



**Date: Wednesday 29<sup>th</sup> March 2023**

**Time: 10.30am**

**Venue: The Deane House Somerset West and Taunton Council,  
Belvedere Road, TA1 1HE**

**Membership:-**

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

Alastair Singleton  
Andy Wait  
Asher Craig  
Jonathan Hucker  
Lisa Stone  
Richard Brown  
Gary Davies  
Julie Knight  
TBC  
Peter Crew  
Richard Westwood (Vice-Chair)  
Janet Keen  
Heather Shearer (Chair)  
Franklin Owusu-Antwi  
Pat Trull  
Nicola Clark  
Chris Booth

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Agenda published: 21<sup>st</sup> March 2023

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**

### 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 Tuesday 28th March 2023. Questions must be received no later than 3 clear working days before the meeting – Thursday 23rd March 2023.

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 2023** (Pages 7 - 22)

To confirm as a correct record.

### 5 **Matters Arising**

To consider any matters arising or actions emerging from the minutes.

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

To receive any updates from the Chair.

7 **Integrated Offender Management Assurance Update** (Pages 23 - 40)

To receive an update following the first IOM report in March 2022.

8 **Commissioner's Update Report** (Pages 41 - 50)

To receive an update on the Commissioner's activities since the last meeting.

9 **Performance Summary/National Police and Crime Measures** (Pages 51 - 68)

To consider and discuss the latest performance information.

10 **Standing Complaints Report** (Pages 69 - 72)

To provide the Panel with an overview of all complaints.

11 **Work Programme** (Pages 73 - 76)

To note the current work programme.

**Assurance Report – for Information**

12 **Response to Calls for Service** (Pages 77 - 106)

13 **Date of Next Meeting**

Panel Inquiry Day – OPCC role in Commissioning and Partnerships – 20<sup>th</sup> April 2023 (Police and Fire Headquarters).

Panel Annual General Meeting – 27<sup>th</sup> June 2023 at 10.30am (The Deane House, John Meikle Room).

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# Avon & Somerset Police and Crime Panel

## Public Information Sheet

### Inspection of Papers/Register of Member Interests

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

Questions must be received no later than 3 clear working days before the meeting and must also relate to Panel business. Questions will be limited to 2 per person/organisation.

Statements or questions should be e-mailed to [democraticservices@somerset.gov.uk](mailto:democraticservices@somerset.gov.uk) or [PLJones@somerset.gov.uk](mailto:PLJones@somerset.gov.uk)

Alternatively, you can post your statements or questions to Somerset County Council, Democratic Services Team, County Hall, Taunton, TA1 4DY.

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

**By participating in Public Question Time business, we will assume that you have consented to your name and the details of your submission being circulated to the Panel and recorded in the minutes.**

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

### **Process during the meeting:**

Public Question Time is normally one of the first items on the agenda. If a statement concerns a specific item on the agenda, it may be taken just before the Item concerned.

- Statements or questions will not be taken if they are defamatory, frivolous, vexatious or offensive.
- You will be allowed a maximum of 2 minutes.
- 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.
- 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, it will not be read out. It will nevertheless be considered 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 Police and Crime Panel**

**1<sup>st</sup> February 2023, 10:30am**

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

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### **Present:**

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

Cllr Heather Shearer (Somerset County Council, Chair), Cllr Chris Booth (Somerset West and Taunton Council), Cllr Nicola Clark (South Somerset District Council), Cllr Asher Craig (Bristol City Council), Cllr Peter Crew (North Somerset Council), Gary Davies (Independent Panel Member), Cllr Jonathan Hucker (Bristol City Council), Cllr Janet Keen (Sedgemoor District Council), Julie Knight (Independent Member), Cllr Franklin Owusu-Antwi (South Gloucestershire Council), Cllr Pat Trull (South Gloucestershire Council)

#### **Host Authority Support Staff:**

Patricia Jones – Lead Officer  
Pippa Triffitt – Committee Clerk  
Scott Wooldridge – Monitoring Officer (MO)

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

Mark Shelford – Police and Crime Commissioner (PCC)  
Alice Ripley – Chief of Staff  
Sarah Crew – Chief Constable  
Paul Butler – Chief Finance Officer (CFO)  
Joanna Coulon – Scrutiny and Performance Manager  
Niamh Byrne – Head of Communications and Engagement  
James Turner – Chief Constable's Staff Officer

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

Cllr Richard Westwood (North Somerset Council, Vice Chair)  
Richard Brown (Independent Member)  
Cllr Alastair Singleton (Bath and North East Somerset Council)  
Cllr Lisa Stone (Bristol City Council)

Cllr Andy Wait (Bath and North East Somerset Council)

## **2. Public Question Time**

None received.

## **3. Declarations of Interest**

None declared.

## **4. Minutes of the meeting held on 8th December 2022**

The minutes were approved as a correct record subject to insertion of the following paragraphs to replace the text set out under Chair's Business and Annual Conference at page 2 of the minutes:-

"The Panel was updated about the recent national conference, which was an excellent networking opportunity as 38 areas were represented. The theme was 'Changing Culture. Moving things forward'. One of the key speakers was from the Independent Office for Police Conduct who authored the [Toxic Cultures Report](#).

This contains 15 recommendations for the Metropolitan Police Service to change policing practice following evidence of discrimination, misogyny, harassment and bullying. Issues and matters raised in the workshop sessions included the lack of performance data to support scrutiny in other areas, induction packs for new members, having named substitutes for Councillors at meetings and exit interviews for co-opted members."

## **5. Matters Arising**

A response to actions had been circulated to Panel Members in advance of the meeting.

The Commissioner introduced the report and updated the Panel on a recent meeting with former ASC chief Constable Andy Marsh. He reported he was encouraged by discussions around leadership, recruitment, immersion training and culture.

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



None.

## **7. Host Authority and Panel Costs Report**

The Chair invited Scott Wooldridge as Monitoring Officer (MO) for the Host Authority to present the report.

The MO introduced the item by reminding the Panel that Somerset County Council (SCC) had been the Host Authority for the Avon & Somerset Police and Crime Panel since 2017. SCC was now seven weeks away from vesting day and becoming a Unitary authority and was in a good position to offer a withdrawal of its resignation as Host Authority. It was now proposed that the present arrangements were maintained until at least summer 2025.

The Panel asked whether there would be a notice period ahead of summer 2025 if the arrangements were due to change. The MO proposed a notice period of twelve months to allow for discussions to take place between the SCC, the Panel and the constituent authorities

The Panel welcomed the news and requested that the members were sent letters with the official notification confirming the arrangement.

**Action: Panel Members to be sent official notification letters confirming the Host Authority arrangement.**

## **8. Chief Constable Presentation**

The Chair invited Sarah Crew as Chief Constable to present the item.

The Chief Constable introduced the presentation which focused on addressing police culture and the lack of public confidence in the force. She reminded the Panel that the Police and Crime Plan outlined the force's vision of outstanding policing but acknowledged that elements such as changing technology and public expectations would affect the definition of outstanding policing over time. Whilst the force was focused on what could be achieved over the next five years, it also accepted that it would take time to rebuild public confidence and trust in the organisation, and recent events showed the scale of this challenge. The effect of inflation on finances at the organisational level added to the turbulence they were experiencing; it also affected the number of cases of domestic abuse, social unrest and protests the force was handling.

The Chief Constable gave an update on the six areas of focus outlined during her last presentation to the Panel:

1. **Achieve the uplift** – the force was on track to achieve its target of 3,291 officers by the end of March 2023. They would temporarily exceed the target by 80 officers with financial support from the Home Office, which would help to realise the national target of 20,000 officers. The funding to support these extra officers was expected to come to £1.6 million. Since April 2019, 1,500 new officers had joined the force. Around 1,000 of these had joined through the Police Constable Degree Apprenticeship and another 300 from the degree holder entry programme, both of which were new programmes as of 2019.
2. **Rebuild investigations** – it was a prevailing challenge to recruit detectives as building the capability was a lengthy process. The direct entry programme for degree holders was used to introduce officers into investigations on a fast-track route. There was also a new entry route by which trained police investigators became detective constables over an 8-week period; Avon & Somerset were the first force in the country to introduce this scheme. The CID branch experienced a 31% growth in numbers, with numbers increasing by 116. 63 new student officers graduating as accredited detectives in the first 6 months of 2022/23. There were 100 more officers and 12 more investigators dedicated to Operation Bluestone, focusing on sexual violence/perpetrator behaviour. 100% of all cyber-dependent crime was investigated and all cyber victims were provided with advice to prevent further incidents.
3. **Manage growing pains** – only 200 of the 1,500 new officers since April 2019 had graduated and they would be deployed into the constabulary. Others would be ready in the coming months and others would filter through after graduation; this trend would continue over the next two years. The force was simultaneously managing the daily demands of policing. The force needed to be grown sustainably; it took time for the recruits to learn and get experience. The growth plans were ambitious and the risks needed to be managed carefully. The quality of the graduates, however, remained high.
4. **Lead culture change** – they had not shied away from having the difficult conversations that were required to change the policing culture. The staff needed to feel safe and supported whilst retaining the trust and confidence of the community. The standards were made clear and inappropriate behaviour was challenged. During the internal Race Matters Week, 350 officers attended the sessions and 83% stated they felt better informed as a result.

5. **Develop our leaders** – the leadership academy was crucial for providing the skills required for leadership. The digital platform for the academy was enhanced throughout the year. Over a series of seven events, 800 leaders came together to explore the meaning of outstanding leadership in policing. The force was also investing in executive leadership; an additional chief officer had been employed as part of the uplift.
6. **Create capacity** – the force was continuing to grow its capacity and efficiency using data. Robotics were used for routine issues so staff could contribute to more high-value tasks. New Enterprise Resource Planning systems were due in April 2024. There were also plans to reduce the time it took to redact audio, video, and written evidence to help speed up investigations and release staff.

Other key points made during the presentation are summarised below:

- In terms of the scorecard, 'feelings of safety' under Priority 2 was highlighted red. The data itself had started to improve, but feelings of safety at night had fallen significantly since 2021, particularly from women.
- Another red element was the issue of disproportionality under Priority 4, which was linked to feelings of safety in the community. The Chief Constable was leading on Rape and Serious Sexual Offences (RASSO) nationally, which was important for the culture change. This change was decades in the making and it would take between 3 and 5 years to make in-roads due to the size of the issue. The force was expecting incidents along the way that could continue to threaten the confidence and trust in policing.
- Public confidence was critical, particularly when recent events revealed the unfortunate conduct of some police officers. A report on conduct and misogyny within the police was published last autumn as a response to the Sarah Everard case. Avon & Somerset had long been having these conversations regarding investment in vetting and investigative procedures. In the light of a series of recommendations for improvement post the Couzens and Carrick cases, the Home Office had contacted all constabularies for a progress report. The Chief Constable advised the Panel that much of the work was already in train, and as a result, the Constabulary was well placed to meet the recommendations by the stated deadline.
- There would be challenges to face in reaching the end of the 5-year plan, particularly in the first 18 months. The chief officers would have to focus on the growth and its outcomes whilst managing the daily delivery of policing activities. In April, five strategic imperatives would be launched to

create the conditions for success; these were: inclusion, innovation, perpetrator focus, trauma informed, and transparency.

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- Preventing crime and disorder was at the heart of the 5-year plan, but the force was struggling to deal with the influx of demand on its time and resources. The focus on perpetrators was crucial in encouraging early intervention and deterrence. The force was committed to forming and maintaining its partnerships to help with this, such as those with education and health organisations. The sharing of intelligence between them was vital to catching convicts when active. Partnerships also had a part to play in rehabilitation.
- The changed financial landscape of recent months was bringing turbulence to the force's plans and this was due to worsen. The cost-of-living crisis was already impacting the staff and public. The force had a strong track record of absorbing financial stresses, but the scale of this challenge was too great for the standard approach to be maintained. The force required more in terms of savings and funding. Use of reserves was necessary to balance the budget and ensure the delivery of the uplift targets. Savings needed to be released as much as possible in 2023/4 to establish confidence in their 5-year plan going forward. Savings of £3 million had already been identified through procurement savings but this would not go far enough.
- Even with the maximum increase in the precept, there would still be a £3.4 million deficit in 2023/4 and this would rise further over the medium term. Staff numbers would still need to be reduced, primarily in operational areas. There was likely to be a reduction in police staff posts of 250 by the end of March 2025, which was a reduction of more than 8%. Redundancies were a possibility.
- Police officer numbers were protected, therefore Police staff numbers could be impacted. The force needed to revisit the allocations to ensure they had the correct mix to deliver their ambitions and balance the books. The Chief Constable intended to work with partners to ensure the right public services responded to public enquiries so the load was shared between the services. Whilst she recognised the challenges faced by the public during these difficult times, this sympathy needed to be balanced against her responsibility to provide the best policing service. The force's ambitions would need to be reduced if sufficient funding was not in place, which the public likely would not want or deserve.

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

- The Panel requested clarification on the status of the officers recruited for the uplift, whether the extra 80 taken on were all fully qualified, and whether they were on temporary or permanent contracts. The Chief Constable confirmed the officers were permanent members of the force, and that the extra 80 were the same as those recruited during the original uplift and had the same employment conditions.
- The Panel expressed their frustration that it took the Wayne Couzens and David Carrick cases to highlight toxic work cultures within the service and long-standing criminal behaviour of some serving Police officers.
- The Panel enquired into the work that was being done to improve retention rates. The Chief Constable stated that much discussion was taking place regarding retention and reassured the Panel that the attrition rate was being monitored closely. A recent survey showed that over 90% of graduates saw themselves as having a long-term future in the police force.
- The Panel asked whether the 100 extra officers assigned to Operation Bluestone had improved the prosecution rate. The Chief Constable stated that not all the assigned officers had qualified yet, but there were some very strong indicators of change. The charge rates before Bluestone stood at 3% and were now 8%, and up to 10% in the last quarter of last year. 24 out of 25 victims have said they would encourage a friend to report rape to the force if it happened to them.
- The Panel acknowledged that disproportionality presented a constant challenge and appreciated the difficulty in improving this.
- The Panel asked whether there had been any progress on targeting criminal damage in terms of graffiti and tagging on public and private property in Bristol. The Chief Constable stated that a multi-agency partnership was the approach used in Bristol to deal with this. Whilst policing had its role, it required support from its partners in highways for example. The policing aspect focused on the investigation and the intelligence to catch criminals in the act. The long-term approach was to build cases on repeat taggers so they could be charged with damages of over £5,000 as this allowed for tougher sentencing. There was a lot of proactive monitoring in place once the property had been restored. The main difficulties lay in identifying the perpetrators.

- The Panel noted the decline in confidence in the force amongst the public and informed the Chief Constable that there had been many occasions where phone calls from members of the public had not been responded to by the police. It was also difficult to contact the local PCSOs personally. The Chief Constable acknowledged that police customer service was vital to improving public confidence in the force. The force previously had a good track record in answering calls, but there had been a huge upsurge in 999 calls over the last year; the force's good track record meant that calls from neighbouring districts struggling to cope were diverted to Avon & Somerset. Automation and system changes had been put in place, but they were continuing to work hard to get back to where they were in terms of customer service. The Chief Constable stated she would personally investigate the lack of response in South Gloucestershire.
- Noting that a local police database already exists, and that the Police National Database would not be available any time soon, the Panel sought clarification of the legal guidance and permissions needed for a national database?

The Chief Constable clarified they had a police national computer and a police national database; the database was used for intelligence purposes and Avon & Somerset had access to this. Both were due to be upgraded to bring the two together in an update from the Home Office, but this has been delayed. The force used the Niche Technology Intelligence System to manage its records, and this was active in 29 forces across England and Wales. Over the last 6 months, the Chief Constable had become the national lead for Niche forces to work with its provider to join the databases of the South West together.

- The Panel suggested the best success criteria for the police service is catching criminals and preventing crime, but in some police aspirational documentation this appears not to be the case. The Chief Constable reminded the Panel that policing operated by consent, and the force required consent for gathering intelligence and progressing investigations to the next step level. However, the force needed to create the right environment to receive this consent as it was not always trusted at present.
- The Panel asked whether the local specialist neighbourhood teams would be fully operational with all the new staff recruited. The Chief Constable stated that police officer numbers were ringfenced and this would not

change. There did, however, need to be a local remedy. Given the financial situation, the force needed to go back and look at the ambitions set out to see what could be done.

