

# Public Document Pack

## Avon and Somerset Police and Crime Panel

Hosted by Somerset County Council Democratic Services



**Date: Thursday 17th March 2022**

**Time: 10.45am**

**Venue: Luttrell Room - County Hall, Taunton, TA1 4DY**

### **Membership:**

Bath & North East Somerset	Alastair Singleton
Bath & North East Somerset	Andy Wait
Bristol City Council	Asher Craig
Bristol City Council	Jonathan Hucker
Bristol City Council	Lisa Stone
Independent Member	Richard Brown
Independent Member	Gary Davies
Independent Member	Julie Knight
Mendip District Council	Heather Shearer (Chair)
North Somerset Council	Peter Crew
North Somerset Council	Richard Westwood (Vice-Chair)
Sedgemoor District Council	Janet Keen
Somerset County Council	Neil Bloomfield
South Gloucestershire Council	Franklin Owusu-Antwi
South Gloucestershire Council	Pat Trull
South Somerset District Council	Nicola Clark
Somerset West and Taunton Council	Chris Booth

### **Contact Officer:**

**Patricia Jones**

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Agenda published: 9<sup>th</sup> March 2022

Somerset County Council

County Hall, Taunton

TA1 4DY

**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](http://www.somerset.gov.uk/agendasandpapers)

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

#### **1 Apologies for Absence**

To receive any apologies for absence from Panel members.

#### **2 Public Question Time**

**Members of the public who reside or work in the Avon and Somerset Force area may submit a statement or petition or ask a maximum of two questions at a Panel meeting.**

Statements or questions should be e-mailed to [PLJones@somerset.gov.uk](mailto: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 16<sup>th</sup> March 2022. Questions must be received no later than three clear working days before the meeting, in this case by 5:00 pm on 11<sup>th</sup> March 2022.

Please note that all statements and questions must relate to matters that fall within the Panel's 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](mailto:PLjones@somerset.gov.uk).

#### **4 Minutes of the meeting held on 1st February 2022 (Pages 7 - 22)**

To confirm the minutes as a correct record.

#### **5 Matters Arising**

To discuss any matters arising from previous meetings.

#### **6 Chair's Business**

To discuss business put forth by the Chair.

7 **Host Authority Report** (Pages 23 - 28)

To note the resignation of Somerset County Council as Host Authority to the Avon and Somerset Police and Crime Panel

8 **Commissioner's Update Report** (Pages 29 - 42)

To consider and discuss the update.

9 **Performance Summary - National Police and Crime Measures** (Pages 43 - 54)

To consider and discuss the latest performance report.

10 **Standing Complaints Report** (Pages 55 - 58)

To provide the Panel with an overview of all complaints.

11 **Work Programme** (Pages 59 - 64)

To note the current work programme.

12 **Integrated Offender Management - Proactive Scrutiny Review** (Pages 65 - 76)

To undertake a proactive scrutiny review including:

- Background and History
- National and Local Review
- Offender Cohorts
- Future of IOM
- Performance Monitoring
- Delivery, Challenges, Opportunities

13 **Date of Next Meeting**

The next meeting of the Panel will be a development day on Serious Violence to be held on 30<sup>th</sup> March 2022 from 10:00 am to 16:00 pm in the John Meikle Room, Somerset West and Taunton Dene Council, The Deane House, Belvedere Road, Taunton. This meeting is not open to the public.

The next public meeting is a confirmatory hearing scheduled for 26<sup>th</sup> April at 10:30 am in the John Meikle Room, Somerset West and Taunton Dene Council, Belvedere

Road, Taunton.

# 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](http://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](mailto: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.**

- 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.



## **Minutes of the Avon and Somerset Police & Crime Panel 1<sup>st</sup> February 2022**

### **The Deane House, Somerset West and Taunton Council**

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#### **Present:**

#### **Local Authority and Independent Member Representatives:**

Heather Shearer (Mendip Council, Chair), Neil Bloomfield (Somerset County Council), Chris Booth (Somerset West and Taunton Council), Richard Brown (Independent Member), Asher Craig (Bristol City Council), Peter Crew (North Somerset Council), Gary Davies (Independent Member), Jonathan Hucker (Bristol City Council), Julie Knight (Independent Member), Franklin Owusu-Antwi (South Gloucestershire), Alastair Singleton (Bath and North East Somerset Council), Lisa Stone (Bristol City Council), Pat Trull (South Gloucestershire Council), Andy Wait (Bath and North East Somerset Council)

#### **Host Authority support staff:**

Patricia Jones – Lead Officer  
Pippa Triffitt – Panel Administrative Support

#### **Police and Crime Commissioner and Constabulary/Support Staff:**

Mark Shelford – Police and Crime Commissioner  
Alice Ripley – Chief of Staff  
Sally Fox – Deputy Chief of Staff  
Sarah Crew – Chief Constable  
Paul Butler – Interim Chief Finance Officer  
Ben Valentine – Strategic Planning and Performance Officer

### **1. Apologies for absence**

Apologies were received from Cllr Nicola Clark (South Somerset Council), Cllr Janet Keen (Sedgemoor Council), and Cllr Richard Westwood (North Somerset Council, Vice Chair).

## **2. Public Question Time**

None received.

## **3. Declarations of interest**

There were no new declarations of interest.

## **4. Minutes of the previous meetings held on 25<sup>th</sup> November 2021 and 9<sup>th</sup> December 2021**

The minutes of the meetings on 25<sup>th</sup> November 2021 and 9<sup>th</sup> December 2021 were confirmed as an accurate record.

## **5. Matters arising**

The Panel thanked the Commissioner for the response to the enquiry regarding the green agenda and asked whether it would be beneficial to move the baseline data from its current position of 2009-10.

The Panel requested clarification on the data provided which showed differing total numbers of burglaries in the past twelve months. The OPCC explained that residential burglaries included sheds and garages for example, whereas the lower figure does not include these.

### **Action:**

- 1. For the OPCC to take the suggestion of moving the baseline data for the green agenda away and discuss.**

## **6. Chair's business**

None to report.

## **7. Chief Constable's report**



The Panel thanked the police force for their excellent response to an incident that occurred in Weston-Super-Mare the previous week.

Heather invited Chief Constable Sarah Crew to give her report. Below is a summary of the presentation.

- The Chief Constable began by acknowledging that policing during the previous decade had been difficult with the spending cuts made and decisions taken. She informed the Panel that £86 million had been saved, which was 28.7% of the budget over the period, and that the force received several successive outstanding grades from the inspectorate.
- She reminded the Panel that newly graduated police officers are not always immediately deployable, which sometimes affected response times. There was, however, a growth in the number of officers.
- The progress of the force was slowed by external forces such as guidelines which proved to be an administrative burden to the officers. Articulating this to the policy makers was a priority.
- The Precept from the Panel proved to be a valuable early investment, helping to form a new strategic framework to deliver the mission. The force was aided in this by cutting edge technology and the effective exploitation of data, as well as improvements in officers' education regarding issues such as cultural confidence.
- The Chief Constable indicated that the current route map for the force's progress included six elements. The first three elements focused on an increase in establishment. A growth of 456 police officer posts and 187 police staff posts was scheduled for March 2023 taking the police officer establishment to 3291. Taking into account retirements, this will equate to 1300 new officers over 3 years. By March 2023 40% of police officers will have fewer than 3 years' experience. The force was growing into its additional capabilities and was building up its investigation functions to meet the demand.
- The last three elements concerned the investment in the police staff and officers, specifically investment in leadership development. The staff needed to be educated and equipped to meet the needs of the organisational journey and the cultural changes required. The Chief Constable informed the Panel that they were looking to grow the

leadership academy and remove the barriers and frictions that prevented the leaders from doing their jobs. An important factor in this was the need to boost resilience on the front lines, giving due regard to health and wellbeing and satisfactorily addressing the issue of trauma.

- The Chief Constable reminded the Panel that the focus going forward would be on the perpetrators of crime, particularly on high-harm crime. They aimed to roll out timely and high-quality investigations and substantially invest in Bluestone. The Incident Assessment Unit would be grown and maintained.
- There would also be an increasing focus on crime prevention by establishing and utilising effective interventions, improving perpetrator monitoring and rehabilitation, and enhancing the rural teams to support the neighbourhood teams. There would be 62 additional officers joining the latter.
- The Chief Constable explained that investing in the force meant giving everyone in the organisation the environment they needed to excel and put their strengths to the best use. The force has progressed in recent years due to the uplift in officer numbers, improvements in technology, and a focus on the organisation's environment and the importance of emotional intelligence, but investment was still required. The force needed to enhance its legitimacy in the eyes of the public and increase public confidence in its work. The force would ultimately pay for itself in its efficiency.
- The final goals for the force were as follows:
  - To have an unrelenting focus on perpetrators, high investigative standards, crime prevention, innovation, and successful collaborations with partners.
  - To have a radical openness and transparency, an openness to scrutiny and constructive challenge for the public good.
  - To lead the field in advanced technology and the exploitation of data, using robotics and artificial intelligence, maintaining visibility in the public using such technology, and learning from experience to achieve the best outcome.
  - To have a diverse and empowered workforce that is trauma-informed, with barriers in recruitment removed and a continually growing leadership academy.

- To achieve high levels of public confidence in the force by creating an empathetic and courageous culture within the organisation to support visible policing.
- The Chief Constable concluded by stating that the maximum increase for the Precept of £10 would be vital in helping the force reach this destination.

The Chair thanked the Chief Constable for her report and invited the Panel to ask any questions they had. Below is a summary of the ensuing discussion:-

- The Panel acknowledged the improvements to the neighbourhood teams that had already been made in North Somerset and commended the new inspector. The Chief Constable assured the Panel that this system would be in place throughout Somerset by the end of October.
- The Panel asked whether the issues regarding response times and meeting demand would continue to be a problem. The Chief Constable acknowledged there would be peaks and troughs in the progress of rectifying this but was optimistic on the outcome.
- The Chief Constable was asked whether the route map focuses too heavily on the offender. She believed the balance had been previously incorrect because they had lost sight of the offender in the process. Early interventions, crime prevention, and rehabilitation was needed to supplement the attention given to the community to address the issue.
- The Chief Constable informed the Panel that changes were in motion within the organisation to remove barriers caused by the Director General's guidelines. The Creating Capacity initiative involved sending business analysts to the front line to gain their insight on how things could be made better.
- The Panel asked for clarification on how the disproportionalities in Policing were going to be rectified. The Chief Constable acknowledged this was an issue and highlighted the importance of improving public confidence in the police force. She reassured the Panel that this was one of the top items on the agenda of items to tackle.

- The Panel voiced their concerns over the conviction rates for violence against women. The Chief Constable informed the panel that this issue related to the whole criminal justice system, but that she had been a leader in the handling of violence against women for the previous three years and knew that the police force could make a difference. There had been significant improvements in treating victims over the past three decades, but the outcomes continued to deteriorate. The force was therefore working with the councils to form a different approach. Project Bluestone itself was a different way of looking at the problem, with academics invited into the organisation to scrutinise their books and data to measure their approach with models that had proved successful internationally. The force was experimenting with using behavioural science and psychology, procedural justice, officer and staff specialisms, and the exploitation of data to determine patterns and repetitions of crime. The results showed that the force could be too process driven and lacked the critical thinking skills required to make progress. To make amends, they have looked to rebuild their staff capacity and divide the workload between teams to increase the attention given to each issue. Project Bluestone required 100 specialist investigators; there were 37 as of now. The Project had attracted the government's interest for their Rape Review, and nationally the force was on an trajectory for making referrals to CPS. The number of convictions was increasing, with a 47% increase in the number of convictions over the previous 12 months.
- The Panel also voiced concerns over the lack of burglaries that were solved. It was highlighted that many victims do not report because there is a lack of public confidence in the police force. The Chief Constable reminded the Panel that one of Operation Remedy's main focuses was burglary, and that statistically the number of instances had decreased year on year by 12.1%. The charge rate had increased to 7.73% from 4% at the start of the process. The data showed that the police attended 72% of cases if it was a main dwelling that was burgled. However, there was clearly still room for improvement in their handling of burglaries, and the growth in capacity would help with this, along with increased investment in intelligence and specialisms and the focus on crime prevention.
- The Chief Constable was asked whether the police force had many police officers dropping out of the training, which would impede the growth in the force's capacity. She assured the Panel that the drop-out trends were monitored but they were slightly higher than the 10% generally seen under the old recruitment scheme. Investigations were

undertaken into who left, when, and why, to see whether the force could learn from it and prevent it from happening again.

- The Panel asked whether it was counter-intuitive to both have neighbourhood police officers removed from their posts to support demand at peak times and to appoint new officers straight into the new investigative team. The Chief Constable acknowledged the issue raised but explained to the Panel that lack of capacity and capability in the investigative teams meant that officers in patrol and neighbourhood teams were absorbing some additional complex crimes, making them less deployable. Solutions were under development so this is not a long-term problem as only peak times were affected.

The force also had a dedicated Detective Superintendents to focus on the issue at hand.

- Reference was made to the widening concern in society at what is perceived as the government's unwillingness to take the climate challenge seriously, spawning a growing number of groups who are prepared to test the limits of the law and go beyond in order to promote campaigns. In the context of policing by consent, the Chief Constable was asked to comment on the policing of public protests which will almost certainly be a major theme in the coming years.

The Chief Constable acknowledged Bristol's history of peaceful protests and advised the Panel that protesting is to be respected as part of the democratic process. However, the point was made that balancing of human rights in these situations was challenging. She went on to outline a number of areas that she thought would assist in demystifying the approach to public order and public events:-

- Transparency around training and tactics and why/when they are used.
- Allowing observers into the command room to see high quality decision making and promote confidence.
- Opening up Police briefings
- Replicating the role of the Scrutiny of Police Powers Panel to cover protests. This was currently being developed and could be brought back to the Panel at a later date.

- In the context of Bristol, the point was made by Councillor Craig that recent protests had been undermined by a small cohort resulting in the toppling of the Colston statue.
- The Chief Constable was asked to provide reassurance that the Police will investigate complaints made against Local Authorities without political interference. The Panel was advised that the Police routinely give advice on when and how to report a matter and would welcome details if a complaint had not been recorded. It was emphasised that a complaint would be recorded in the same way if it was made by a Chief Executive or a member of the public.
- The Chief Constable was invited to comment on the Police response to bullying in schools. The Panel was advised that it was necessary to consider each case on its merits. On-line bullying activity was still regarded as an offence provided it reached the required threshold. The Panel was given assurances that reports of bullying would be investigated.
- The Panel raised concerns over the low numbers of people reporting domestic violence. The Chief Constable explained that the data quality for domestic violence is a challenge as people were reluctant to report it. Work needed to be done on the system infrastructure to make reporting domestic violence incidents easier.
- The issue of public confidence in the police force was raised, as press reports of irregularities within the system blighted the public perception of an efficient and dedicated force. The Chief Constable assured the Panel that if a crime was reported and met the appropriate criteria, it would be investigated, and that the public needed to be made aware of this. The members of the public were all treated equally regardless of their position and would only be named as an informant. Concerns over death threats within schools were also raised, as it seemed the police did not take these seriously and instead deferred the issue elsewhere. The Chief Constable stated she would want to look at each case individually to choose the most appropriate action. She also highlighted the challenges the force faced adapting to offences like these taking place online.
- The Panel asked what the Chief Constable intended to do to bring about change in the culture within the organisation. She explained she wanted to make changes in the constabulary, and that these needed to be embedded in the selection and recruitment processes

and the leadership styles of the officers. The positive changes would be rewarded when done well and addressed when not. The goal was to increase public confidence in the force by improving the internal culture.

