit from greater insight into disproportionality

People and OD already monitor disproportionality for underrepresented groups through recruitment processes for Police Officers and PCSOs. The introduction of OLEEO gives a far more significant ability to be able to report at each stage of the recruitment process for all recruitment. This was a specific requirement stated in the procurement of the system. The current focus is on the launch and embedding of the system but we will be able to bring the regular reporting and review of equality through the recruitment stages and hence any disproportionality in due course. This will be reported through the Inclusion and Diversity Board.

In addition PSD and HR Advisory are now monitoring protected characteristics through disciplinary, grievance and UPP processes, again looking for and considering how best to address disproportionality. This is monitored through the Standards and Confidence meeting.

ASP are already ahead of national legislation by publishing both a Gender Equality pay gap report and a Race Equality Pay gap report, highlighting pay disproportionality. Going forward this will also include LGBT and disability pay gap reporting.

Equality impact assessments are made for the Police Officer Promotion processes, allowing for consideration of disproportionality and looking at what further can be done to address issues arising. An example is the lack of BAME representation at Chief Inspector rank and above, hence the procurement and introduction of the BAME positive action programme working with Berkshire Consultancy for Sergeants and Inspectors – our pipeline for more senior ranks.

People and OD are also looking to improve other employee lifecycle processes such as exit procedures, retention and progression modelling and sick absence where there is further opportunity to analyse and address disproportionality. Additionally, both the extensive internal work to design the new disproportionality Qlik app, which answers disproportionality queries to the same high standard as Bristol City Council (across areas such as pay, sickness, promotions, etc. as well as pure numbers) and the national online assessment process will also add to how we can measure more accurately any disproportionality.

Using the new employer branding and with our broader attraction campaigns the talent team are expanding our attraction campaigns, i.e. more local radio and a broader range of job websites, via OLEEO we will be able to measure our success more accurately than ever before.

Therefore it is important that this work is allowed to 'bed in' and its' success be analysed before setting further objectives.

6. ASSESSMENT OF THE CONSTABULARY AGAINST THE FINDINGS IN RELATION TO YOUNG PEOPLE IN THE MOJ REPORT 'TACKLING RACIAL DISPARITY IN THE CJS: 2020 UPDATE'

In February 2020 the MoJ published a report on the experiences of young people in the Criminal Justice System through the lens of ethnicity. The report made a range of recommendations and it was agreed it would be useful to make an initial self-assessment of how these may be relevant to ASP.

6.1 Building trust with early interactions

6.1.1 Police presence in schools

The report identified that building trust is essential and early interactions such as police presence in schools can make a real difference. To assess this consideration was given to our police presence in schools; and if it is equitable across all schools, including those where there is a higher proportion of children from a BAME community.

It has not been possible to fully address this question as currently data about our engagement in schools is not collated in a consistent way.

However, a recent piece of work undertaken in to review the service provided to schools utilised a questionnaire to gather this information. This questionnaire was issued to schools across Avon and Somerset at the end of July 2020 to which there were 180 responses. A gauge for the level of police presence at schools is whether the school knows who their named officer is. By geographical location schools who didn't know their Named School Officer was; Somerset: 13%, North East: 22%, Bristol 28% and North Somerset 21%.

In the absence of accurate data on school ethnicity demographics, assuming that pupil diversity corresponds in a similar way to that of the general population for each area (as shown in the Census data at section 2 of this document), there would appear to be a higher level of police engagement at schools in Somerset which have a lower percentage of BME pupils in comparison to schools in Bristol and Northeast where BME pupil numbers are likely to be higher. This needs to be explored further to identify if there is any further evidence to support this.

Schools are now informed of who their local PCSO or Beat Manager is, and staff engagement within schools was improving at the time of the PIR last year. There is still inconsistency across differing schools though and across the area. Overall, 76% of respondents to the recent survey knew who their named PSCO was, although this could be higher. The issue of not being able to record accurately our work in schools is being addressed further at the moment with plans to design a simple questionnaire which will feed into Qlik to capture this data and it is hoped that moving forward we will be able to see a clearer picture of our work within schools.

6.1.2. BAME participation in our Cadets and Mini Police programmes

Regarding Cadets, White British had the highest number of applications (84.7%) with non-white british groups equating to 15.3%. The percentage of each group that made a successful application varies, partly due to the low numbers of applicants within some groups. The non-white british groups have a slightly increased acceptance rate making up 16.3% of successful applications which exceeds the population proportion for non-white people within Avon and Somerset.

As of June 2020, the ethnicity of the cadet population as at June 2020 was recorded; the largest percentage of cadets had opted not to state their ethnicity on joining (66.8%). Excluding the 'not stated' group, white British make up 88.3% of cadets with non-white british groups making up 11.7% of the current cadet population.

The BPA does support Cadets, mainly the Bristol Central unit (based within a diverse community) but there are not currently any specific plans to widen participation and diversity as most units are (or were, pre-COVID) closed for recruitment as there were no vacancies and applicants pending or on waiting lists.

The Mini Police initiative is delivered by members of the local neighbourhood policing team in partnership with schools and offers children aged between 9 and 11 years old the chance to build positive relationships with their local police team, whilst helping out in their school and the wider community.

In terms of Mini Police ethnicity, we have the same data issue – as it is optional for participants to record their ethnicity, 76.7% have decided not to share this information. Excluding the 'Not Stated' group, White British make up 90.4% of the Mini Police population with non-white groups making up the remaining 9.6% which is slightly higher than the population percentage of non-white people in Avon and Somerset (6.7%).

Due to the current low volumes in recorded ethnicity for Mini Police participants, the focus has been to seek to improve the number of participants that share their ethnic information. This formed part of the dicussion at a recent Gold Citizens in Policing meeting where an action was taken to help communicate the rationale for collecting this data with the hope this will encourage more to do so.

6.1.3. Disproportionality with stop and search of young people from a BAME background compared to adults

Using the Stop and Search Disproportionality Qlik application, the data can be broken down to under-18s, to compare to both the total disproportionality figures, which are detailed at the beginning of this report, and those of adults.

At present, the disproportionality figures for youths vs. adults are as follows for the past 12 months:

Ethnic Group	Youth DS	Adult DS	Youths stopped	Adults stopped
Asian	2.44	1.92	52	335
Black	9.33	8.88	313	1313
Mixed	6.38	3.16	146	393
Other	7.23	5.61	8	121
White	N/A	N/A	1700	7305

Fig.4. Ethnic Disproportionality of Stop & Search – adults vs. young people comparison

As the table shows, the ethnic disproportionality score is higher with young people in every ethnic group. As discussed previously in the paper, the scrutiny panel has a number of thematic areas that is assesses alongside a dip sample of all Stop and Searches – young people is one of those thematic areas.

6.2 Experiences in police custody

6.2.1 Communication with young people arrested around the reasoning, process and likelihood of time in custody

Youths get the same contact as adults in terms of booking in, as per the Custody Standard Operating Procedure, but any communication may be amended in order to suit the needs of the individual. Appropriate adults are contacted as per the Custody SOP.

No dip sampling has been done recently regarding the experience of young people in Custody due to COVID-19, but this has traditionally been done in the past – the last instance being September 2019.

In this dip sample, 90 Custody records of young people were assessed for 5 compliance areas; contacting an appropriate adult as soon as possible, requesting that the young person see a healthcare professional, ensuring that the young person be placed on a minimum supervision level of 1 (every 30 minutes), use of discreet booking-in facilities, and justification if the young person was detained overnight. Results showed that we are achieving the first three compliance areas in at least 70% of records, which is satisfactory but can be improved on. However, use of discreet booking-in rooms was almost never done, and justification for overnight detention was only recorded around 50% of the time. That isn't to say that detention was unjustified in the other 50% of records, more that the justification was not recorded well enough. These results have been fed back to the Custody SLT.

6.2.2. Access to legal advice and appropriate adults in custody

The Custody SOP states that the Duty Solicitors should be contacted if the young person wishes for this to occur, but in reality the duty solicitor is contacted in all youth detentions, on the basis that the Youth Offending Teams (YOTs) request it. Appropriate Adults are always contacted as standard for under-18s. Ideally this would be a parent/guardian, but, if that's not possible, an Appropriate Adult is arranged through the YOT of the relevant local authority area where the young person lives. This can cause issues with out of force offenders given the time it can take for a YOT member from locations far from the force area to attend.

Data is recorded as free text entries on the Custody record – which makes it very onerous to accurately record how quickly Duty Solicitors or Appropriate Adults are contacted. The dip sample mentioned above provides the most detailed outlook we have at present and that shows that there is around a 70% rate of compliance in terms of contacting Appropriate Adults. Dip sampling will now continue across Custody in a number of theme areas including children and young people, to make sure we were offering legal advice among other things. One potential way to improve recording of this is to look into removing free text entries from Niche Custody, and create a specific field in Niche Custody for contact with Appropriate Adults/Duty Solicitors.

6.2.3 Are appropriate adults/duty solicitors representative of the offender cohorts?

Data for appropriate adults is not available via the YOTs, however many Appropriate Adults are relatives of the arrested person.

In terms of duty solicitors, the numbers released to the LCJB state that 10 duty solicitors are BAME, alongside 6 defence barristers and 6 accredited reps/agents. The current Duty Solicitor lists, published by the Ministry of Justice, show 93 Duty Solicitors covering the Courts in the force area, so the 10 BAME solicitors constitute 11% of the total.

7. UPDATE ON PROGRESS MADE IN ADDITIONAL AREAS HIGHLIGHTED IN THE JULY 2019 EQUALITY ASSURANCE REPORT

7.1 Examine whether it is possible to identify 'officer- led' stops (as opposed to "intelligence led") and use this to assess disproportionality of each.

Having discussed this issue with both tactical and operational leads in Stop and Search, the report finds that, without looking at individual stops in depth, it is not possible to ascertain whether a stop is officer-led or intelligence-led. This is being recorded in the extended dip samples for the scrutiny panel.

7.2 Explore what data is available that helps the Force understand the disproportionality in Somerset – e.g. County Lines operations. Discuss any difficulties with this data and how it could be enhanced through the use of a resident or non-resident marker on those stopped.

Work is ongoing. For the scrutiny panel, a sample of records were reviewed to understand more about the situations and circumstances in which persons identifying as Black were searched in Somerset. The aim is to discover whether 'County Lines' were part of the reason for the increase in disproportionality. The scrutiny panel found that of the 39 records reviewed by the panel, 41% of the searches reviewed included County Lines in the grounds for the search, suggesting that this is a key factor in the considerations of officers when determining whether to undertake a search of black people in Somerset. Drugs is by far the most common item searched for, 82% of the searches recorded were done under s.23 of the Misuse of Drugs Act.

41% of people searched in the records reviewed provided a home address that was over thirty miles away from where they were stopped and searched. Work is still being done to review the context of this information, but initial reviews have not indicated strongly that those searched have been visiting the area as part of employment or leisure activity.

For individuals who did not provide their home address (as this is not mandatory) the internal panel used the last known address, if provided, by that person on Police systems. If this was not present, the address was recorded as unknown and did not form part of the data used to calculate those who were searched over thirty miles from their home address.

Of the total number of search records reviewed by the internal panel group, 25.6% were conducted by Op Remedy. Additionally, 70% of the searches conducted by Op Remedy had County Lines cited in the grounds for the Stop and Search. By comparison, 30% of the searches conducted by Patrol had mention of County Lines specifically in the grounds. Further work will be undertaken by the internal panel in relation to

the effectiveness of stop and search and Op Remedy.

Additionally, for this report, a summary of all drugs arrests in the last two financial years was conducted. 17.5% of all people arrested for drug offences in Somerset were based out of force, compared to 9.3% for the other two LPAs combined. 71 of the 135 out-of-force detainees in Somerset identified as an ethnicity counted as BAME, compared to just 51 of the 115 out-of-force detainees in the other two LPAs.

This shows that there are more out-of-force detainees for drugs offences arrested in Somerset than in the entire rest of the force combined, and a slightly higher proportion of the Somerset detainees are BAME.

7.3. Proportionality of people arrested compared to those charged, how does this break down over the BAME groups

The table below outlines the ethnicities of all persons arrested between 1 September 2018 and 1 September 2020, alongside those of all persons, whether arrested or not, who have had their self-defined ethnicity recorded, and were correctly recorded on Niche as having been charged or subject to Postal Requisition, for the same period.