- The Panel suggested the police had been resilient in the face of dipping public confidence in previous years, but the current movement seemed more profound and attracted more media involvement. The Chief Constable acknowledged the bond of trust was close to breaking point and stated the force was aware of this. There was also the issue of low morale within the force under such circumstances.
- The Panel asked whether there was a defined pro-active strategy in place over the next 12 months which promoted the force's positive work, its achievements, and its bravery that could help counteract the negative publicity. The Chief Constable informed the Panel that they were investing in the Senior Leadership Team by adding an additional director and also investing in their communications team; these investments were focused on publicly awarding recognition to its force members. Public award events were more common pre-Covid, but there were plans to revive them to show the good works of the force.
- The Panel asked how the cost-of-living crisis, the reduction in staff members, and the lack of public confidence were affecting the workforce. The Chief Constable acknowledged that their resilience was being tested under the stress and strain of the circumstances. During the pandemic, they were given extra time to spend with their families as a recognition of their hard work. The Chief Constable had maintained her connections with her fellow leaders through the seven leadership events and conducted surprise tours on New Year's Eve. As far as she could ascertain, the morale was as good as it could be given the situation.

The Chair thanked the Panel for their questions and the Chief Constable for her answers, acknowledging the difficulties of carrying out the uplift alongside the daily policing duties and an ambitious Police and Crime Plan.

**Action: Panel to be updated on PCSO contact issue raised at the meeting.**

## **9. Formal Scrutiny of the Medium Term Financial Plan and Precept Proposal**

The Chair invited the Commissioner (PCC) and Paul Butler Chief Finance Officer (CFO) to present the report.

The PCC informed the Panel that the report had been compiled over the course of several months with due consideration of the challenges the public were facing. The PCC acknowledged the position the local authorities were in and realised that the increased Precept was a big ask on the residents, and duly thanked the Panel for its diligence and support throughout the process.

The CFO introduced the report. A summary of the key points follows:

- The CFO reminded the Panel that the background to the MTFP was covered at the PCP meeting in December. It mapped out the increased performance expectations over a 5-year period until 2027/8. It confirmed that Avon & Somerset would achieve the agreed uplift of 456 additional officers plus the extra 80, the latter bringing an additional £1.6 million from central government.
- The Commissioner's proposal was for a precept of £156.166 million.
- The national context for the budget was set in 2021 by central government's 3-year spending review. PCCs were permitted to increase the average Band D council tax by up to £10 a year for the following three years. The provisional police settlement of December 2022 saw this revised to £15 for 2023. In doing so, the Home Secretary stated there would be a focus on the delivery of the uplift numbers whilst improving productivity and efficiency.
- The government funding package provided additional funding to increase investment by up to £523 million in 2023/4, but this assumed that the PCC utilised the maximum precept increase of £15.
- There would be an increase in core grant funding of 1.8% in 2023/4, with the balance of the increase being related to the uplift. There would be a 7% increase in council tax funding if all the PCCs increased the precept by £15.
- Whilst the settlement was expected to fund the full delivery of the uplift, the police service was expected to continue to realise efficiencies, including savings of £100m per year from force budgets by 2024/5.
- The increase in the precept was required to deliver on the six factors the Chief Constable outlined and the ambitious Police and Crime Plan. The force was aware they needed to sustainably maintain the increase in officer numbers and that the cost of these officers would increase over time.



- In 2009, council tax in Avon and Somerset made up 31% of the total funding; with this increase, it would make up 41%, increasing to 44% in 2027/28.
- The core grant funding for 2023/4 had been increased by £700,000 (0.3%). There would still be a deficit of £3.4 million for this financial year.
- By the end of the MTFP, they planned to have savings of £90 million and the potential for a reduction of 250 staff posts. They had provided for an increase in inflationary pressures, the uplift, growth within the force, investments, and the costs of partnerships, to come up with the most realistic revenue position possible. There would still be unknown quantities to tackle, such as pension increases over time.
- There was an expected shortfall of £6.5 million in the capital plan funding across 2026/7 and 2027/8.
- One key area of capital investment was that of corporate systems; the plan included an estimate of £8.5 million to replace the current system. This was due to go live in April 2024 and would cultivate savings of £1 million a year.
- The main financial risk was that pay inflation was difficult to predict. Other issues related to risk included pensions, national IT programmes, and the expectations of savings within the national context.
- A risk assessment of the budget had been conducted as it had to be sustainable. The CFO was satisfied with where they were in terms of identified savings.
- It was recommended that the Police and Crime Panel accepted and endorsed the council tax precept proposal made by the PCC of increasing the council tax of an average Band D equivalent dwelling by £15.

The Chair thanked the CFO for the report and invited the Panel to ask any questions they had. A summary of the ensuing discussion followed:

- The Panel requested updates from the meetings that discussed issues regarding balancing the budget, to enable the Panel to make an assessment throughout the year of the effectiveness of the investment/budget, to which the CFO agreed. The PCC highlighted that once reserves were spent, they could not be retrieved. If they were going

to be spent, it needed to be on improving processes and making further savings.

- The Panel raised concerns regarding the survey conducted which indicated the public expected central government to contribute more to the force's funding instead of themselves. The PCC stated the results of the survey were finely balanced. When speaking with the public, the overwhelming demand was for more visible policing, which required more funding to achieve.
- The Panel suggested that despite the survey results being close, responses were higher in some areas than others and there is a need to review opportunities to improve the reach and response rate in under-represented areas. The Panel requested a breakdown of results by geographic area moving forward. The OPCC agreed and assured the Panel that improvements were already being planned and Bristol would be a centre of focus going forward in terms of improving public confidence.
- The Panel highlighted the small 1.8% increase in grant funding and asked how this compared with the assumption the OPCC were working on before the amount was announced. The CFO stated the increase was broadly in line their assumption.
- The Panel welcomed the plan for the ongoing replacement of the fleet vehicles and asked how Avon & Somerset compared with its neighbouring forces. The Chief Constable informed the Panel that most of the fleet was purchased through national procurement, and they were currently experiencing supply chain issues. The CFO added that the a number of manufacturers were withdrawing from the market for provision of police vehicles.

The Commissioner, Chief Constable and OPCC staff briefly withdrew from the meeting and re-joined the meeting for the Panel's decision. 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 £15.00 per annum in 2023/24 for an average Band D property (11 members voting in favour). The Chair advised the Commissioner that the Panel's report would contain a number of recommendations for his attention.

The PCC thanked the Panel for their diligence in scrutinising the report and stated he looked forward to seeing the recommendations. The OPCC would also be producing a flyer to be inserted into the residents' council tax bills to show

how the budget was being spent; he requested the Panel members ensured their authorities carried this task out.

**Action:**

**(1) Update on proposed improvements to the survey process discussed at the meeting, a summary of the final survey results/analysis and a breakdown of the results requested around individual LA responses.**

**(2) Financial updates requested to enable the Panel to make an assessment throughout the year of the effectiveness of the investment/budget**

## **10. Commissioner's Update**

The Chair invited the PCC to provide an update. The key points were as follows:

- The PCC recognised the David Carrick case cast a shadow over policing nationally due to the failure of the vetting process. Whereas risk-averse action was frustrating in other areas, vetting should always be risk-averse. It was a process that should be repeated when individuals applied for new jobs and switched between forces.
- The vetting process was a common topic in discussions between the PCC and Chief Constable. There would be a meeting of the Public Performance and Accountability board on 7<sup>th</sup> February, during which the PCC would be asking the Chief Constable questions on this topic. Vetting inspections and boards such as this showed the PCC was holding the Chief Constable to account in delivering the Police and Crime Plan. Going forward these meetings would be monthly and last for half an hour; these changes were made in response to feedback from the staff and public.
- The PCC discussed the ongoing recruitment of volunteers, of which the force currently had 15. Some of these had already gone through the vetting process. The quality of the candidates had proved to be very high.
- The force had its first meeting to build partnerships between local authority trading standards teams in its effort to tackle economic and cybercrime. The PCC led a national session on fraud using Avon & Somerset as an example of best practice when tackling fraud. The PCC asked Panel members to disseminate the web address [www.haveibeenpwned.com](http://www.haveibeenpwned.com) to assist the force's efforts.

The Chair thanked the PCC for the update and invited the Panel to ask any questions they had. A summary of the ensuing discussion follows:

- The Panel requested the video links and forward dates that would enable them to watch the Performance and Accountability Board public meetings held by the PCC with the Chief Constable.
- The Panel asked whether there were any social media graphics available related to the land provided by Bristol for pods in the city.
- The Panel mentioned its concerns about the rising trend nationally of money-lending activities and asked whether this was a particular concern in Avon & Somerset. The PCC stated he did not have figures available with regards to this area but believed that 1.6 million people nationally were in debt to money lenders.
- The Panel asked whether there was a timeline around the programme tackling disproportionality. The PCC stated that there had been frustrations at the pace of delivery however a programme team and delivery plan were being put in place and each recommendation did have a named person attached to assist with accountability.
- The Panel suggested the OPCC ask Somerset VRU to investigate the impact of Somerset's high level of school exclusions, and asked to be kept updated about changes to out of court disposals in particular what this means for domestic abuse cases.

**Action: Video links/forward dates to enable members to watch the Performance and Accountability Board public meetings held by the PCC with the Chief Constable to be circulated.**

## **11. Standing Complaints Report**

The Chair invited Alice Ripley as Chief of Staff to present the report.

The Chief of Staff informed the Panel that the OPCC was currently transitioning between database systems, and the performance information was not currently available. Normal service would be resumed shortly, and the Panel members would receive the regular report on complaints going forward.

At this point in time, there was one further complaint against the PCC which was displayed in the table circulated in the agenda.

## **12. Date of Next Meeting**

29<sup>th</sup> March 2023 at 10.30am at the Deane House, Taunton.

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## AVON AND SOMERSET POLICE AND CRIME PANEL

29 MARCH 2023

### REPORT OF THE POLICE AND CRIME COMMISSIONER

#### REDUCING REOFFENDING – INTEGRATED OFFENDER MANAGEMENT

- 1.1 Panel members will have included in the March meeting papers an Assurance Report into the Constabulary's performance on reducing reoffending. Primarily this revolves around Integrated Offender Management (IOM) and is included given it was a relatively recent assurance report provided to both the Constabulary Management Board and OPCC Governance and Scrutiny Board. This report provides some useful background information but will not be the sole focus of the reducing reoffending / IOM item on the agenda today.
- 1.2 The Avon and Somerset Reducing Reoffending Board commissioned a review into IOM across Avon & Somerset (funded by the OPCC) which presented its findings and recommendations in the Autumn of 2020. A national review of IOM followed this in December 2020. Recommendations from both reviews were consolidated and presented to each Local Authority, via the Reducing Reoffending Board early in 2021.
- 1.3 In March 2022 we updated the panel on the recommendations from the 2 reviews and agreed next steps / outstanding panel questions which were:
  - (a) Ongoing consultation around the FLEX cohort with the Local Authorities to ensure that we have the local aspect covered (dependant on uplift & partner resourcing)
  - (b) Co-location of services
  - (c) Produce a joint agency internal and external communication strategy
  - (d) Ensure those staff coming into the fold are skilled and competent to manage
  - (e) Develop and embed performance measures looking at best practice nationally
  - (f) Catalogue and develop Pathways to support IOM managed offenders.
  - (g) Lack of national training in terms of Police Offender Managers - can this be resolved?

We were asked to return in 12 months to keep the panel updated with progress particularly regarding pathways in terms of referring into IOM.

- 1.4 We will update you on these on 29<sup>th</sup> March and we will also cover the following:
  - 1) The reinvigorated Avon & Somerset Reducing Reoffending Board
  - 2) Performance Framework for IOM
  - 3) A particular focus on what is happening in Somerset re IOM in line with the development of a localised approach as recommended by the Avon and Somerset IOM review, with the possibility of using the learning to roll out across Avon and Somerset
  - 4) Ongoing challenges and opportunities

1.5 At the meeting you will receive a presentation from the following:

- Clement Goodwin, Acting Chief Detective Inspector of Integrated Offender Management at Avon and Somerset Police
- Kirsty Stokes, Senior Partnerships and Policy Manager for the Office of the Police and Crime Commissioner
- Joe Shaun, Project, Change & Improvement Officer, Community Safety and Public Health at Somerset Council

Following the presentation there will be an opportunity for questions.

**Contact Officer:**

Kirsty Stokes, Senior Partnerships and Policy Manager for the Office of the Police and Crime Commissioner



## Integrated Offender Management (IOM) Assurance Report – January 2023

Indicate below which IPQR Key Performance Questions this assurance report covers:							
1. Are the public becoming more confident in the Constabulary?		2. How well are we preventing crime, ASB and demand?	✓	3. How well are we responding to the public when they need us?		4. How well are we supporting victims of crime?	✓
5. How well are we protecting vulnerable people?	✓	6. How well are we investigating crime?		7. How well are we managing reoffending?	✓	8. How well are we managing serious and organised crime?	✓
9. How well are we meeting the requirements of the Strategic Policing Requirement?		10. How well are we engaging with the people we serve and treating them fairly, appropriately and respectfully?		11. Are we becoming a more inclusive and diverse organisation?	✓	12. Are we developing a more engaged and happy workforce?	
13. Are we creating a more digital and data literate workforce?		14. How effective is workforce planning across the organisation?		15. How well are we managing data quality and information governance?		16. Does our workforce have the right tools and working environment to do their best?	

### EXECUTIVE SUMMARY

- The IOM department has a complex and high-risk workload due to the nature of its responsibility and it has undergone significant changes in the past few years.
- A performance framework and improved direction on ‘what good looks like’ from a national perspective would benefit the department.
- Work is already underway to improve local performance frameworks. The performance data available provides assurance that the IOM department are performing well in their role of managing dangerous offenders.
- The IOM department’s engagement with initiatives such as the DRIVE perpetrator programme, GPS trail monitoring and desk top investigations for low-risk offenders shows innovation and a problem-solving approach to manage the complexities and increasing demands of offender management.
- The department is impacted by wider resourcing issues across the Constabulary and Policing as a whole, especially as they can only recruit internally.



### PURPOSE OF REPORT

To provide assurance regarding the Constabulary’s approach to offender management

Background / Context
<p><b>Background</b></p> <p>The management of prolific crime offenders started in 2009 with the introduction of IMPACT. 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 who were committing large amount of serious acquisitive crime.</p>

In 2012 a new scheme was 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 (ASC), The National Probation Service (NPS) and Avon and Wiltshire Mental Health Partnership NHS Trust (AWP), this was called 'IRiS'.

In 2020 a national review of Integrated Offender Management (IOM) was conducted, and it showed that there was a lack of focus with concentration on different cohorts of offenders in many forces. Consequently, greater guidance was provided to all forces and a New National IOM Strategy was established.

Police and Probation are now required to manage offender cohorts in similar ways as outlined below.

**Fixed Cohort: known in ASC as IOM Neighbourhood Serious Acquisitive Crime (NSAC)**

Focus on persistent offenders (statutory) defined by a high OGRS score (75) and a neighbourhood crime index offence (e.g. burglary, robbery).

This cohort overlaps with the Acquisitive Crime (AC) EM pathfinder cohort.

**Flex:**

Index offence of persistent offenders will vary by area.

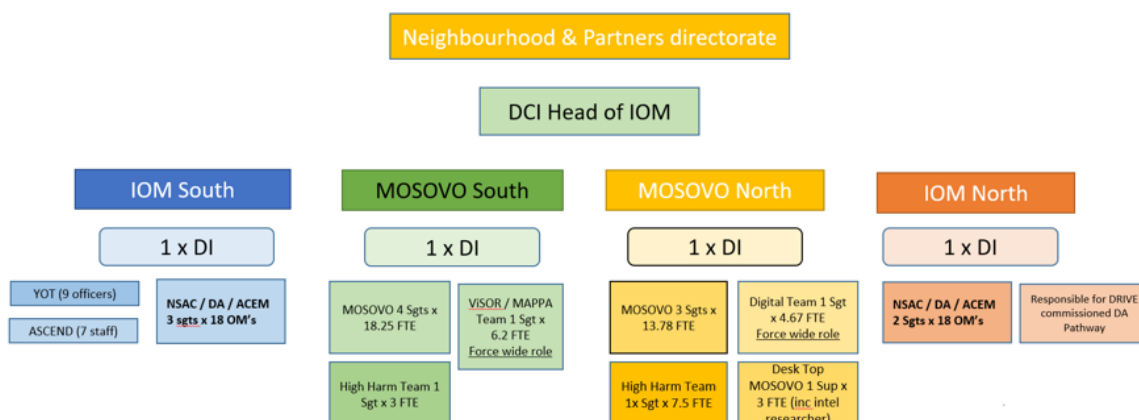
% of referrals reserved based on professional judgement from all Police, Probation (including at Court through Pre-Sentence Report), and other partners. Broad referral criteria provided – could include non-statutory cases.

**Free: known in ASC as High Harm and DA**

Freedom to utilise resources to run IOM schemes for other cohorts – with possibility of future strategies addressing these specific cohorts. In ASC we manage High Harm offenders (IRIS of old) and DA offenders in this cohort.