- The Chief Constable was asked about the yearly assessments of the number of firearms officers needed. The Panel was informed that this requirement had remained stable over the previous five years, and that it had recently been reduced from 95 to 84. The force's shift pattern was adjusted to allow for this, and the extra investment available had gone elsewhere. The counter terrorism group was also shared with neighbouring counties. The Chief Constable was commended on this brave approach which showed encouraging progress.
- The Panel thanked the OPCC for the work they did and requested their thanks be extended to the police force.

## **8. Formal Scrutiny of the Budget and Proposed Precept**

The Chair invited Paul Butler, as interim Chief Finance Officer, to introduce the report. Below is a summary of his presentation to the Panel.

- The error in the supplementary paper in which the deficit of 13.5m was reduced to £8.2m was acknowledged. The error was in relationship to the partnership costs.
- The MTFP looked at the next five years and ended by presenting the precept recommendation.
- The precept proposal was for £144.8 million, which was developed between the OPCC and constabulary and was underpinned by financial sustainable values and progressive modernisation.
- For council tax Band D, this would involve a £10 increase per annum, taking the total to £251.20. This would be 14.5% of the council tax base.
- For Band A, the increase would be £6.67, for Band B, it would be £7.78 and for Band C, it would be £8.89.
- The increase would partly go towards the delivery of the uplift in officers; the constabulary were on track to meet their target by March 2023, which a net increase of 552 officers. This required recruiting 1,300 officers over 4 years.
- The police staff pay was previously frozen; there is now a 3.5% increase forecast.

- The budget was adjusted to reflect a 2.5% rise for the following year, in accordance with the guidance from the NPCC.
- It reflected an increase in national insurance.
- Already there had been identified efficiencies of £3 million.
- The chancellor's spending review covered three years, which was welcomed by the OPCC.
- The £550,000 million in grant funding for 2022-23 was set to increase to £800,000 million by 2024-5.
- The impact of the funding package meant the balance of funding shifted from the grant to council tax.
- The decision to increase the precept was made to complete the delivery of the uplift in officers, to accommodate the wider cost pressure of inflation, and to sustain officer pay rises and pensions.
- The OPCC recognised the cost of living challenges faced by many constituents, and the addition represented by the increase of £10 for Band D households.
- An increase of 2%, rather than 4.1%, was considered, which would have provided £2.3 million less in funding and required further savings.
- The supplementary paper showed that they expected to break even in 2022-3, with deficits in the following years.
- The key assumptions for revenue spending were an increase to the core grant funding, the removal of council tax support grants, and an increase in council tax funding of £7.4 million.
- The key assumptions for revenue expenditure were raises in officer pay, increases to the budget to meet officer uplift, increases to pension costs, and general inflationary increases.
- The economic pressures leading to inflation were hard to forecast in the budget.
- There were also increases related to the investment in IT technology and equipment and the costs of partnerships.
- The table for the capital plan sets out £99.5 million over the term.
- The investment in corporate systems would be around £10.4 million.
- The plans are subject to an ongoing review.
- There were several risk reserve and risk management issues; the final decision on risk reserves had not yet been made.
- The funding opportunities for capital were due to be reviewed. Capital reserves would be exhausted by the end of the plan, leaving borrowing requirements of £16.5m.
- A gradual reduction in available reserves was forecast primarily due to expenditure of the capital reserve.



- The key risks involved the level of future grant funding, the planned review of the police funding formula, the increase in pension costs, and inflation overall.
- The one error that occurred in the paper was identified and adjusted. Some risks were more significant than others. The OPCC was satisfied with the plan's reliability and accuracy as it stood.
- The proposal was for a maximum increase of £10 for Band D households, with slower increases in Bands A to C which account for 67.8% of properties.
- The recommendation was for the Panel to accept and endorse this proposal.

The OPCC had consulted the public, and had received over 6,000 responses, the largest response recorded regarding a precept decision. The maximum increase of £10 would boil down to a rise in council tax by £0.83 a month for Band D households.

The Chair thanked the OPCC and PCC for their report and asked the Panel to present any questions they had. Below is a summary of the ensuing discussion.

- The Panel asked how proactive the identified efficiency savings were. The PCC assured the Panel these were a constant conversation within the OPCC, and that they were looking at imaginative and creative ideas across the board.
- The signs of improving interest rates were highlighted as a contrast to the inflationary pressures. The PCC acknowledged that this was the case but informed the Panel that unfortunately the two did not cancel each other out.
- Concerns were raised over the number of vehicles in the police force's fleet and whether the force would be compliant with the climate emergency strategy. The Commissioner assured the Panel that the fleet's sustainability was under review, and that they were currently compliant with the clean air policies with the exception of a few specialist vehicles.

**Action:**

- 1. The Commissioner, Chief Constable and OPCC staff briefly withdrew from the meeting and re-joined the meeting for the Panel's decision.**

- 2. Following discussion and on being put to the vote, the Panel unanimously RESOLVED to endorse the Commissioner's proposal to increase the Policing Precept by £10.00 per annum in 2022/23 for an average Band D property (12 members voting in favour).**

## **9. Commissioner's Update**

The Chair invited the Commissioner to give his update. Below is a summary of the update.

- Crime prevention was key to the process of policing.
- It was the cultivation of the organisation's staff, environment, and leadership, alongside the efficient exploitation of technology, that were key to achieving this.
- Delivering the plan would be a challenge, and the OPCC was keeping a close eye on the drop-out numbers that could affect the officer uplift.
- The new DPCC candidate had been chosen and the Confirmatory Hearing for their appointment would be held on 18<sup>th</sup> February.
- The Commissioner thanked Julie and Asher for their continued help on the Police and Crime Plan Programme Board.
- The OPCC was looking at disproportionality across the system, and welcomed the recent publication of the Identifying Disproportionality report. This would be presented at the next Local Criminal Justice Board which the PCC chaired, as there were recommendations for each Board member to take forward.
- They were also looking to promote greater accountability to those dealing with cyber and fraud within the force.

The Chair thanked the Commissioner for his update and asked the Panel to present any questions they had. Below is a summary of the ensuing discussion.

- The Panel enquired about how many of the police staff have refused vaccination for Covid-19. The Commissioner informed the Panel that the number of vaccinated members of staff had increased, but there were around 500 out of 6,000 that had declared they had not received the vaccine.
- The Panel queried the increasing numbers and complexity of complaints. The Deputy Chief of Staff explained that the data displayed all contact made to the OPCC, not just complaints; the increased number was not unusual when a newly elected

Commissioner was in post. The change in regulations had also meant more of the contacts were classed as complaints.

- Concerns were raised over the fact that Avon & Somerset was 16th in size of constabulary area but 6th in terms of the numbers of complaint reviews it received. The PCC wanted the public to have greater understanding and confidence to raise these complaint reviews with his office.
- The Panel asked whether the buildings referred to in the current estate strategy were being utilised. The Commissioner assured the Panel they were.
- With reference to the consistently increasing number of leavers in the last 6 months of 2021, the Panel asked whether the OPCC was confident of reaching target for March 2023. The Commissioner expressed disappointment at the number of leavers, but assured the Panel that investigations were underway to see if there was a theme present that could be addressed.
- The Panel highlighted the issues present regarding data sharing between institutions in the area. The Commissioner informed the Panel that they were looking to encourage good relations between institutions to gain the best quality data and be a force for good.

## **10. Performance Summary**

The Chair invited Ben Valentine, as the OPCC's Strategic Planning and Performance Officer, to present the performance update. Below is a summary of the update.

- The OPCC acknowledged the gap between Avon and Somerset and its Most Similar Groups regarding drug trafficking crimes and assured the Panel it was looking into whether this was due to fewer offences or the lack of proactive identification of the issue.
- Higher numbers of robberies were also concerning. This is in part due to the way business robberies are recorded - increasing compliance.
- Bristol experienced 38% of all recorded crime, and 55% of the robberies in the area. This is something that needs to be addressed in their local plan.
- The OPCC was seeing a slight decline in victim satisfaction. Some complex investigations were left to young and inexperienced officers

in patrol due to the demand on police investigators, which likely caused some of the issues.

- Ben suggested the Panel contact the OPCC if there were specific data figures that should be included on the quarterly report e.g., regarding disproportionality.

The Chair opened the floor to questions from the Panel. Below is a summary of the ensuing discussion.

- The Panel expressed their approval of the suggestion to include data on disproportionality in the report going forward.
- The Panel requested that a definition of 'serious violence' was included in the report. The Panel noted that the definition can vary locally between different constabularies but agreed that a definition using their understanding of the term should be included.
- Reference was made to the hindrance of response times due to the young and inexperienced work force. The Panel asked when the OPCC expected this issue to dissipate. The OPCC informed the Panel that they attended a Strategic Planning meeting with the Constabulary where a graph was shown displaying the projection of officers and their experience within the patrol group; the OPCC would be happy to share this with the Panel as an example. The Deputy Chief of Staff said she would take the question away and find some additional projections to supplement the graph.

**Action:**

- 1. For the topic on disproportionalities and its associated data to be included in future reports.**
- 2. For the Commissioner, Chair, and the Strategic Planning and Performance Officer to attend a meeting of the Commission on Race Equality in Bristol to highlight the work the OPCC intend to do on the issue of disproportionalities.**
- 3. For a definition of 'serious violence' to be included in the report as a reference.**
- 4. For OPCC to provide the Panel with projections for officer experience.**

## **11. Standing Complaints Report**

The report was taken as read.

## **12. Work Programme**

The current work programme was confirmed.

## **13. Date of the next meeting**

The next meeting is scheduled for 18<sup>th</sup> February 2022 at 10:30am.

**(The meeting ended at 1:50pm.)**

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**AVON AND SOMERSET POLICE AND CRIME  
PANEL**

**17<sup>th</sup> March 2022**

**Host Authority Arrangements**

**Recommendation**

The Panel is invited to note that Somerset County Council's (SCC) is serving its notice of resignation as Host Authority for the Avon and Somerset Police and Crime Panel.

Paragraph 4.3 of the Panel's Operating Arrangements states that the Host Authority should give 6 months notice of its intention to resign to enable a new Host Authority to be identified. A letter will be sent to the Chief Executives of the Constituent Councils, setting out SCC's resignation and the six month requisite notice period in order to effect the transition by 1st October 2022.

**1. Summary**

The initial set up arrangements for the Avon and Somerset Police and Crime Panel were overseen by a Joint Selection Committee of all Avon and Somerset Council Leaders. Following various discussions between the component authorities leading up to the establishment of the Panel in 2012, Bristol City Council went on to undertake the role of Host Authority between 2012 and 2017. Since June 2017, the role has been undertaken by Somerset County Council. This arrangement includes the provision of administrative and other specialist support to the Panel, and the related Home Office funding has been drawn down and administered by Somerset County Council (SCC) from 2017 to date.

The Host Authority role is to facilitate a day to day coordination role with the OPCC through the dedicated Lead Officer and to provide the following direct services:-

- Governance expertise and guidance
- Policy development and the production of working protocols between the Panel and the Office of the Police and Crime Commissioner (OPCC)
- Delivery of the Panel's work programme, core duties, proactive scrutiny reviews and management of underpinning meeting schedule
- Complaints handling function - management, research and presentation of sensitive material, risk assessments, associated procedural advice and guidance to the Panel Lead Member and sub-committee, serious complaint referrals to the Independent Office for Police Complaints, assessment of complaint reviews,

- production of complaint resolution reports
- Training and Development Days
- Monitoring Officer support
- Financial support for Home Office grant administration
- Clerking/administrative support
- Legal advice (when needed)
- HR advice (when needed)

## **2. Host Authority arrangements – background**

It is usual practice to ensure there are effective Host Authority arrangements in place for the same term as the election of the Police and Crime Commissioner. Accordingly, on 13<sup>th</sup> October 2020, the Panel considered a report to review support arrangements and plan for the appointment of a new Host Authority for 2021-2025 effective from 1st April 2021.

This included liaison with constituent authorities to establish their interest in providing the Host Authority services for the Panel. This did not lead to a transfer of the Host Authority at that time as no other council volunteered to undertake the Host Authority role. Consequently, Somerset County Council continued to provide these services in order to ensure the Panel was adequately supported both before and after the Police and Crime Commissioner elections in May 2021.

On 9<sup>th</sup> December 2021, the Panel received a private briefing from the SCC Monitoring Officer as the senior manager for the Host Authority, highlighting the growth of the Panel's work, the future requirements of the Panel and the increased level of support being provided. The effect of this being that SCC is incurring a deficit in funding as the Home Office funding is insufficient to meet the full costs of supporting the Panel. On behalf of the Panel, the Host Authority issued a letter to the Chief Executives on 2<sup>nd</sup> February 2022 to bring the constituent councils up to speed in relation to the additional funding requirements and the Panel's recommendation for each authority to contribute £5,000 on an annual basis.

In the same letter, SCC informed the constituent authorities that its Host Authority support to the Panel was becoming challenging due to other corporate governance resourcing priorities such as the Local Government Reorganisation for the five councils in Somerset and delivering essential services during a global pandemic. It is clear from liaison with the Government and the experience of other councils that have been through reorganisation that there is a high level of corporate governance support required to achieve Local Government Reorganisation on 1 April 2023. This will mean that both the Monitoring Officer and Deputy Monitoring Officer at Somerset County Council and other corporate services will not have capacity in 2022 to support the Panel.



Attention was also drawn to the paragraph Costs of the Panel at 11(1) schedule 6 of the Police Reform and Social Responsibility Act 2011, where it is made clear that the relevant authorities must decide collectively how the costs of the Panel are met and "insofar as provision is necessary, how funds paid (whether by the Secretary of State or otherwise) to meet the costs of the Panel are to be paid to, or distributed between, the relevant local authorities." Guidance also states "In England, there is provision in the Act for constituent local authorities to agree joint funding mechanisms to supplement this central resource with a joint pooled budget. Depending on the work programme of the Panel (for example, the number of scrutiny investigations it carries out and in what depth it conducts its challenge and support of the Commissioner), it is clear that the constituent councils can provide the necessary support."

The letter specified that a viable solution must be reached by the end of February 2022, with all constituent authorities agreeing to make an annual contribution of £5,000 from 2022/23 onwards to enable the Panel to undertake its statutory requirements going forward to and to ensure that the Host Authority is not compromised by the development of this work area.