Ethnic Group	Detainees	% of detainees	Charged	% Charged
Asian	1066	2.88%	291	1.19%
Black	2654	7.17%	1582	6.49%
Gypsy/Irish Traveller	47	0.13%	60	0.25%
Mixed	1224	3.31%	877	3.60%
Not Stated	1555	4.20%	1812	7.43%
Chinese	72	0.19%	4	0.02%
Other	403	1.09%	193	0.79%
White	30008	81.04%	19558	80.23%
BAME	7021	18.96%	4819	19.77%

Fig.5. Breakdown by ethnic group of those arrested vs. charged, 2018-20

As the table shows, in most ethnic groups, the difference between the arrest percentage and the charge percentage is under 2% each way, which does not suggest that a large proportion of people of any group are being arrested without a prospect of a charge being made.

In terms of the comparison between the Census figures and the arrest/charge figures, clearly almost 20% of persons arrested or charged being BAME is significantly higher than the 2011 Census figure showing the force's BAME population as 6.7%, but this data is out of date – Bristol City Council estimated in summer 2020 that 22% of the city's population is not White British, compared to the 2011 Census figure showing Bristol's non White British population to be 16% (that figure from Bristol not including White Other).

7.4 Dip sample of police charging decisions to explore equality in this part of the process (repeat of approach taken in 2018)

Due to the staffing issues that the force experiences over the summer period (which is the entire time between the scoping of this report and its' publication), the exacerbation of this due to COVID-19, and other resource-based factors, it has not been possible to repeat the 2018 exercise to quite the same sample size, and to look at police decisions not to charge, as well as those to charge.

Instead, data from CPS's PTPM reports, showing all Case References where a Police decision to charge, has been taken and cross-referenced with Niche Occurrences where the Case Reference was created in 2018, 2019 or 2020, to see whether there is a difference between the figures above for all charging when we look at Police decisions to charge only.

Ethnic Group	Number Charged (Police Decision only)	% of this number	Difference between % for all charges
Asian	198	1.92%	+0.73%
Black	891	8.64%	+2.15%
Gypsy/Irish	5	0.05%	-0.2%

Traveller			
Mixed	372	3.61%	+0.01%
Not Stated	534	5.18%	-2.25%
Chinese	6	0.06%	+0.04%
Other	66	0.64%	-0.15%
White	8236	79.90%	-0.33%
BAME	1538	14.92%	-4.85%

Fig.6. Table showing Percentage of suspects by ethnic group that are charged by Police

While the datasets are slightly different in terms of timeframes, they appear to show that BAME suspects make up a smaller proportion of the Police-based charging decisions than they do for all charging decisions.

7.5 User satisfaction, for BAME victims

In 7 of last the 8 quarters, including all of the last 6, BAME victims are more satisfied with the Police Actions Taken. In all but the most recent quarter, BAME victims are more satisfied with the follow-up actions. However, the scores are usually quite close, except for the follow-up action scores, which have been subject to large differences between the two cohorts in the last two years but seem to be stable now with both reporting a score of around 65%.

In terms of initial contact and treatment, the scores are very close across the two demographic types. Finally, re the whole experience, the scores are also very close. This suggests a high level of confidence that the survey shows little to no disproportionality in the way the force treats victims.

An area to explore more widely here is hate crime; White British has a satisfaction score 9.8% higher than BAME victims. This could, of course, be based on a lower sample size for White British hate crime victims, as they are less likely to be subject to ethnicity based hate crime.

8. RECOMMENDATIONS

This paper has outlined a variety of areas where we are able to gain a greater evidence base to establish if policing activity within our communities has any elements of disproportionality with regards to ethnicity. In addition recommendations based on the findings of this paper are:

1. **Closely analyse the progress of the new Use of Force recording system and process**: If using a third-party application, outside of Niche, provides the downturn in 'no ethnicity recorded' Use of Force records, thanks to the improved customisation provided, this could be a catalyst for doing the same with other areas where Niche's inability to mandate record completion is allowing officers not to record ethnicity – for example, Stop and Search.

2. **To introduce a process to automatically and accurately record the ethnicity of officers/staff subject to disciplinary procedures including misconduct Hearings.** This is an internal issue but being able to provide the numbers by ethnic group could provide reassurance externally that the ethnicity of the officer/staff member and of the complainant can be taken into account when analysing outcomes.

3. **To monitor progress and findings from further investigations by the OOCD group in response to the ASCEND report in relation to differences in application of OOCDs by ethnicity.** There were a number of findings within the ASCEND report which require further analysis and insight.

4. **With reference to point 5.2. complete comparison of beat areas to understand any local differences in disproportionality associated with policing tactics.**

5. **To carry out some additional analysis on victim satisfaction rates for BAME victims of hate crime.** Variations may be a result of sample sizes and data quality however it is important to fully understand if this is the case.

MEETINGS: Constabulary Management Board		DATE:		AGENDA NO: 5b	
DEPARTMENT: CID		AUTHOR: Amanda WARRENER - T&I Directorate D/Supt Lisa SIMPSON - CID		BUSINESS LEAD: D/Supt Lisa SIMPSON - CID	COG SPONSOR: ACC Nikki WATSON
NAME OF PAPER: Adults at Risk Assurance Report		PURPOSE OF THE PAPER: Assurance		OPEN SESSION	
Version control:					
V1		12.01.2021		Draft	
V2		14.01.2021		Final version for CMB	

1. PURPOSE OF REPORT

To provide the Constabulary and the OPCC assurance of the Constabulary approach to Adults at Risk (AAR) against the areas jointly scoped and agreed. The report makes a number of recommendations for CMB to consider.

2. UNDERSTANDING OUR CURRENT AND FUTURE DEMAND IN RELATION TO ADULTS AT RISK

2.1 Definition and flagging of Adults at Risk – the current challenges

Prior to the introduction of the Care Act in 2014, the 'No Secrets' statutory Guidance which covered adult safeguarding used a broad definition of a 'vulnerable adult' as a person: "who is or may be in need of community care services by reason of mental or other disability, age or illness; and who is or may be unable to take care of him or herself, or unable to protect him or herself against significant harm or exploitation".

The Care Act 2014 has since superseded this, and s42 now identifies 'an adult at risk.'

An adult at risk of abuse or neglect is defined as someone who:
- has needs for care and support (whether or not the authority is meeting any of those needs),
- is experiencing, or is at risk of, abuse or neglect, and
- as a result of those needs is unable to protect him themselves against the abuse or neglect or the risk of it.

There are challenges with this definition particularly around what constitutes care and support needs. The national eligibility criteria sets out a minimum threshold for adult care and support where two conditions must be met as follows:

1) The adults needs for care and support arise from or are related to a physical or mental impairment or illness and are not caused by other circumstantial factors. This includes if the adult has a condition as a result of physical, mental, sensory, learning or cognitive disabilities or illnesses, substance misuse or brain injury.

2) As a result of the adults needs, the adult is unable to achieve two or more of the outcomes specified in the regulations and outlined in the section 'Eligibility outcomes for adults with care and support needs'
- Managing and maintaining nutrition
- Maintaining personal hygiene
- Managing toilet needs
- Being appropriately clothed
- Being able to make use of the adult's home safely
- Maintaining a habitable home environment

- Developing and maintaining family or other personal relationship
- Accessing and engaging in work, training, education or volunteering
- Making use of necessary facilities or services in the local community, including public transport, and recreational facilities or services
- Carrying out any caring responsibilities the adult has for a child

There are obvious challenges for frontline staff being able to assess whether any involved party would meet the Care Act definition of an 'Adult at Risk' (AAR)'. In Niche there is a Vulnerable Adult (VA) qualifier and a Safeguarding Adult (SA) qualifier that anyone can apply to an incident. Since 2012 the SA qualifier has been used as the basis for any reports generating performance data, including the quarterly submissions to the five Local Safeguarding Adult Boards (LSAB's). These reports have recently shown significant increases in both crimes and incidents (see Figure 1). This significant increase will in part be attributed to the rapid and improving nature of our teams focusing and understanding 'vulnerability' and labelling anything with an element of any vulnerability with an SA qualifier.

Figure 1. Safeguarding Adult data to the end of quarter 3
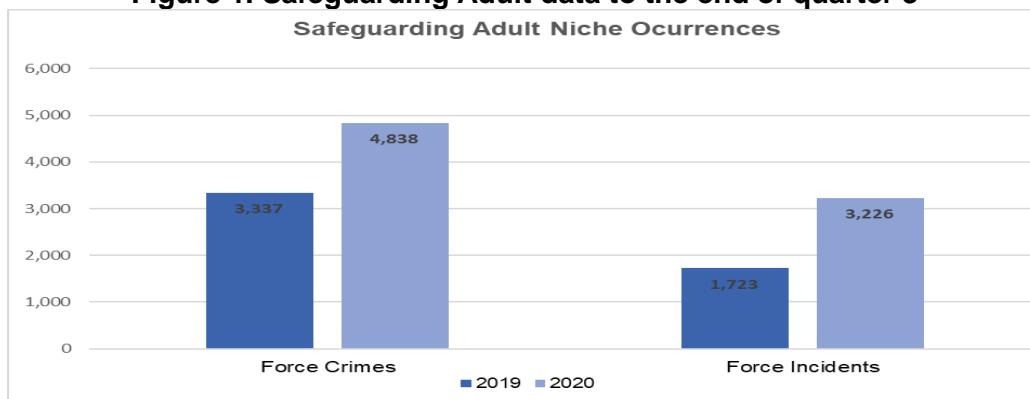
Figure 1 illustrates a 45% increase in the number of safeguarding adult crimes and an 87% increase in incidents across the Force. This increase is also reflected, although to a lesser extent, in Figure 2 which illustrates a 21.5% increase in crimes and 70% increase in incidents that have a Vulnerable Adult Qualifier.

Figure 2. Vulnerable Adult data to the end of quarter 3.
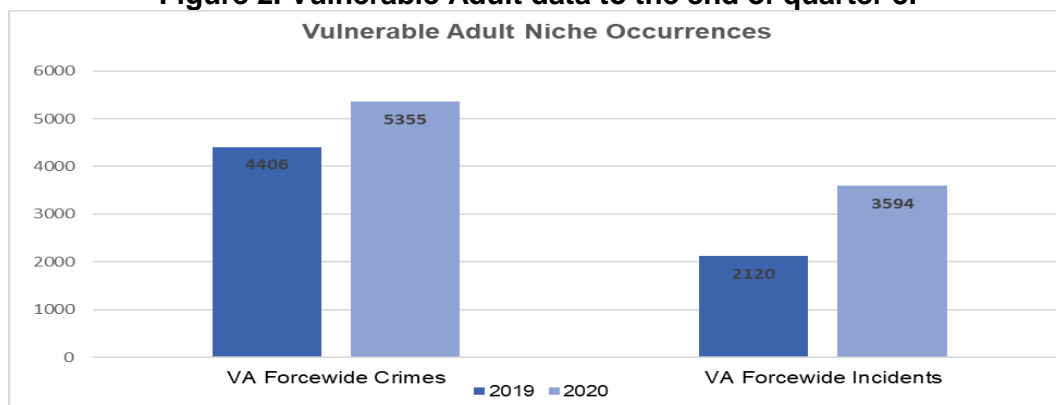
The increases prompted a dip sample of 50 incidents with the VA NICL qualifier. The findings showed that the two qualifiers are used interchangeably, and are often combined with Domestic Abuse (DA) and/or Mental Health (MH) qualifiers.

The data also showed that nearly half of all occurrences with a VA qualifier also had a SA qualifier, and around a fifth of all SA occurrences had a VA qualifier on them. An occurrence type of Adult Safeguarding exists in Niche and of the 8946 adult safeguarding occurrences in 2020, 5503 (61.5%) had a VA qualifier, 3273 (37%) had a SA qualifier on them, and some had neither.

This demonstrates a confusing and complex landscape.

In 2020, 12,032 Safeguarding Adult referrals were made into the Lighthouse Safeguarding Unit (LSU). However only 3602 (30%) were referred on to Adult Social Care meaning that 70% of referrals are being triaged out by LSU staff as either not meeting AAR criteria or not having an appropriate referral pathway (see figure 3).

Figure 3. LSU Referrals

Although the increases in the SA & AAR figures indicate that officers and staff are getting better at recognising and responding to vulnerability, there is no way to identify the specific Adult's at Risk group within the wider vulnerable demographic. As a result we are therefore unable to provide any meaningful performance information to assess current demand, inform assurance activity, or to share with our partners.

LSU staff as subject matter experts remove the SA qualifier on occurrences that do not meet AAR definition, and therefore contribute to an improvement in performance data. The LSU do not have capacity to take on any additional administrative tasks so currently the only meaningful AAR performance data is the workflow of AAR tasks in and out of the LSU. There could be immediate performance improvement in understanding the AAR data and delivering better outcomes for these victims if a triage or gatekeeping type function is undertaken.