**Department structure**

The IOM department sits under the Neighbourhoods and Partnerships Directorate within the Constabulary. There are several teams which primarily deal with those identified offenders who are deemed to cause the greatest harm to the public. Under the IOM umbrella, police officers & staff work together with partners across multiple agencies to deal with offenders' complex needs in an ambition to stop criminal offending behaviour and divert them away from causing further harm to the public.



### Teams and offender cohorts they manage:

- **MOSOVO Team** (Management of Sexual Offenders & Violent Offenders)- presently around 2700 managed offenders across Avon and Somerset policing area.
- **IOM NSAC Team** (Neighbourhood Serious Acquisitive Crime cohort)- previously called IMPACT, there are approx. 300 offenders that are managed. Around 60 of these are monitored through trail tags through the **AC/EM** (Acquisitive Crime / Electronically Monitoring programme).
- **IOM High Harm Team**- previously called IRIS, this team manage around 280 offenders across the force area. These offenders are deemed to be some of the most prolific and dangerous individuals in our communities. Many have a history of Sexual offending, Robbery, Domestic Abuse and Gang related offences.
- **IOM Domestic Abuse Team**- This was a pilot first introduced in South Bristol and it will be rolled out in other areas across the Constabulary in the next 6 months. Currently 25 DA offenders are being managed and this is growing. Offender managers work alongside partners and the DRIVE project to manage domestic abuse offenders. Please see below for further information on DRIVE.
- **MAPPA / Visor Team**- deal with the statutory MAPPA and associated Visor responsibilities we presently manage approx. 3000 offenders at Level 1,2 & 3. They also link into national partners covering the National Security Division and CT Policing for MAPPA Level 4 (TACT offenders).
- **Youth Offending Teams (YOT)**- There are five Youth Offending Services operating within Avon and Somerset's five Local Authority areas. They work with children and young people who have offended, to help prevent them getting into further trouble. The Youth Offending Service also work with parents, carers, victims and the community to help young people understand the consequences of their actions. Some of the Youth Offending Teams offer Early Intervention Programmes to children who might be at risk of offending. Each Youth Offending Team includes, social workers, probation officers, police officer(s), health and education staff.
- **ASCEND** - Out of Courts Disposals Team (**O OCD**) The Avon and Somerset Police Engage Navigate Divert (ASCEND) initiative was launched in November 2018 to deliver the new two-tier out of court disposal (O OCD) framework. O O C D s allow the police to respond quickly, efficiently, and effectively to low level offenders without a prosecution in court. The ASCEND Team provides a single point of contact for O O C D s and coordinates the delivery of conditional cautions and community resolutions across the force area. To date they have delivered close to 6000 out of court disposals.

DRIVE is a domestic abuse perpetrator behaviour change programme serviced by a multi-agency domestic abuse perpetrator panel (DAPP) to select and manage suitable clients. It has a national structure of governance run by Safe Lives, Respect and Social Finance.

Following a small pilot in South Bristol led by the IOM team who managed 10 DA offenders, it soon became apparent that a pathway to address offending behaviour was missing and the team were limited by existing methods such as monitoring and disrupting.

To explore a resolution Police, the OPCC and local authority DA leads explored the DRIVE scheme via a visit to South Wales due to its national evaluation demonstrating measurable successes through reduced police recorded DA and reduced victim-reported severity/harm. Funding via the National Lottery became available and the OPCC sought interest from local authorities. South Glos. were the first to express an interest. The winning bidder, Cranstoun, provide the interventions for perpetrators. This is 1:1 supportive intervention aimed at encouraging behavioural change.

The funding runs out for South Glos. in July 2023, but we hope it will continue via the PCC or local authority. In addition, the expansion of Drive into Bristol City Council is also being considered.

## Staff information

### Training

There is no formal training for all IOM staff specifically in relation to their role, they learn via mentoring and insight from national best practice. MAPPA has statutory guidance and a Learning and Development subgroup that takes national and local learning (often from Serious Case Review (SCR) recommendations), central guidance change or necessity to upskill MAPPA staff across all agencies, this is chaired by the head of IOM. There is a local MOSSOVO course and Authorised Professional Practice from the College of Policing in relation to MOSOVO. The

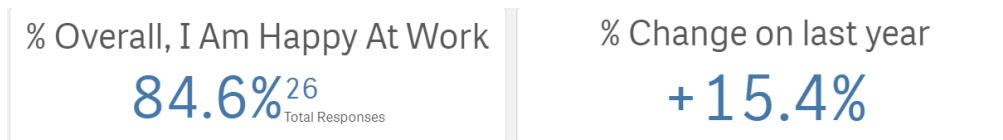
All IOM staff have been trained on Domestic Abuse (DA) via the Learning department and the Force DA lead as part of ongoing CPD days. Future Domestic Abuse training has been identified through the DRIVE project (Respect Accredited) specifically around the management of DA perpetrators, this is still to be arranged for 2022/23 IOM training. The regional IOM Coordinators are also exploring opportunities to provide some additional DA training for offender management staff.

Our ten DA IOM's have been trained in trauma informed practice provided by Rockpool in March 2022. This outline effective methods in dealing with people who have experienced trauma. It requires practitioners to assume everybody has experienced trauma of some degree, and service and interactions should be designed to avoid re-traumatising individuals.

### Welfare

Although currently under review, most IOM staff receive one-to-one counselling every 6 months due to the potentially traumatic nature of the work they deal with. The counsellors are employees from the Constabulary Occupational Health department. It is important that this continues to be mandated as one-to-one work is essential as opposed to a more self-serve service (which although has its place presents a barrier to some).

The 2022 Staff Survey shows that most IOM staff are happy at work, more than the previous year even.



Working within IOM presents potential risks to staff, these risks are outlined below along with mitigating action:

- **Impact on their Mental Health** through what they may see and hear. This is often about traumatic offending history, sexual offending against children, murder, rape and sometimes seeing traumatic images of child abuse.  
**Mitigation:** 1-2-1 counselling, Line management 1-2-1 and group discussions to off load and discuss issues.
- **Workload:** The workload thresholds across the teams needs to be managed and kept within the college APP guidance but also with an understanding of the qualitative aspect as opposed to just quantitatively.  
**Mitigation:** Regular 1-2-1 supervisor meetings discussing workloads and detail of complexity and risk attached to the managed person. A drive to ensure workloads are equally balanced whilst considering the offender managers personal capacity.
- **Potential for being groomed:** National experience shows that on occasions staff dealing with manipulative individuals have been groomed.  
**Mitigation:** Where possible we double crew staff whilst they carry out risk management visits on offenders. This allows for a different perspective on someone that may have been managed for a long by one person and allows for the staff to discuss the case and potential behavioural thresholds.

## **Governance and Performance Monitoring**

IOM performance is reported via the following governance channels:

<b>Area of IOM</b>	<b>Reports to</b>	<b>Chaired by</b>
MAPPA High Harm	Strategic Management Board (SMB) Annual Report – Gov.com	ACC Reilly / ACO Spencer
MOSOVO	SMB / Vulnerability Board / MOSOVO NPCC	ACC Reilly / ACO Spencer C/Supt Shields CC Skeer
IOM NSAC / DA etc.	Resolve Board Regional IOM Board National IOM Board	ACO Trundley C/Insp DCC Stratford

The following recommendations were made in the April 2022 Spotlight report, progress against them is detailed underneath each recommendation.

### **1. Explore opportunities for analytical support for IOM to develop cohort understanding and intake:**

Upskilling for existing staff in terms of Data Literacy and Qlik Coaching would be beneficial. IOM Senior Leadership may wish to consider a request for service to DoTCoS to support this recommendation from a Business Analyst and/or a Performance Analyst. An MOJ funded post will be conducting some of this analytical work but will be based in Gloucestershire.

**Progress update:** Qlik identification of offenders Threat, Harm Risk (THR), Frequency, Gravity Score (FGS) is now in place however we await further support from the Qlik Team to build lists of those known individuals whose offending is escalating, or their offending history already shows that their THR is so severe that they should be discussed by IOM partners for potential inclusion into one of the cohorts. Force analysts are currently being trained in IDIOM so that we can produce regular documents.

IDIOM is a web-based offender tracking tool, provided by the Home Office to police forces, to support Integrated Offender Management arrangements. The system holds Police National Computer (PNC) data on arrests, charges, and courts and other outcomes for identified individuals (updated from PNC nightly). Users use the system to monitor the reoffending of IOM programmes.

We can now show data of our cohorts such as cost of offending prior to inclusion into IOM and then their offending following migration out of IOM. We will be able to produce a regular (every two months) performance report based from IDIOM.

**2. Introduction of a Performance Framework and Regular Performance Reports:** Improvement is needed around reporting and highlighting the work of the Offender Management teams. ID IOM and the new Qlik Sense Pages will hopefully assist with this. A National IOM Performance Dashboard is due to be released in the Spring, which will pull its data from ID IOM. This could possibly be shadowed in force as a performance reporting starting point. Again, work is already being undertaken to improve this area, particularly with the introduction of ID IOM and new Qlik Apps.

**Progress update:** As above, we are also exploring how the Intel portal can support offender managers with managing and understanding risk.

**3. Police to share more data with the Resolve Board:** IOM managers work closely with the offenders that they manage and have the best insight into the overall pathway needs for each offender, and as such any pathway gaps. It is vital that such data is provided to the Resolve Board to assist in the commission of any new services. Successful introduction of Performance Frameworks for IOM should assist with this. The review of Pathways when it is complete should also be shared with the Resolve Board, so all agencies can work together to fill any gaps. Currently the Police are not asked to share any data with the Resolve Board, however this is likely to change with the approval of the above business case.

**Progress update:** The Resolve Board hasn't convened since Feb 2022 due to chair sickness and retirement from Probation. On 8/11/2022 Resolve Board met and discussions were had regarding its future, a decision will be made on this shortly. This meeting was well attended by Probation, L.A., Youth justice and health

colleagues.

**4.Review of DA Cohort:** DA Cohort is currently running with 11 offenders. The scheme has been deemed as a success, however due to the small cohort size further analysis will be required to fully understand the outcome and successfulness of the work. The freeze on internal PC movements will have a direct impact on cohort expansion.

**Progress update:** The DA cohort is continuing to grow slowly at scale of police recruitment into posts. DRIVE is seen as a success and there are plans with OPPC to look to refund this and we are presently looking at expansion into other local authority areas.

**5.Education around IOM:** Fieldwork suggests that there is a lack of understanding around the force of what the IOM teams do. The National Neighbourhood Crime Integrated Offender Management Strategy is not widely known about, with the old cohort names (IRIS and IMPACT) still used for flags on Niche. Some communication and review work may be prevalent in a bid to improve understanding and in turn an increase in referrals.

**Progress update:** There has been a drip feed of communication around IOM, MAPPA and other MOSOVO. So far, we have posted on the `good to know` bulletin covering aspects of change and briefing regarding MAPPA. We will continue to do this to expand knowledge.

**6.Future direction of AC/EM and other tagging on offenders being released from prison.** The MOJ are looking to release many offenders with a multitude of trail tags, sobriety tags, drug tags, driving tags and more. Whilst the MOJ will manage the release, the police are likely to see an increase in demand in terms of policing these through notification of breaches and requirement to arrests. We need to start future proofing to avoid heavy lifting by staff and look at automation where possible. The function may also wish to perform an evaluation of the current impact of tags, in terms of success rate and workload, especially if they will command more police resource in the future.

**Progress update:** At present the MoJ haven't introduced too many changes in this area, once we start seeing greater introduction of tags there will need to be a review regarding automation of process handling. Nationally MoJ are aware of police concern regarding impact should we see the expedient growth requiring enforcement.

## 1. To what extent do we reduce reoffending by the most dangerous offenders?

The definition of reoffending according to the Ministry of Justice is "any offence committed in a one-year follow-up period that resulted in a court conviction, caution, reprimand or warning in the one year follow-up or a further six month waiting period (to allow time for cases to progress through the courts)." Ministry of Justice, National Statistics Proven Reoffending Statistics, July 2021.

The IOM unit identifies the most dangerous offenders via referrals both internally and externally from partners. Most referrals come from Probation and Mental Health services. The following factors are taken into consideration to determine the risk an offender presents and whether they fall under the IOM remit:

### **Seriousness of offending/ Risk**

At least at the level of wounding, robbery, contact sex offence or similar. In most cases this will be convicted matters but if there is strong evidence of serious un-convicted matters this will also be accepted.

### **Frequency of offending/ imminence of risk**

Evidence of current imminence of risk, clear pattern either escalating in recent times or evidence of a pattern over a period that has not responded to previous input or supervision. Evidence that there is a current risk point/ change in circumstances that might increase risk, e.g., change to support services, loss of accommodation, other destabiliser. Evidence that risk escalates quickly when factors destabilise.

### **Complexity of need or risk**

This may be in terms of personality disorder, mental health, or substance abuse or in terms of a variety of risk or victims/ victim situation (for example repeated offending against the same victim who continues in a relationship with offender). This may include those who are difficult to engage but this needs to be considered alongside other factors – i.e., those who are difficult or aggressive in supervision would not be

suitable just for this reason.

The identification of offenders who should be managed is not an exact science but one that draws upon human understanding of risk, intelligence and past evidence held on individuals and more increasingly the development and use of technology.

Through algorithms we now draw across police systems to understand who those people are we have continued concern about their risk, threat, and harm they can cause people in our communities. We are increasingly using Qlik to support the identification of risky people in our communities in terms of Neighbourhood Serious Acquisitive Crime and Domestic Abuse whilst developing other algorithms to support identifying those who should be prioritised when looking at Rape and Serious Sexual Offences.

These technical approaches do not replace human decision making but are only used as one method of identification of someone for further discussion during multiagency meetings (migration meetings) to see if the person should be included within one of the IOM cohorts for offender management. This then allows for partners to bring together their own agencies data and understating of the person to build the richest picture possible to allow for the creation of a joint risk management plan for the person. This is an offender focus management which opens opportunities to manage their level of risk.

It is expected that the following cases should routinely be referred to the High Harm Team for consideration for management:

- MAPPA level 3 managed cases
- Those identified to be involved in gangs or organised crime who fit the criteria above
- Those assessed as a Very High Risk of Serious Harm on OASys or a very high risk of recidivism on RM2000.
- YOT transition cases who are being managed at MAPPA level 2.
- YOT transition cases who are assessed as a high Risk of Serious Harm

Work is ongoing with teams across A&S to raise awareness of how to refer into IOM and this includes Bluestone. A recommendation in Pillar 2 is for Bluestone officers to come on attachment into IOM (High Harm and MOSOVO teams) for a month at a time to gain a greater understanding of risk management which they can then use in dealing with those are greatest risk of committing rape offences.

### **Risks to capability to manage the most dangerous offenders**

On the 8<sup>th</sup> December 2022 the IOM were informed that they would lose 4 PCDA officers on completion of their year 3 placements. It is currently unclear if, or how these Uplift places will be filled.

At present we have several police stations in Force which are not 'specified' for the purposes of sexual offender registration and notifications. There is a likely correlation between these areas and RSO notification breaches. Further co-location of police premises needs to take into consideration the wider impact and legal clarification sought regarding Bath, WSM and Taunton.

### **Expectations of IOM once an offender has been referred to them:**

- Prison visit/video call if the offender is in prison at time of referral.
- Potential home visit PRIOR to release to establish concerns over the property and speak to other family members.
- Use the review template on the Offender Management Record (OMR) to clarify their current situation regarding the 9 pathways.
- Highlight the offender's relevant licence/PSS (Post Sentence Supervision) /curfew/community order and relevant dates, their RAG (Red, Amber, Green) status and the ID/contact details of the probation officer. This informs those reading the review from outside the dept (e.g., Remedy or Investigations wanting to know if the person is recallable to Prison if they reoffend or there is intelligence to suggest they may reoffend).
- Complete background research including speaking to partner agencies prior to first meeting, this enables a wider holistic view of the offender, motivation, and behavioural traits.
- Meet the offender in community (if not in prison) to complete pathways assessment. Allowing for a

bespoke plan to be made including housing, education, employment, Drugs and Alcohol services, benefits support etc.

- Identify needs from this assessment and involve relevant partner agencies to support. Ongoing information sharing with Probation and other agencies.
- Complete further regular visits, frequency is dependent upon risk.
- If the offender is not engaging, carry out enforcement using force resources to ensure swift arrest and recall. This often takes place through PACESETTER.
- Monitor crime series to see if offender could be responsible and tie in with local Neighbourhood Policing Teams (NPT) and Remedy.
- Update colleagues at morning briefings, local tasking meetings and MAPPs using intel portal slides where appropriate.

The above steps enable the offender manager to identify what is motivating the offender to commit crime, how to reduce this risk and rehabilitate them or if necessary, apprehend them if they continue to offend. Supervisors regularly dip sample cases to assure against the above points and check lists are also used to prompt and assist with relevant actions being completed.

### **Performance data**

The Constabulary do not produce any reoffending data to the Home Office, therefore there is no nationally comparative data on reducing reoffending. However, we hold local data that reflects our performance in this area.