There has been positive movement in terms of additional funding contributions from most authorities and formal agreement has been received from:-

Bristol

Bath and North East Somerset

Mendip

Sedgemoor

Somerset West and Taunton

Somerset County Council

South Gloucestershire

South Somerset

The Panel representative from North Somerset has also confirmed that their Unitary Council has no objection to the proposed funding arrangement and the understanding is that this will be confirmed imminently by their Chief Executive.

### **3. Resignation as Host Authority**

The purpose of this report is to advise Panel Members that notwithstanding the additional funding contributions agreed, SCC is giving notice of its resignation as Host Authority. This decision is considered necessary in the context of the Local Government Reorganisation and the requirements of implementing the Structural Changes Order, with the resulting significant increase in corporate governance and democratic work and their associated timescales which essentially fetter SCC's ability to remain as the Host Authority. In advance of this meeting, the Monitoring Officer has written directly to the Chair and Vice Chair notifying them of this decision.

The resignation requires 6 months notice in accordance with paragraph 4.3 of the Panel's Operating Arrangements.

#### **4. Implications**

##### **Officer Support**

From 2017, following consultation with the Panel at that time, the Panel has been supported by a dedicated officer who performs the role of Lead Officer. This role has a dedicated job description and has sole responsibility for supporting and delivering on all aspects of the Panel's statutory strategic partnership duties, its proactive scrutiny arrangements and the confirmation of senior staff in the OPCC. It requires detailed knowledge of the relevant legislation and national and strategic policy issues affecting PCCs and Panels and involves the implementation of objectives, policies and strategies set by the Home Office. The day to day contact for this role is the PCC's Senior Leadership Team and frequent contact with Constabulary Lead Officers and portfolio holders.

The Lead Officer is also responsible for the Panel's complaint function which can be technical and complex. This work area specifically relates to the PCC's conduct and is underpinned by statutory complaint regulations. It includes the assessment of criminal allegations and serious complaint referrals to the Independent Office for Police Complaints.

HR Advice has been sought in relation to the post and it has been confirmed that if the postholder performs over 80% of their current duties for the Avon and Somerset Police and Crime Panel, then the post is covered by Transfer of Undertakings (Protection of Employment) Regulations (TUPE) and the postholder will therefore become an employee of the new Host Authority, carrying out the same/broadly similar work. Under TUPE, the post automatically transfers to the new employer on existing terms and conditions. The Home Office funding more than covers the current payroll costs for this post.

Following recent discussions, the current Panel has indicated the collective wish to retain the services, experience and specialist knowledge of its dedicated full time Lead Officer.

This information will be notified to all Chief Executives as part of the process for identifying a new Host Authority.

##### **Host Authority - Transfer**

It should be highlighted that if the Constituent Authorities do not put in place appropriate arrangements for the Panel to undertake its statutory function, then the Secretary of State will impose arrangements. Inevitably, the Unitary Authorities that have not acted as Host Authority thus far will come into scope.

Any transfer of the Host Authority role will require advance work between constituent authorities to ensure appropriate preparations and handover is undertaken. This is

essential to maintain the effectiveness of the Panel's functions and arrangements and to ensure it is not detrimentally impacted by the transition.

**It is recommended that one of the other Constituent Councils notifies the Panel and Somerset County Council of its intention to undertake the role of Host Authority as soon as possible so that an effective transfer can be completed before the end of the notice period. This is essential as Somerset County Council cannot extend its services as Host Authority beyond the termination of the notice period.**

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Host Authority for Avon and Somerset Police and Crime Panel

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## AVON AND SOMERSET POLICE AND CRIME PANEL COMMISSIONER'S UPDATE REPORT 17 MARCH 2022

The following briefing provides an update for Panel Members on key activities since the last Panel meeting on 1 February 2022. A summary of key highlights for consideration by Panel Members is set out below:

### EXECUTIVE SUMMARY

#### Oversight / Scrutiny:

- **Covid 19:** changes to working arrangements to reflect removal of national restrictions, continued safety measures, multi-agency co-ordination stood down from end March.
- **Standing issues for Panel oversight:**
  - a) **Uplift:** focus on retention to address challenge in leavers impacting on local stretch target; recruitment and training intakes increased to ensure that our final uplift target is achieved by March 2023;
  - b) **Estates:** work on track in Lewis House (Bath); Trinity Road planning application in April addressing outstanding planning concerns; business case for Yeovil / South Somerset expected in September; scoping opportunities for fire colocation ongoing.
  - c) **Fire Governance:** Fire Reform White Paper still awaited.

#### Delivery of Initial PCC Priorities:

- **Police & Crime Plan** – Final Plan published with updated medium term financial plan summary. Meetings have taken place with all Community Safety Partnership (CSP) areas and development of local plans is underway.
- **Key appointments** – Process to appoint substantive Chief Financial Officer underway; confirmation hearing for DPCC prior to this meeting.

#### OPCC Business Update:

- **Review of Disproportionality in the CJS in A&S:** report launch and communications plans, partners requested to respond to recommendations to start implementation;
- **Consultation & Engagement:** Engagement plans in development.
- **Partnerships & Commissioning:** Violence Reduction Units, Reducing Reoffending, & Criminal Justice updates; Victims Bill consultation submission.
- **Governance:** Scrutiny Panel findings, Complaints Overview.

#### National updates:

- **PCC National Economic & Cyber Portfolio** – PCC appearance at Justice Select Committee on Fraud & the Justice System; letter to all PCCs on prioritising policing of fraud; national media appearance to raise awareness of 'money flipping scams'; engagement in Online Safety Bill Working Group.
- **PCC Review** – Part 2 ongoing focusing on PCC role in partnership working; Specified Information Order – information on oversight of complaints in development. PCC Succession Plan to be brought to the Panel AGM for approval.

## 1. OVERSIGHT / SCRUTINY

### COVID -19 - Oversight of the Constabulary position:

- **Overview:** Since the last update the force has maintained a more 'business as usual' approach in its response to the Covid-19 Pandemic, however, the high level Gold and Silver Covid Command arrangements have remained in place. The force have also continued to engage at both Strategic and Tactical Co-ordination levels to assist health colleagues with their winter pressures which have been contributed to by the Pandemic. All remaining Covid specific multi agency co-ordination has ended as of 2<sup>nd</sup> March and in force arrangements will be stood down by the end of March.
- **Changes to the Approach:** In response to the government decision to remove the remaining restrictions, Op Talla (national police co-ordination for Covid matters) have rescinded the Covid PPE levels for policing with the recommendation that forces now follow government advice and take local health and safety guidance. In light of these changes, from the 2<sup>nd</sup> March 2021, the force has removed remaining restrictions such as mask wearing, social distancing and one way systems in buildings. They will continue to have masks available for those that still choose to wear them and will encourage staff to continue to wear masks in certain situations (based on their own risk assessment) such as crowded confined spaces and when in close proximity with someone who has Covid.
- **Continuing Safe Measures:** The force will ensure that positive measures that have been embedded over the last two years will continue. They will continue to make available products that allow regular cleaning of work spaces, hand hygiene and will encourage ventilation of offices where possible. For the time being they will continue to encourage staff that have Covid to work from home and avoid close contact with others.
- **Covid Related Demand:** Calls to the force regarding Covid related issues have remained very low since the last update, with the last restrictions now being removed there is now no need to have Covid specific reporting mechanisms in place. Over the next week they will be removing Covid specific reporting mechanisms from the force website.
- **Covid related Absence:** Since the last update the force Covid absence rate has fallen and has continued to be significantly below the national police average.
- **Current Working Arrangements:** The force has continued with the policy to work from home unless operationally necessary. However, this is coming to an end with the move back to normality. During the pandemic the force has adopted a blended approach to work, this means that certain roles have been identified as suitable for majority home working. People in these roles will be returning to the office approximately two days a week. All staff that this applies to will have moved to this new way of working by 1<sup>st</sup> April. We therefore anticipate that all staff will be back in the work place by this date.

### Operation Uplift – STANDING ITEM

The national target for March 2022 remains at 3,108, including the additional 2 CT officers previously advised. The trend of higher leaver numbers has continued, with 31 leavers in January, 6 more than the number for December. Leaver numbers are being monitored closely and further work is being done on retention strategies. We still remain confident of delivering the national target, but are anticipating that we will fall short of our local stretch target of 3,155 by March 2022. Recognising the increased leaver numbers, our PCDA and

DHEP intakes have been increased to ensure that our final uplift target of 3,291 is achieved by March 2023.

### **Estates – STANDING ITEM**

- A new mandate for the Yeovil and South Somerset project was presented to the Estates Asset Management Board in March 2022. Following approval, it is anticipated that this will lead to an outline business case in September.
- In respect of Trinity Road, work has continued to address outstanding planning concerns and the Guinness Trust Partnership will now be submitting plans to council for consent in April.
- Works at Lewis House remain on track and on budget with occupation and formal opening scheduled for early April.
- Consultation and work in respect of the potential Fire and Ambulance Services collaboration and colocation have continued. Requirements have been established with sufficient clarity to engage design consultants to report back on feasibility options in March.

## **2. DELIVERY OF INITIAL PCC PRIORITIES**

### **Local Police & Crime Plans**

The OPCC have had meetings with all five Community Safety Partnership areas in February. These meetings included the CSP Chair, CSP local authority lead and Neighbourhood Policing senior officer as a minimum. All areas supported the approach and had started preparing for the process prior to the meeting. There is some variation in the proposed approaches but all areas have an agreed way forward. The plans will be drafted by CSP leads, supported by the policing leads. Most areas are aiming to have final local plans ready by June 2022.

### **Key Appointments**

Work is almost complete on the PCC's key appointments:

- The process to appoint a permanent Chief Finance Officer went live on 1 February and closed on 28 February. 3 applications have been received and shortlisting took place on 4 March. Interviews will be held on 25 March. Two members of the PCP will observe the selection process.
- The current Interim CFO, Paul Butler is in post until the end of June 2022.
- The Deputy PCC confirmation hearing has been rescheduled for 17 March 2022. The original date for the confirmation hearing was cancelled due to Storm Eunice.

## **3. OPCC BUSINESS UPDATE**

### **Review into Identifying Disproportionality in the Criminal Justice System in A&S**

The report has now been finalised, with planned next steps as follows:

- Launch and ongoing communications and engagement:
  - A letter will go out from Independent Chair, Desmond Brown to heads of all agencies inviting formal response to recommendations

- There will then be a media launch later in March to which all partner heads will be invited.
- There are plans for stakeholder engagement through presentations at various Boards, partnership meetings and public engagement events going forward over the next 6 to 9 months.
- The PCC, in his capacity as Chair, will lead the ASCJB in its consideration of the report findings and recommendations and how best to monitor responses to the recommendations and implementation.
- The substantive response in relation to OPCC-specific recommendations is being led by the Deputy Chief of Staff.

### **Engagement**

The team continue to focus on increasing engagement through developing a programme of events for 2022 and continuing to drive the weekly engagement plan. The team are working on raising awareness of the Police and Crime Plan as per the communications strategy presented to the Panel in December 2021.

The PCC continues to conduct engagement visits over two days a week - Thursdays to police teams and Fridays to public and partners as well as local political leaders in a geographical rotation of each of the Local Authority areas. This has enabled greater understanding of localised issues and, with the lifting of COVID restrictions, the team will be working with the PCC to capitalise on the hybrid engagement opportunities available through a mix of virtual and in person engagement activity.

Another priority area for the team is the launch of the Identifying Disproportionality in the Avon and Somerset Criminal Justice System 2021 report. A media launch event is provisionally scheduled for the 29<sup>th</sup> March, and the OPCC are working with ASP to drive forward on the recommendations.

Engagement plans are aligned to our overall strategy of improving reach within particularly under-represented and vulnerable communities e.g. Black, Asian and minoritised communities, socio-economically deprived communities, women, young people, people with protected characteristics and those living in isolated rural areas.

### **Commissioning & Partnerships**

#### **Serious Violence**

The central team (OPCC) has submitted the Serious Violence Strategic Needs Assessment (SNA) and accompanying response recommendations. These recommendations will be reviewed with the VRU partnership, they will be prioritised and utilised to help shape the 22/23+ VRU Home Office Bid, they can inform local violence response plans and they will act as a foundation for the 2022+ Strategic VRU 3 year Strategy.

Below is a summary of some of the key findings found from the SNA. These findings present us with an informed opportunity to keep an overview while focusing VRU work and commissioned interventions;



- **A greater understanding is required of those who are involved in serious violence**, both as a victim or perpetrator. Furthermore, understanding is also required in situations when the perpetrator may also be or become the victim, whether it be in high-risk conflict situations or when victim of hidden crimes such as exploitation. Gaps in demographic data are present and therefore understanding themes of disproportionality cannot be conclusive. Consequently, this makes the design and focus of interventions challenging.
- **More is required to understand who carries knives and why** in order to target interventions appropriately. Links can be drawn to the impact of peer influence, social media and a need to protect oneself.
- **The Night-time economy (NTE) is a significant driver on the volume of violence** that we see in Avon and Somerset. We need to consider what more can be done by VRUs to support work to address this.
- **Exclusion from education and unmet Special Educational Needs continue to present significant risk** factors for young people. Work driven by strategic VRU partners should continue to coordinate sustainable system change.

#### Home Office specialist interventions – additional funding

##### Trauma informed Avon and Somerset - £305k to be spent by 31/03/22

Training has now commenced with over 200 professionals across key partners (including Police) and 3<sup>rd</sup> sector organisations receiving trauma informed training by the provider Rockpool. A consultant is to be enlisted to work alongside the training and partners in receipt of this to embed and sustain such approaches in the workplace and its policies/approaches.

##### Education Inclusion project - £491k to be spent by 31/03/22

Each locality has adopted a slightly different model to suit their local need and resourcing but each area has Education Inclusion Manager / Coordinators (EIMs) who work closely with schools to look at their processes and responses to risk, EIMs work with school staff, the young person and their family to assess need. Where appropriate, young people are then referred to support workers (SW) for a minimum of 6 weeks of tailored support. Young people can also be referred on for additional interventions or linked into the VRU.

	Referrals to EIMS	Referrals to SW	Total number of children / YP supported
Q3 totals	224	154	161

#### Reducing Reoffending

The Reducing Reoffending partnership strategy was signed off at the Resolve board on January 31<sup>st</sup>. The main areas of focus for the next 12 months are:

- Substance misuse
- Accommodation
- Education and employment and;
- Having the right information at the right time.

The meeting is chaired by Marilyn Harrison from the probation service and are now undertaken on a quarterly basis, its aims to bring together/facilitate partners to tackle reoffending and will closely monitor our commissioned services in this area. Reducing reoffending data will be measured against these areas and discussions have taken place with probation about evidencing the success of reducing reoffending with a view about sharing a common data set with resolve partners and also locally at CSPs. The strategy is currently with our communications team for publication and will be shared as soon as possible with partners and made available on the OPCC website.