In addition to the above, Minerva will be introducing a new set of national qualifiers in 2022 which will include 'PP- Vulnerable Adult', 'PP Domestic Abuse' and a separate Mental Health qualifier. An extensive range of local qualifiers will also be available which will include 'Adult Abuse Sec 42 Care Act'. The existing Safeguarding Adult qualifier currently used will disappear.

> **Recommendation 1:** Agree a new internal definition and identification of an Adult at Risk.
>
> **Recommendation 2:** Before the Niche update takes place in 2022 review how qualifiers are managed and their permissions.

When the new definition of Adults at Risk is agreed this will be cascaded through internal communications and training.

There will also be work undertaken with regional forces including lobbying the College of Policing and National Police Chiefs Council to provide greater direction and deliver the national guidance.

2.2 The demographics of Adults at Risk – and how many meet the CPS definition of 'older people' (over 65 years old)

The Office of National Statistics (ONS) estimates that nationally there are 12.4 million people aged 65 years and over, equating to 18.5% of the total population. This is based on figures recorded in mid-2019. The proportion is lower in city areas. The demographic for Avon and Somerset mirrors that found

nationally with North Somerset & Somerset having almost a quarter of their population aged 65+, in contrast to Bristol with just 13% of its population in this age range and making up 19% of the total population across Avon and Somerset (see figure 4).

Figure 4. Age demographics in Avon and Somerset

Age Group	B&NES	Bristol	N.Som	S.Glos	Somerset	Total	Percentage
0-17	36247	94136	43711	59243	111190	344527	20.04%
18-64	120353	308896	119700	172153	311122	1032224	60.05%
65+	36682	60345	51641	53697	139913	342278	19.91%
Total	193282	463377	215052	285093	562225	1719029	
65+ %	**18.98 %**	**13.02%**	**24.01%**	**18.83%**	**24.89%**	**19.91%**	

In both 2019 and 2020 the over 65's equated for around a fifth of total demand where there was an identified victim and age recorded (see figure 5).

Figure 5. Number of occurrences by victim age
* 1036 Duplicates were removed from the data as more than one victim was linked to the occurrence
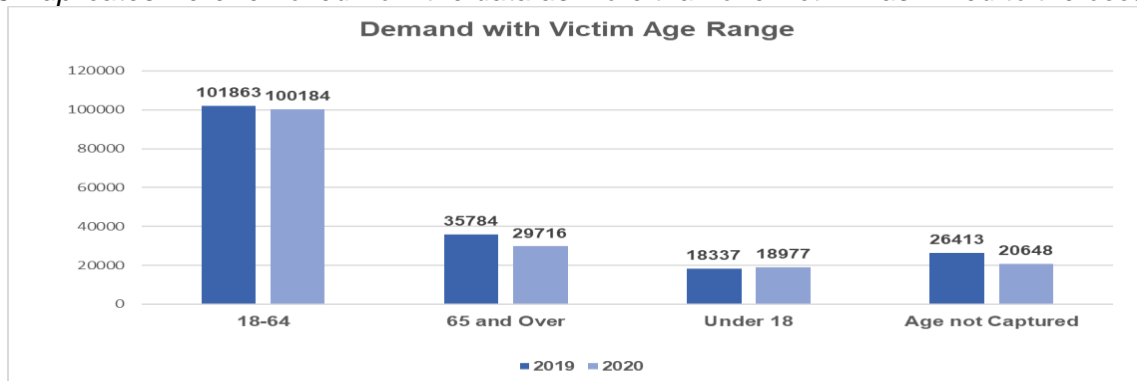
The following two tables are taken from the NHS Safeguarding Adults, England 2018-19 Experimental Statistics. This Safeguarding Adults Collection (SAC) records safeguarding activity relating to adults aged 18 and over with care and support needs in England. Safeguarding adults is a statutory duty for Councils with Adult Social Services responsibilities in England under the Care Act 2014, in order to safeguard adults from abuse or neglect. Data is recorded by safeguarding teams based in councils, and submitted to NHS Digital through a secure data collection system

Table 1. Regional Safeguarding Activity 2018/19

	Safeguarding Concerns	Section 42 Safeguarding Enquiries	Other Safeguarding Enquiries	Total Enquiries	Conversion (Enquiries / Concerns)
Somerset	3200	1150	30	1175	37%
B&NES	1150	315	10	325	28%
Bristol	5190	1190	25	1210	23%
N Somerset	3285	1210	35	1245	38%
South Glos	1145	530	5	535	47%
Total	13970	4395	105	4490	32%

Key:
Safeguarding Concern – A sign of suspected abuse or neglect that is reported to the council or identified by the local council.
Section 42 Safeguarding Enquiry – Where a concern is raised about a risk of abuse and this instigates an investigation under safeguarding procedures in accordance with Section 42 of The Care Act 2014.
Other Safeguarding Enquiry – Where a concern is raised about a risk of abuse but does not meet the three criteria under Section 42 of The Care Act 2014.
Total Enquiries – The sum of Section 42 Safeguarding Enquiries and Other Safeguarding Enquiries.
Conversion (Enquiries / Concerns) – (Total Enquiries / Safeguarding Concerns) x 100

Although the safeguarding activity statistics do not illustrate police involvement, it provides an insight into potential demand across the different force areas. North Somerset for example has been identified as having the second highest population of over 65's which correlates to having the highest number of enquiries and second highest conversion rate in the table above.

Table 2. Individuals involved in Section 42 safeguarding enquiries per 100,000 adults by age group

	18-64	65-74	75-84	85+
Somerset	104	165	517	1,660
Bath and North East Somerset	85	120	466	2,069
Bristol, City of	160	440	917	2,186
North Somerset	223	314	1,277	4,418
South Gloucestershire	106	193	576	1,917
Total	678	1,232	3,753	12,250

Table 2 shows that the majority of people involved in a Section 42 enquiry are aged 65 and over.

> **Recommendation 3:** To commission the Open University with a specific piece of work around understanding our demographic and future demand from AAR and older people.

3. HOW ADULTS AT RISK ARE IDENTIFIED AND SUPPORTED AT A LOCAL LEVEL

3.1 The use of BRAG for Adults at Risk

The AAR BRAG review concluded that the overall performance of Avon and Somerset Police regarding the use of, quality and compliance of the BRAG safeguarding tool is 'fair'. The compliance level and number of BRAG questions reviewed for quality were decisive factors in determining the judgement rating. In addition, case study evidence from reviewing officers has been documented.

336 Niche occurrences were reviewed; a BRAG was indicated in 245 instances and completed in 204 cases. BRAGs were completed **correctly 75% of the time** and considered to **add value** to the safeguarding process or response in **84% of cases.**

Of the 245 BRAGs completed 129 were considered to have had all six questions completed with sufficient detail, however it was noted that there were varying templates which may have had an adverse effect on the quality of responses. There appears to be a lack of understanding regarding the differentiation between each question.

96.7% had a BRAG rating applied and the reviewing officer agreed with the rating in 81.5% of the cases. Overall the correct people are mentioned with clear demarcation of concern and vulnerabilities identified.

184 of the BRAGs completed added value but the quality could be improved as only 34% were considered to be 'Excellent' or 'Good' content.

Other themes that emerged were:

- **LSU pathways:** Officers are unclear of what pathways and referrals the LSU can make to other agencies. This can be demonstrated with reference to both mental health and substance abuse. Once officers have completed the BRAG and referral, in the main they do not return to filed occurrences. When the LSU do not have a referral pathway, due to demand and capacity, they do not routinely task back to officers.

- **Confusion over process and duplication**: It can be evidenced that the role of PPNs and BRAG continue to be confused despite the LSU guidance being clear in this regard.

- **Lack of consistency using tags**: Tags and qualifiers can be added at many stages in an investigation. Whilst there is some automation within WebStorm around Domestic Abuse, this is not the case around vulnerability and may reflect the difficulties in clearly defining AAR. As a result, where DA tags may be automated, those that suggest vulnerability and potentially serve to identify AAR are added manually by any number of people including officers, supervisors and call handlers.

- **Adults at risk PPN's**: A number of occurrences had AAR PPN's attached.

In addition to the audit, focus groups were carried out with 27 frontline officers which, although not a statistically significant sample, provides context and reasoning to some of the quantitative findings.

The focus groups found that officers wanted feedback over the quality of their BRAG and felt ill equipped over what to do if the BRAG did not require an LSU referral being unaware of what LSU could and could not offer. Officers reported feeling deflated when they refer to the LSU (especially around mental health and substance misuse) and an OEL entry is made regarding there being no onward referral pathway. Officers feel opportunities are missed as they are not tasked back and frequently their occurrence is filed prior to this and they feel they are letting vulnerable people down (and they may never know).

Officers felt uneasy recording a BRAG but not then referring onwards either internally or externally. 33% either stated they had no training, or they could not recall any; and those who have had some training find it hard to recall when this was and the content of the training.

Most officers had a good understanding of the process but were uncertain if they should complete BRAG if they've completed a DASH. The process around completion of both BRAG and DASH was unclear to officers.

Just under half (48%) of the officers thought they understand what support mechanisms are in place for a person identified as vulnerable.
- The use of Qlik in performance management of the BRAG process was commonly seen as compliance focussed rather than supportive.
- Officers felt ill equipped to complete BRAG when they have only spent a very short period with the person.

Officers were asked 'do you know what an adult at risk is' and 'what is your understanding of this'? A variety of answers was provided in response to this question. Although the majority did understand the term, the responses they gave regarding their explanation highlights the definition is not clear enough.

Recommendation 4: To agree the recommendations made in the BRAG AAR Assurance report, which are:

➢ Additional training should be given to staff in relation to the BRAG which should include:
  - Why, when and how to use the BRAG tool, including consequences of not.
  - How to access guidance to support use of the BRAG tool.
  - Pathways for onward referrals for vulnerable individuals and understanding who is responsible for what (including when officers should make referrals directly).

➢ The force should define the term 'Adults at Risk' and use consistent terminology and thresholds when referring to Adults at Risk.

➢ The force should agree governance procedures for tagging/qualifiers, including who adds them, when and under what definition, with specific reference to use of safeguarding flags.

➢ Address lack of mental health and substance abuse pathway for support for vulnerable people.

➢ Implement a review process to ensure that cases referred to LSU with no onward referral are not just closed with no action from anyone.

➢ Consider a mechanism for officer feedback on the quality of BRAG completion to help improve quality and instil confidence in using the BRAG.

3.2 Local identification of Adults at Risk

As already outlined there is considerable confusion over the difference between a 'vulnerable adult' and an 'adult at risk', both of which are used interchangeably. Anecdotally an 'adult at risk' tends to be considered in the context of a vulnerability strand i.e. mental health or domestic abuse.

Adults at risk are identified through: officer attendance at local addresses; local partnership meetings and agency referrals; local community engagements; STORM logs; emails into the Force; and direct calls/mailboxes to the local neighbourhood teams, for example a member of public may contact police to highlight an adult they believe is at risk (e.g. dementia sufferer wandering the streets at night).

Risks are also identified through indirect contact, for example when we come into contact with young people who we identify are at risk due to vulnerabilities of parents or with contacts with associates.

Adults at risk of exploitation are highlighted to us by third party reports; partner agencies; safeguarding referrals; or through interaction with local officers. Missing Persons Coordinators are based within each geographic area and are able to support with the highest risk/demand cases.

Qlik is also used as a way of identifying adults at risk, specifically through use of the persistent caller/missing person's apps. These are discussed through the Local Tasking Meeting (LTM) process and a problem solving plan created where appropriate. However the Vulnerability App on Qlik does not necessarily allow the LTM to pick out the right people because of volume, and an AAR may only be raised by a Sergeant on a team where the demand for service is high or because they are attached to County Lines which generates wider problem solving.

The CPS definition of an older person is 65+. Availability of support and pathways would be through the LSU via the BRAG process. Some proactive officers would make their own referrals. However the older people element would not be particularly considered unless there were other vulnerabilities identified associated with age (e.g. dementia).

On initial attendance dynamic risk assessments are carried out to establish if immediate interventions are needed and contact with other agencies are made where required. A referral into the LSU will be made with a BRAG completion to provide details of any concerns. Matters that cannot be resolved satisfactorily through a referral route approach can be discussed at local multi-agency forums whereby joint partnership problem solving approaches are considered.

If a longer-term, multi-agency problem solving approach is required then a problem solving plan (PSP) will be created. There are some weaknesses in our current processes in that we currently have no formal facility to refer into healthcare providers, GPs etc. or directly to Mental Health provision.

This 'ad hoc' approach to identifying and safeguarding adults at risk needs a clearer framework to ensure rigor across the organisation.

3.3 The use of problem solving to manage AAR

The type of problem solving approach used will depend on the issue identified and the support/intervention needed.