There are also no national targets for reducing reoffending. IOM work in Avon and Somerset is tracked through various governance groups and boards as mentioned already in this report. HMICFRS recently carried out an inspection in Oct 2022, we await the results of this, and any recommendations made.

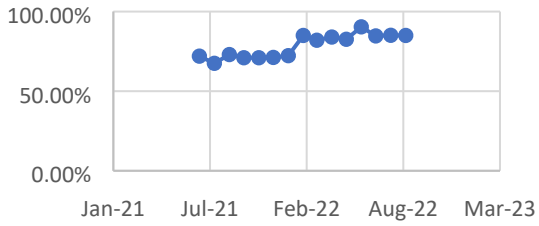
MAPPA is regularly audited, and a joint annual report produced by Police, Probation and Prison services is published against all other forces. The College of Policing's Authorised Professional Practice (CoP APP) is followed regarding the management of sex offenders.

### **Information from MOSOVO and MAPPA performance reports:**

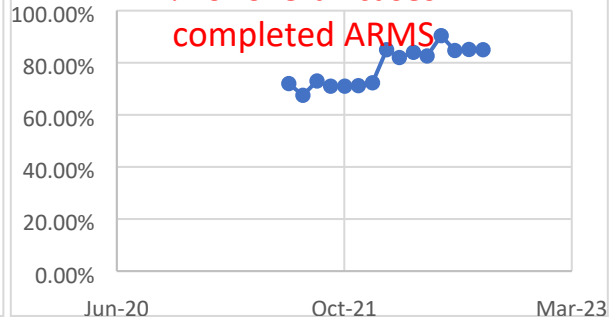
	Q3 2021	Q4 2021	Q1 2022	Q2 2022	Q3 2022
Risk management visit compliance rate	83.1	83.6%	88.5%	88.5%	88.7%
Percentage of overall cases with completed Active Risk Management Plans	72.3	71.1%	79.8%	85.3%	85%
Breach of Notification requirement	34	42	61	54	55
Breach of SHPO	25	21	25	31	47



**Risk Management Visits  
Compliance rate**



**% of overall cases  
completed ARMS**



Avon and Somerset risk management visits and ARMS (Active Risk Management System) compliance performance is very good and has been improving over the last year. One of the reasons for this being the investment in an uplift of staff (8 PC's) and a review of resource locality- a regular review of RSO numbers geographically is completed to inform staff movements to meet demand and manage caseloads.

Significantly, by using a desk top team to manage the lowest risk offenders and those in custody with a release date greater than 6 months, we are working outside of the CoP APP. Our approach is being looked at nationally as a potential way of managing increased demand in the ever-growing amount of RSOs in our communities.

The slight increase in breach of notification requirements and SHPO is expected in line with growing RSO numbers. Improvements to risk management visits will be made with a view to complete as many as possible double crewed allowing for more intrusive and reflective management.

**IDIOM data**

IDIOM data is new to the Force and used by every force nationally following the introduction of the IOM National Guidance. This shows the NSAC (Neighbourhood Serious Acquisitive Crime cohort) offending before, during management and post management.

Below data captured on 9<sup>th</sup> November 2022 and shows cost of FIXED cohort offending difference and number of offences committed - 12 months before and 12 months following offender management:

**Cost of  
Offending**

**No of Offences**

BCU	12 months prior to coming on cohort	12 months after leaving the cohort	12 months prior to coming on cohort	12 months after leaving the cohort	Reducing offending %
BANES	£271,112.00	£0.00	76	0	100%
BRISTOL	£2,258,617.00	£574,081.00	693	208	70%
NORTH SOM	£503,433.00	£253,356.00	169	72	57%
SOMERSET EAST	£535,409.00	£386,415.00	222	97	56%
SOMERSET WEST	£312,143.00	£139,671.00	153	81	47%
SOUTH GLOS	£211,710.00	£68,129.00	78	37	52%
Totals	£4,092,424	£1,421,652	1,391	495	64%

Cost savings = £2,670,772

Reduction in overall offences committed= 64% (896)

This data suggests the IOM is performing well in reducing re-offending- all local authority areas having a reduction in offences committed by offenders being managed by approximately half at the very least.

### Serious Case Reviews (SCR)

A Serious Case Review (SCR) is held should an offender managed through MAPPA go on to be found guilty of committing a Serious Further Offence.

The MAPPA Strategic Management Board chair must commission a SCR when both of the following conditions apply.

- the MAPPA offender (in any category) was being managed at level 2 or 3 when the offence was committed or at any time in the 28 days before the offence was committed, and.
- the offence was murder, attempted murder, conspiracy to commit murder, manslaughter, rape, attempted rape, or conspiracy to commit rape

This will trigger a statutory SCR. A panel formed of all relevant agencies will be required to convene, the case management will be scrutinised and learning, and recommendations disseminated nationally.

	Q3 2021	Q4 2021	Q1 2021	Q2 2022	Q3 2022
SCRs commenced	0	0	0	0	1

The above data suggests that MAPPA is working well within Force given that only one SCR has been held. Note, this SCR is related to an offence that took place in 2019 but as the person has recently been charged it is only commenced now although the review will take place following the court case which is likely to be Spring 2023.

### DRIVE performance data

- The current Drive cohort of 64 have committed 255 DA crimes over the time of all available Qlik data affecting 164 victims (not including children present or resident).
- Using the Recency Frequency Gravity (RFG) scores 65% of the current top 50 DA offenders in South Glos. have either been discussed at Domestic Abuse Perpetrator Panel (DAPP) or taken on by DRIVE. 5 of the current top 10 are in the Drive scheme and 10 of the top 20. Note, some offenders may not be suitable for Drive because of where they or their victims live, and other offenders may be in prison.
- Around 90% of all Drive offenders were repeat DA offenders at point of adoption. This reduces to around 39% after they start on the Drive scheme. To April 2022 that equated to 41 less victims of abuse.
- Around half the offenders have not committed any DA offences after Drive involvement and nearly another 10% have only committed one. Bearing in mind these are mainly men who have offended multiple times sometimes against multiple victims (90% repeat DA offenders).
- The combined DA harm score for those who have completed and exited Drive has declined from over 5000 to 2,500 during intervention and to 1,770 after case closure. A total reduction of two thirds.
- A - Comparing offending data In October 22 for the *current* cohort of 65 Drive offenders (13 weeks before and after Drive start date) Qlik shows a reduction of 80 domestic abuse crimes.
- **B** – For the 160 offenders (again comparing 13 weeks before and after) taken on so far, we have a reduction of 163 DA offences.
- **C** - 80 of these have committed no further DA offences since adoption. 16 have committed one further DA offence.

The DRIVE project is supporting the IOM in many ways, including by creating capacity which inevitably has a beneficial effect in the department being able to reduce reoffending by the most dangerous offenders.

### Qualitative data

The management of offenders and support of those with complex needs can be very rewarding. The work can improve the emotional and physical wellbeing of offenders, positively impact their families, and ultimately prevent further victims. It is not unusual for managed offenders to send letters of thanks for the supportive ways their offender managers have managed them and helped to address their offending behaviour.

## **Support of technology to reduce re-offending**

As part of the Government's ambition to reduce neighbourhood crime, a substantial project imposing GPS trail monitoring for adult offenders convicted of 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 whole programme is subject to a national evaluation which is being led by the Ministry and Justice, likely date for this being concluded by the end of 2023.

The pathfinder phase went live on 12 April 2021 and currently 19 forces across the country are part of the project. All offenders released into the community with a GPS Serious Acquisitive Crime (SAC) tag will have oversight from one of the Offender Management Teams with A&S Police (High harm Team or Neighbourhood and Serious Acquisitive Crime offenders Team and/or MOSOVO Sex Offender teams). Offenders will wear their tags for up to 12 months post release into the community and minimum of 6 months.

Probation will monitor them as part of their license conditions in the usual way. Probation have been given access to the web-portal with all GPS data and can view all offenders on the GPS tagged SAC cohort nationally. They will see any nights not spent at home, top 10 locations visited, any non-compliance and that is their responsibility to manage.

A&S Police send automated daily data on burglary, robbery, and car crime data to the MOJ daily for comparison with the GPS data from the tagged SAC offenders. MOJ review and identify any crime hits with the tagging and crime data. This will be Monday-Friday 9am-5pm only for now. Any "hits" are sent to A&S Police. The hits sent by the MOJ come with a statement of evidence, a map and breadcrumb trail of the GPS tag trail in comparison with the location of the offence. Offender Management staff review the credibility of the hits and arrange for further, development and/or investigation of the crime if required and arrests where necessary. A&S Police must review the report and act on any 'hits' the MOJ send and provide an appropriate response. Offender Management provide a monthly audit report back to the MoJ about our response to their 'hits'.

Since the start of Pilot.

- A&S have 67 offenders on tag at present, this is expected to steadily increase.
- We have received 434 hits of GPS SAC tagged offenders in close proximity to SAC offences since April 21
- All hits have been checked and reviewed by the IOM teams and ten have resulted in sufficient evidence to justify any arrests, charge and caution.

What is working well:

Deterrent- It's early days but the national and local experience is that the majority of those tagged do not appear to be committing SAC offences, so it appears to be acting as an effective deterrent from committing crime.

Accountability – the wearing of a tag helps offenders stay accountable to themselves

Control towards change- The 6 to 12 months that an offender wears a GPS tag allows agencies more time to build a rapport and make efforts to support and offer alternative pathways for offenders to meet their needs and manage their risks.

Early indication – The alerts of tags being tampered with, and curfews not being adhered to provides early evidence to allow probation and partner agencies to intervene early to stop offenders escalating into offending behaviour.

## 2. To what extent do we effectively protect victims from managed offenders?

Offender Managers will consider a wide ranging of management tools to protect victims including Civil Orders such as Sexual Harm Prevention Orders, Sexual Risk Orders and Criminal Behavioural Orders. Consideration is always given to proportionate disclosure to protect and safeguard members of the public (including children) and professionals working with the managed offender.

Having swift justice through enforcement of offenders is key, civil orders and licence conditions ensure behavioural change to those subjected to them and allows offender managers a leverage for enforcement and the use of (often covert) police tactics to bring their ongoing criminality to justice.

Data showing number of SHPOs and SROs issues by IOM:

Orders	Q3 2021	Q4 2021	Q1 2022	Q2 2022	Q3 2022
SHPO	25	21	25	31	46
SRO	6	1	0	0	0

As of October 2022, there were 1770 Registered Sex Offenders in the communities of Avon and Somerset, 1204 (68%) of these are also subject of SHPO's. In A&S we now look to ensure all those convicted of a sexual offence will (where appropriate) be subject of a SHPO upon release.

There will be a likely increase in SROs in 2023. This will be due to the Bluestone toolkit which is being developed and recommended attachments to IOM enhancing the knowledge of Bluestone staff and other teams who come into contact with offenders and suspects suspected of sexual offending.

### Managing Sex Offenders

NPTs have access to Qlik data showing the RSO's on their beats. This enables greater intelligence yield as well as a contextual understanding of any conversations or tensions they may pick up on in their areas leading to increased risk to either potential victims or the RSO. Each area has a MOSOVO SPOC.

IOM SLT are working closely with Bluestone to develop plans to identify and disrupt persons of interest in RASSO cases. This work will eventually ensure that each suspect or perpetrator has a bespoke plan to manage their risk either through IOM should they meet the agreed partnership thresholds for inclusion into MAPPA, high Harm team etc, or by their effective management by Bluestone outside of IOM.

For the highest risk offenders there is always an up-to-date risk management plan which considers all tactics available to mitigate risk these include working closely and regularly with covert assets across the force.

## 3. To what extent do we successfully prosecute managed offenders who breach their orders?

When offenders managed within IOM cohorts reoffend or breach conditions it is essential to impart swift justice. Due to their past offending behaviour the default position is generally to charge where the evidence allows or return them to prison where licence conditions are available. When there are lower level first time breaches such as a first-time notification breach then a conditional caution may be considered but only when authorised by an IOM Detective Inspector. The ASCEND team can also support offenders to meet with victims for restorative justice where appropriate.

### Prosecutions / sanctions for breaches:

Please note that figures are for a sanction received in that quarter, but the offence may have been reported in any period prior to that time.

**Breach of notification requirements** by registered sex offenders can attract different sanctions when proven including the discretion to take no further action. The outcome is based upon aggravating factors, and factors reducing seriousness or reflecting personal mitigation. An example being an RSO who is known to have learning requirements fails to notify of a change to his bank account. Although a breach which when questioned they admitted, discretion was used, and no further action was taken on that occasion. We also

have a conditional caution by means of an Out of Court Disposal (OCD), this can only be authorised by a MOSOVO Det Insp.

**Breach of SHPO's** is generally deemed more serious as these orders are imposed by the court to replace restrictions on behaviour based upon the person's past offending risk. There is therefore no conditional caution for this. As per the sentencing council guidelines, disposals should be considered against both the culpability and the harm that was caused/likely to be caused. If charged suspects will go before a court.

PROSECUTIONS FOR BREACHES					
When	Q3 2022	Q4 2021	Q1 2022	Q2 2022	Q3 2022
<b>Breach of Notification requirements (sanctions received)</b>	5	15	18	25	19
<b>Breach of SHPO (sanctions received)</b>	6	9	6	13	16

The IOM teams work with other teams in the Force to bring about successful outcomes. For example, we work with investigative teams to help coordinate enquiries and bring investigations to a stage where arrests for offences can be made swiftly and we also provide evidence to support remand in custody where appropriate. We also work with Operational Support, NPT's and Response to help coordinate enquiries to bring around the swift arrest for those managed offenders that are outstanding for recalls, warrants and offences where appropriate.

We also work closely with partner agencies to share timely information about those cases on each IOM cohorts to understand their current needs and risks and devise appropriate plans to address those with the aim to reduce offending and harm and protect victims and the community.

#### Digital Team

The small digital team within IOM adds a greater dimension to the work undertaken by other Offender Managers, they have the expertise and tools to triage digital systems at the home addresses of managed offenders thus picking up potential offending behaviour early, preventing the unnecessary submission for forensic analysis.

Staff with the relevant skills from the Investigations Cyber Team were due to move to the IOM Digital Team but staff moves have been paused, adding to the challenges of recruiting into this team. In addition, this pause has increased the workload on existing team members and has led directly to stress related sickness and reduced capability in the South of the force.

#### Unscheduled Visits

Offender managers use a blended approach using scheduled and unscheduled visits to test the compliance of offenders with statutory orders in place. An example of this is where there is a Sexual Harm prevention order (SHPO) in place with conditions to allow an officer to examine digital devices.

OMs may attend without notice; this obviously doesn't allow the managed person time to prepare often meaning police find breaches of licence or further offences.

When considered appropriate OM's can use other tools at their disposal including:

**Digital Triage:** the departments dedicated digital triage team use equipment designed to "interrogate" digital devices using ADF to identify if there have been any breaches/offences. The team also manage a small number of cases whereby the offenders index offence leads us to believe their future offending risk is predominately digital based. In addition, the team will also carry out 'router downloads', this allows OM's to see if the managed offender is hiding additional internet enabled devices. Unfortunately, due to current gaps in the team we have limited capability in the South of the force!

**Esafe:** Is an external monitored App placed on the offenders' devices. This continuously monitors their time spent on devices and alerts the police remotely if the individual accesses inappropriate imagery or search for inappropriate content. We have had significant success in use of Esafe, an example being the identifying of online activity of one of our Forces most prolific child sex offenders. We were able to return him to prison due to this activity.

**Digi Dog:** The force "Digi Dogs" are utilised by our teams to look for unregistered digital devices. The dogs

are trained to search for and identify devices such as phones, SIM cards, Memory sticks which are often hidden by managed offenders. We've had success in locating well-hidden devices and identified further offences allowing prison recalls

#### 4. To what extent do we effectively work with partners?

All IOM activity which relates to jointly managed offenders or Pathways is carried out in conjunction with partners. The Offender Management teams are co-located in some areas and there is a drive to extend this further over the next year. However, at present there are some existing internal barriers relating to concern over Probation staff vetting which requires resolving.

The decisions to take offenders into a cohort or to migrate them out of a cohort is a joint decision between Police, Probation and Health services. In Bristol Police, Probation and Avon and Wiltshire Health trust phycologists are col-located.

Cohort management, risk and migration meetings are all carried out in the multi partnership arena, decisions are made jointly, and all voices have equal weight.

All Pathways and rehabilitative services are provided through partners and further work is required to ensure rehabilitation services are mapped to identify gaps in services and Pathways which is more complex due to having three Probation Delivery Units and five Local Authorities within the Avon and Somerset Constabulary area.

The Governance for all areas IOM as discussed and governed in several areas.