## Victim Services

### Victims Bill

The OPCC responded to the government’s recent consultation on the proposed Victims Bill which will build on the foundations provided by the Victims’ Code to substantially improve victims’ experiences of the criminal justice system. It aims to make a tangible difference to ensuring all victims of crime receive the support they need through and beyond the criminal justice process. The OPCC’s response focused on areas of core OPCC business. Some headline asks from the PCC included:

- Force level Criminal Justice scorecards
- Clearer national standards and guidelines for VCOP compliance scrutiny as well as data sets
- Longer term and greater local influence over PCC funding for victim services
- Clarity of expected roles and responsibilities for commissioners of services in the sexual violence therapeutic pathway
- Supportive of minimum standards for victim support roles

### Sexual Violence pathways

The OPCC has been pushing for improvements to the coordination of the commissioning of therapeutic sexual assault support services for many years as survivors face excessive waiting times for support due to demand outstripping the capacity of the specialist sector. This has been supported by the publication of the South West HNA on Sexual Assault Therapeutic Services in 2021 and now the OPCC is working with NHSE, CCG and Local Authority commissioning colleagues along with the Public Sector Transformation Academy to seek to address this.

#### 1. Additional Critical Fund (21/22) - MOJ

The MOJ offered the OPCC funding for additional funding for the remainder of FY 21/22 that fell within the Critical Support Fund Criteria needed to support SV/DA services which are at increased risk of delivery failure as a result of either increased demand and/or disruption due to Covid impacts. The OPCC prioritised funds according to original objectives for the critical fund (as outlined in our published OPCC approach document) and intelligence gathered before Christmas about pressures on services.

Provider	Amount
Womankind	1,000
Trauma Breakthrough	12,885.50

Opoka	3,600
SARSAS	7,011
Kinergy	3,120
The Greenhouse	3180.5
	<b><u>£30,797</u></b>

## 2. NHSEI in-year uplift via OPCC (21/22)

Additional non-recurrent sum of £70,000 has been secured as a contribution secured towards Covid-related recovery activity from valued partner NHSEI Health and Justice South West who the OPCC works closely with to commission services along the RASSO pathway.

Kinergy	Additional therapeutic sessions	£20,000
Southmead Project	Additional therapeutic sessions	£20,000
Womankind	Befriending service	£30,000

### Future PCC funding for Victim Services

The Ministry of Justice have confirmed that the core PCC Victims grant for 22/23 will remain the same as 21/22 which is what funds the vast majority of OPCC victim services. However, intentions for additional funding secured by the MOJ in the 2021 budget have not yet been confirmed. We do however know that the overall MOJ budget for victim services nationally has increased. As noted in the PCC's response to the Victims Bill consultation, the lack of timely notification of local funding is a barrier to the efficient and effective commissioning of services.

### Witness Service

The MoJ have announced up to £47,800,000 over four years to be paid via a contract to a selected service provider, or a consortium of bidders with a lead applicant, to deliver the Witness Service. The funding will be available from April 2023 up to and including 31 March 2027. The ongoing funding of a Witness Service, via this new contract, will ensure a continued national, free support service that offers face to face support in all criminal courts across England and Wales. It will also continue to offer additional tailored support to those witnesses who need it the most, including vulnerable and intimidated witnesses.

### Criminal Justice

#### ASCJB

The A&S LCJB (Local Criminal Justice Board), chaired by the PCC, will meet on 8 March. The Board will consider next steps in implementing recommendations of the Identifying Disproportionality in the Avon & Somerset Criminal Justice System report. A regional business plan, to allow greater oversight and consistency across the South West, will also be presented to the Board. The plan covers four priorities: VAWG, Performance, Victims and Witnesses, and Reducing Reoffending. The plan also includes local priorities, including the Identifying Disproportionality workstream.

### Restorative Justice Action Plan

The OPCC is working with the commissioned RJ service, the Constabulary and criminal justice partners to strengthen referral to restorative justice where appropriate. Following publication of the APPG Inquiry into Restorative Justice Practices, published in September 2021, a local Action Plan has been developed to drive forward improvements in the following areas: compliance with entitlements under the Victims Code of Practice (relating to the offer of RJ by the police and consideration by all agencies through the criminal justice journey); referral rates and pathways; use of RJ across crime types including in complex and sensitive cases; communication, training and awareness; and capture of victim feedback. The inclusion of RJ as a local priority in the new Regional Criminal Justice Business Plan is very welcome in supporting this piece of work.

#### **4. SCRUTINY PANELS**

##### **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 December quarterly IRP report has been published on the OPCC website, the theme focuses on complaints against the police where Domestic &/or Gender Abuse feature in some capacity within the complaint.

The Panel held a planning meeting on the 20<sup>th</sup> January 2022 to discuss themes for the year ahead. These include cases reviewed by the IOPC or PCC, Discreditable Conduct and complaints against call handlers/comms staff. The panel will continue to top up the sample with Discrimination themes complaint cases as part of their ongoing commitment to assist PSD with the review of Discrimination complaint files.

A clear direction has now been agreed in conjunction with the OPCC Comms Team for the IRP Recruitment and opportunity to expand the Panel from 8 members. The aim is to launch a media campaign mid-April.

Nominations for Chair and Vice Chair will take place at the next IRP meeting on the 10<sup>th</sup> March 2022. The theme of the next meeting will be on complaint cases which have been reviewed by either the IOPC or the PCC. The panel will be welcoming presentations from colleagues from the IOPC.

The IRP's reports are published on the PCC's website at the following link:  
<https://www.avonandsomerset-pcc.gov.uk/reports-publications/independent-residents-panel-reports/>

##### **Independent Scrutiny of Police Powers Panel**

Since the last quarterly online Panel meeting in December 2021 the Independent Scrutiny of Police Powers Panel members have observed Personal Safety Training (PST) at the Clevedon Police Centre (3<sup>rd</sup> March), specifically for the Stop and Search session of the 2 days' Officer training. The Panel will also review a Special Case at an additional meeting (30<sup>th</sup> March) regarding an incident on a Bedminster bus in December 2020. There was considerable

community concern in the quality of policing service after social media posts and this case was initially highlighted by the Constabulary just after the incident and arrangements made for stakeholder to view Body Worn Video, including the Scrutiny Panel Chair and Vice Chairs. The incident has been subject to a complaint from the person on the bus and an IOPC independent complaint investigation recently determined that 'both officers should have training to improve their communication style'.

On 8<sup>th</sup> April the Panel Chair and one Vice Chair will be interviewed by HMICFRS Inspectorate regarding the super complaint around Stop and Search and section 60 (geographical area specific searches). Three s.60 authorisations have occurred in Avon and Somerset policing area since August 2019 but no one was actually searched under any of the authorisations. The quarterly Panel meeting on 20 April involves a selection of **60 cases** in the categories of Stop Search, Use of Force and Fingerprinting biometrics. As standard practice, the Constabulary is invited to comment on the themes, in particular: a) Whether the themes give rise to any organisational learnings and b) If there is organisational learning, what action will be taken. This is being tracked in the Panel's improved reporting template which is now more user-friendly and appealing to the public to read, aim for better community engagement.

Panel authorised Reports are published at the following link:

<https://www.avonandsomerset-pcc.gov.uk/reports-publications/scrutiny-police-powers-panel-reports/>

The PCC's Communications Team aim to launch a media campaign mid-April to advertise for new Panel members, increasing the Panel from 14 to up to a maximum of 20.

### **Independent Custody Visiting Scheme**

Independent Custody Visitors (ICVs) continue with weekly, unannounced visits at each of the 3 Custody Units. The visits are predominately onsite but still some offsite/remote Custody Record reviews which are very useful 'check and test' monitoring 24/7 of Police (and other partner agency) safeguarding and welfare of detainees in custody, including checking each Detainee's Rights and Entitlements.

Oct-Dec 2021 (Quarter 3) statistics have already been provided to the Police and Crime Panel in the last Commissioner's update report, along with ICV quarterly training topics plus ICV highlighted good practice and causes for concern. Quarter 4 (Jan-Mar 2022) summaries will be provided in the next update Report. However, ICVs have been made aware of 3 recent HMICFRS Inspectorate Reports for Kent, Surrey and Warwickshire Police Custody. ICVs have also received training on Assertiveness.

The latest PCC visit to a Custody Unit was 25 February 2022 at Keynsham, including a tour and discussion about Neurodiversity training and the Autism-friendly cells with softer lighting added to the re-painted cells, the aim being as a de-escalate tool, to calm the situation for any detained person.

### **Out of Court Disposal Panel**

The Panel met on 2 March to scrutinise cases on the theme of Violence Against Women and Girls (excluding domestic abuse, which was the theme of the last meeting). Terms of Reference for the Panel have been revised to allow for virtual meetings, and widen membership to include a restorative justice representative. Themes for the coming year are as follows:

- June: Disproportionality (focus on youth cases) and Hate Crime Conditional Caution (to feed into the pilot concluding in September)
- September: Assault on emergency workers – impact of the new intervention
- December: Domestic Abuse – annual scrutiny as required by DPP dispensation for use of Conditional Cautions in Domestic Abuse cases.

Panel Members have been invited to participate in MoJ research into the police use of out of court disposals to address health vulnerabilities.

The Force approach to out of court disposals has been highlighted as best practice in a national report both around transparency relating to our website and in the use of tailored diversions through our ASCEND team including for women. The report can be found at the following link:

The use of out-of-court disposals and diversion at the ‘front end’ | Crest Advisory

## 5. CONTACTS AND CONDUCT

### Contacts/Complaints Oversight

The OPCC Contacts Team receive a varied amount of email and telephone calls per week internally and externally. These contacts range 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 raised by MPs. 400 contacts were graded, recorded and actioned between 01/01/22 and 07/03/22.

No. of cases created and managed per month:

Month	2022	2021	-/+
January	182	149	+33
February	186	130	+56
March (up to 06/03)	32	35	-3

The OPCC average contact handling time for this period was 5 days. 72% of contacts were closed within 5 days or less.

High cases (these are cases that are higher complexity, risk, public impact or organisational reputation) continue to be higher in comparison to last year with 19% graded as high and a total of 75% of cases graded as high or medium over this period.

Month	High 2022	High 2021	Med 2022	Med 2021
January	29	16	105	95
February	44	13	94	79
March (up to 06/03)	3	2	24	26

Email is still the primary means of contacting the PCC with 67% of contact received via this medium.

We have seen a 27% increase in casework using year on year data for this period and a sustained increase in contact from local councillors and MPs. We continue to see a large amount of contact regarding complaints and dissatisfaction with ASP. Contact continues regarding the use and regulation of e-scooters and neighbourhood/ASB issues.

The above data also includes monitoring of complaints which is a statutory function for the PCC. Since Sept 2019 (when records started), the PCC has monitored 365 police complaints. The team continue to check complaints handling regularly to support timely resolution and are currently overseeing 37 live complaint cases sat with PSD on behalf of the PCC.

### **Complaint Reviews**

The complaint review process allows the PCC to independently scrutinise the outcome of complaints (upon application by an involved party). The process determines whether the complaint was handled lawfully and correctly.

The complaint and review manager has handled 420 reviews to date. 20% of all reviews have been upheld and 68% not upheld. The remainder were classed as void. Recently released IOPC data shows that ASP received the most review applications outside the five largest metropolitan forces. This is despite ASP being only the 16<sup>th</sup> largest force. This can be interpreted in different ways – as an indicator of initial complaint handling quality, or an indication of confidence in the PCC. The sheer numbers of applications have resulted in difficulties for some forces, (the met reputedly have a backlog of 600) but our process remains efficient and cost effective with a turnaround of less than a month.

## **6. GOVERNANCE**

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### **HMICFRS**

Since last reported one new response has been published:

- [\*Joint thematic inspection of the criminal justice journey for individuals with mental health needs and disorders\*](#)

There is one new publication requiring a response:

- [\*A joint thematic inspection of the police and Crown Prosecution Service's response to rape - Phase two: Post-charge\*](#)

Inspections involving Avon and Somerset Police:

- ASP were recently inspected as part of a national thematic inspection on serious youth violence. The OPCC attended the hot debrief and are working with ACC Jon Reilly on that feedback.
- ASP will be inspected in April as part of a national thematic inspection on Digital Forensics.
- The ASP PEEL Inspection will conclude with a final evidence collection in force in October 2022. The report will then be published in February/March 2023.

### **Police Super-Complaints**

Since last reported one new response has been submitted.

- *A duty to protect: Police use of protective measures in cases involving violence against women and girls*

There are currently three [super-complaints that have been assessed as eligible for investigation](#):

- *Force response to police perpetrated domestic abuse*
- *Police response to BAME victims of sexual abuse*
- *Police use of stop and search powers*

### **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 no formal decisions since the February Panel meeting. All decision notices and accompanying documents are published at the following link: <https://www.avonandsomerset-pcc.gov.uk/reports-publications/decisions-log/>

### **National Updates**

#### **National Portfolio – Cyber / Economic Crime**

As APCC National Portfolio lead for ECC, the PCC submitted a written response to the Justice Select Committee's inquiry into Fraud and the Justice System. The PCC also appeared in front of the parliamentary select committee to present evidence on 22<sup>nd</sup> Feb. The PCC identified the need for increased local policing resource to identify and tackle the threat from fraud. And, noted the need for clearer guidance from government concerning the roles and responsibilities local, regional and national forces investigating and pursuing fraud offences.

In January the ECC Portfolio leads sent a letter to all PCC's requesting they prioritise fraud and hold their Chief Constables to account on the policing of fraud. We have received positive responses from PCC colleagues who have in all cases shown fraud has been included within their police and crime plans.

The PCC appeared on BBC Radio 4 'You and Yours' programme, on 21<sup>st</sup> January, to discuss recent money flipping scams, carried out via Instagram, that two residents of Avon and Somerset had fallen victim. The PCC was able to raise awareness of this specific type of scam, the growing prevalence of fraud offences and share some protection advice. The PCC also referenced how the new Online Safety Bill should enhance the accountability of social media companies.

The PCC met with Avon and Somerset Police Complex Crime Unit (CCU). The CCU demonstrated the scope of the activity undertaken across the financial investigations Unit, fraud and Cyber Teams. Partnership working opportunities and areas of interest were discussed. PCC Office aims to support ASC with fraud related comms.



The first Online Safety Bill Working Group was held. This is a good opportunity to potentially influence the development of the Online Safety Bill and liaise directly with government. OPCC will be invited to attend any future working groups.

The Fraud prevention postcard has now been drafted with a media team and we are currently establishing the best way to get this out to our target audience of over 60s in the A&S area, working with local authority colleagues to understand the most efficient way to do this.

The team supporting the PCC in this national portfolio are now looking at the next victim group to focus on and will begin to research and develop ideas to support and promote prevention.