An adult who is identified as at risk would be referred into the LSU and a needs assessment completed. Appropriate onward referrals are made and discussions through the MASH can take place for immediate tasking.

A PSP may be created if it is thought that a longer term, multi-agency approach is required to address the needs of the adult. This allows all strategy discussions, actions and outcomes to be recorded in one place and avoids the loss of information pertinent to the case.

Each policing area has different multi-agency forums and meetings to discuss people of concern with different referral pathways available. Local neighbourhood staff attend these meetings and are encouraged to refer in as early as possible to involve partners in the problem solving.

Where a problem is more serious or persistent and involves several agencies, it is added to the bi-weekly Priorities Agenda. As well as the statutory members of Together and One Teams, representatives from the commissioned Hate Crime support services also attend Priorities. Police provide the agenda and minutes for these and the local NPT Inspector chairs the proceedings. Individual cases are discussed and actions decided upon. An audit process ensures that the process is accountable. This process and the Together / One Team approach in West Somerset is not consistent across the organisation but should be considered best practice for multi-agency discussions for AAR who are not more obviously flagged i.e. those at lower or medium immediate risk.

Our approach to high risk adults with mental health concerns is to have a response plan put in place. There are currently 20 across the force and a limited number of people who can create them. The response plan sits on a Mental Health management occurrence on Niche and can be initiated both internally and externally e.g. at the request of clinicians, by Comms or a Neighbourhood Officer who identifies that someone is high risk and causing high demand. Plans are written in partnership with clinicians who provide relevant information and opinion to help inform the options. Although written in partnership they remain a Police document as they provide policing options. They are not to be confused with a clinical Care Plan which is an NHS document.

There is currently no automated data or way to identify who has a response plan and who might benefit from one. Plans are based on the National Decision Making model and an OIC/attending officer can use the information contained within to make risk-based decisions. Work to date has essentially been a proof of concept and it is recognised that there needs to be improvements with regards to governance, procedures etc. which is currently being undertaken.

Example of AAR problem solving approach:

PSP 5220277150 refers

The subject lives in an Alliance Homes property, is known to MH Services and known to NPT due to minor MH associated incidents that occurred within Portishead.

In less than a 24 hr period, NPT became aware of concerns in relation to his MH deteriorating and the threat of harm he may pose to others within his community including his neighbour. Concerns were being

raised from multiple sources including Alliance Homes, MH Services, family, Force Mental Health Officer and a nearby neighbour he threatened to kill.

Due to potential risk he posed to himself and the public a Professionals Meeting was arranged the following day involving all services with an interest in him and all agencies identified taskings to take forward.

The police identified the need to take positive action, a PSP was set up with the aim of the plan to link all agencies involved with the subject, to identify what support is in place for him, to identify if he does pose a risk to himself or others and to consider what safeguards should be in place. This PSP will be to ensure necessary support is in place for all concerned, to ensure action from other agencies is documented and look to reduce the THR concerns around the subject which he is within the community.

The Police used information within Niche, Assist and Webstorm to compile an overview for the PSP and Storm information Markers were placed on both the neighbours and the subject's address so all who may have to engage with him were fully aware of the concerns and risk to harm markers.

Following contact from family in relation to a MH episode and threats that he was going into the community to harm people, everything was in place so police were aware of the concerns and history.

On police attendance, positive action was taken, he was arrested, taken into custody, were he received a MH assessment and is currently held under Section 2 at Callington Road.

A follow up Professionals meeting is to be held imminently and consideration of Steering/ MAPPA and Potential Dangerous Person cases were considered but decision was taken to remain as PSP and Steering with case under constant assessment.

3.4 Adults at Risk and our County Lines response

The vulnerability data is centred around Child Criminal Exploitation (CCE) as this has been considered the priority. In terms of vulnerable adults and addresses of interest these are identified by the Development Hub through daily scanning of intelligence. They are then flagged to neighbourhood teams who are tasked with attending and conducting a safeguarding visit. The neighbourhood teams have their own vulnerability meetings (but these vary from area to area) and the Violence Reduction Units (VRU) have their own APP and tasking meeting, where joint information is shared by partners. Some areas such as Bath and Somerset have a good relationship with partners and conduct joint visits.

In summary whilst there is some scanning and some great partnership work in areas, it is not consistent. We often 'trip' across vulnerability, usually after the individual has been cuckooed for a considerable time.

> **Recommendation 5:** Develop a more proactive approach to AAR and CL, such as looking at hot spots for CL activity and cross-referencing with partnership data to understand who may be at risk from cuckooing.

3.5 Knowledge and understanding of Adults at Risk and vulnerable adults

As part of the BRAG AAR audit and as mentioned in section 2.1, a small sample of Response officers/staff were asked for their opinions on Adults at Risk and BRAG.

In the main, all of the officers spoken to understood what an 'Adult at risk' was. The term 'broad spectrum' was quoted which encapsulates this area of vulnerability.

Ultimately the findings reiterate the message throughout this report; that there is a lack of clear understanding of what constitutes an adult at risk, and addressing this issue is fundamental to driving improvements in this thematic.

3.6 Progress against HMICFRS report 'Poor Relations' and Serious Case Reviews

This report looked at the police and CPS response to crimes against older people. There were various recommendations or areas for improvement with many being at the national level. There were five to be responded to locally: two have been completed and the remaining three are below.

1) Within three months, chief constables should conduct analysis of the current and future demand for adult safeguarding, including the gap in knowledge that may exist from those cases where referrals aren't made because of errors or omissions. This analysis should be incorporated into force management statements (FMSs)

Force systems are unable to extract data for the number of Adult Social Care (ASC) referrals received that resulted in police intervention. Local Authorities hold this information and have been asked to provide it along with data errors and omissions to enable analysis of 'hidden' demand (i.e. referrals that we should have received but did not). Once all the data has been gathered it will be included within our FMS. This recommendation will then be complete.

2) Within six months, chief constables should find good ways to assess the current demands on the police made by older people. These assessments should include a prediction of future changes in demand, account for the work of other organisations, and be incorporated into FMSs

The force assesses current demand made by older people through the use of the Vulnerability App in Qlik. Predicting future demand is based on working closely with our partners and understanding their constraints alongside assessing previous and current performance/qualitative data, coupled with horizon scanning. The forces Adult at Risk delivery plan now has a specific action to address this recommendation, and this is the area we will be looking to approach the Open University to carry out further research. It has been incorporated into the FMS.

3) Within six months, chief constables should work with police and crime commissioners and their mayoral equivalents, and other relevant organisations, to review whether victim support services can be provided in a better way.

HMICFRS are happy that we have introduced various measures to improve services to victims. However they still require assurance that the Constabulary has worked with the Police and Crime Commissioners and other relevant organisations to review whether victim support services can be provided in a better way since the contracts were issued in April 2019.

The other national recommendations made within the report have been reviewed for the purpose of driving improvements in our response to older people. This relies partly on updates and centralised support from the NPCC and CoP which is an issue being raised by the regional AAR Lead based in Devon and Cornwall at the next national meeting. There will also be a regional review of the responses to the inspection.

4. INVESTIGATING CRIMES IN RELATION TO ADULTS AT RISK

4.1 The investigative approach

There exists a broad spectrum of offences committed under the AAR umbrella. For example:

'18 year old care leaver in a controlling relationship having finances misused by partner / excessive use of force against a care home resident with dementia / targeting of an adult with mild learning difficulties within a community / cuckooing of addresses'

Each incident requires a bespoke investigative response.

The majority of calls for service are received by Comms and some go direct to the LSU from partners (such as Adult Social Care). Risks and vulnerability are generally well recognised and an appropriate resource is dispatched. Due to the complex nature of vulnerability and the importance of correctly identifying this at first point of contact, there is scope to make improvements to call scripts.

Following initial attendance the standard of investigation is variable. Whilst the AAR assurance panel only reviews a small number of cases quarterly, a theme that has emerged is gaps in investigative decision making that support the victim. There is some evidence of myths and stereotypes at play too.

The best investigations show documented discussions with partner agencies; listening to the views of victim, professionals and family members; use of intermediaries to obtain evidence via visually recorded interviews; and appropriate safeguarding plans.

Adults at risk are often unable, unwilling (frightened or not able to quickly understand or evaluate what is required) or more complex to obtain evidence from. Sometimes investigations are closed before fully exploring how this can be achieved or whether there are alternative lines of enquiry. There are a number of reasons for this:

(1) Some AAR victims will make decisions which an objective onlooker may consider to be unwise (for example to allow a drug user to stay in your property as it provides company). Opportunities are being missed to take a more offender centric approach.

(2) Where it is apparent obtaining evidence will be difficult (e.g. needing an intermediary) efforts to obtain this are not as thorough as they could be.

(3) There can be improper or early conclusion that another agency is best placed to take an investigation forward which means that evidence is not gathered. AAR cases do not seem to be approached with the same vigour as, for example, crimes against children.

(4) Investigations which are obviously very serious or with particularly at risk victims tend to be appropriately referred to CID. In other cases, where it would have been appropriate, patrol teams do not always hand over investigations to CID or seek advice despite the fact it would have been appropriate.

(5) Where victims are less able to engage in investigations there is a tendency to update other appropriate persons on their behalf (e.g. support workers). This assessment may be inaccurate or poorly founded and reduces the opportunity for the victim to have their voice heard in the investigative process. This is one of the areas that will be supported through the forces revised approach to vulnerability and was highlighted in the recent vulnerability self-assessment exercise.

Recommendation 6: Conduct a larger dip sample of investigations to bolster the findings from the few cases looked at in the AAR scrutiny panel.

Recommendation 7: From the dip sample findings build a clear AAR pathway within the allocation policy and link clear, prioritised training subjects.

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5. VICTIM SUPPORT AND SAFEGUARDING FOR ADULTS AT RISK

5.1 LSU support for Adults at Risk – providing a fair level of service

Adult referrals into the LSU by officers are made in accordance with the Victims Code of Practice (VCoP) entitlement to an enhanced service or due to safeguarding concerns. It is reasonable to assume that AAR may come to the attention of the LSU by either route, with the response to each outlined below. If an occurrence is purely for safeguarding i.e. no offence committed, the victim will not be contacted.

- AAR is referred to LSU because they are an enhanced victim. The task will be allocated to a VWCO to make contact. A common needs assessment (CNA) is completed to further understand needs, current support, safety etc. This, alongside a review of historical information on Niche, enables the VWCO to decide on which support services to discuss with the victim and whether there is a need to refer to Adult Social Care in accordance with thresholds. In some cases it will not be appropriate for the VWCO to contact the AAR directly such as where the victim has a support worker or social worker so, it may be more suitable to make contact with that person instead and the accompanying

rationale added to Niche. Safeguarding referrals should still be completed if the incident meets the threshold.

- AAR is referred to LSU as an adult safeguarding concern. This will be reviewed by a Safeguarding Officer (SGO) who will consider, based on the information available in that incident and historical information, whether the threshold for information sharing with Adult Socail Care is required. If they also identify that the AAR is an enhanced victim of crime it will be internally referred to a VWCO for victim contact as per above.

Any referral made will include a copy of the BRAG / DASH completed by the attending officer and a CNA if we have had victim contact. This will highlight any support service or safeguarding referrals made so that all receiving parties are aware of the actions we taken. The LSU process was introduced with the input of Social Care when LSU merged and a triage function for their service was adopted to reduce police demand on social care services.

Due to the nature of attempting to contact adults with additional and/or complex needs, phone call attempts are often unsuccessful and make it difficult to complete a meaningful CNA. If three contact attempts are made without success, a standard Lighthouse letter is sent. If someone was assessed as having extremely complex needs then a VWCO would speak to the OIC before making contact to try and understand those needs to best respond.

Recommendation 8: Review LSU correspondence to assess how accessible letters might be to AAR victims, and look at whether adapted/simplified versions of correspondence could be implemented.

5.2 Identifying repeat victims and safeguarding referrals

Background checks and history review process within the LSU enable staff to identify previous incidents that the AAR may have been involved with, either as a victim or as a suspect. Relevant information to support the need for intervention is added to the onward referral document. This enables partners to see patterns of behaviour, escalation in concerns, and highlights the need for the referral if the incident itself does not necessarily meet threshold in isolation.

A 'Repeat Victim' flag exists within Niche but is not consistently used, and there is debate about the definition of a 'repeat victim' and when it would be appropriate to apply the flag. It is good/expected practice that a VWCO will link themselves to the victim on Niche when they first open the incident. This means that the same VWCO should receive any repeat victims for continuity of contact and background knowledge. However this is not necessarily achieved consistently in all areas. Improvements to officer understanding and the ability to identify repeat victims would drive an improvement in this area. Officers may be able to make a more informed decision about whether to make a safeguarding referral to the LSU if they had more information on the individual.