- Resolve Board – Reducing Reoffending
- Strategic MAPPA Board
- Contest Board
- Vulnerability Board

We can't give reliable data regarding number of Pathways that are available or the number of referrals made for Pathways support this is because referrals are made by several agencies and without joint systems or access to partnership data this is difficult.

However, the head of IOM does receive Probation performance data as per the heading below. This is collated through NDELIUS which is a Probation Service recording system.

(Specific data cannot be shared in this document as data doesn't belong to the police)

Measured Area	Performance Measure	What does it measure?
Contact with Managed Offender	Last recorded contact	Last (offered) <b>contact</b> recorded
	Home visit	Number of home visits completed within 4 week period
	Office Visit	Number of 'planned office appointments' within 4 week period
	Other agency contact	Number of 'other agency contacts' completed within 4 week period
	Remote contact	Number of 'remote contacts' completed within 4 week period
Accommodation	Housed on release	The proportion of nominals in settled or temporary accommodation at point of release from custody
	Settled accommodation at three months release	Percentage of nominals in settled accommodation 3 months post release or commencement of community order
Enforcement	Cases in Breach	Breach Summons/Warrant to be issued within 10 business days of final failure to comply
	Warrant/ Summons or UAL	Breach Summons/Warrant to be issued within 2 business days
Sentence Management	OASYS Review	Sentence Plan completed within the last 6 months

	Secured employment at 6 weeks post release	The proportion of nominals employed at 6 weeks
	Employment at 6 months post release/commencement of sentence	The proportion of nominals employed at 6 months
	Requirements completed at sentence expiry	Completion of Order's, including combination of programmes, RAR's and unpaid work

The following areas are presenting a barrier to effective partnership working:

- Barriers to co-location
- Lack of funding of pathways with the concern of current government fiscal direction
- Probation are struggling to keep up with our DA cohort plans, they need more resources.
- Having five Local Authorities leads to a less joined up approach regarding services.
- Getting DRIVE to Bristol and North Somerset is challenging.

#### **HMP Leyhill:**

HMP Leyhill is a Category `D` Open Prison in South Gloucestershire. Many of the inmates are MAPPA managed and in the open estate in preparation for release. These offenders are given `release on temporary licence` (ROTL), often into Bristol. If they choose to abscond this places pressure on policing across the force. Those who are excluded from returning to their home areas prior to conviction often choose to stay in the areas in which they were released on temporary licence – their management continues, sometimes for life and it is then the Avon and Somerset constabularies responsibility to manage them.

HMP Leyhill is shortly to start building new facilities and is expanding their establishment by 40% (250 beds).

#### **Approved Premises:**

Avon and Somerset have five approved premises, most other regional forces have one or none. Eden House in Bristol is one of only three approved premises nationally housing females. This places a significant demand on IOM teams (MOSOVO and High Harm) as well as other police resources due to `recalls and breaches`.

#### **Assessment of time:**

A detailed assessment of demand on IOM resources will continue in the New Year and this will be reported on in February 2023.

#### **6. How diverse ethnically is the IOM Team? (Specific Question from the Panel)**

The IOM only recruit from internal staff so the diversity of the organisation as a whole will impact the ethnic make-up of the department. There are no positive action recruitment campaigns in place, but we have previously held a webinar with the Black Police Association to raise awareness of the IOM. At the time of writing there are 6 staff members from an ethnically diverse background, this accounts to 5.2% of all IOM staff.

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## AVON AND SOMERSET POLICE AND CRIME PANEL COMMISSIONER'S UPDATE REPORT 29 MARCH 2023

The following briefing provides an update for Panel Members on key activities since the last Panel meeting on 1 February 2023. A summary of key highlights for consideration by Panel Members is set out below:

### EXECUTIVE SUMMARY

#### Governance and Scrutiny:

- **New Scrutiny Arrangements:** New format Boards go live in March. Forward dates have been circulated to Panel Members.
- **Inspections Update:** links to PCC responses to recent inspections. Final PEEL report expected w/c 13 March. This will be circulated to the Panel as soon as it is available.
- **Standing issues for Panel oversight:** a) Estates – update on Bath co-location plans, Trinity Road site, and South Somerset business case; b) Recruitment and Retention – Uplift target achieved and exceeded, focus on filling gaps in the south of the Force and on assurance regarding recruitment/retention/vetting processes.
- **Updates requested by the Panel:** arrangements for monitoring local compliance with the Victims Code of Practice; update on action to tackle court backlogs.

#### OPCC Business Update:

- **Tackling Disproportionality in the CJS in A&S:** first Steering Committee meeting taken place.
- **Consultation & Engagement:** Launch of new-format Performance & Accountability Board; Engagement and Consultation Manager appointment; evaluation of precept survey reach and PCC/Councillor Forum events.
- **Complaints & Contacts:** ICase system (case management for complaints) procured and due to go live in June.
- **Policy & Partnerships:** Serious Violence Duty next steps and review of hub and spoke support arrangements; update on bids to secure continuation of projects to reduce reoffending; progress in development of needs assessments for local Combatting Drugs Partnerships; ASCJB and Restorative Justice Action Plan updates.
- **Scrutiny Panels:** Outcomes of successful volunteer recruitment campaign; summary of recent scrutiny panel meetings and work of OPCC panel members and Independent Custody Visitors.

#### National Updates:

- **PCC National Economic & Cyber Portfolio:** Influence through national board to improve new Action Fraud website; keynote speech at APCC general meeting; inclusion of fraud & cyber crime and support for victims in new Strategic Policing Requirement; facilitated partnership group with police, Trading Standards and victim support services to improve response to local victims.

## 1. GOVERNANCE AND SCRUTINY

### **New Scrutiny Arrangements**

The oversight boards had been revised and the new format boards go live from March 2023.

**Performance and Accountability Board (PAB)** – these will now be held every month but for 30 minutes each time; they will also be broadcast on Facebook. These changes respond to feedback received and

to are aimed at improving engagement with the meetings. The last meeting in the current format was held on 7 February 2023 and can be found at the following link:

<https://www.youtube.com/watch?v=ULhKmANhpM4>

The next public broadcast will take place on 9 March 2023. Members are encouraged to watch live or view the recording.

**Governance and Scrutiny Board (GSB)** – will now be monthly and the meeting will be held in two parts: governance and scrutiny. This is to help ensure that there is sufficient time allowed for all agenda items. Agendas and minutes from the GSBs can be found at the following link:

<https://www.avonandsomerset-pcc.gov.uk/reports-publications/oversight-boards/>

### Key Decisions

Key decisions published since the last meeting are available at the following link:

<https://www.avonandsomerset-pcc.gov.uk/reports-publications/decisions-log/>

### Inspections Update

#### HMICFRS

Since last reported one new response has been published:

- [Digital forensics: An inspection into how well the police and other agencies use digital forensics in their investigations](#)

The pending PEEL report is expected to be published in mid-March. This will be shared with Panel Members as soon as it is available.

### Police Super-Complaints

Since last reported we have confirmed that we accept the recommendations from the following report:

- [How the police respond to victims of sexual abuse when the victim is from an ethnic minority background and may be at risk of honour-based abuse](#)

Since last reported the NPCC have published an update on a super-complaint:

- [Centre For Women's Justice Super Complaint: Police perpetrated domestic abuse](#)

### Standing Items:

#### Estates

- Bath: Having recognised that a colocation in Bathwick was not viable, alternative options are being pursued for a long-term location in Bath. The Governance and Scrutiny Board (GSB) approved progressing to negotiations on the most promising, a commercial property on the Lower Bristol Road.
- Trinity Road: Following receipt of planning approval for Trinity Road, contracts were exchanged with the preferred bidder in September. Since then The Guinness Partnership has opted to go to tender for their works which may have some impact on timings. However, the decant process to Bridewell and Fishponds has now started, supported by ongoing extensive community engagement.
- Yeovil: The business case for the South Somerset review, covering Yeovil, Chard, Somerton, Crewkerne and Ilminster, will be presented to GSB in April with the intention for construction to start in 2024/25 and for completion in 2025/26.

### Recruitment and Retention:

The Constabulary are delighted to confirm that after three years of collaborative working across internal teams and close liaison with the national Uplift programme, the agreed uplift target of 456 officers will be met by end March 2023. An additional 80 officers have also been recruited, as agreed

on a temporary basis with funding with the Home Office. At the start of March, the Force was at a total head count of 3316 officers (9<sup>th</sup> March 2023) already exceeding the target of 3291, and it is anticipated that the original target will be exceeded by 94 officers, achieving the additional 80 officers.

Since April 2019 the Force has recruited in excess of 1500 new officers into Avon and Somerset, made up of 1000 officers through PCDA, 300 through DHEP and welcomed other officers as transferees, rejoiners and through the Police Staff Investigator to Detective Constable programme. Graduation of the first Detective Degree Holder Entry Programme cohorts has taken place, bringing great detective resilience into the investigation teams. Numbers of police officer leavers per month has been reducing and remains under the 25 per month that was modelled in the trajectory. The Force is now focussing even more on retention of officers and participating in best practice learning nationally, in order to continuously improve workforce planning practice. There continues to be a resourcing challenge in the south of the Force area, and this will remain a focus of attention, which includes continuing to run local campaigns in the south. National guidance is being followed closely with regards to any recruitment changes, as well as other checks and tests on serving officers to ensure that the Force is recruiting and retaining the right people in line with public expectations of police officer standards.

### **Updates Requested by the Panel:**

#### **Victims Code of Practice**

The Victims Code of Practice (VCOP) sets out the rights of victims of crime and the minimum standard that organisations must provide on their journey through the criminal justice system.

Further information about the current victims code can be found at the following link:

[www.gov.uk/government/publications/the-code-of-practice-for-victims-of-crime](http://www.gov.uk/government/publications/the-code-of-practice-for-victims-of-crime) The government is in the process of enshrining these rights and entitlements in law through the Victims Bill.

The PCC has a key role in ensuring compliance with VCOP through the following ways:

- Quarterly dip sampling carried out by the multi-agency Victims Governance Group (reporting to the A&S Criminal Justice Board);
- Escalating learning and issues of concern to the A&S Criminal Justice Board (which is chaired by the PCC) and through national channels as appropriate;
- Holding the Chief Constable to account for police compliance with VCOP and victim confidence;
- OPCC oversight of the Lighthouse Safeguarding Unit (LSU) (which is funded in part from the Ministry of Justice Victims Grant) and their role in compliance with VCOP.

A Constabulary audit of 396 crimes (with a named victim) was undertaken in 2022. The audit reviewed files to assess compliance with VCOP standards of service required of the police. Overall, 72% of records were found to be VCOP compliant.

The Victims Bill places a greater emphasis on quantitative data in measuring compliance. There are known gaps in data capture under current arrangements and inconsistencies in the way compliance is measured in different Force areas. The Ministry of Justice (MoJ) is working with national agencies and local areas to develop a minimum dataset for VCOP compliance feeding into an online data tool which can be accessed locally to review performance and allow comparison across other Force areas. Where practical, data will be in a format that can be broken down by crime type and protected characteristic. Locally, future oversight of VCOP compliance will be further strengthened by the development of a service specification for the victim care element of the LSU, providing a higher level of detail on performance and service delivery in line with other OPCC commissioned services. The MoJ is also looking to set up a national governance structure for oversight and escalation of issues.

The delay in progressing the Victims Bill means that national compliance arrangements are likely to go live in 2024. Local areas are encouraged to continue scrutinising VCOP compliance under local arrangements in the interim. Updates on progress with the Victims Bill and development of VCOP compliance arrangements will be brought to the Panel over the coming year.

### **Update on Court Backlogs**

The PCC's Annual Report 2021/22 highlighted the national challenge of court backlogs and action taken locally to address this. Through concerted efforts to recover following the pandemic, the courts had reduced the backlog to 678 outstanding trials. Unfortunately, the position has deteriorated since Bar action last year. The number of outstanding trial cases now stands at 846 which is 35% above the pre-Covid baseline of 625 (based on an average from the 6 months prior to February 2020). Reasons for this include a changing case mix which has seen an increase in the proportion of rape and serious sexual offences (RASSO) cases leading to lengthier, more complex trials, and the disruption of cases due to lack of availability of advocates who are trying to cover more cases per person than pre-pandemic. The local position reflects the national picture, with outstanding trials currently standing at around 49.5k. In order to address the situation, 12 courtrooms are now sitting across Bristol and Taunton (the maximum number of courtrooms available in Avon and Somerset), and will continue to do so throughout 2023/24.

## **2. OPCC BUSINESS UPDATE**

### **Tackling Disproportionality in the Criminal Justice System in A&S**

The Steering Committee (SteerCo) has now been identified and the first onboarding meeting was scheduled for 7<sup>th</sup> March 2023. This meeting focused on agreeing the Terms of Reference, the portfolio work including governance, location & resourcing, understanding the stakeholder landscape and populating and agreeing the delivery group matrix.

This will be the catalyst to kick starting the project delivery groups across both OPCC/ASP and the multi-agency partners. The team continues to progress work towards the Independent Scrutiny Group.

### **Consultation and Engagement**

The new format of Performance & Accountability Board (PAB) launched in March. The new iteration sees it livestreamed on Facebook as an event, and moving from a quarterly 90 minute broadcast to a monthly 30 minute meeting. Analytics of the first broadcast show:

- Up to 50 live viewers as it broadcast
- 3.4k views retrospectively to date
- 16,092 reached
- 19 comments (one saying going to tune into future broadcasts and others supporting Chief Constable) 5 shares, 10 likes

Following the precept survey consultation the Communications and Engagement Team will be undergoing an evaluation and reviewing the consultation strategy to ensure methods are employed to constantly improve on increasing legitimacy and better engaging and representing diverse communities. The PCC Engagement and Consultation strategies are both aligned to the OPCC objective of improving engagement, particularly within under-represented and vulnerable communities, e.g. Black, Asian, mixed and minoritised people, and other protected characteristics, socio-economically deprived people, women, young people and those living in isolated rural areas.

As in previous years the team set specific numeric targets for percentage responses from under-represented respondents – particularly focused improving representation of ethnically diverse

respondents using census data to set representative targets in ethnic grouping. In the 2011 census the overall population for A&S minoritized communities was 6.9% and in the new 2021 census it is now 9.7%.

The team has had some encouraging success around improving ethnically diverse representation within statutory consultations during the last three years, moving from 1.1% to 5.3% - over the three year period – an increase of 4.2%. The use of the postal survey as one of the delivery mechanisms has been an important tactic in supporting our aims. This year the postal delivery method yielded a 12% return from people identifying as Black, Asian, Mixed and other minoritized ethnicities. This is compared to 5% of respondents to our online survey from those communities. Evaluation will allow consideration of more bold and innovative ways to further increase representation.

The Communications and Engagement Team continues to use the PCC's programme of engagement and events to support the objectives of the Police and Crime Plan.

A second recruitment process has been run for the Community Engagement and Stakeholder Manager role. An independent panel member took part from the Avon and Somerset Police Outreach team. We hope to be able to announce the outcome shortly.

The new post-holder will continue 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. The next three rotations around the Force area, approximately 24 weeks, will focus on engaging internally and externally on the Police and Crime Plan.

The series of PCC/Councillors forums in each Local Authority area finished on 16 March in North Somerset. Anecdotal feedback so far suggests they have proved to be a valuable way of connecting local councillors with their neighbourhood police teams and there has been very positive feedback – captured through survey – as well as some areas for learning identified. A full evaluation of the process will be carried out, including costs and measurable impact on objectives, to steer the planning of the next series of these events which is currently set to take place between September and December this year. This is a key deliverable for 2022/23, as part of the PCC's programme of engagement. The aim is to help the PCC and local neighbourhood teams in Avon and Somerset Police to better understand the crime and anti-social behaviour issues that are being reported to local councillors. The PCC also wants to forge stronger relationships, and promote closer partnership working, to address some of the anti-social behaviour and crime issues faced by residents and businesses in Avon and Somerset.

### **Contacts/Complaints Oversight**

The IT issue in relation to obtaining management information from Iken is still being resolved and we await an update from Iken as to how we may be able to retrieve this data before conversion to the new case management system i-Case.

The i-Case project is still on course and is expected to go live in June 2023. The Scrutiny and Assurance team will use the new system to record and manage PCC contact and the system will offer enhanced reporting benefits and efficiency opportunities.

The team are still monitoring the contacts coming through the system as well as linking in with the new Staff Officer and the Comms and Engagement team to identify trends and themes in public contacts and engagement to assist the PCC in holding the Chief Constable to account through the

Performance and Accountability Board. So far this has included the Police Complaints Regime, the precept increase and Male Violence Against Women and Girls (MVAWG).

In line with the implementation of i-Case, both the Performance and Governance team and the Scrutiny and Assurance team are looking at how best to capture the feedback from the public through contacts and through wider scrutiny activity to steer strategic assurance activity. This will be progressed over the coming months.