## **PCC Review Part 2**

### **Part 2**

An announcement was made on the outcomes of the PCC Review Part 2, on the role of the PCC in partnership working, as papers went to print. The Ministerial Statement can be found at the following link: <https://questions-statements.parliament.uk/written-statements/detail/2022-03-07/hcws664>

### **Fire Governance – STANDING ITEM**

We still await the Fire Reform White Paper which was anticipated July 2021.

**Contact Officer** – Alice Ripley, Chief of Staff

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**AVON &  
SOMERSET**  
POLICE & CRIME  
COMMISSIONER

# Performance Report

Quarter ending December 2021

**Action Fraud** – is the UK’s national reporting centre for fraud and cybercrime where victims should report fraud if they have been scammed, defrauded or experienced cyber crime in England, Wales and Northern Ireland.

**ASP** – Avon and Somerset Police

**Cyber dependent crime** – these are offences that can only be committed using a computer, computer networks or other form of information communications technology.

**CPS** – [Crown Prosecution Service](#).

**Disproportionality of Stop Search** – this looks at the number of people subject to stop and search, based on the five high level ethnicity groups, as a percentage of the population of the respective groups in Avon and Somerset (based on 2011 Census data). The figure displayed is the ratio of how many times more people were stopped - if they were Asian (or Asian British), Black (or Black British), Mixed or Other (collectively called Other than White) - compared with if they were White.

**Domestic abuse** – [is where a person is abusive towards another, they are personally connected and are 16 years of age or older](#).

**MSG** – [Most similar groups](#). These are groups of police forces that have been found to be the most similar to each other based on an analysis of demographic, social and economic characteristics which relate to crime. They are designated by Her Majesty’s Inspectorate of Constabulary Fire & Rescue Service (HMICFRS). The forces ‘most similar’ to Avon & Somerset are Derbyshire, Essex, Hampshire, Hertfordshire, Kent, Staffordshire and Sussex.

**Neighbourhood Crime** – defined in the national [Beating Crime Plan 2021](#) as vehicle-related theft, domestic burglary, theft from the person and robbery of personal property.

**Patrol** – the department of Avon and Somerset Police which has most uniformed officers; these officers attend more incidents than any other department.

**PREVENT** – is a government-led programme which aims to safeguard vulnerable people from being drawn into terrorism.

**Project Bluestone** – is the Avon and Somerset Police response to Rape and Serious Sexual Offences. A transformative pathfinder approach being rolled out nationally as part of the cross-governmental improvement plan Operation Soteria.

**Serious violence** – defined nationally these are offences that result in the death of a person, “endanger life” or “wounding offences”.

# **National Police and Crime Measures**

**(Priorities for Policing)**

## **Contribution of Avon and Somerset Police**

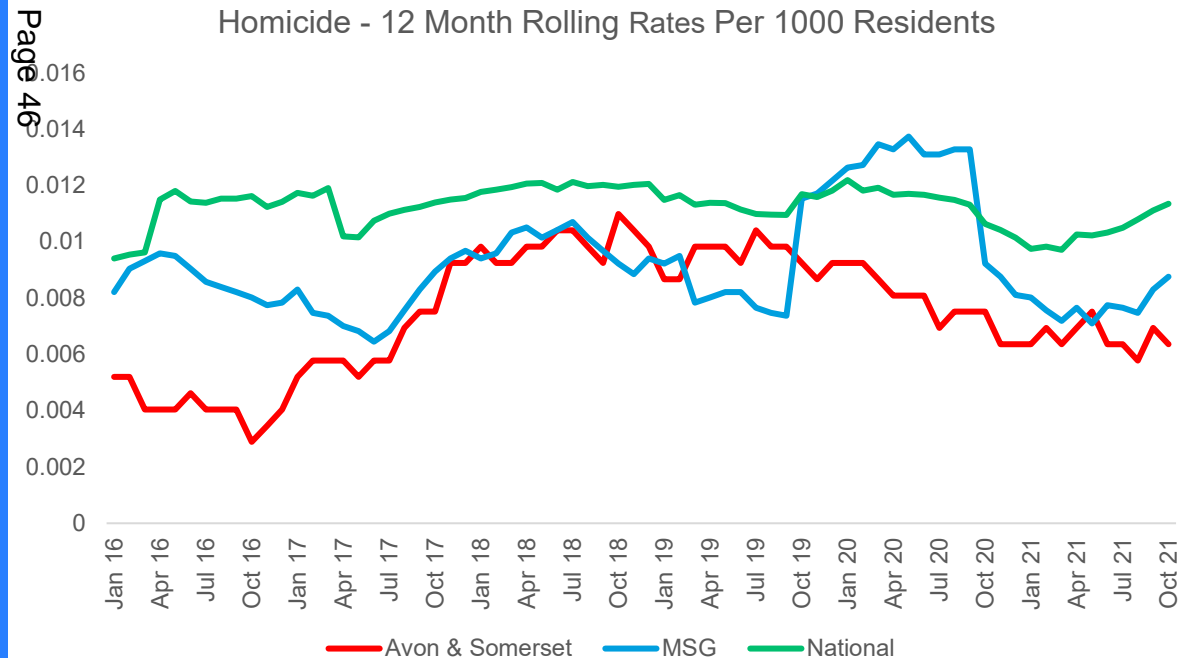
# Reduce Murder and Other Homicide

## Measures Summary

Local Measures	Trend / Outlook	Benchmark
Police recorded Homicide offences	Stable	4th/8 MSG (below MSG average rates)

## Planned Action to Drive Performance

1. Co-ordinated high intensity policing activity in serious violence hotspots, across the ASP force area, utilising [Home Office Grip funding](#). (Grip funding will support intelligence and analytical capacity, to better identify serious violence hotspots and develop problem-solving approaches for those most at risk of violence).
2. Embedding of the refreshed response policing model, to ensure that Patrol resources are deployed more effectively across the ASP force area; thereby ensuring that incoming emergency demand, including serious violence demand, is appropriately serviced.



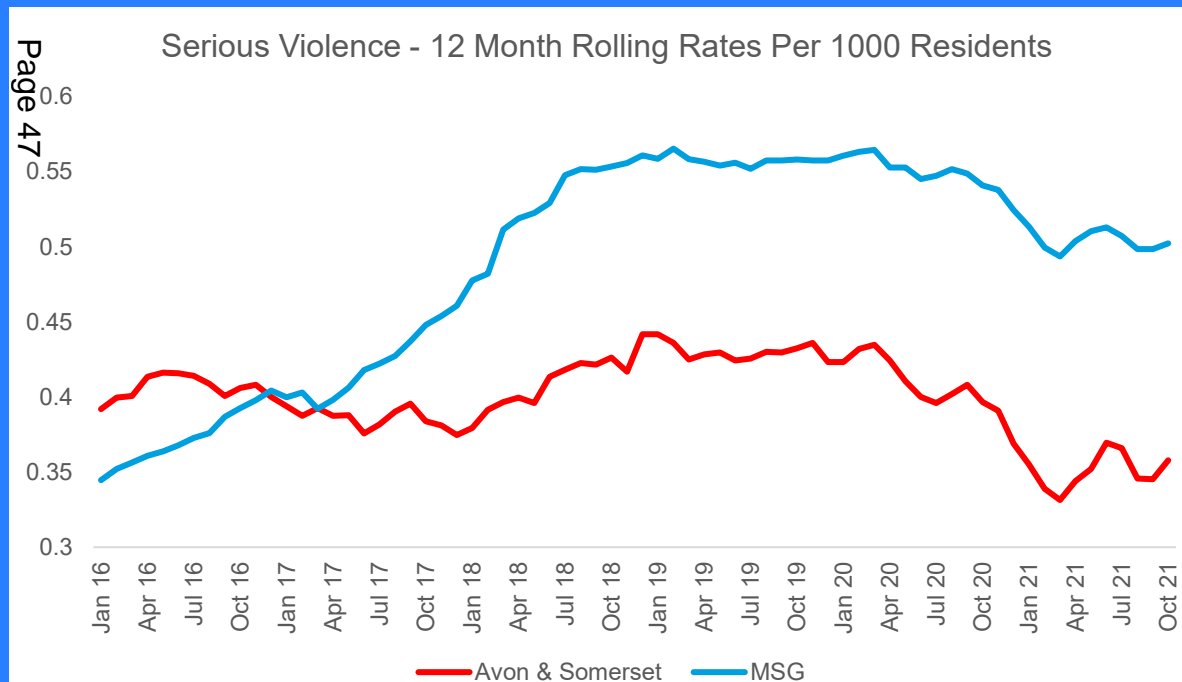
## Comments

1. There are very low levels of recorded homicide within the ASP force area.
2. ASP have comparatively lower rates of homicide compared to our most similar group (MSG) forces.

# Reduce Serious Violence

## Measures Summary

Local Measures	Trend / Outlook	Benchmark
Police recorded Serious Violence offences	Stable	3rd/8 MSG (below MSG average rates)



## Planned Action to Drive Performance

1. Co-ordinated high intensity policing activity in serious violence hotspots, across the ASP force area, utilising [Home Office Grip funding](#). (Grip funding will support intelligence and analytical capacity to better identify serious violence hotspots and develop problem-solving approaches for those most at risk of violence).
2. Embedding of the refreshed response policing model, to ensure that Patrol resources are deployed more effectively across the ASP force area; thereby ensuring that incoming emergency demand, including serious violence demand, is appropriately serviced.
3. Enhancement of the Investigations Directorate structure, to ensure that serious violence demand is appropriately allocated to and managed by specialist investigators. The pursuit and prosecution of offenders of serious violence will reduce the likelihood of repeat offending.
4. Promotion of the PREVENT programme, with the aim of increasing PREVENT referrals across all mainstream policing functions; thereby reducing opportunities for serious violence.

## Comments

1. The outlook for serious violence remains stable as we exit the COVID-19 pandemic and restrictions.
2. ASP benchmark well against our MSG group of forces, based on rates of serious violence per 1000 residents.

# Disrupt Drugs Supply and County Lines

## Measures Summary

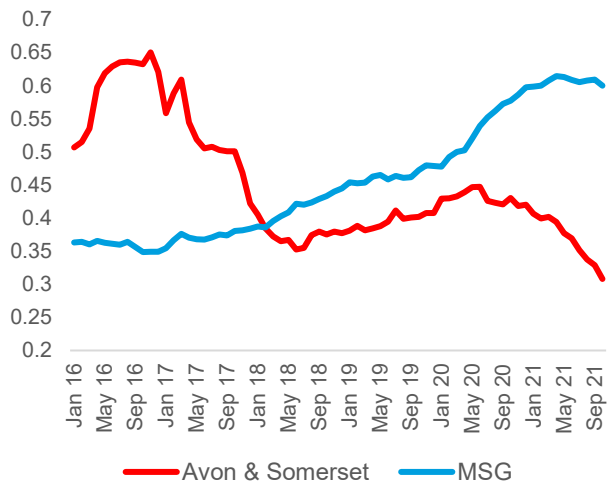
Local Measures	Trend / Outlook	Benchmark
Number of all drugs disruptions	Stable	Not available
Number of county lines disrupted	Reducing	Not available
Number of drug trafficking offences	Reducing	8th/8 MSG (below MSG average rates)

## Planned Action to Drive Performance

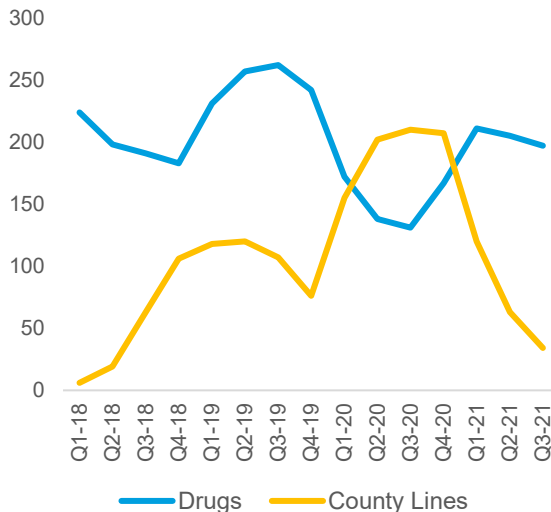
1. Enhancement of the existing proactive capability within Remedy, to ensure that drugs supply and county lines within ASP is effectively disrupted. This will include an increase in policing capacity through police officer uplift.
2. Continued proactive policing activity in the way that adults, who are at risk of exploitation through county lines criminality, are identified and safeguarded.
3. Operation Scorpion: Co-ordinated regional disruption activity to proactively disrupt county lines criminality; protecting communities from criminals engaged in drugs activity and improving community confidence through multi-agency partnership work.

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Drug Trafficking Crime -  
12 Month Rolling Rates Per 1000  
Residents



Drugs and County Lines Disruptions -  
12 Month Rolling Rates



## Comments

1. The force has a lower rate of drug trafficking offences per 1000 residents, compared to our MSG forces and this gap has been growing since mid 2020.
2. The reason for this difference is being explored. It could indicate less offending but it could also indicate less proactive identification of the offending or something else in between.



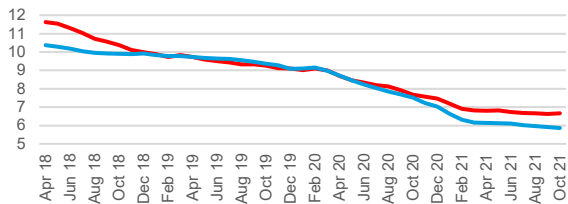
# Reduce Neighbourhood Crime

## Measures Summary

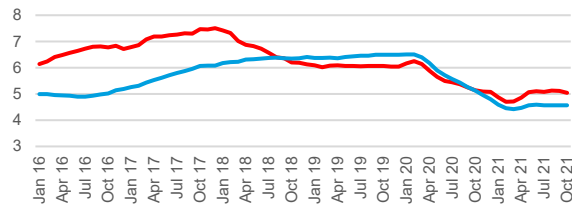
Local Measures	Trend / Outlook	Benchmark
Police recorded residential burglary offences	Reducing	6th/8 MSG (Similar to MSG average rates)
Police recorded vehicle crime offences	Stable	6th/8 MSG (Similar to MSG average rates)
Police recorded personal robbery offences	Stable	8th/8 MSG (Higher than MSG average rates)
Police recorded theft from the person offences	Stable	6th/8 MSG (Similar to MSG average rates)

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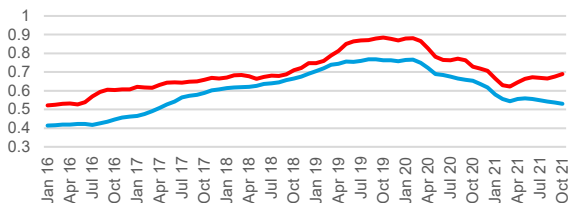
Residential Burglary - 12 Month Rolling Rates per 1000 Household



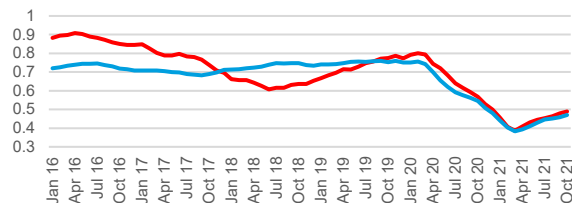
Vehicle Offences - 12 Month Rolling Rates per 1000 Population



Personal Robbery - 12 Month Rolling Rates per 1000 Population



Theft from the person - 12 Month Rolling Rates per 1000 Population



## Planned Action to Drive Performance

1. Enhancement of our Integrated Offender Management function, through process improvements and additional recruitment; thereby better managing neighbourhood crime offenders, and reducing reoffending.
2. Enhancement of the existing proactive and reactive capabilities within Remedy, through structural and process improvements, to reduce neighbourhood crime.
3. Focussed improvements in investigative standards, across all policing functions, supported by the development of a new guidance template for supervisors in completing crimes reviews; thereby improving the quality of investigations and increasing positive outcomes for neighbourhood crime.
4. Embedding of improvements in our intelligence and tasking functions and processes, to better identify and respond to emerging trends associated with neighbourhood crime.