Recommendation 9: Conduct a focus group with officers to explore if victim history is viewed or if the approach is one of isolated incident review.

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6. WORKING WITH PARTNERS

6.1 The local escalation process

All staff within the LSU are aware of the escalation processes for resolving professional differences and instigate these as required. Staff are confident to do so and at the appropriate level in the partner service. Escalation of issues from partners is not always at the correct level and can often skip opportunities for tactical and operational resolution, starting at strategic manager level instead.

Recommendations have been raised this year in regard to wider understanding of the escalation process and an awareness campaign coupled with a refresh of the guidance will be undertaken in the coming months.

Escalation is also dependent on LSU staff feeling able and supported to challenge professional differences in opinion, and different Local Authorities have different practices in regards to their willingness to engage in discussions around escalation. Below is an example of one local authority who in the opinion of a member of LSU staff 'was consistently difficult to get a response from':

On one occasion, I sent a referral to Adult Social Care for a partially deaf, autistic, learning disabled female who had been sexually assaulted by her boyfriend (who was a registered sex offender). She and her family were not aware of his RSO status, he had been living in her family home (where children were present), and had attempted suicide in front of her 10 year old brother. Through speaking with her, it transpired that every member of her family had either a physical/learning disability, two of them used wheelchairs, and they received no support and were not open to ASC or CSC services. It took multiple emails chasing a response to my referral and considerable escalation before the manager eventually made contact and stated it didn't meet their threshold. I replied stressing my concerns and points evidencing the risk of serious harm/exploitation, to which he continued to refuse to open the referral. I resolved it by requesting our LSU Safeguarding Sergeant referred the case into MASH (therefore bypassing the rejected referral by the LA ASC). I attended the MASH, and the meeting resulted in the family being opened to both ASC and CSC for assessments. The LA manager in question also attended the MASH and was confrontational throughout. I fed back to my line manager how difficult/unprofessional the escalation process had been, but there was no further action or response in regards to it being resolved.

6.2 Update on the Wood Review and Local Safeguarding Boards

The Wood Review focuses on Child Safeguarding Boards and as such does not link directly to changes to process or set up of adult structures that would oversee AAR. That said, two LA areas (Bristol and BANES) have chosen to merge their Adult, Child and Community Safety Partnership structures into one strand e.g. Keeping Bristol Safe. This is efficient in streamlining activity and enables a whole family approach rather than disparate activity. All LA areas are reviewing the success and areas of improvement following the transition year and it may be that the remaining three LA areas decide to merge in a similar way.

6.3 Local referral pathways and MASH arrangements

The availability of pathways for AAR is dependent on need. Thresholds are the same in regard to legislation, however the benchmark for hitting threshold for acceptance varies between LA areas and is dependent on resource availability. The LSU do not differentiate their response in regard to information sharing with partners across the force area. The vast majority of referrals into the LSU for Adult Safeguarding are related to mental health concerns at all levels. Some of these request action to set up contact with a GP which is not possible for the LSU, or request access to mental health provision or assessment. There is no direct route into primary mental health for the police. The Head of Victim Care and business lead for Mental Health are working on ways in which pathways can be developed, but this is a significant piece of work as it requires buy in and investment from partners. A recent incident has prompted an Ethics Committee meeting attended by the Mental Health Co-ordinator. It is not the first time that it has been discussed in this forum. As a result, the Ethics Committee have offered to gather all examples where the issue of mental health referral has been brought up and write a paper to assist in future discussions with partners. The current pandemic however is hampering the NHS' ability to discuss change at present, and this may continue for some time.

Aside from safeguarding and mental health, if an AAR is an enhanced victim of crime then pathways for access to support to cope and recover will be explored with that individual. This will depend on crime type, the outcome of the CNA and the victim's wishes.

Adult Mash arrangements exist within three of the five LA areas and all are being reviewed for their efficiency and effectiveness. This is being led by the LA. The LSU will be involved in any redesign and development processes once the review is completed.

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Avon and Somerset Police and Crime Performance Summary

October – December 2020 (Quarter 3 2020/21)

Introduction

The Avon and Somerset Police and crime plan has four priorities and within each of these a number of objectives to deliver in achieving that priority.

- 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

We have also defined what the plan ultimately seeks to achieve which are the following five outcomes:

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

This performance report seeks to provide a picture of performance against the Police and Crime Plan and will be reported on a quarterly basis. 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, it looks bad 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 a range of separate measures that form the basis of the performance framework. These measures are spread across a number of dashboards:

- Central
- Victims
- Legitimacy
- Op Remedy – this is the Constabulary operation to tackle knife crime, burglary and drug crime that was made possible through extra raised by increasing the precept and started in April 2019.

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); Op Remedy will now be reported in this way. 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 explains some of the below measures which are not obvious by their description as to what they are.
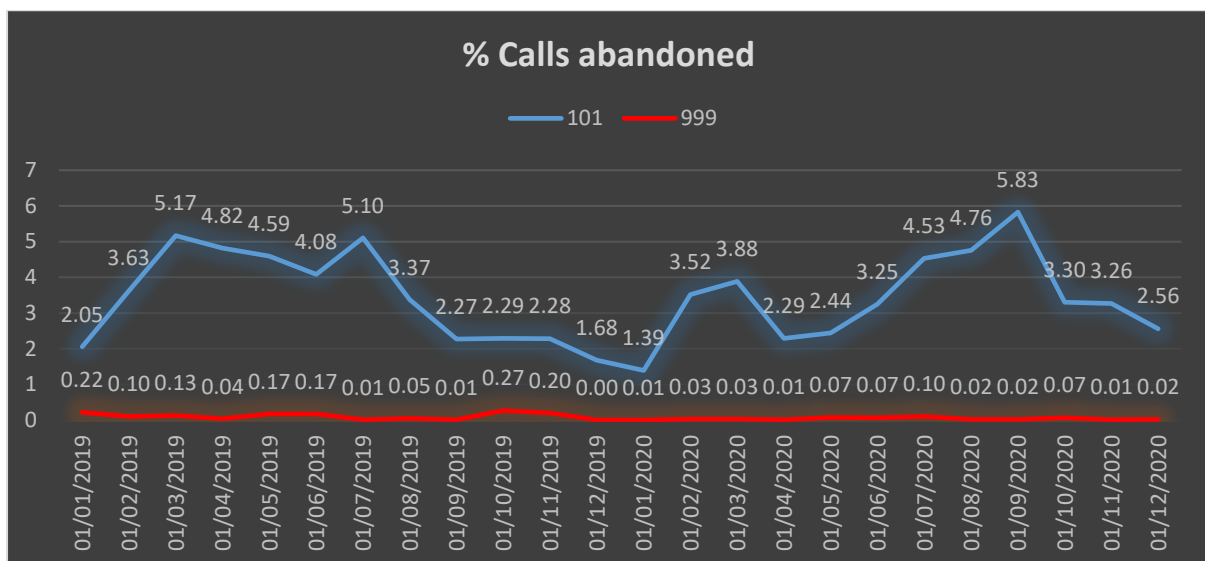
Performance by outcome

People are safe

Measure	Current performance	Trend	Grading
999 abandonment rate % of all calls	0.04	Stable	Exceeds expectations
101 abandonment rate % of all calls	3.05	Stable	Meets expectations
Timeliness of attendance of calls graded as *Immediate* % attended within SLA	69.7	Moderate downward trend	Below expectations
Timeliness of attendance of calls graded as *Priority* % attended within SLA	57.3	Stable	Meets expectations
Timeliness of attendance of calls graded as *Routine* % attended within SLA	58.6	TBC	TBC
Number of people killed or seriously injured in road traffic collisions (Q2[1])	43	Moderate downward trend	N/A
Numbers of recorded crimes	29,962	Stable	*Diagnostic*
Demand Complexity	247,877	Stable	*Diagnostic*
Victimisation Rate Number of victims per 10,000 population[2]	147	Stable	*Diagnostic*
Op Remedy Aggregate measure	N/A	N/A	Meets expectations

[1]Provisional data

[2]Based on Office of National Statistics 2018 Population Estimates of 1,711,473.

% Calls abandoned

101 values: 2.05, 3.63, 5.17, 4.82, 4.59, 4.08, 5.10, 3.37, 2.27, 2.29, 2.28, 1.68, 1.39, 3.52, 3.88, 2.29, 2.44, 3.25, 4.53, 4.76, 5.83, 3.30, 3.26, 2.56

999 values: 0.22, 0.10, 0.13, 0.04, 0.17, 0.17, 0.01, 0.05, 0.01, 0.27, 0.20, 0.00, 0.01, 0.03, 0.03, 0.01, 0.07, 0.07, 0.10, 0.02, 0.02, 0.07, 0.01, 0.02

The 999 abandonment rate remains stable and continues to exceed expectations. The 101 abandonment rate performance return to levels more in line with those before quarter two. This quarter there were almost 2% point fewer abandoned calls: this means the performance is back within range and stable again.

Response Timeliness
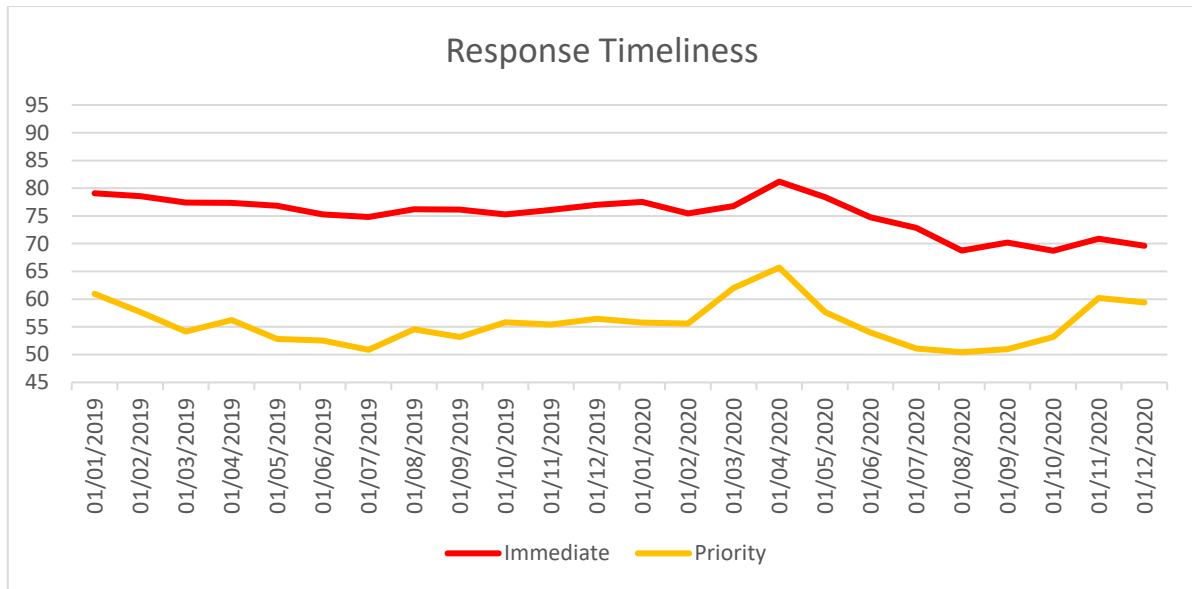
The above graph shows the percentage of calls responded to within the SLA (see Appendix 1 for more information).

Immediate timeliness has reduced by 0.8% points on quarter two and now shows a moderate downward trend. It should be noted that another measure of performance here is median response time: this has seen little change from quarter two to three and remains below 15 minutes.

Priority timeliness has increased 6.5% points on quarter two and has moved from below the performance range to the top of the expected performance range.

As planned during quarter three (at the end of October) the Constabulary introduced a new call grade in line with national standards. This new 'Routine', grade three, has a 12 hour SLA. As this grade has only been in place two full months there is not yet an expected performance range or any trend.

The number of people killed or seriously injured on the roads has increased from quarter one to quarter two which was to be expected as road use increased again with the relaxation of COVID-19 restrictions.