The scrutiny of police complaint handling is a statutory function for the PCC. Since Sept 2019 (when records started), the PCC has monitored the handling of 487 police complaints through the 'keep in view' process. The team continue to check complaints handling regularly to support timely resolution and are currently overseeing 39 live complaint cases sat with PSD on behalf of the PCC. The team will be reviewing the 'keep in view' process to address the issues raised through last year's review of the OPCC.

## Policy & Partnerships

### **Serious Violence**

#### **OPCC VRU Hub Update:**

The long-awaited Serious Violence Duty guidance was launched on 31 January. Guidance leaves much of the shaping and development to local discretion, however Duty governance and grant allocation is to sit with PCCs. In A&S, some early scoping was undertaken with key partners (inclusive of the Duty Holders) around the potential model for delivery of the Duty, the consensus was that proposed outputs of the Duty are close to being met with the Hub and Spoke model in place for the VRU grant. Therefore, it is anticipated that each local authority will develop local serious violence problem profiles, which will feed into a wider A&S serious violence needs assessment, which in turn will be the foundation for an A&S Serious Violence Strategy, the oversight of this is likely to sit under the Strategic VRU board that the Deputy PCC currently chairs. The Duty will provide a means to create a more comprehensive assessment of the problem and provide leverage for stronger collaboration between Duty Holders; collaboration is extremely good in places but there are new relationships to be built, for example with the Fire service. A task and finish group has been set up to agree the approach, with the first meeting on 17 March.

At the last Strategic VRU Board on 31 January, the OPCC submitted a proposal to uplift the team and extend fixed term contract roles within the Hub structure. Subsequent discussions have resulted in agreement to a broader review of key roles, responsibilities and consideration to inefficiencies and challenges in delivery across the whole VRU model. Therefore the proposal for the Hub plans are now on hold until the review is complete. OPCC and local authorities will be meeting again on 17 March to agree the scope of the review and its timeline.

#### Local VRU Spoke Update

Delivery is well embedded for this year, key interventions taking place include work to reduce exclusions and a more inclusive education setting across the 5 areas. Detached youth work, which seeks to engage and divert young people away from risk. Targeted group work is in place, including partners, girls and groups known to be in conflict. Mentoring and 1:1 bespoke support is key to the VRU support offer and is being delivered by a number of specialist providers across the Force area.

The Constabulary have recently recruited a new Chief Inspector who will oversee the Early Intervention Police team (who work closely with the VRU spokes). There are plans to review the work being undertaken by this team and look at how greater consistency and clarity can be achieved. The team includes a newly recruited Serious Violence Business Analyst that will support

developing a better understanding of strategic performance against serious violence but also enabling better intelligence and data insights of police data through to partners within the VRU spokes.

### **Reducing Reoffending**

The Court Up service at Bristol Magistrates Court is due to come to an end on 30 April 2023. The current provider is being supported to bid for MOJ funding to continue this work with expansion to Bath and North Somerset Courts in line with the [Female Offender Strategy](#) and the [Womens Concordat](#). Unfortunately the bid was unsuccessful.

The OPCC has also supported Nelsons Trust to submit a bid for Ministry of Justice funds to recruit a dedicated post to establishing a whole systems approach in line with the Concordat on women in or at risk of contact with the Criminal Justice System. The outcome of this bid is due to be known on 24<sup>th</sup> February 2023. The OPCC Reducing Reoffending lead is now a member of the APCC's Women in the Criminal Justice System working group as this continues to be a national focus.

Drive in South Gloucestershire is due to come to an end in 31 July 2023. The OPCC has submitted a bid for Home Office funding to allow this service to continue with expansion into Bristol and North Somerset. Notification of the outcome of this bid is expected 17 March 2023.

The Resolve Board was an agenda item for the A&S Criminal Justice Board (ASCJB) on 6 December 2022 where partners confirmed the importance of an ASCJB forum focussed on reducing reoffending. It has been renamed as the Avon & Somerset Reducing Reoffending Board and it held a further meeting on 21<sup>st</sup> February 2023. The new chair, Steve Kendall will start at the May board on the 18<sup>th</sup>.

### **Combating Drugs Partnerships**

The five local Combating Drugs Partnerships are progressing at different rates. The OPCC has had sight of the Somerset Needs Assessment and strategy for comment, and the North Somerset Needs Assessment. It is anticipated that Needs Assessments for the remaining 3 areas will be received in the New Year.

All Senior Responsible Officers are regularly coming together to share learning across the force area and to avoid duplication of tasks where possible.

The OPCC's intention is to view all the needs assessments to ensure proportionality, escalate any barriers and be a critical friend. However, this is proving to be a difficult task because the documents are being received at different times. The SRO's have been made aware of this challenge and implication that feedback may be delayed.

### **Criminal Justice ASCJB**

The A&S Local Criminal Justice Board (ASCJB), chaired by the PCC, met on 2<sup>nd</sup> March. The Board focussed on the areas of the agreed ASCJB Business plan which include Performance, Violence Against Women and Girls, Victims and Witnesses, Reducing Reoffending, Tackling Disproportionality within the Criminal Justice System and Economic and Cyber Crime (including Fraud).

The OPCC CJ lead will be reviewing the ASCJB business plan with the PCC and Chief of Staff to ensure the board has a clear strategy and can support criminal justice stakeholders to focus on where improvements can be achieved locally.

### **Restorative Justice Action Plan**

**The Restorative Justice (RJ) Joint Working Group** met on the 27 January. The Restorative Justice Joint Working Group is for multi-agency statutory and non-statutory sector partners who are committed to embedding RJ and restorative approaches across Avon and Somerset. The group is chaired by the PCC's RJ Lead as PCCs have responsibility for implementing RJ in their areas and the MOJ has made funding available for this purpose. The Working Group, at the first meeting, agreed their Terms of Reference and worked in partnership to draft an updated Action Plan (23/24) which incorporated the strategic objectives of increasing access and referrals, increasing awareness and understanding and delivering quality assured services.

#### **Victim Services**

No substantive update since the last meeting.

#### **Scrutiny Panels**

##### **Independent Scrutiny of Police Complaints Panel (ISPCP)**

The Panel met on 9 March to review cases on the theme of Discrimination. The panel reviewed a random sample of recently closed complaint cases where the complaint involved some form of Discrimination. The Independent Office of Police Conduct presented to the panel about the work they have been doing in handling matters involving discrimination.

As part of the OPCCs recent Volunteer Recruitment Campaign, the ISPCP have successfully appointed 5 new panel members, subject to satisfactory vetting. This will take the panel from 6 members to 11. This increase in members will allow for enhanced scrutiny work of the Constabulary, a higher proportion of completed complaint cases can be sampled, which will assist in driving accountability, seeking out best practice and improvements and to bringing about positive change in the police complaints process.

The panel plan to meet in June in person to welcome new members.

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

The most recent ISOPP meeting was held on the 24th February 2023.

The OPCC facilitated the identification of 60 randomly selected cases that fall under specific themes. All complaints relating to stop and search were scrutinised by the panel.

Work is underway to complete the final report which will be published here:

[Independent Scrutiny of Police Powers Panel Reports | OPCC for Avon and Somerset \(avonandsomerset-pcc.gov.uk\)](https://www.avonandsomerset-pcc.gov.uk)

The annual report has also been published which is available via this link.

Recent volunteer recruitment campaign has been very successful and interviews for ISOPP members concludes at the end of the month.

##### **Independent Custody Visiting Scheme**

Independent Custody Visitors (ICVs) have continued to conduct weekly, unannounced paired visits at each of the 3 Custody Units to check on detainees' rights, entitlements and wellbeing. ICVs previously identified challenges with the new provider (MITIE) of nurses in custody. Significant improvements have since been observed now that the new staff have been fully trained and successfully imbedded into the 3 Custody Units.



The OPCC interim Scheme Manager has liaised with ASC colleagues and IT to make improvements to the Custody Visitors print out which ICVs receive when they come into custody. Modifications have been made so that the time of arrival for a detainee is now shown. This will assist the ICVs in prioritising their visits accordingly.

As part of the recent OPCC Volunteer Recruitment Campaign, interviews are ongoing to increase volunteer numbers.

Additional information about the Scheme can be found at the following link:

[The Independent Custody Visiting Scheme | OPCC for Avon and Somerset \(avonandsomerset-pcc.gov.uk\)](https://www.avonandsomerset-pcc.gov.uk)

### **Out of Court Disposals Scrutiny Panel**

The Panel met in March for their annual meeting at which they reviewed Terms of Reference, elected a Chair, agreed the work plan for the coming year and scrutinised cases resolved by Community Resolution. The theme was selected in recognition that this outcome has the greatest level of officer discretion and as such is in the greatest need of scrutiny in order to ensure consistency across the Force. The Panel reviewed 30 cases and found 7 to be appropriate, 16 appropriate with observations and 7 inappropriate. The primary reason for cases considered as inappropriate was where the outcome was incompatible with Force policy. This included two cases involving intimate domestic abuse, one in which the Gravity Matrix score was above the required level, and one in which the offender was ineligible for a Community Resolution, having received a Caution within the last two years. Findings will be used to inform Force training and guidance following publication of new national guidance for use of Community Resolutions. The report will be published at the following link: <https://www.avonandsomerset-pcc.gov.uk/reports-publications/out-court-disposals-reports/>

## **3. National Updates**

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### **Economic & Cyber Crime**

The PCC continues to use his influence on the Fraud and Cyber Crime Reporting and Analysis Service (FCCRAS) Board to ensure the changes being proposed are efficient and effective. The PCC is due to meet with FCCRAS board members to review and discuss improvements to the new Action Fraud website.

The APCC GM took place on 25th and 26th January. PCCs and parliamentarians were present. The PCC delivered a keynote speech exploring key areas where PCCs can develop their forces local response to fraud. A resource pack with local fraud protect information was shared with attendees to help bolster local protect and prevent work. This will also be shared via the national Knowledge Hub forum.

The OPCC facilitated a multi-agency group, bringing together key partners from the Constabulary, Trading Standards and victim support services to understand the challenges of partnership working and improve responses to victims of fraud at a local level. The OPCC is working to facilitate better data sharing between Trading Standards departments and the Constabulary, as this was identified as the main barrier to improved partnership working.

Most recently, the PCC has written to Security and Policing Ministers to ask that they work closely together and with us to ensure a coherent and coordinated approach to tackling fraud.

The OPCC ECC leads are considering a strategy of how best to use the PCC's national ECC platform working closely with the APCC and City of London Police. Additionally the OPCC and A&S Constabulary will work together to align a communications strategy within the ECC business plan to ensure transparency and awareness are communicated to staff and the public on this area of work.

The Home Office have listened to concerns raised about the impact of fraud and cyber-crime on communities and the necessity of a greater responsibility for police forces to take accountability in improving outcomes. The recently published Strategic Policing Requirement specifically mentions both Fraud and Cyber-crime strategies and the requirement to better protect victims with a suitable level of support as would be expected in all other crime types.

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



**AVON &  
SOMERSET**  
POLICE & CRIME  
COMMISSIONER

# Performance Report

Quarter ending December 2022 (Q3 2022/23)

**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

**Charge** – the formal accusation of an offence, put to a suspect after an initial investigation; this is the start of the prosecution and they will then have to appear at court. [The police can make the decision to charge in less serious offences where the case would be dealt with at Magistrates Court.](#)

**Complaint Review** – most police complaints are handled by the force being complained about, however the [more serious cases are referred to the Independent Office for Police Conduct \(IOPC\)](#). At the resolution of the complaint, if the complainant is dissatisfied they can request a review. The more serious cases will be reviewed by the IOPC whereas the less serious cases will be reviewed by the PCC’s office. The review looks at whether the complaint was handled in a “*reasonable and proportionate*” way rather than re-investigating the grounds of the complaint. If a complaint review is upheld this means the way in which the complaint was handled did not meet the standard expected. More information is available on the [IOPC website](#).

**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** – shows the rate at which a police power is used, when comparing people of the specified ethnicity to people who are White. So a disproportionality of 2 would mean people of that ethnicity had the power used against them at twice the rate of White people.

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

**Freedom of Information Request** – an official request to see recorded information held by public authorities. Compliance is based on responding within the set time-frame.

**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.

**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.

Public confidence – this is measured through a quarterly local telephone survey of 750 residents (3000 a year). This shows the percentage of people who said they “tend to agree” or “strongly agree” when asked if they “have confidence in the police in this area”.

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

**Stop and search positive outcomes** – in addition to crime positive outcomes (charge/summons or out of court disposal), this also includes arrest, voluntary attendance, drugs warnings and seizure of items.

**Subject Access Request** – an official request to access a person’s own information held by an organisation. Compliance is based on responding within the set time-frame.

# **National Police and Crime Measures**

**(Priorities for Policing)**

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

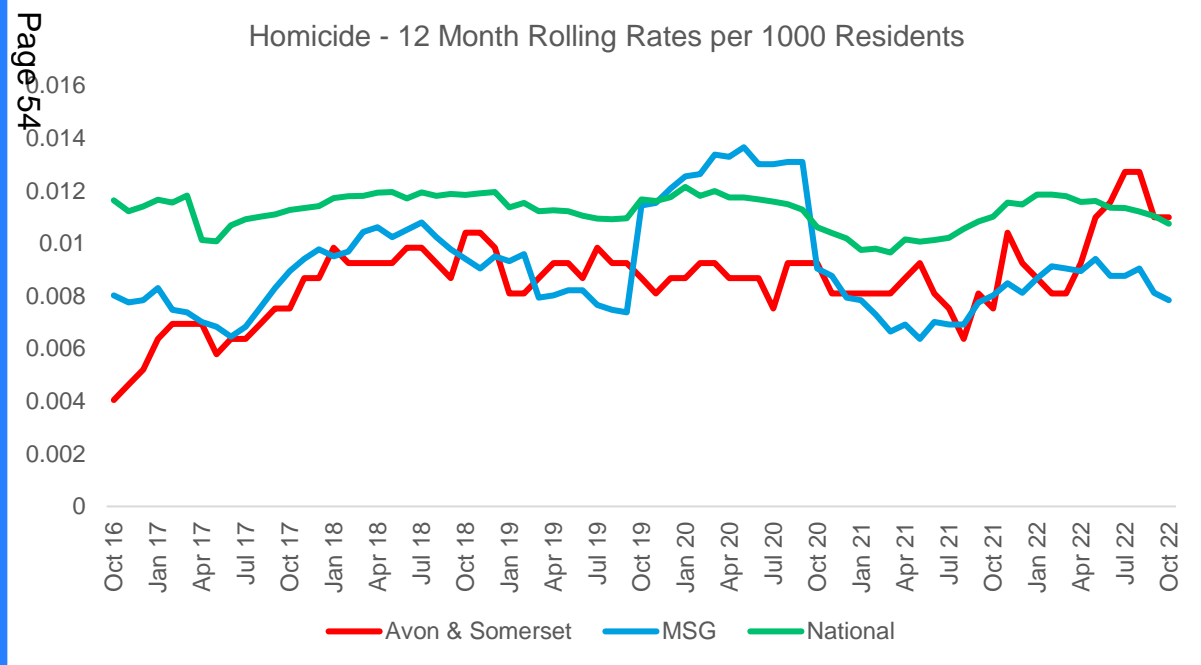
# Reduce Murder and Other Homicide

## Measures Summary

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

## Planned Action to Drive Performance

- Continuation of co-ordinated high intensity police patrols in serious violence hotspots, across Avon and Somerset, utilising [Home Office Grip funding](#). (This will be intelligence driven and combined with problem-solving approaches).
- Homicide Suppression Strategy is in place and reviewed on a regular basis. In support of the National Strategy to prevent homicide, all police forces must have a homicide prevention problem profile. Requirements will be provided by the College of Policing later this year.
- Stalking Protection Order training to be delivered to call handlers along with updates to call scripts to help identify high risk stalking cases and provide safety advice.
- Development of refreshed sudden death procedural guidance, ensuring the thorough completion of investigative actions at the scene of every sudden death, and the early identification of any associated criminality.
- Review of the force's Risk to Life or Threats of Serious Harm procedure to ensure the force responds adequately to protect those at risk of serious harm or death.