## Comments

1. Recorded neighbourhood crimes were impacted significantly during the COVID-19 lockdown periods, and as a result saw large reductions. Crimes are anticipated to return to normal levels and therefore the outlook is based on 'pre-COVID-19' trends.

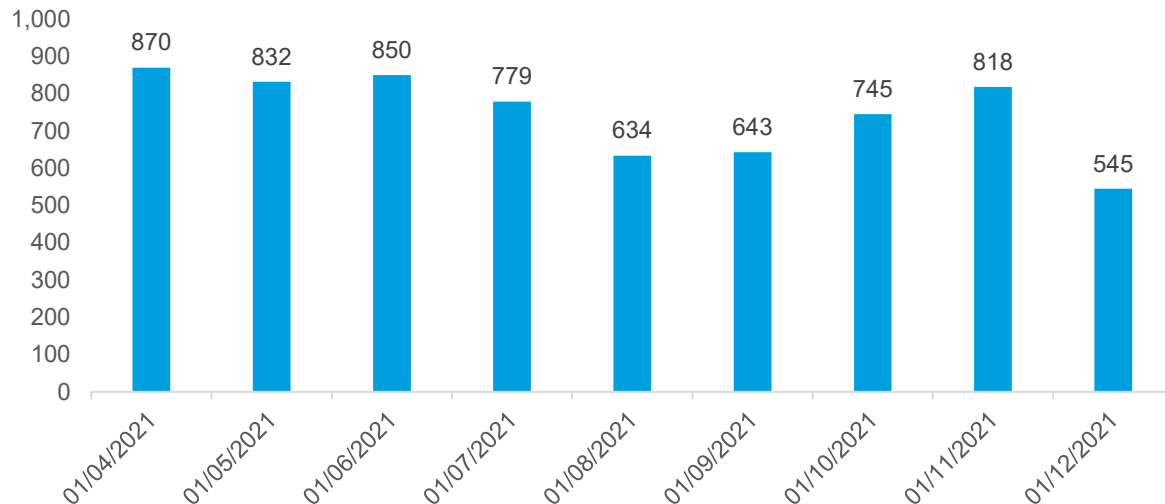
# Tackle Cybercrime

## Measures Summary

Local Measures	Trend / Outlook	Benchmark
Investigate 100% of all cyber dependant crime disseminated to forces	Stable (100%)	Not available
Provide 100% of all cyber dependant crime victims with specialist advice	Stable (100%)	Not available
Action Fraud Offences	Stable	Not available

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## Number of Action Fraud offences



## Planned Action to Drive Performance

1. Developing and embedding improvements in the way in which cyber crime is measured and captured, in order to increase insight, awareness and improvement activities associated with cyber crime.
2. Promotion of fraud-awareness, linking to national campaigns, to increase public understanding of offending methods and to deliver appropriate crime prevention advice.

## Comments

1. There is no local measurement similar to the national measures, which focus on 'Confidence in the law enforcement response to cyber crime' and 'the percentage of businesses experiencing a cyber breach or attack'. Both of these measures are captured at a national level.

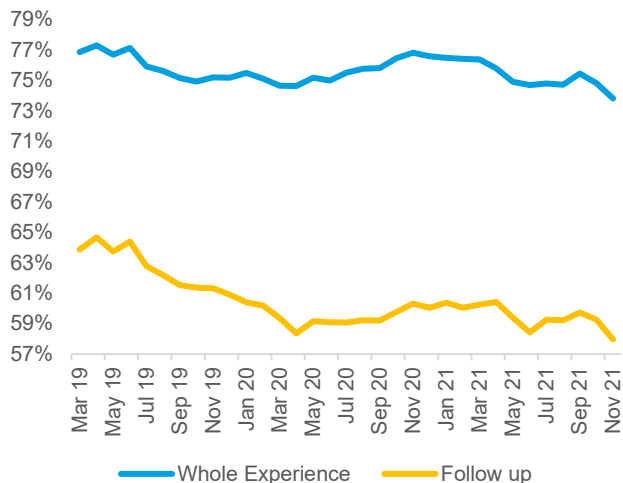
# Improve Victim Satisfaction, with a Focus on Victims of Domestic Abuse

## Measures Summary

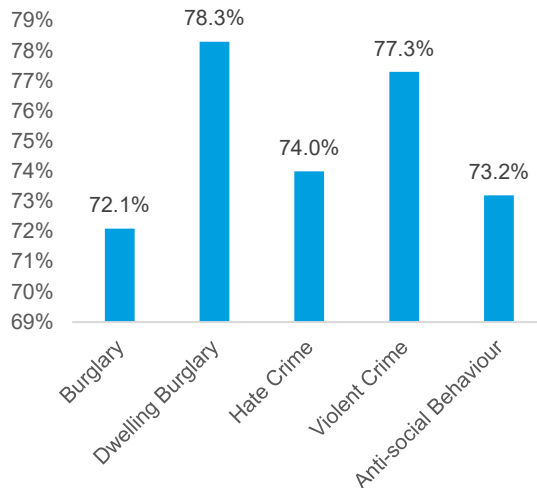
Local Measures	Trend / Outlook	Benchmark
Overall victim satisfaction rate	Stable	Not available
Hate crime victim satisfaction rate	Stable	Not available
Violent crime victim satisfaction	Stable	Not available
Burglary victim satisfaction	Stable	Not available

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Victim Satisfaction Rates - Whole Experience and Follow Up



Overall Victim Satisfaction Rate (12 months to November 2021)



## Planned Action to Drive Performance

1. Delivery of Project Bluestone, and the implementation of specialist teams dedicated to the investigation of rape and serious sexual offences (RASSO). This will clearly support victims of domestic abuse-related RASSO.
2. Focused activity, by all investigators in ASP, to complete an online training package covering relevant areas of the [Victims Code of Practice](#).
3. Focused activity, by all investigators in ASP, to increase compliance with the Victim's Code of Practice, through the delivery of mandatory investigative updates for victims of crime.
4. Creation of new information packs to ensure that victims of crime are provided with relevant information, guidance and support.
5. Enhancement of our victim survey provision, to ensure that victim experiences are better captured and responded to.
6. Development of an improved way of working within the Incident Assessment Unit to ensure that, wherever additional victim-based crimes are identified, they are correctly recorded at the earliest opportunity.

## Comments

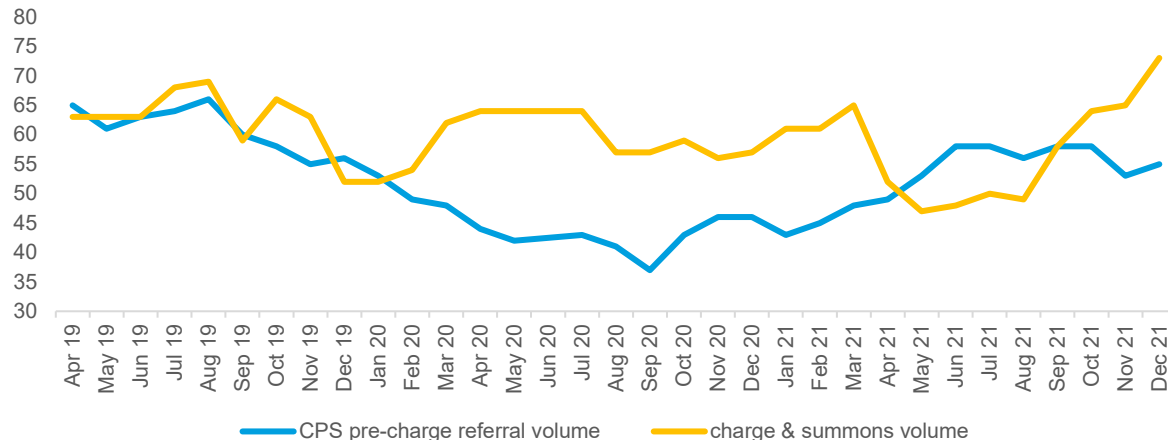
1. Overall victim satisfaction is stable in ASP.
2. Dwelling burglary victim satisfaction remains strong in ASP.
3. There is currently no robust domestic abuse victim satisfaction survey currently in place, due to the clear challenges in dealing with sensitive and vulnerable victims.

# Better Criminal Justice Outcomes for Rape Cases

## Measures Summary

Local Measures	Trend / Outlook	Benchmark
Volume of Rape referrals to CPS	Moderate Increase	Not available
Charge volumes for Rape offences	Moderate Increase	Not available
Charge rate for Rape offences	Stable	8th/8 MSG (below MSG average rates)

Rape - 12 Month rolling  
CPS pre-charge referral volume and  
charge & summons volume



## Planned Action to Drive Performance

1. Delivery of Project Bluestone, and the recruitment and implementation of specialist teams dedicated to the investigation of rape and serious sexual offences (RASSO). (Project Bluestone proposed the development of a 'gold standard' framework for the investigation of RASSO, using specialist investigators to enhance victim contact and disrupt persistent offenders).
2. Development of an improved way of working within the Incident Assessment Unit to ensure that, whenever additional victim-based crimes (including RASSO) are identified, they are correctly recorded at the earliest opportunity.

## Comments

1. There has been a clear recent increase in both CPS pre-charge rape-referrals and police charges.
2. However the current 12 month charge rate is 3.7% compared to 3.6% in the previous year.
3. The number of officers in Bluestone is not at the target numbers and this will take time to reach full establishment.

# Avon and Somerset Police and Crime Plan 2021-2025

## Contribution of Avon and Somerset Police\*

\*This is a sample of what the local measures will look like and will be more expansive in future reports. The national measures in the previous section also align with the local plan as shown in the table below.

National measures	Local areas of focus
Reduce Murder and Other Homicide	Drug crime and serious violence
Reduce Serious Violence	
Disrupt Drugs Supply and County Lines	
Reduce Neighbourhood Crime	Neighbourhood crime and anti-social behaviour
Tackle Cybercrime	Fraud and cybercrime
Improve Victim Satisfaction, with a Focus on Victims of Domestic Abuse	Supporting victims of crime and anti-social behaviour
Better Criminal Justice Outcomes for Rape Cases	Male violence against women and girls

# Inequality and disproportionality – stop and search

## Measures Summary

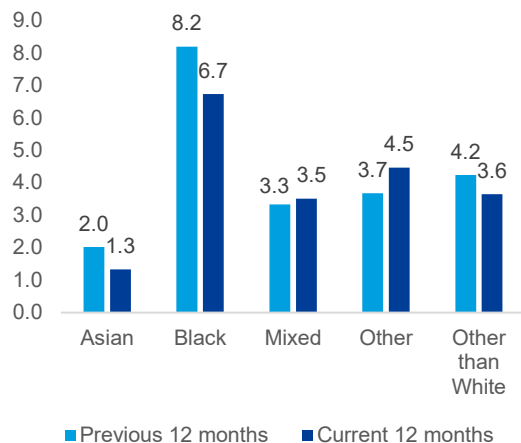
Local Measures	Trend / Outlook	Benchmark
Disproportionality by ethnicity – Asian	Stable	HMICFRS found that nationally, in 2019/20, Other than White people were 4.1 times more likely to be stopped and searched than White people and for Black people the figure was 8.9.
Disproportionality by ethnicity – Black	Reducing	
Disproportionality by ethnicity – Mixed	Increasing	
Disproportionality by ethnicity – Other	Increasing	
Disproportionality by ethnicity – Other than White	Stable	

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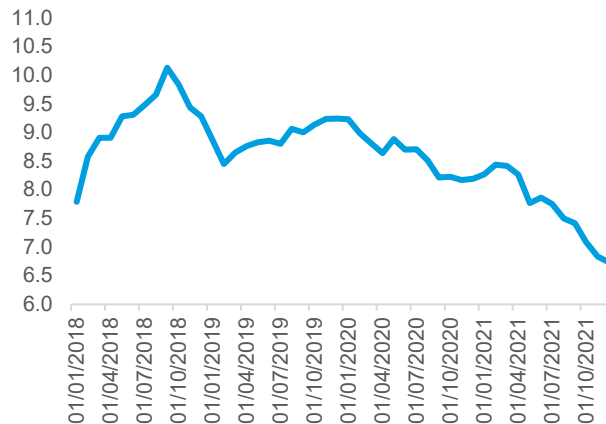
## Planned Action to Drive Performance

1. Recommendations to improve come from both a national Police Plan of Action on Inclusion & Race and the [Identifying Disproportionality in the Avon and Somerset Criminal Justice System](#). The local report has 14 recommendations specifically related to Stop and Search.
2. An Assistant Chief Constable has been given the strategic lead and a new governance structure will be put in place to oversee implementation of the recommendations.
3. Complete Phase 1 training of Inclusive Policing with Confidence and begin roll out of Phase 2. This is an innovative partnership programme delivered with SARI, Babbassa, WECIL and Diversity Trust. Approximately 2500 frontline officers and staff have been trained.

Stop & Search - Disproportionality compared to White people



Stop & Search - 12 Month Rolling Rate of Disproportionality Black people compared to White people



## Comments

1. The disproportionality seen in Avon and Somerset was broadly in line with the national figures in 2019/20.
2. Although disproportionality for different ethnicities differs in both overall levels and how those levels are changing it is encouraging to see a combined decrease in disproportionality for Other than White people in the current year.