Recorded Crime
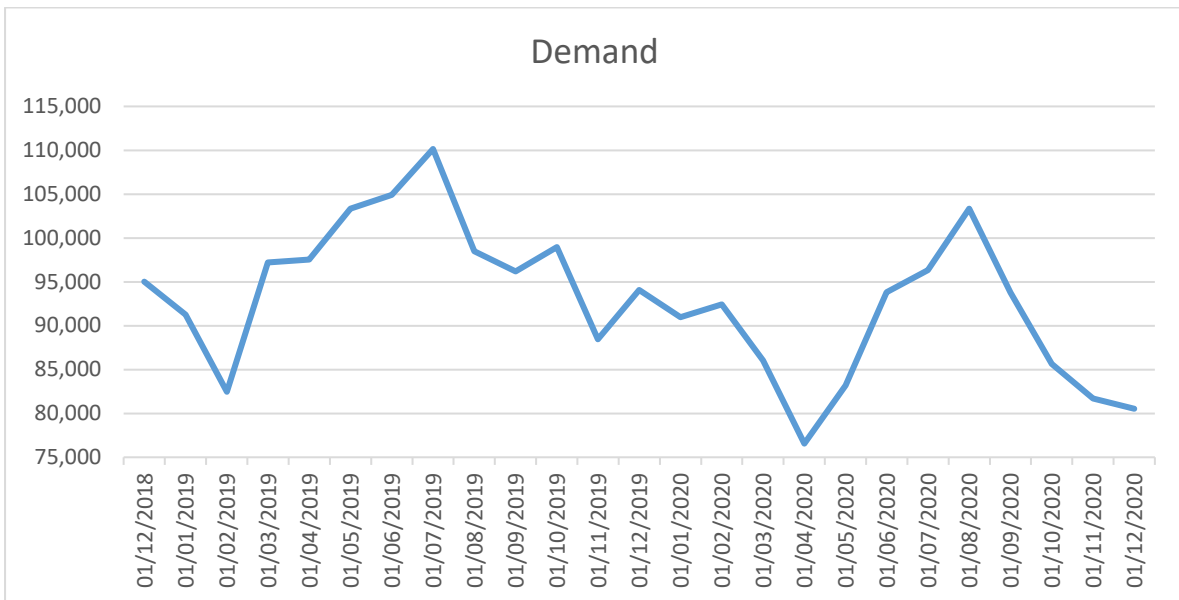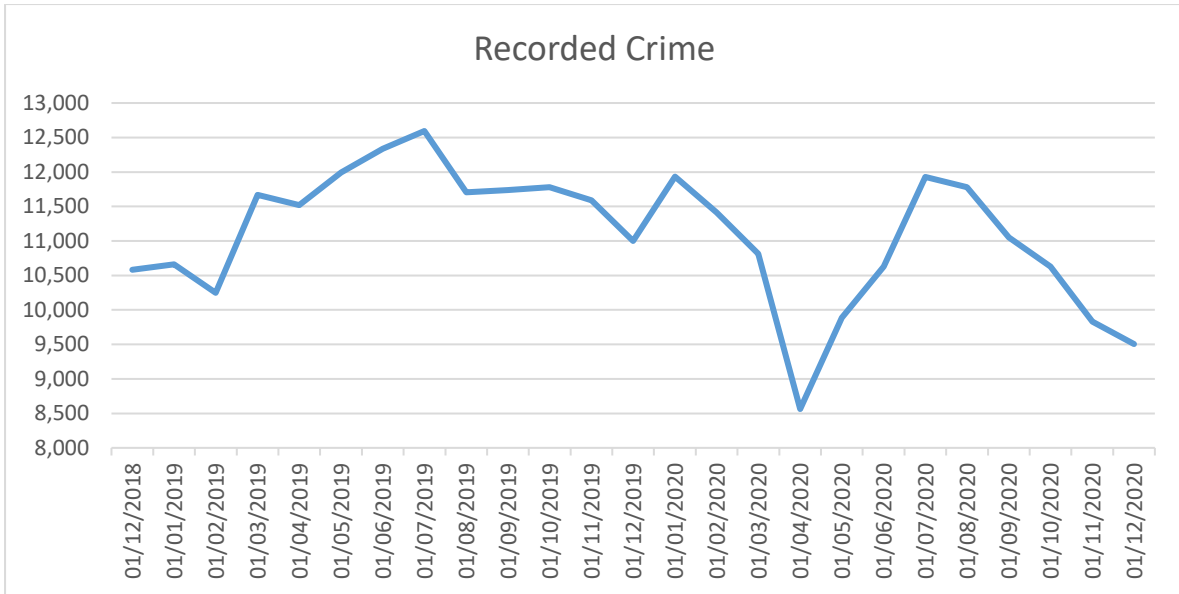
Demand

In line with seasonal trends crime and demand has reduced from quarter two to quarter three. However the reduction is larger than usual and – compared to the same quarter in the previous two years – crime and demand are both 12% less.

Op Remedy Priority Crime Types – Recorded Crime and Positive Outcome Rate						
Quarter	Burglary - Residential		Drug Trafficking[3]		Knife Crime	
	Crime	PO rate	Crime	PO rate	Crime	PO rate
Q1 2018/19	1,806	4.7%	141	73.9%	639	19.8%
Q2 2018/19	1,616	4.0%	211	79.1%	658	29.2%
Q3 2018/19	1,675	5.0%	142	76.7%	623	26.8%
Q4 2018/19	1,581	3.6%	154	68.6%	708	25.6%
Q1 2019/20	1,582	4.5%	161	69.6%	741	24.8%
Q2 2019/20	1,505	10.2%	197	78.1%	723	31.5%
Q3 2019/20	1,524	6.8%	147	77.9%	724	25.1%
Q4 2019/20	1,520	9.0%	196	73.4%	777	24.7%
Q1 2020/21	1,145	8.6%	178	76.7%	675	29.5%
Q2 2020/21	1,253	6.1%	167	76.8%	808	22.1%
Q3 2020/21	1,230	8.2%	143	75.6%	624	25.6%
Year						
2018/19	6,678	4.4%	648	75.2%	2,628	25.7%
2019/20	6,131	7.6%	701	75.3%	2,965	26.7%
2020/21 (Q1-3)	3,628	7.5%	488	76.2%	2,107	25.8%
2 Year Trend	Moderate downward	Stable	Stable	Stable	Stable	Stable

[3]Trafficking includes all drug offences that are not simple possession; including possession with intent to supply (PWITS).

Compared to quarter two the positive outcome rate for drug trafficking has seen a small reduction but burglary and knife crime have improved, recovering the position from quarter two. Year to date positive outcome rates are broadly in line with the previous year.

All three of these crime types have seen a reduction in recorded crime in quarter three in line with overall crime.
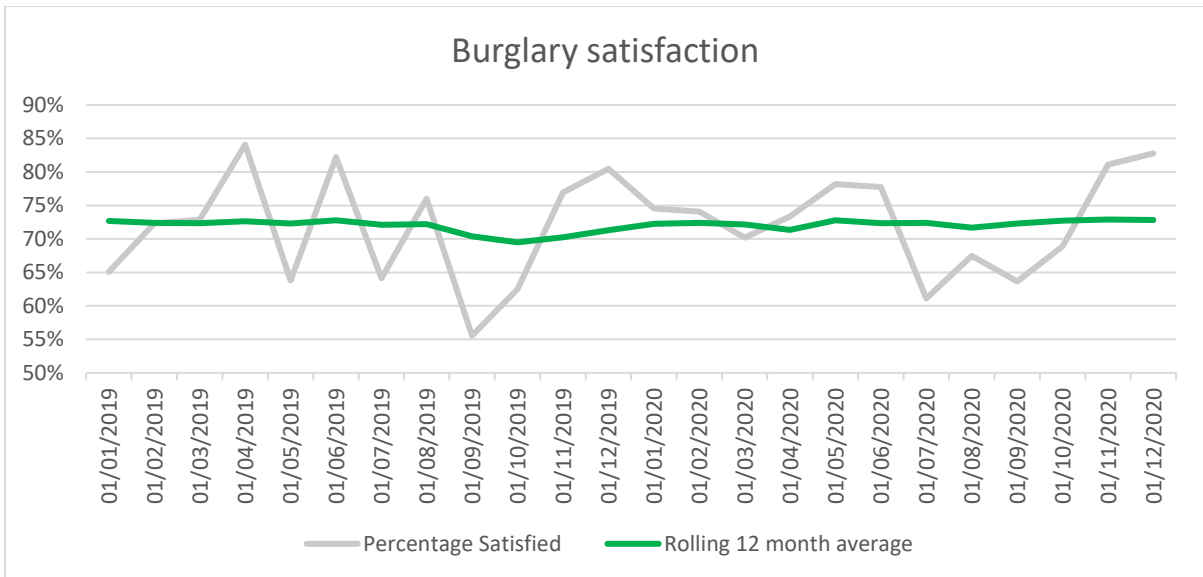

Another objective of Op Remedy was to improve victim satisfaction of burglary. As the above graph shows this has remained stable over the last two years. The 12 month rolling average as at December 2020 is the highest it has been in the last two years.

Vulnerable people/victims are protected and supported

| Measure	Current performance	Trend	Grading
Harm score victims	88,073	Stable	*Diagnostic*
Victims aggregate measure	N/A	N/A	Meets expectations
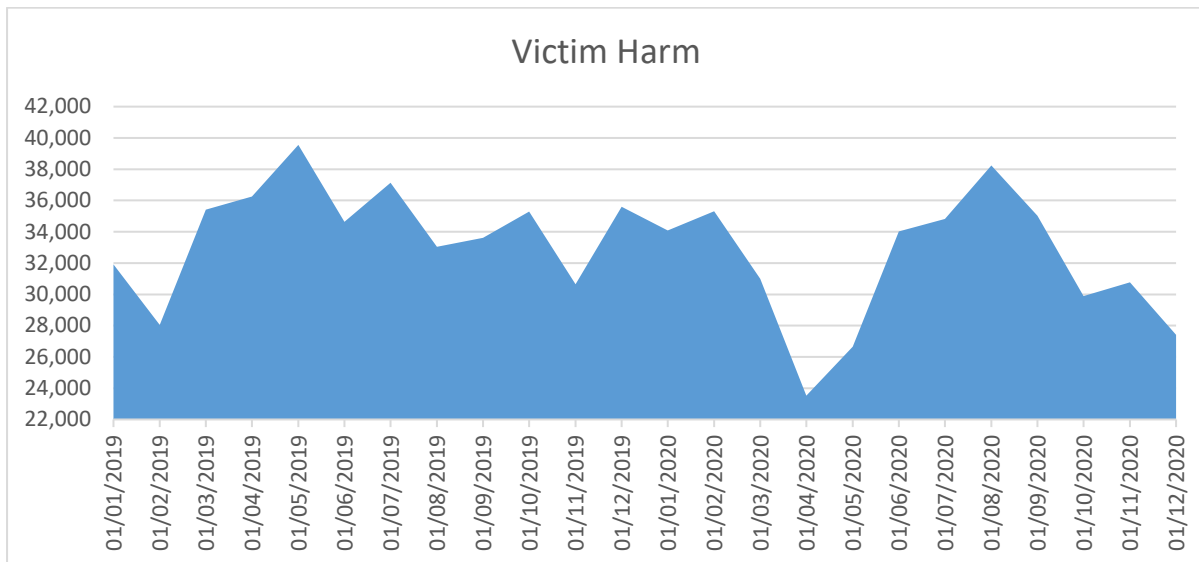
The victim harm level has followed that of crime and demand and is also 12% lower than quarters three in the previous two years.
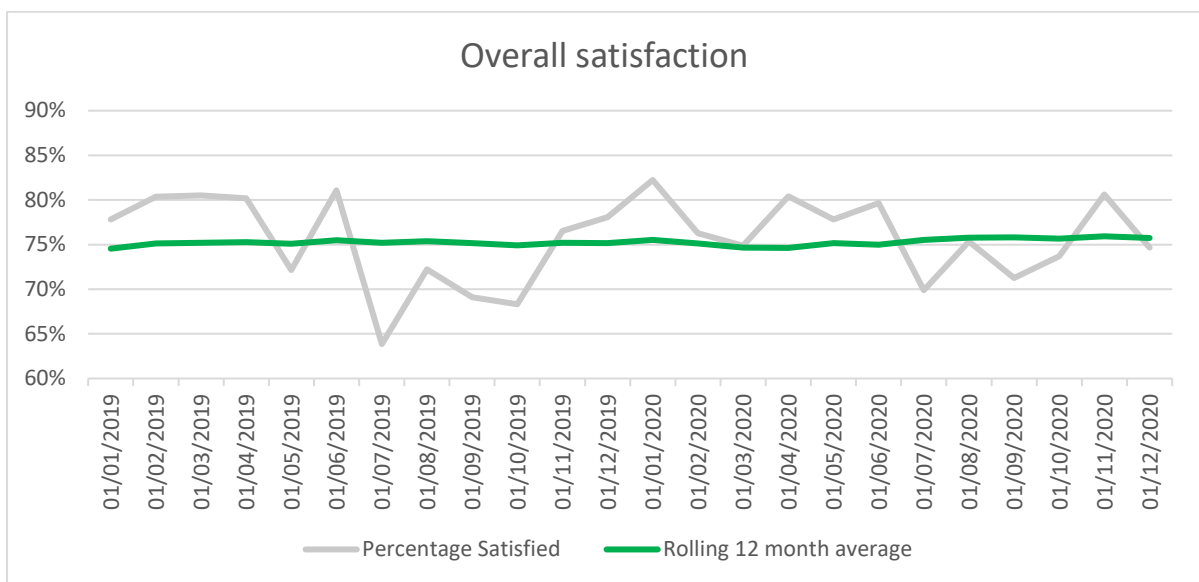
Overall satisfaction is stable overall but the quarter three results recovered from the previous quarter with a growth of 2.8%.