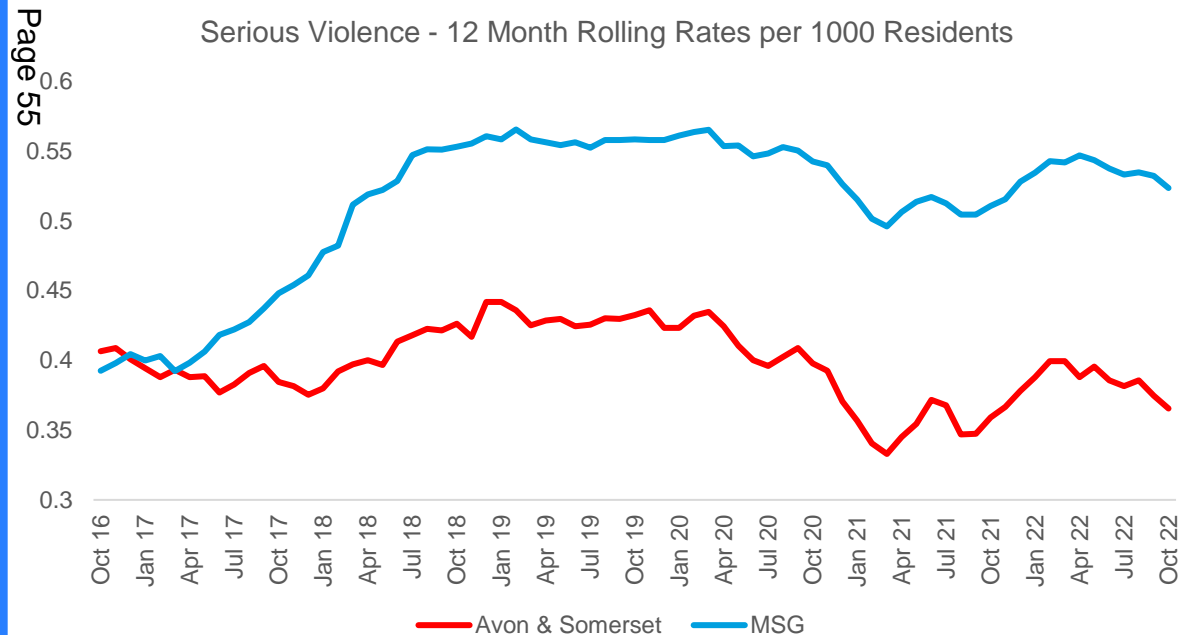
## Comments

- Between the period of April – August 2022, there were 10 recorded homicides across Avon and Somerset. This volume accounts for the recent noted increase in rate per 1000 residents.
- There are no known links or patterns identified in these recent homicides.

# 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 Avon and Somerset, utilising [Home Office Grip funding](#).
2. Enhancements to the allocation guidance to ensure decision making for serious violence offences are made within Investigations and that serious violence demand is appropriately allocated to and managed by specialist investigators. This will be overseen by the Investigative Standards forum.
3. Multi-agency working between Violence Reduction Units (VRUs) and local partners to deliver training and messaging to young people on the threat of Serious and Organised Crime and County Lines.
4. Installation of community knife bins in East and South Bristol in partnership with community leads and with clear signposting to VRUs.
5. Development of the Data Accelerator programme, that involves the transfer of live time data and information between police and local authorities, to provide live updates to schools on welfare and significant incidents.

## Comments

1. ASP benchmark well against the MSG group of forces, based on rates of serious violence per 1000 residents.

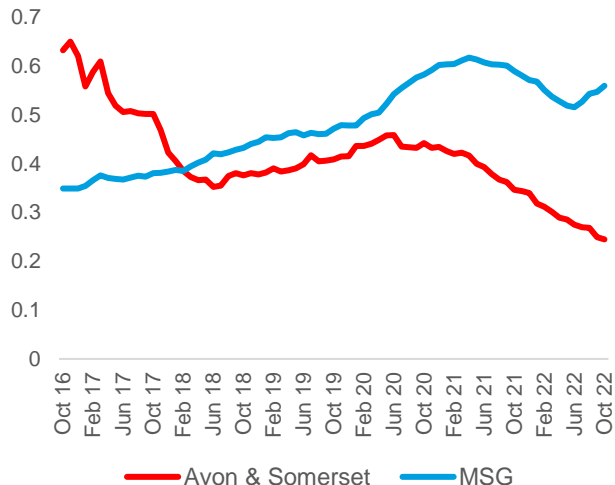
# Disrupt Drugs Supply and County Lines

## Measures Summary

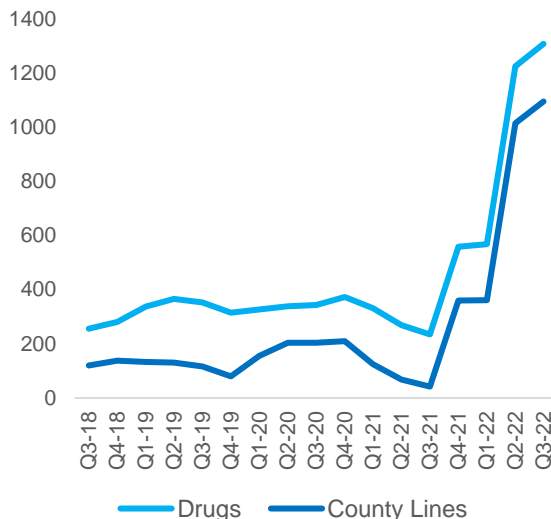
Local Measures	Trend / Outlook	Benchmark
Number of all drugs disruptions	Increasing	Not available
Number of county lines disrupted	Increasing	Not available
Number of drug trafficking offences	Reducing	8th/8 MSG (below MSG average rates)

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Drug Trafficking Crime -  
12 Month Rolling Rates per 1000  
Residents



Drugs and County Lines Disruptions -  
12 Month Rolling Rates



## Planned Action to Drive Performance

1. Implementation of a dedicated drugs market and County Lines intelligence function to increase intelligence led targeting of County Lines and drugs.
2. Implementation of the 'Intel Portal' to enhance intelligence and tasking functions and processes, to better identify and respond to emerging trends and inform daily proactive tasking in relation to drugs and County Lines offences.
3. Continued proactive policing activity in the way that adults, who are at risk of exploitation through county lines criminality, are identified and safeguarded.
4. 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.
5. Enhancements in the collection and analysis of data to assess the impact of Operation Scorpion. This will enable the evidence-based identification of successful policing approaches, in reducing reoffending and improving community confidence surrounding drugs crime.

## Comments

1. The force has a lower rate of drug trafficking offences per 1000 residents, compared to the MSG forces. This may indicate less proactive identification of the offending.
2. There has been a significant increase in recorded disruptions in recent quarters linking to intensification as part of [Op Scorpion](#) from March 2022.



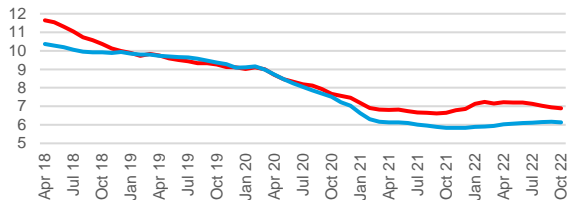
# Reduce Neighbourhood Crime

## Measures Summary

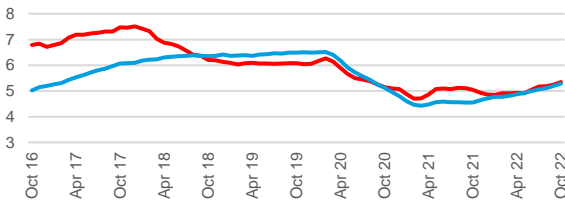
Local Measures	Trend / Outlook	Benchmark
Police recorded residential burglary offences	Stable	6th/8 MSG (higher than MSG average rates)
Police recorded vehicle crime offences	Stable	5th/8 MSG (similar to MSG average rates)
Police recorded personal robbery offences	Stable	6th/8 MSG (higher than MSG average rates)
Police recorded theft from the person offences	Stable	2nd/8 MSG (similar to MSG average rates)

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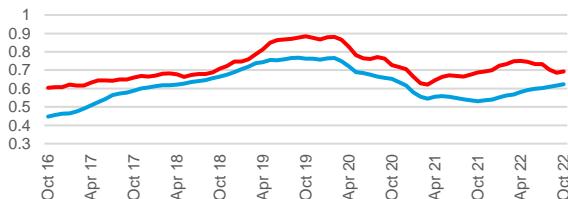
Residential Burglary - 12 Month Rolling Rates per 1000 Households



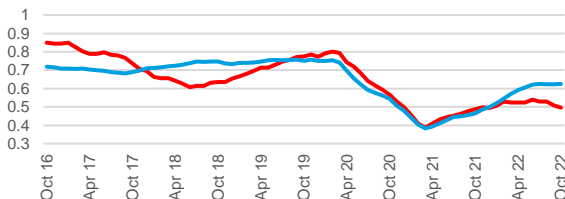
Vehicle Offences - 12 Month Rolling Rates per 1000 Residents



Personal Robbery - 12 Month Rolling Rates per 1000 Residents



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



## Planned Action to Drive Performance

1. Development and enhancement of problem-solving data analytics, methodologies and guidance to enable the effective identification and target neighbourhood crime issues, and to further enable improved assurance against existing issues.
2. Audit of Problem Solving Plans to identify best practice and ensure consistency, following additional training and improvements to data analytics relating to Neighbourhood Crime to identify and risk assess possible perpetrators.
3. Expansion of Remedy and alignment within neighbourhood policing alongside VRUs and IOM, to support joined-up working.
4. Ongoing development of rural affairs team as part of the delivery plan, to improve the recording of and operational response to neighbourhood crime; specifically in rural communities with a focus on target hardening and crime prevention activities.
5. Enhancement of the Integrated Offender Management capabilities, through process improvements and police officer uplift investment; thereby better managing neighbourhood crime offenders, and reducing reoffending.

## 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.

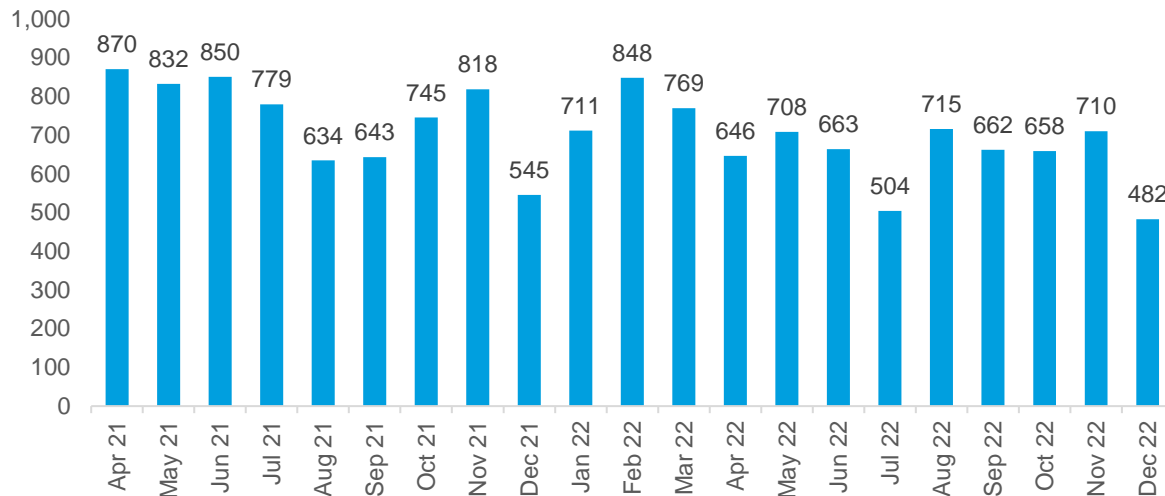
# Tackle Cybercrime

## 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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Action Fraud offences disseminated to Avon and Somerset Police



## Planned Action to Drive Performance

1. Delivery of cybercrime prevention advice and specialist victim support, through the cybercrime protect officer capability.
2. Promotion of fraud-awareness, linking to national campaigns, to increase public understanding of offending methods and to deliver appropriate crime prevention advice.
3. Embedding crypto-currency training within financial investigation, fraud and cyber teams; equipping staff with enhanced skills and capabilities for the seizure and investigation of offences associated with crypto-currencies.
4. Recruitment and establishment of additional investigation capacity to support asset and monetary seizures in financial investigations.

## 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.

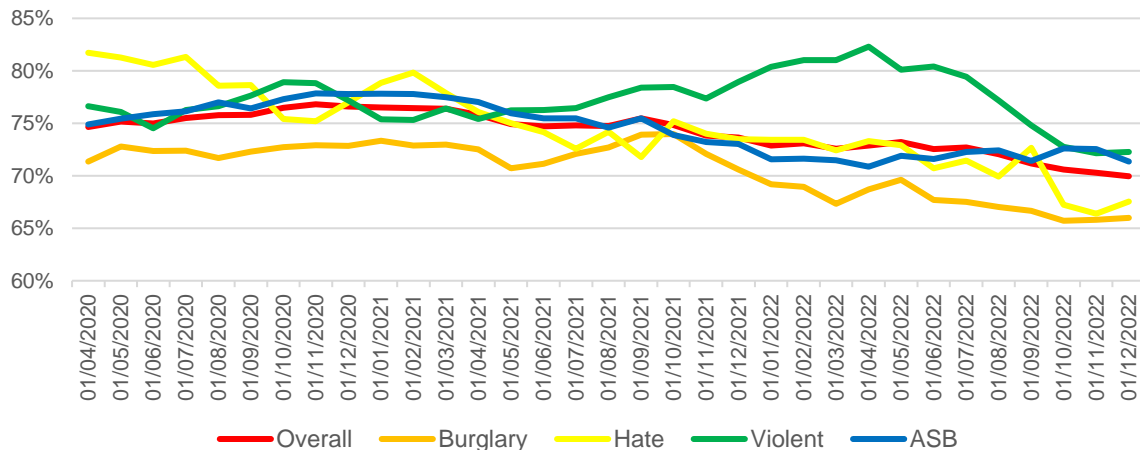
# Improve Victim Satisfaction, with a Focus on Victims of Domestic Abuse

## Measures Summary

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

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Victim Satisfaction -  
12 Month Rolling Rate



## Planned Action to Drive Performance

1. Implementation of the new local [violence against women and girls framework](#) (which includes DA).
2. Project Bluestone (see below slide). This will support victims of domestic abuse-related RASSO.
3. Improvements to the management, monitoring and enforcement of all protective orders, ensuring breaches are robustly dealt with.
4. Continued rollout of comprehensive domestic abuse training (DA Matters) for all staff who deliver frontline policing services.
5. Improvements to evidence-led prosecution model to increase numbers and safeguard victims.
6. Development of a 'Language Matters' booklet with internal survivor group and Bristol Survivor Forum to enhance DA guidance and provision.
7. Collation and analysis of feedback collected by Independent Sexual Violence Advisors to identify best practice and improvements.
8. Enhancement of the victim survey, to ensure that experiences are better captured and responded to.
9. Creation of new victim information packs to ensure that victims of crime are provided with relevant information, guidance and support.

## Comments

1. Dwelling burglary shows higher satisfaction levels than all burglary (78.5% vs 66%).
2. There is no existing domestic abuse victim satisfaction survey currently in place in Avon and Somerset.

# Better Criminal Justice Outcomes for Rape Cases

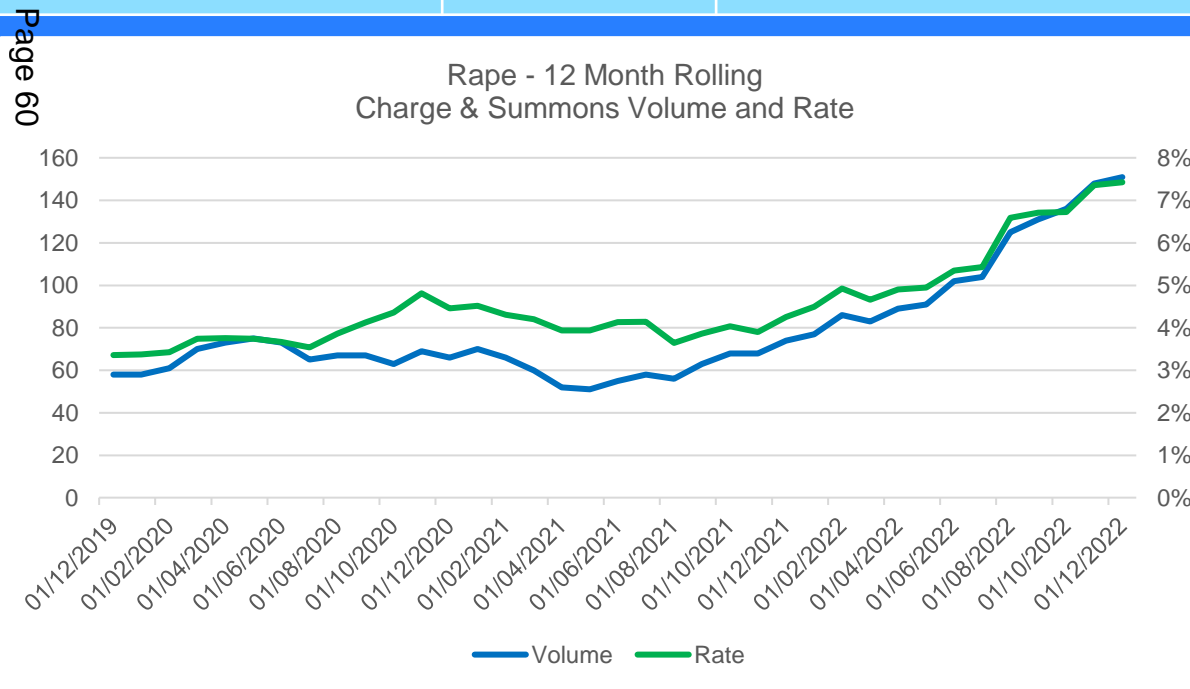
## Measures Summary

Local Measures	Trend / Outlook	Benchmark
Charge volumes for rape offences	Increasing	Not available
Charge rate for rape offences	Increasing	4th/8 MSG (below MSG average rates)

## 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. Focused improvements for case file quality and the increased use of early advice from the Crown Prosecution Service, in order to improve criminal justice outcomes for RASSO.
3. Focussed improvements in the accessibility and service provision of Independent Sexual Violence Advisors (ISVAs) to victims of sexual violence.
4. Development of supervisor guidance to quality assure RASSO investigations. Accompanied by assurance of supervisor reviews to assess and monitor the quality of supervisory direction and investigative action-setting.
5. Continued joint training with CPS and ISVAs to improve partnership working for a better joined up approach to support victims through the criminal Justice System.