## **AVON AND SOMERSET POLICE AND CRIME PANEL**

**17th March 2022**

### **REPORT OF THE CHIEF OF STAFF**

### **COMPLAINTS AGAINST THE POLICE AND CRIME COMMISSIONER**

#### **PURPOSE OF THE REPORT**

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

#### **BACKGROUND**

2. Avon and Somerset Police and Crime Panel (the Panel) is the Appropriate Authority to handle complaints against the conduct of 'Relevant Office Holders', being Avon and Somerset Police and Crime Commissioner (PCC) 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 Office for Police Conduct (IOPC), disapplication decision-making, and responding to the complainant in the first instance, has been delegated by the Panel to the Chief of Staff 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 no new complaints recorded against PCC Mark Shelford since the last Police and Crime Panel. An email of criticism was received regarding a PCC media appearance and brought to the attention of the panel. The email did not contain any allegations regarding the conduct of the PCC and the matter was not recorded.
5. A new complaint has been recorded regarding former PCC Sue Mountstevens. At the time of this report the allegations have not yet been confirmed by the complainant. The panel has been notified of the complaint.
6. There have been no new complaints against PCC Mark Shelford received via the IOPC.
7. All complaints to date have had Panel oversight, including those solely handled by the PCC's Interim Chief Executive/Chief of Staff.

8. 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 six years.

#### **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.

**Alice Ripley – Chief of Staff**



**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: 14<sup>th</sup> January 2022**

No.	Date rcvd / log no.	Summary of complaint or allegation	Recorded?	Handled by	Outcome	Live or Closed
<b>COMPLAINTS and CONDUCT MATTERS AGAINST AVON AND SOMERSET POLICE AND CRIME COMMISSIONER MARK SHELFORD</b>						
70.	31/08/2021	Direct to PCC: <ul style="list-style-type: none"> <li>Anon complaint received to allege that the PCC countenanced the use of 30-40 officers in the dispatching of Geronimo the alpaca.</li> </ul>	Yes	CEO	Recorded, operational policing aspect of complaint directed to PSD. No response sent due to no contact details.	Closed
Page 57	10/09/21	Direct to PCC: <ul style="list-style-type: none"> <li>The Avon and Somerset PCC supported Transphobic views and that Trans people should not be allowed to access single sex spaces that match their gender identity. This is blatant discrimination under the Equality Act 2010</li> </ul>	Yes	CEO	Local resolution by means of explanation.	Closed
72.	19/09/2021	Direct to PCC: <ul style="list-style-type: none"> <li>Despite the PCC advising you that your email was blocked due to a technical error, you have since identified that this was deliberate. You consider that either:</li> <li>the PCC have been misled by police into believing it was a technical error and then passed this false information from police to you</li> </ul> Or <ul style="list-style-type: none"> <li>The PCC was aware of the deliberate blocking and diverting of your emails</li> </ul>	Yes	CEO	Local resolution by means of explanation.	Closed

Page 58	73.	06.09.21	<p>Direct to PCC:</p> <p>A complaint review handled by the PCC was farcical and it was unbelievable to claim that the original complaint was handled reasonably and proportionately</p> <p>The PCC ignored and failed to understand the IOPC Statutory Guidelines</p> <p>The PCC wrongly rejected your correct appeal against the illegal and dishonest 'review' of your complaint against officer.</p> <p>The PCC has in effect perverted the course of justice as a result of many failures to properly comply with statutory guidance.</p>	Yes	CEO	Local resolution by means of explanation.	Closed
	74.	18.11.21	<p>To Panel:</p> <p>Dissatisfaction with how the Office of the Police and Crime Commissioner have dealt with an enquiry relating to concerns raised with the PCC regarding the Martock Flood Warden Scheme. No acknowledgement was received</p>	Yes	Panel	Local resolution by means of explanation.	Closed
<b>COMPLAINTS and CONDUCT MATTERS AGAINST FORMER AVON AND SOMERSET POLICE AND CRIME COMMISSIONER SUE MOUNTSTEVENS</b>							
	74.	11.10.21	Sue Mountstevens passed on data to third parties without consent for political purposes and therefore breaching GDPR. This action has allowed a team of lawyers to unlawfully access your data as well as your phones and tech, this also includes that of your children.	Yes	CEO	Local resolution by means of explanation.	Closed
	77.	11.02.22	Op Meadow related. Allegations yet to be confirmed by complainant.	Yes	COS	TBC pending allegation confirmation	Live

## Panel Work Programme 2021/2022

Date PCP Meeting	Business (does not include standing items, see end of page)	Notes
24 <sup>th</sup> June	Annual General Meeting and Confirmatory Hearing	Confirmation of Temporary Chief Constable pending formal recruitment
24 <sup>th</sup> June	PCC Annual Report Panel Annual Report Work Programme Report – for Panel consideration/approval Estates Strategy – principles	Commissioning Strategy, Green Strategy and COVID (learning and response highs and lows) – to be incorporated into PCC Update Report
15 <sup>th</sup> September	New Member training	Police HQ
22 <sup>nd</sup> September	Confirmatory Hearing – Chief of Staff	
22 <sup>nd</sup> September	Latest Performance information	<p>Various levels of additional performance information have been previously agreed and discussed further in a planning meeting with the OPCC on 18<sup>th</sup> May 2021.</p> <p>Quarterly Strategic Priority Briefings – this mechanism will now cease following a review by members last year and recent</p>

	<p>Assurance Reports Cybercrime RASSO</p> <p><b>Taser App/Use of Force Demonstration including data around use of powers and minority communities.</b></p>	<p>discussions with the OPCC.</p> <p>Assurance Reports – these will continue.</p> <p>Recruitment – remains a standing item in the PCC Update report</p> <p>Operation Remedy – extended for a further 12 months. Performance monitoring will continue to ensure outcomes can be tracked against public expectations and investment.</p> <p>PCC Review - <u>The Specified Information Order</u> currently places a duty on PCCs to publish certain information within specified timeframes, to ensure the public have the information they need to hold their Commissioner to account at the ballot box. The Home Office has amended the Specified Information Order to require PCCs to provide a narrative on force performance against the Government’s crime measures and HMICFRS force performance reports. The Panel will be provided with the relevant data.</p> <p>Agreed at the 24<sup>th</sup> June meeting.</p>
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26 <sup>th</sup> October	Confirmatory Hearing Deputy PCC	
26 <sup>th</sup> October	PCC's presentation of the draft Police and Crime Plan	Panel Members were sent the link to the survey and the consultation document and Police and Crime Needs Assessment in July.
25 <sup>th</sup> November	Confirmatory Hearing Chief Constable	
25 <sup>th</sup> November (Private briefing Police Headquarters)	First consultation on the Budget led by the OPCC Chief Financial Officer Paul Butler in the form of a presentation followed by member questions.	The session must be attended by all Panel Members. It 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 in December. Final report/Precept Proposal 3 <sup>rd</sup> February.
9 <sup>th</sup> December	<p><b>Presentation of the final Police and Crime Plan 2021-25</b></p> <p><b>Scrutiny of the Budget/Draft Medium Term Financial Plan</b></p> <p><b>Assurance report – Operation Remedy</b></p> <p><b>Integrated Offender Management – <i>deferred to March 2022</i></b></p>	

1 <sup>st</sup> February	<p><b>Formal Review of the Budget and Precept Proposal</b></p> <p><b>Chief Constable Presentation</b></p>	
18 <sup>th</sup> February	<b>Confirmatory Hearing - DPCC</b>	<b>CANCELLED</b>
17 <sup>th</sup> March	<p><b>Host Authority Report</b></p> <p><b>Integrated Offender Management - Proactive Scrutiny Review</b></p>	<p><b>Proactive Scrutiny Review:</b> Background - HMICFRS has tasked PCC's with ensuring relevant partners and services are involved in the delivery of IOM. The former PCC funded a review, and the Panel was provided with the outcome document and plans to design a new way of IOM delivery for Avon and Somerset.</p>
30 <sup>th</sup> March (not a public meeting)	<b>Serious Violence</b>	Proactive Scrutiny Topic. Consider in the context of the Police and Crime Plan, VRUs, Rape and Serious Sexual Offences (RASSO) Action Plan and Operation Bluestone.
26 <sup>th</sup> April	<b>Confirmatory Hearing - CFO</b>	

#### Standing reports to each meeting:-

- Commissioner's Update Report – report on PCC activities/key decisions. Standing updates on Fire Governance, Estates and recruitment
- Work Programme – fluid and presented for discussion/noting of any amendments
- Performance Monitoring Reports

- Complaints Report – Monitoring arrangements for dealing with complaints against the Commissioner

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March 2022

Report for Police and Crime Panel

# AVON AND SOMERSET POLICE INTEGRATED OFFENDER MANAGEMENT



## 1.0 INTRODUCTION

Integrated Offender Management (IOM) was introduced in 2009 to bring a cross-agency response to crime and reoffending threats faced by local communities. The aim was for the most prolific and problematic offenders to be prioritised and jointly managed by police, probation with the support of other partner agencies including local authorities through the commissioning of services.



## 2.0 WHAT IS INTEGRATED OFFENDER MANAGEMENT?

Integrated Offender Management (IOM) is the term used to describe the multi-agency approach to tackling those persistent or prolific offenders who commit a lot of crime or are the greatest risk to the general public.

The approach recognises that repeat offenders have multiple often complex problems which contribute to their offending which cannot be solved by a single agency. Agencies involved in IOM include police, probation and local authorities, drugs and alcohol services and health providers.

Under IOM we also seek to work with offenders who have been released from prison. These offenders often pose a high risk of offending because they will usually require support to get their lives back on track and address issues which contribute to their criminal lifestyle such as drugs and alcohol addiction, homelessness, unemployment, health problems and access to state benefits.

Offenders who are part of the IOM scheme will be allocated an offender manager, either a police officer or probation officer or both dependent on if the offender has been released from prison without supervision or not.



Offender Managers then work with multiple partners to:

- Limit offenders' criminal activity through the sharing of information and robust oversight by police.
- Work to address the issues which contribute to their offending, involving other agencies where required.

If an offender starts to show clear signs of behavioural relapse or reoffends then partners are ideally placed to share information and deal with the offender in the most appropriate way including arrest, recall to prison or other intervention to stop them at the earliest opportunity preventing further victims and cost to the public.



## 1.2 HISTORY OF OFFENDER MANAGEMENT IN AVON AND SOMERSET CONSTABULARY

In 2009 Avon and Somerset Constabulary started their IOM journey with the implementation of what they called the `IMPACT` Scheme, it quickly became identified as one of the best schemes in the UK. Police and probation staff were co-located. This approach allowed for the multiagency teams to manage and support individuals with many complex drugs and alcohol addiction, committing large amount of serious acquisitive crime.

In 2012 the success of IMPACT led to a new scheme being set up dealing with offenders to reduce the risk of `serious harm` to the public and reoffending of dangerous individuals through a partnership approach between Avon and Somerset Constabulary, The National Probation Service (NPS) and Avon and Wiltshire Mental Health Partnership NHS Trust (AWP), this was called `IRiS`. IRiS was seen as ground-breaking and the envy of many forces. Bristol has a true integration of collocated staff including psychologists who offer pre-engagement offender assessments including unusual offence profiles and complex offender risk assessments. More recently a Domestic Abuse cohort pilot was introduced in South Bristol, this has been seen as successful and will be rolled out in other areas across the constabulary. At the end of August 2020, funding was secured to deliver the DRIVE (Domestic Abuse offender programme) pilot in South Gloucestershire. DRIVE is an intensive intervention that works with high-harm and serial perpetrators of Domestic Abuse to challenge behaviour.



Geographical differences between Bristol and the more rural areas of the constabulary make force wide co-location challenging and it is right to point out that IOM's growth and development stalled post 2014 with austerity hitting all of the public sector whilst coinciding with the National Probation Service being split into the privatised Community Rehabilitation Company (CRC) and National Probation Service.

Reunification of the Probation Service last year (26th June 2021) has been challenging for partners but has offered a great opportunity to rekindle the ambition across the Probation Service and Police to implement the new `National IOM Strategy` and build on past learning and successes whilst incorporating new approaches and best practise. Avon and Somerset remains in a strong position nationally to implement the new strategy based upon the foundations and past experience of IOM .

Total cost of Reoffending  
**£18.1 Billion**

“Our homes are broken into, our space violated and our treasured possessions stolen, it’s not just we who suffer – our neighbourhoods become fearful”!

**Serious Acquisitive Crime  
Savings £2,062,619 in the  
last year!**



## 2.0 NATIONAL IOM REVIEW

In February 2020, Her Majesty's Inspectorate of Probation (HMIP) and Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) carried out a joint national inspection of IOM, the national findings made bleak reading suggesting that overall IOM had 'lost its way'. The report highlighted the potential benefits of greater leadership from the centre, including improving clarity around the cohort focus for IOM and the nature of the work that should be involved. To address this, the Ministry of Justice (MoJ) and Home Office (HO) further reviewed current IOM practice through engagement with operational practitioners and reviews of the evidence base.

### 2.1 AVON & SOMERSET PCC COMMISSIONED REVIEW

Following the publication of the HMICFRS Inspectorate report, The Avon and Somerset IOM Resolve Board funded by the Police and Crime Commissioner (PCC), commissioned their own review to address some of the recommendations presented in the report.

**Review of Avon and Somerset Integrated Offender Management (commissioned by the PCC, published 8th Sept 2020)**

### 2.2 NATIONAL IOM STRATEGY

Independently of the Avon and Somerset's PCC commissioned review and in line with the national findings, the Government set about writing a central IOM strategy, the strategy was published three months later than the local review in December 2020. This national direction was launched by the Minister of State; Kit Malthouse and Lucy Fazer QC.

**Implementation of the Neighbourhood Crime Integrated Offender Management Strategy (published Dec 2020)**

### 2.3 COMPARISON OF LOCAL REVIEW AND NATIONAL STRATEGY

It is pertinent to draw the Police and Crime Panel's attention to the fact the new (National) Neighbourhood Crime IOM Management strategy has somewhat superseded the local review into IOM, however the national guidance offered has addressed the local recommendations. Avon and Somerset police together with the Probation Service and partners have been working collaboratively to restructure and embed new processes and cohorts of offenders.