Offenders are brought to justice

| Measure	Current performance	Trend	Grading
Positive Outcome rate % of all offences	14.1	Stable	Meets expectations
Conviction rate % of all court cases	85.8	Stable	Meets expectations

POSITIVE OUTCOME RATE
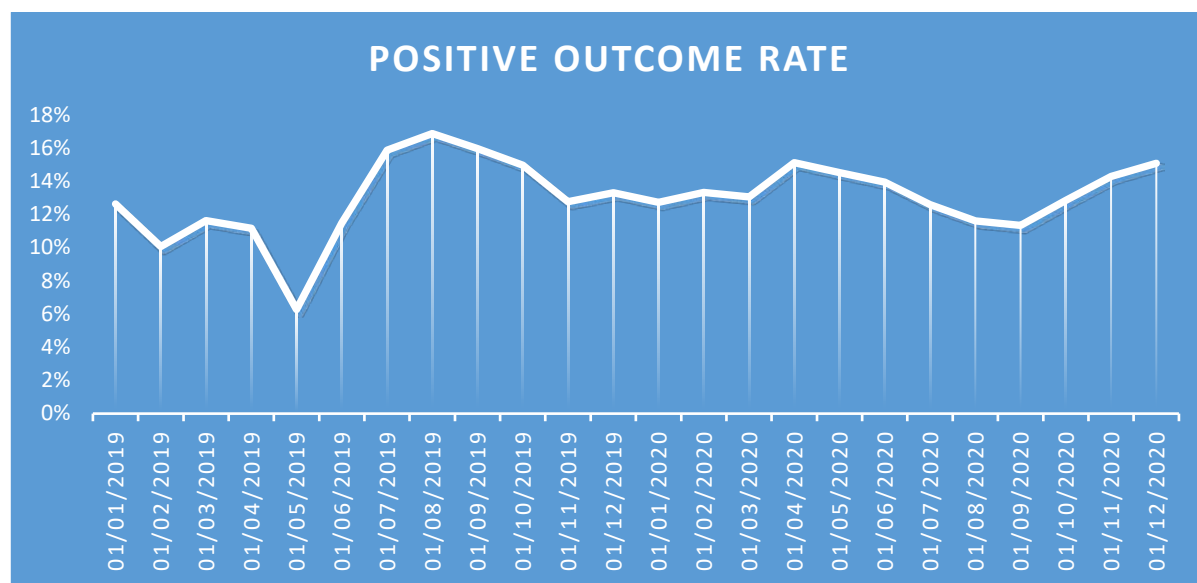
The quarter three positive outcome rate has increased 2.3% points on the last quarter. The trend remains stable overall and as can be seen the year to date is 0.2% points higher than 2019/20. A breakdown of positive outcome rates can be seen in appendix four.

The conviction rate has decreased by 3.6% points compared to the previous quarter; this brings it back within the performance range but remains stable overall.

People trust the police

Measure	Current performance	Trend	Grading
Confidence in the Police (Local measure) % agree	80.8	Stable	Exceeds expectations
Active Citizenship % of people engaged	7.1	Stable	Below expectations
Workforce representativeness % BAME	3.5	Moderate upward trend	Exceeds expectations
Complaints of incivility	31	Stable	*Diagnostic*
Disproportionality of Stop Search by ethnicity	4.3	Stable	*Diagnostic*
Legitimacy aggregate measure	N/A	N/A	Meets expectations
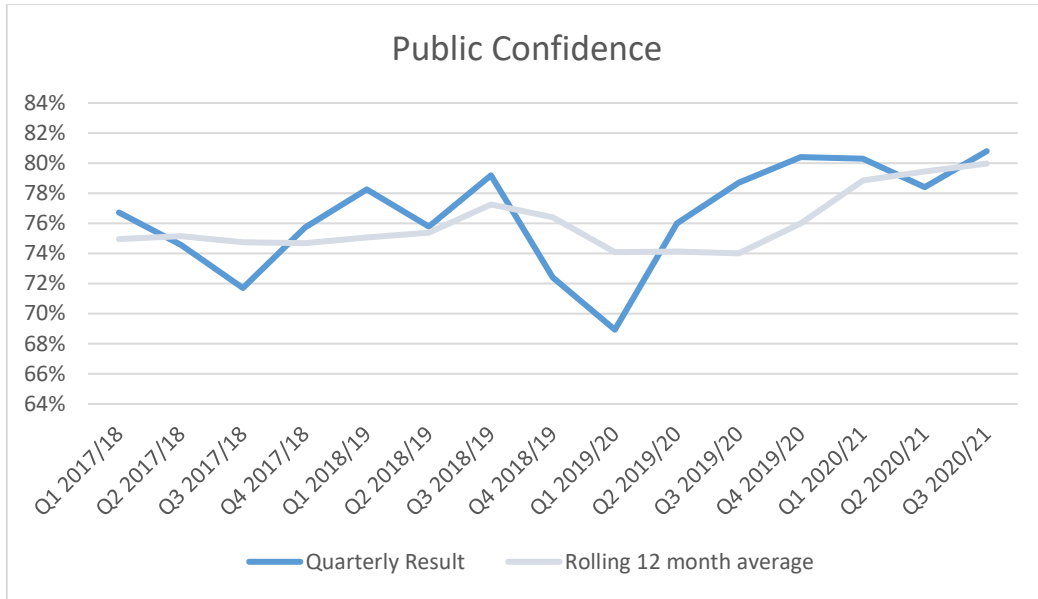
Public Confidence

Public confidence has increased by 2.4% points this quarter meaning that it is now above the top of the performance range. The 12 month average is now at 80.0% and both measures are higher than they have been since quarter two of 2015/16.

Active Citizenship
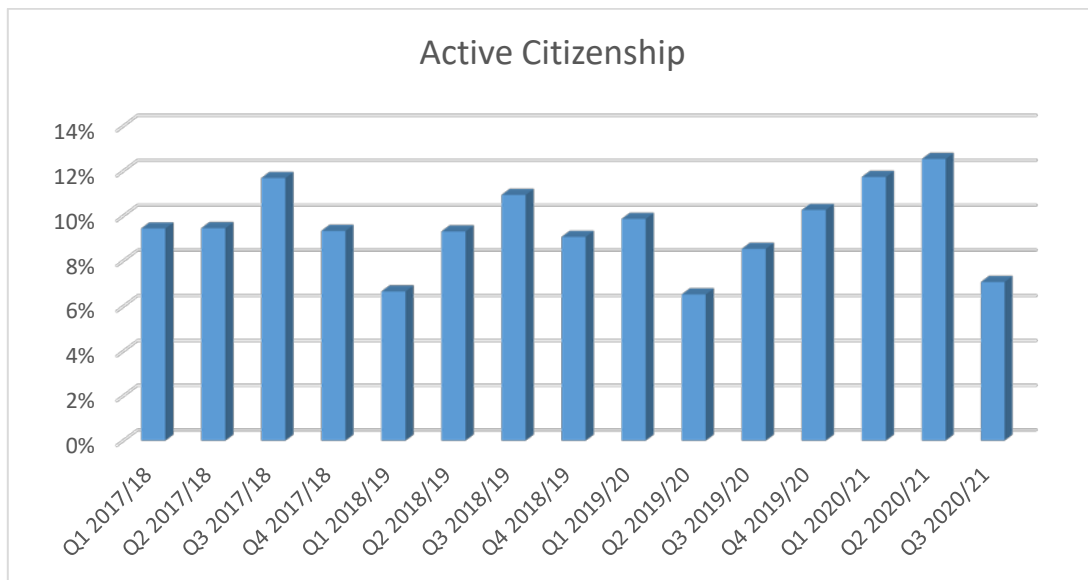
Active citizenship has seen a significant decline this quarter reducing by 5.5% points which is below the expected performance. The rolling 12 month average is still higher than it has been for the last couple of years.

The percentage of the workforce that were BAME at the end of quarter three remained the same as at the end of quarter two which is 3.5%. The percentage growth has slowed in part due to the high volume of recruitment, particularly police officers.

Complaints of incivility have decreased again this quarter from 39 to 31. This is perhaps not surprising as there has been less crime and demand to respond to.

Disproportionality of Stop Search is the same as the previous quarter at 4.3. The use of Stop Search is scrutinised through the independent Scrutiny of Police Powers Panel; which consists of local residents. The Constabulary also publish a quarterly Stop and Search Bulletin, with more detailed information, for public view.

People feel safe

Measure	Current performance	Trend	Grading
Perceived Safety % Feel safe in local area	90.0	Stable	Meets Expectations
Police Visibility % Agree	63.0	Strong upward trend	*Diagnostic*
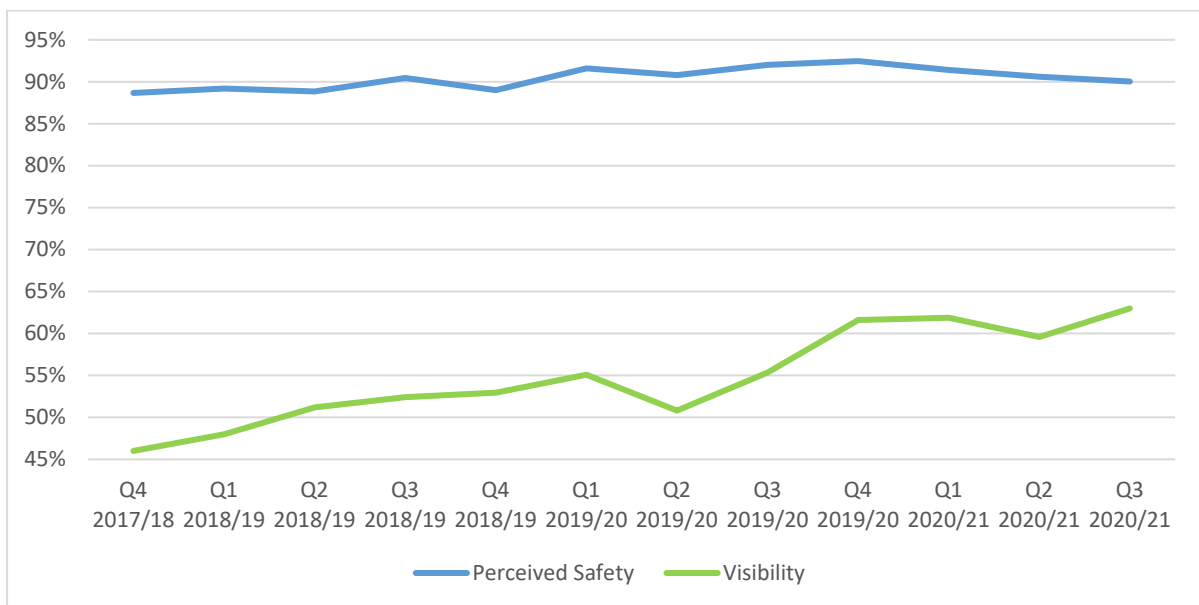
Perceived safety has reduced by 0.6% points this quarter; this is now stable overall but still above the performance range.

Police visibility has increased 3.4% points this quarter which continues the strong upward trend and this is the highest quarterly result since quarter four of 2015/16.

Appendix 1 – Explanation of measures

Timeliness of attendance – calls to the police are graded based on threat harm and risk. There is a service level agreement (SLA) for each grade which states how long attendance should take (below). It is important to note that the SLAs are defined by the Constabulary, not mandatory, and intended to be challenging rather than having a longer SLA which would have greater compliance.

- Immediate – 15 minutes for urban areas and 20 minutes for rural areas
- Priority – 1 hour
- Routine – 12 hours

BAME – is Black, Asian and Minority Ethnicity – and used as a high level way of analysing ethnic diversity.

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 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. Please note that quarter four 2019/20 the total harm scores changed retrospectively so it will look different compared to previous reports.

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, community resolution. From July 2019 an additional outcome 22 was introduced which counts as a positive outcome; this is diversionary, educational or intervention activity, resulting from the crime report, has been undertaken and it is not in the public interest to take any further action.

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 – this is based on the local Police and Crime Survey which is a telephone survey of 750 Avon and Somerset residents each quarter.

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

Disproportionality of Stop Search – this looks at the number of people subject to stop and search, according to two ethnicity categories – white or BAME, as a percentage of the population of those respective categories in Avon and Somerset (based on 2011 Census data). The figure displayed is the ratio of how many times more likely a person is to be stopped if they are BAME compared with if they are white. An important point of note about the data is that the stop and search data is current but this is being compared to population data from 2011 – in this time period the demographics of the areas will undoubtedly have changed and the actual ratio will be different.

Police Visibility – this is based on the question in the local survey of *when did you last see a police officer or a police community support officer in your local area?* This is percentage of respondents that have seen an officer within the last month (or more recently).

Appendix 2 – Expected Performance Ranges

Measure	Expected Performance Range
999 abandonment rate % of all calls	0.29-0.10
101 abandonment rate % of all calls	5.99-3
Timeliness of attendance of calls graded as *Immediate* % attended within SLA	76-78.99
Timeliness of attendance of calls graded as *Priority High* % attended within SLA	52-57.99
Positive Outcome rate % of all offences	10-15.99
Conviction rate % of all court cases	83-87.99
Confidence in the Police (Local measure) % agree	70-79.99
Active Citizenship % of people engaged	9-11.99
Workforce representativeness % BAME	2.9-3.4
Perceived Safety % Feel safe in local area	85-88.99

Appendix 3 – Recorded crime by offence group

Quarter	Arson & Criminal Damage	Burglary	Drug Offences	Miscellaneous Crimes Against Society	Possession of Weapons	Public Order Offences	Robbery	Sexual Offences	Theft	Vehicle Offences	Violence Against the Person	Total
Q1 2018/19	3,741	2,627	755	470	212	4,893	313	1,143	7,700	2,725	11,059	35,638
Q2 2018/19	3,847	2,536	769	519	229	4,728	383	1,137	7,485	2,495	11,174	35,302
Q3 2018/19	3,916	2,522	731	411	183	3,967	423	966	7,155	2,807	10,269	33,350
Q4 2018/19	3,783	2,399	712	511	214	3,794	372	1,056	6,801	2,480	10,454	32,576
Q1 2019/20	3,852	2,329	876	514	252	5,122	452	1,273	7,390	2,697	11,094	35,851
Q2 2019/20	3,837	2,265	922	464	255	5,381	419	1,042	7,387	2,521	11,546	36,038
Q3 2019/20	3,971	2,246	982	456	231	4,420	518	1,006	6,595	2,768	11,177	34,371
Q4 2019/20	3,855	2,209	926	619	233	4,550	478	1,068	6,280	2,643	11,304	34,161
Q1 2020/21	3,055	1,607	1,102	625	250	4,711	364	885	4,130	1,586	10,765	29,078
Q2 2020/21	3,920	1,744	866	528	241	5,626	480	1,047	5,627	2,109	12,572	34,757
Q3 2020/21	3,707	1,671	822	554	177	4,054	345	936	4,946	2,479	10,278	29,962
Year	Arson & Criminal Damage	Burglary	Drug Offences	Miscellaneous Crimes Against Society	Possession of Weapons	Public Order Offences	Robbery	Sexual Offences	Theft	Vehicle Offences	Violence Against the Person	Total
2018/19	15,287	10,084	2,967	1,911	838	17,382	1,491	4,302	29,141	10,507	42,956	136,866
2019/20	15,515	9,049	3,706	2,053	971	19,473	1,867	4,389	27,652	10,629	45,121	140,421
2020/21 (Q1-3)	10,682	5,022	2,790	1,707	668	14,391	1,189	2,868	14,703	6,174	33,615	93,797
2 Year Trend	Stable	Moderate downward	Stable	Stable	Stable	Stable	Stable	Stable	Moderate downward	Stable	Stable	Stable

Appendix 4 – Positive outcome rate by offence group

Quarter	Arson & Criminal Damage	Burglary	Drug Offences	Miscellaneous Crimes Against Society	Possession of Weapons	Public Order Offences	Robbery	Sexual Offences	Theft	Vehicle Offences	Violence Against the Person	Total
Q1 2018/19	7.2%	5.1%	67.0%	21.5%	45.7%	7.7%	9.3%	7.2%	10.9%	1.0%	11.1%	9.9%
Q2 2018/19	9.3%	6.1%	73.1%	17.1%	59.1%	10.9%	8.9%	8.9%	12.3%	2.2%	14.4%	12.8%
Q3 2018/19	13.2%	7.1%	65.8%	23.8%	51.2%	14.2%	9.4%	7.3%	14.5%	2.4%	15.0%	14.3%
Q4 2018/19	9.2%	5.2%	59.6%	20.0%	54.6%	10.6%	9.2%	7.7%	11.4%	2.4%	13.0%	11.5%
Q1 2019/20	8.0%	6.1%	46.0%	20.7%	48.5%	8.3%	5.2%	5.8%	10.1%	2.0%	10.1%	9.5%
Q2 2019/20	14.1%	12.0%	75.5%	24.3%	58.3%	12.5%	12.0%	7.9%	16.9%	4.7%	16.2%	16.2%
Q3 2019/20	9.9%	9.0%	75.2%	27.8%	51.2%	12.1%	13.2%	9.9%	13.9%	2.7%	13.5%	13.8%
Q4 2019/20	9.6%	8.4%	71.5%	19.0%	52.7%	11.4%	14.7%	8.1%	13.4%	3.5%	11.9%	13.0%
Q1 2020/21	10.9%	9.7%	74.0%	13.5%	54.2%	11.5%	15.7%	8.1%	12.5%	6.2%	13.2%	14.6%
Q2 2020/21	9.0%	8.6%	73.8%	12.8%	50.3%	10.2%	11.9%	9.6%	9.1%	3.0%	11.8%	11.8%
Q3 2020/21	10.5%	8.2%	73.6%	16.7%	58.3%	13.7%	17.5%	8.9%	10.7%	3.1%	14.0%	14.1%
Year	Arson & Criminal Damage	Burglary	Drug Offences	Miscellaneous Crimes Against Society	Possession of Weapons	Public Order Offences	Robbery	Sexual Offences	Theft	Vehicle Offences	Violence Against the Person	Total
2018/19	9.9%	5.9%	66.8%	20.8%	53.2%	11.1%	9.2%	7.8%	12.3%	2.0%	13.6%	12.3%
2019/20	10.5%	8.9%	69.2%	22.9%	53.2%	11.2%	11.7%	8.0%	13.7%	3.2%	13.1%	13.3%
2020/21 (Q1-3)	10.1%	8.8%	73.8%	14.4%	54.4%	11.8%	14.9%	8.8%	10.7%	3.9%	13.0%	13.5%
2 Year Trend	Stable	Stable	Stable	Stable	Stable	Stable	Moderate upward	Stable	Stable	Stable	Stable	Stable

AVON AND SOMERSET POLICE AND CRIME PANEL

11 MARCH 2021

REPORT OF THE CHIEF EXECUTIVE

COMPLAINTS AGAINST THE POLICE AND CRIME COMMISSIONER & DEPUTY 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 and Deputy, 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 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 2 new complaints since the last Police and Crime Panel with one resulting in a disapplication decision under The Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012 (as depicted in Section 15, Paragraph 4).

5.   Please refer to the summary table in Annex 1.

6.   All complaints to date have had Panel oversight, including those solely handled by the PCC's Chief Executive Officer.

7.   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.

PCC COMPLAINTS IN RESPONSE TO REVIEWS

8.   A process has been discussed for management of these complaints in relation to Reviews and submitted to the Complaints sub-committee for their approval.

EQUALITY IMPLICATIONS

9.   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

10.   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.

MARK SIMMONDS – INTERIM CHIEF EXECUTIVE

COMPLAINTS and CONDUCT MATTERS AGAINST AVON AND SOMERSET POLICE AND CRIME COMMISSIONER AND DEPUTY PCC

REPORT TO: AVON AND SOMERSET POLICE AND CRIME PANEL   **Date: 11th March 2021**

No.	Date rcvd / log no.	Summary	Recorded?	Handled by	Outcome	Live or Closed
		COMPLAINTS and CONDUCT MATTERS AGAINST AVON AND SOMERSET POLICE AND CRIME COMMISSIONER				
53.	05/11/2020	Sent to CEO: **COMPLAINT STILL UNDER ASSESSMENT AND ALLEGATIONS TO BE AGREED WITH THE COMPLAINANT.** Initial Summary • **Complaint against PCC handling of a review.** • **PCC is racist and has failed to assist the complainant by providing overview of complaints with PSD.** • **PCC has no independence and is acting jointly with Avon and Somerset Police.** • **The way the complainant's case has been handled evidences institutional racism.**	Yes	PCP	OPCC Summary Statement and supporting documents submitted 30/11/2020 and sent to the PCP handling.	Open
55.	26/11/2020	Direct to IOPC: • Further information provided for additional complaint – details unknown.	Yes	PCP via IOPC	Awaiting PCP/IOPC handling instructions	Open
57.	22/01/2021	Direct to PCC/Home Secretary: • The PCC used local government to request more council tax from band D properties which was then used to fund 75 investigators for a force which has been continuously obstructive when it comes to reporting of crime - some are unsolved or unresolved cases (murder) As well as reports of their own colleagues.	Yes	CEO	Local resolution by means of explanation.	Closed
58.	04/11/2020	Direct to PCC: • The Police and Crime Commissioner has failed to deal with your complaint against the Chief Constable and instructed another person to excuse the Chief Constable's behaviour by blaming it on others.	Yes	CEO	No further action under Section 15 (paragraph 4) of the Elected Local Policing Bodies (Complaints and Misconduct) Regulations and directed to previous complaint.	Closed

COMPLAINTS and CONDUCT MATTERS AGAINST AVON AND SOMERSET DEPUTY POLICE AND CRIME COMMISSIONER
No live complaints

Panel Work Programme 2020/2021

Date PCP Meeting	Business	Notes
26th June	AGM Procedural Business PCC Annual Report Work Programme – draft for Panel consideration/approval	
13th October	**Work Programme report**	For discussion/agreement
	Latest Performance information	Following consideration of the Precept proposal in Feb 2019, various levels of additional performance information were agreed. This included Quarterly Priority Lead Member meetings – the OPCC agreed to hold quarterly lead member meetings on each of the 4 Priorities in the Police and Crime Plan. The OPCC lead circulates an agenda in advance and also shares specific performance reports which come to the Police and Crime Board on that priority area as a form of further assurance. *This mechanism for proactive scrutiny is in abeyance pending further discussions with the OPCC* (the latest recruitment figures are a standing item at Panel meetings)

	Complaint Reviews – first report following implementation on delivery of the function and numbers/themes/trends	This will be provided as an Appendix to the Standing Complaints report. OPCC proposal on approach to deal with vexatious complaints emerging from this new duty to be tabled for consideration by the Complaints Sub-Committee in advance of the 13th October meeting.
	Allocation of resources and emergency planning.	Asst Chief Constable Nikki Watson to present.
	Fire Governance	Standing item in PCC Update report – agreed update on D&S FA/Voting place and any update on AFA to be included. OPCC will share relevant extract from their submission to Home Office PCC review.
15th October (Private briefing)	First consultation on the Budget led by the OPCC Chief Financial Officer Paul Butler in the form of a presentation followed by member questions.	This provides opportunity for the Panel to consider the OPCC's planning assumptions and forecasts ahead of the draft Medium-Term Financial Plan which will be presented to the Panel on 8th December. Final report/Precept Proposal 4th February. The session should be attended by all Panel Members.
8th December	**Scrutiny of the Budget/Draft Medium Term Financial Plan**	
	Mental Health Assurance Report	Constabulary lead Mark Edgington to attend.
	Violence Reduction Unit – policy and continuity of funding	DPCC to report as per 13th October meeting
	~~Chief Constable Presentation~~	Deferred to 4th February 2021

4th February	**Formal Review of the Budget and Precept Proposal** **Full Precept Survey Results** **Chief Constable Presentation** ~~Assurance Report~~	 To be determined from list provided to the Panel by OPCC Standard PCC Update report to include:- VRU annual report and VRU funding update Report on OPCC Meeting with UK Finance and Banking protocol ASC staff survey - Leadership results and action plans and update from Dan Wood Lammy report update Standard Performance Monitoring report to include Quarter 3 results and Operation Remedy Burglary outcomes
11th March	**Assurance Reports**	Domestic Abuse Equality and Disproportionality Safeguarding (adults at risk) Relevant ASC lead to be made available for the meeting. Remaining assurance reports on the list to be shared as available for Panel info outside of the meeting process subject to ASC agreement

31st March	**Confirmatory Hearing**	Interim CEO OPCC
	Panel Governance Review – Core documents	
	Panel Costs Report	

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
- Performance Monitoring Report
- 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