## 3. OFFENDER COHORTS

In line with the national IOM strategy Avon and Somerset Constabulary and partners have moved from a two cohort position IMPACT (now named 'Neighbourhood Serious Acquisitive Crime Cohort') and IRiS (now named 'High Harm Cohort') to the new national position of three offender cohorts. Nationally these are called FIXED, FREE and FLEX, however within Avon

and Somerset Constabulary together with key partners it has been agreed to rename the cohorts using simple terminology that everyone understands:

- *Neighbourhood Serious Acquisitive Crime Cohort*
- *Young persons (Under 25's) and Electronic Monitoring (GPS Tag) Cohort*
- *High Harm and Domestic Abuse Cohort*

<b>Cohort Name</b>	<b>National Strategy Definition</b>	<b>Avon &amp; Somerset crime inclusion</b>	<b>Present Cohort size</b>
<p><b>FIXED</b></p> <p><i>Neighbourhood Serious Acquisitive Crime Cohort</i></p>	<p>High or very high or prolific risk of reoffending, assessed using Offender group reconviction Score (OGRS). Robbery and burglary should be further targeted and included even when they have a medium OGRS score.</p>	<p>Robbery, Burglary, Theft of motor vehicle or those released on Electronic Monitoring (GPS tagging).</p> <p><i>(N.B. This cohort was previously managed as IMPACT)</i></p>	<p>227 people are currently on the NSAC cohort.</p> <p><i>(Data from IDIOM as of 17 Feb 2022)</i></p>
<p><b>FLEX</b></p> <p><i>Young persons (Under 25's)</i></p> <p><i>And EM (GPS Tag) Cohort</i></p>	<p>Local area could weight towards young adult offenders to prioritise those making the transition from youth to adult services.</p>	<p>Under 25's (Transition between YOT into Adult services. 18-24 years)</p> <p>And</p> <p>Electronically Monitored (GPS Tagged upon release from Prison)</p>	<p>42 subjects</p> <p><i>(Data from IDIOM as of 17<sup>th</sup> Feb 2022)</i></p>
<p><b>FREE</b></p> <p><i>High Harm and Domestic Abuse Cohort</i></p>	<p>For local areas to run IOM schemes focused on serious violence, serious organised crime and domestic abuse.</p>	<p>High Harm, High risk Sex offenders, gang members, Organised Crime Group (OCG).</p> <p>Domestic Abuse high-harm cohort.</p> <p><i>(N.B. This cohort was previously managed as IRiS)</i></p>	<p>308 subjects</p> <p><i>(From IDIOM as of 17<sup>th</sup> Feb 2022)</i></p>

## **4. IOM ('As is' following national strategy changes)**

### **4.1 NEIGHBOURHOOD SERIOUS ACQUISITIVE CRIME COHORT (Fixed)**

Previously identified as one of the best IOM schemes in the UK under the banner of IMPACT. This cohort of offenders have now been migrated as per the new national guidance to the `FIXED` cohort, locally named of `Neighbourhood Serious Acquisitive Crime (NSAC) Cohort` - This cohort dovetails with the new Electronic Monitoring for Serious Acquisitive Crime (SAC) offenders on leaving prison.

In line with the National IOM Strategy the scheme is now managed through Police resources geographically `North and South`. They work intrinsically together with Probation Service Offender Managers across three Probation Delivery Units (PDU's) in Somerset, North Somerset and B&NES, and Bristol.

Following the reunification of the Probation Service on the 26th June 2021 we are once again building a greater stronger and truer Integrated Offender Management approach. Nationally recognised processes are in place to identify those offenders to be included as part of the cohort and mechanisms and processes exist to migrate offenders on and off the cohorts based on multi-agency risk management scoring and contextual human insight, rationale is recorded to evidence and provide defensible decision making. Through regular joint multi agency risk management meetings stakeholders have an equal voice, share relevant information to formulate risk management plans, identify Pathways to support offender rehabilitation, diversionary activity and education, development and employment opportunities.

We are looking towards greater opportunities to collocate of key partners as this enables quick time information sharing to effectively manage risk and react to it.

### **4.2 ACQUISITIVE CRIME ELECTRONIC MONITORING (Fixed)**

As part of the Government's ambition to reduce neighbourhood crime, a substantial national project to GPS trail monitor for adult offenders convicted of serious acquisitive crimes began in April 2021. The focus on acquisitive crime offenders reflects the high levels of reoffending, and low rates of detection and prosecution for these offences.

The pathfinder phase went live on 12 April 2021, because of the strong association that Avon and Somerset Constabulary has with technological solutions Policing Minister Malthouse chose the constabulary as one of the six `pathfinder` areas.

The project was set up with a test and learn approach, so that stakeholders have a direct influence over the delivery and capabilities, providing the MoJ with the opportunity to refine the delivery model and tools.

Avon and Somerset were the first force to use the new GPS tagging to convict a burglar, this gained significant interest from Ministers and although still relatively early days it appears that being released on GPS tags is changing the behaviour in a significant amount of offenders. All of those offenders released on monitoring will be included within Neighbourhood Serious Acquisitive Crime cohort.

To date there have been 53 offenders released from prison into the Avon and Somerset constabulary area whilst fitted with an AC EM GPS tag. The figures for reoffending by this cohort is closely representative of the national findings, to date only one person has been convicted as a result of the trail monitoring of the tag. This is seen as a success by the MoJ

and Policing Minister Malthouse as early indications point to `offender behavioural chance` as a consequence.

#### **4.3 HIGH HARM AND DOMESTIC ABUSE COHORT (Free)**

Due to the previous success of "IRiS" (Integrated Response integrated Services) it was seen by partners as imperative to keep this cohort of offenders within the new national IOM cohorts, this is now called the `High Harm cohort`

High Harm offender managers work to reduce the risk of serious harm to the public and reoffending of high harm and dangerous individuals through a partnership approach between Avon and Somerset Constabulary, Probation Service and Avon and Wiltshire Mental Health Partnership NHS Trust. As previously mentioned this collaboration was seen as a ground-breaking during its time of implementation and has stood the test of time.

The High Harm team manage individuals who are 18 or over and are deemed to pose a high risk of serious harm to the public, children or known victims. The categories of individuals that the offender managers work with include Violent Offenders, Domestic Abuse Perpetrators, Sexual Offenders, Gang Offenders, Organised Crime Group members and Domestic Extremists.

Those accepted on the high Harm Cohort often present with complex needs including, but not limited to; mental health problems, personality disorder, alcohol and substance misuse and includes those with dual diagnosis. In Bristol we have two psychologists that are integrated and collocated with Police and Probation to support and guide the team in addressing personality disorders. This provision integration is something we aspire to have in our Somerset teams.

#### **4.4 IMPACT DOMESTIC ABUSE COHORT (Free)**

Prior to the launch of the national IOM model Avon and Somerset saw the need to establish a Domestic Abuse cohort, this is being piloted in South Bristol. The scheme although relatively small has been seen as a success and this will be rolled out across all other areas once resourcing levels and competency of new staff allows.

At the end of August 2020, funding was secured to deliver a DRIVE pilot in South Gloucestershire. DRIVE is an intensive intervention that works with high-harm and serial perpetrators of domestic abuse to challenge behaviour.

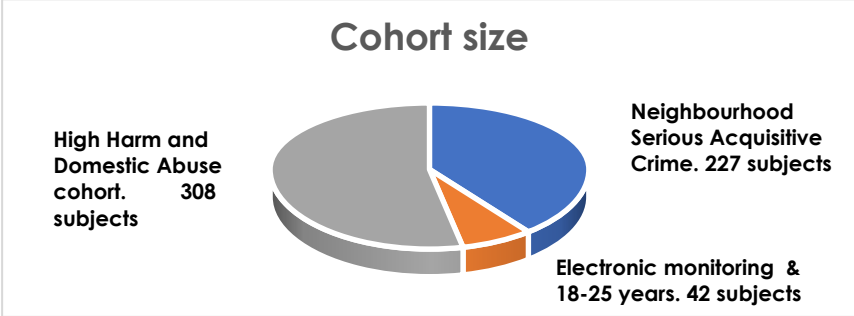
Management of DA offenders is seen as a key priority for the police, probation service and local authority partners. As part of the police IOM `Uplift` a number of police constables have been identified and recruited into IOM to allow for this cohort expansion, officers will receive specialist training and once deemed competent we will start to introduce those identified at most risk of offending into the cohort. The timescales for this being late summer / autumn 2022.

#### **4.5 YOUNG PERSON (TRANSITIONING FOR YOS 18-24) COHORT (Flex)**

In collaboration with partners we have recognised there is a gap in offender rehabilitation and support for Young Adults transitioning from Youth Offender Service's at the age of 18 years.



Presently at the point of a young managed offenders 18<sup>th</sup> birthday service and support stops, in effect this is a cliff-edge scenario unless the offender is deemed to fit into any of the others cohorts due to their offending behaviour. Through the creation of a cohort addressing this issue it is foreseen that we can continue the support and rehabilitate more of these young offenders to break the `revolving door` cycle of reoffending. Implementation of this cohort will not take place until there is a full Uplift of Police staff and Probation resources allow.



**5. REOFFENDING STATISTICS**

Reducing reoffending, and driving down neighbourhood crime are key PCC and government priorities. Neighbourhood crime types have the highest levels of reoffending across all crime types. Recent national figures show that 31.9% of those convicted of Robbery and 52.2% of those convicted of theft reoffend within one year of release from prison compared to 25% of all crimes. A total of 80% of all crime is created by those reoffending, a significant proportion of which is neighbourhood crime. The total cost of reoffending nationally is estimated at £18.1 billion. Neighbourhood crime is both a significant and expensive problem in communities across England and Wales.

**6. MEASURING PERFORMANCE**

It is recognised that desistance from crime is not a straight line, and that IOM supports part of a wide number of factors which can influence reoffending. As well as reducing reoffending metrics, any evaluation of IOM should consider IOM’s impact on the progress offenders make towards other ‘intermediate outcomes’.

These measures include accommodation, employment, drug and alcohol needs, and wider changes in thinking and behaviour, as well as an offender’s engagement with services.

It is important that success is not measured on conviction alone. An example being if X was committing 40 burglaries a month but since on the scheme has committed 4 a month, this is a 90% reduction in offending!

**6.1 ID IOM**

In line with every police force across the United Kingdom Avon and Somerset Constabulary have implemented a computer software system called `ID IOM` which is now being used to understand the financial cost of offending and the impact that IOM integration and management has. This works on a nationally recognised formula to add up cost of offending

based upon previous convictions over a period of time compared to their offending whilst being managed on an IOM cohort.

Early data from ID IOM show that over the last 12 months, those on the IOM Neighbourhood Serious Acquisitive Cohort (NSAC) have committed less crime to the value of £2,062,619.

## **7. CHALLENGES AND OPPORTUNITIES**

### **7.1 COVID 19**

Throughout the COVID pandemic the majority of Police IOM offender managers continued to work from police stations and conducted face-to-face meetings with the offenders they manage. Like many other areas of policing and business many officers and their families have caught COVID or had to self-isolate due to proximity of infected colleagues and family. Although this has slowed the implementation of the national changes it has not dampened partnership arrangements or aspirations.

### **7.2 POLICE UPLIFT AND GROWTH**

Recognising the importance and significance that IOM plays in the reduction of crime and impact on victims, greater investment through growth has been given to IOM. This needs to be seen as a long term investment as over 40% of the 31 Police Constables growth will come from the officers who are year 3 Police Constable Degree Apprentices (PCDA). This will mean that in their final year (Third year) they spend approximately 50% of their time split between the IOM departments as well their academic studies in University.

Therefore cohort growth will be scalable and largely dependent upon officer training and upskilling in becoming competent offender managers as well as consideration of capability to effectively manage offenders based on their absence due to academic requirement. Increasing the cohorts too quickly will pose a risk in that offenders will not be suitably managed and their rehabilitation, support and ultimate likelihood of reoffending increase.

### **7.3 CO-LOCATION**

Across Police and Probation there is an appetite and aspiration to collocate our IOM staff wherever possible. The new national IOM strategy recommends this and we know the benefits this has in the places where co-location is present. In Bridewell police station, the Police, Probation and Psychologists working environment supports a one team ethos whilst allowing for quick exchanges of information and ideas.

We are presently engaged in co-locating staff in St George's Probation offices, Worle and looking for further solutions across the Police and Probation Service estate.

### **7.4 FINANCIAL SITUATION AND IMPACT ACROSS PARTNERS**

It is recognised that IOM requires investment to ensure success as evidenced pre 2014, it's therefore prudent to identify potential future risks. The global COVID pandemic has no doubt led to a huge hole in public finances leading to a potential desire for the UK government to cut the deficit quickly. With this in mind IOM partners could realistically expect to see their budgets

stagnate if not shrink in the coming years. No doubt should this happen then it will be even more important to recognise the potential holistic savings that offender management has.

## **8. PATHWAYS AND REHABILITATION PROVISION**

For IOM to maximise its impact on reducing reoffending we need to ensure that our rehabilitation provision matches the support offenders require across the whole of the Avon and Somerset Constabulary area.

Although offenders are not a homogeneous group, a range of problems or needs are more frequently observed in offender populations than in the general population. These include substance misuse problems, pro-criminal attitudes, difficult family backgrounds including experience of childhood abuse or time spent in care, unemployment and financial problems, homelessness and mental health problems. Many of these factors are interlinked. They will vary from individual to individual and group to group, for instance by gender and age.

A series of individual or social factors are understood to be associated with an increased risk of reoffending and these are routinely assessed as part of offender management practice. These factors or 'criminogenic needs' can be particularly associated with certain types of crime. For example, heroin and crack use is particularly associated with some types of acquisitive offending such as burglary, and binge drinking of alcohol is particularly associated with violence.

At present we are working with local authorities, OPCC and the Probation Service to identify what provision and pathways are available geographically to address these issues. Once we know what we have we can then work together to fill in the gaps in housing offenders on release from prison, education and employment, addiction services, access to benefits and finances, addressing behaviour and supporting mental and physical health.

## **9. PROPORTIONALITY AND EQUALITY**

IOM is intended to support offenders towards desistance and should ensure any additional enforcement is proportionate to risk. However, the increased involvement of police could result in additional enforcement activity among the IOM cohort. It is crucial therefore that IOM does not disproportionately target specific communities. We are committed to minimising the scope for unconscious bias in decision making through the following mechanisms: Using a data driven matrix approach to our fixed cohort protects against unconscious bias from decision makers.

When making decisions about referrals into the cohort, or supervision of offenders on the cohort, police and probation should consider employing evidenced-based techniques for debiasing decision making. This is particularly important in respect to decisions around enforcement.

Nationally all IOM schemes must monitor protected characteristics within their IOM cohort, bringing awareness to and reflecting on any disproportionality within governance meetings.

## **8. CONCLUSIONS AND TAKEWAYS**

- **The National IOM Strategy** has superseded the Local review albeit we are incorporating the recommendations.
- **Cohorts** – The Constabularies present approach to cohort management has not significantly change other than existing cohort's names have been changed in line with the national strategy.
- **Police Uplift plans** – This provides a greater long term opportunity to grow cohorts, the short term will require training and upskilling of the new staff to ensure competence.
- **Reunification of National Probation Service** – Seen as a welcome change and an opportunity to collocate and truly integrate partnerships across the whole of the Avon and Somerset policing area.
- **Pathways and provision** – Greater commissioning of supportive Pathways for rehabilitative support and services is likely to require greater growth in many areas, this includes housing provision and Domestic Abuse offender focused initiatives.
- **Local Authority** - Build towards and incorporate local offenders impacting local communities. Seek out and strengthen support mechanisms and Pathways for rehabilitation and support.
- **Performance** –There will be a national performance dashboard produced to monitor performance and show the true `cost of crime` and offer an evidence base to show the true worth of IOM.
- **Acquisitive Crime Electronic Monitoring scheme** – Avon and Somerset is at the forefront of embracing new technology. The government's future strategies are likely to incorporate the release of many offenders from prisons with GPS tags and other new types of tags (sobriety, drugs, driving etc). The Constabulary and Probation need to look at how local processes to manage these can be automated for best value and efficiency.