Rape - 12 Month Rolling  
Charge & Summons Volume and Rate



## Comments

1. There has been a sustained improvement in the number and volume of charge and summons since the end of 2021. This is directly attributable to Project Bluestone.

# **Avon and Somerset Police and Crime Plan 2021-2025**

**Contribution of Avon and Somerset Police  
Priority 4 – Increasing the legitimacy of,  
and public confidence in, the police and  
criminal justice system**

## Measures Summary

Local Measures	Trend / Outlook	Benchmark
Public confidence	Decreasing	Not available

## Planned Action to Drive Performance

British policing is based on the idea that the power of the police comes from the common consent of the public, as opposed to the power of the state: 'policing by consent'.

For this model to work public confidence in the police is critical. That's why as a measure, public confidence is arguably the most important. The reason there is not a specific set of actions against this measure is because it would be too broad.

These performance reports demonstrate action against national policing priorities as well as the Avon and Somerset Police and Crime Plan. Taken in their totality improved performance against these plans should lead to increased public confidence.

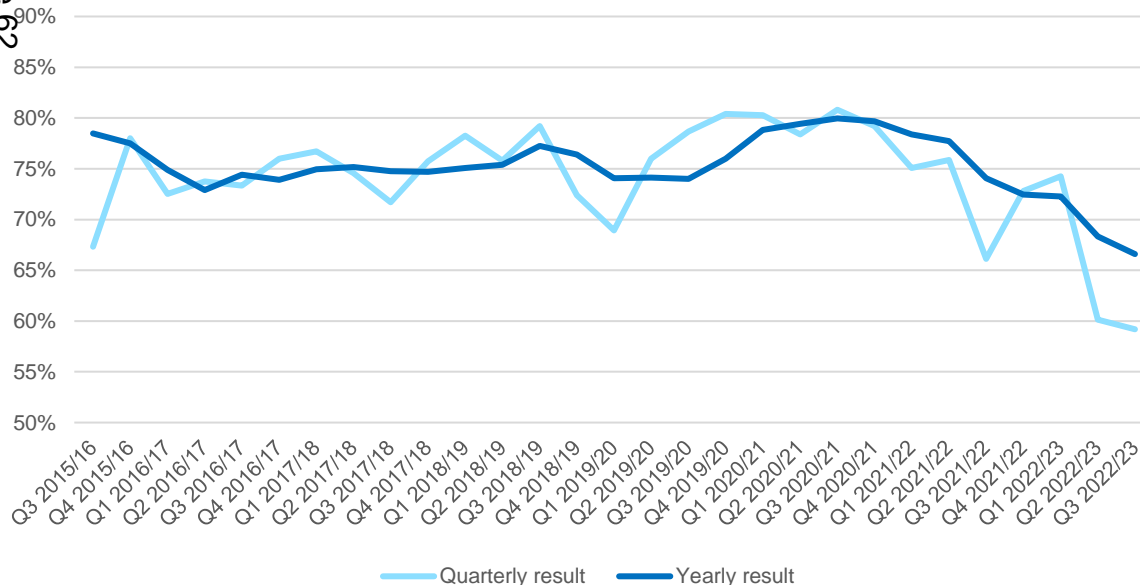
As well as improving police performance it is essential that this is communicated to the public (engagement forms part of Priority 2 of the plan). The Constabulary are expanding their Corporate Communications team and a new senior leader will help bring a joined up corporate approach to communication and engagement.

## Comments

1. A national benchmark used to be available through the Crime Survey of England and Wales but questions about public perceptions were paused because of COVID-19.
2. Although not directly comparable due to differing methodologies, there has been data which shows confidence has reduced in other forces and nationally.

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Public Confidence

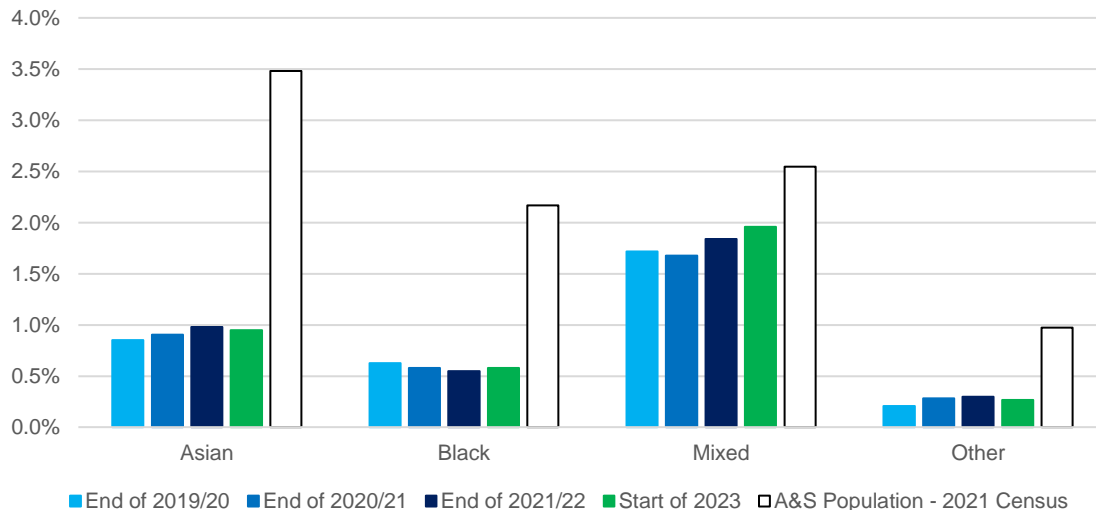


# Representative workforce

## Measures Summary

Local Measures	Trend / Outlook	Benchmark
% of the workforce who identify as Asian	Increasing	Not available
% of the workforce who identify as Black	Reducing	Not available
% of the workforce who identify as Mixed	Increasing	Not available
% of the workforce who identify as Other	Increasing	Not available

Workforce ethnicity



## Planned Action to Drive Performance

1. Implementation of HR recommendations from the [Identifying Disproportionality in the Avon and Somerset Criminal Justice System](#) report in conjunction with work to deliver outcomes in Represented Pillar of the [Police Race Action Plan](#).
2. The Outreach team continue to work to identify and break down barriers that may prevent people from under-represented communities from joining the Police, and offering support to those who do apply. Up until March 2022, the Outreach Team supported 112 candidates with protected characteristics to gain employment with the Constabulary.
3. Corporate Comms employer brand campaigns 'All Together Better' on positive action and 'Safe to Say' to support the organisation's representative workforce plans to attract the best talent from a diverse pool.
4. Ongoing compliance with the National Equality Standard including current self-assessment and renewal.
5. Support in place for staff networks to ensure plans are in place to grow and strengthen.

## Comments

1. There has been a consistent but incremental increase in the representation of people who identify their ethnicity as Asian, Mixed and Other.
2. The number of the workforce who identify as Black is the same now as it was at the end of 2019/20. However as the total workforce has grown 8%, the proportion of Black people has reduced.

# Inequality and disproportionality

## Measures Summary

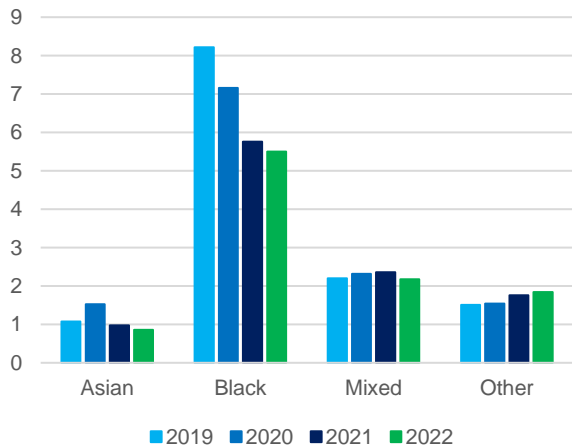
Local Measures	Trend / Outlook	Benchmark
Stop & Search – Disproportionality	Reducing	Not available
Use of force – Disproportionality	Reducing	Not available

## Planned Action to Drive Performance

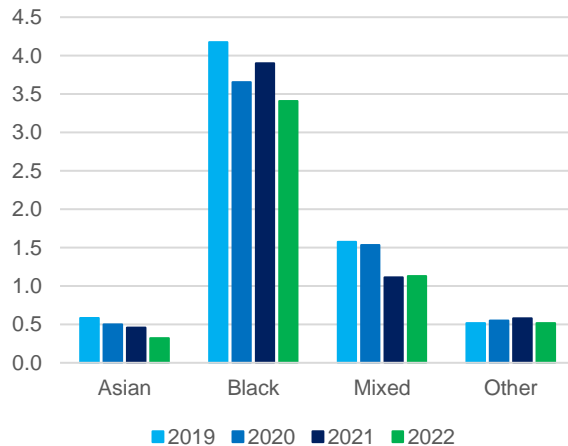
1. Implementation of recommendations from the [Identifying Disproportionality in the Avon and Somerset Criminal Justice System](#) report in conjunction with work to deliver outcomes in the [Police Race Action Plan](#).
2. Analysis of 2021 Census data to better understand the communities of Avon and Somerset and how this impacts workforce representation and disproportionality both internally and externally.
3. Improvements to the recording of self-defined ethnicity to improve the accuracy and visibility of ethnicity data in order to identify disproportionality within the service.
4. Review of Inclusive Policing with Confidence training to understand it's effectiveness and follow-up work needed.
5. Continued development of inclusion and diversity within the Professional Standards Department. Monitoring and analysing data to understand disproportionality in misconduct and vetting outcomes.

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Stop & Search - Disproportionality compared to White people



Use of force - Disproportionality compared to White people



## Comments

1. For the year ending March 2021 Avon & Somerset Police had similar levels of Stop & Search disproportionality compared to the national figures (below):
 

Asian	2.4
Black	7.0
Mixed	2.3
Other	2.7



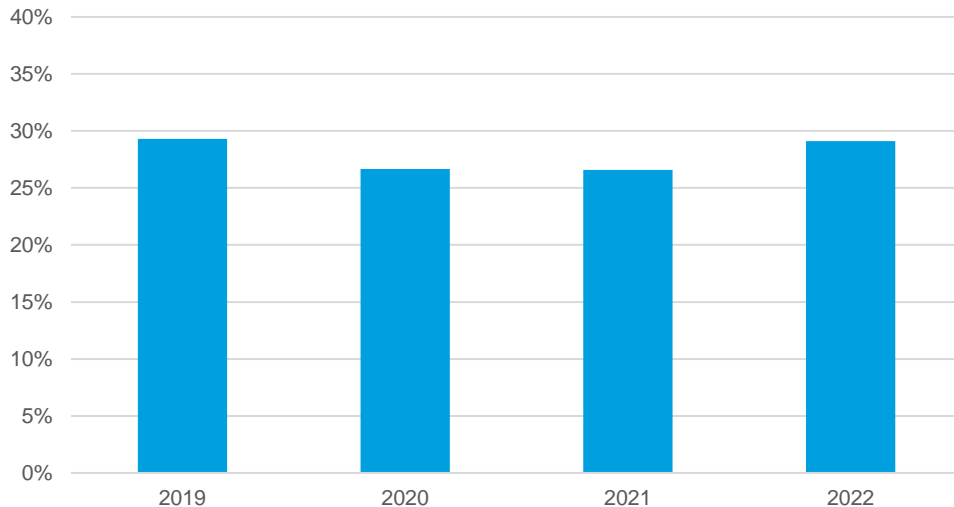
# Use of police powers

## Measures Summary

Local Measures	Trend / Outlook	Benchmark
Stop & Search - % resulting in positive outcomes	Stable	Not available

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Stop & Search - Proportion resulting in positive outcomes



## Planned Action to Drive Performance

1. Implementation of a daily review model for use of powers to take place through local supervisors.
2. Review of current stop search and use of force assurance reports to combine and streamline focus to priority issues, ensuring appropriate accountability and governance.
3. Development of use of force training to ensure this reflects topical issues and trends arising from scrutiny panel findings and recommendations.
4. Increased cross-directorate working through Child Protection Performance Management group to ensure exploited children are recognised and safeguarded, as opposed to criminalised.

## Comments

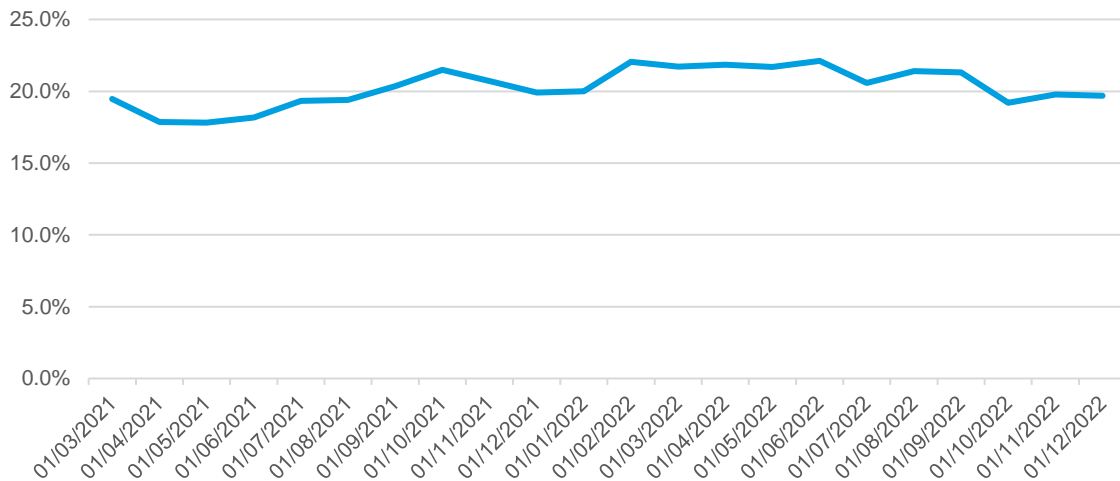
1. In the year 2020/21, nationally the Stop & Search positive outcome rate was 23% and Avon and Somerset Police were higher at 28%.

## Measures Summary

Local Measures	Trend / Outlook	Benchmark
Complaints Reviewed by the OPCC - Upheld	Stable	Not available

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Complaints Reviewed by the OPCC - Upheld - 12 Month Rolling Rates



## Planned Action to Drive Performance

1. Ongoing review of complaint handling processing and management to understand risks and non-compliance as well as seeking opportunities to improve efficiency through automation.
2. Ongoing analysis of disproportionality in complaints outcomes.
3. Lived experience advisor role being recruited to provide support and guidance around professional standards matters.

## Comments

1. Further information about complaint handling performance can be found on the website of the Independent Office for Police Conduct <https://www.policeconduct.gov.uk/tags/avon-and-somerset-constabulary>

## Measures Summary

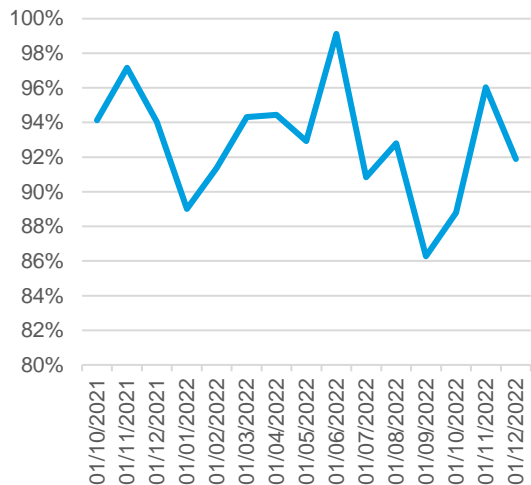
Local Measures	Trend / Outlook	Benchmark
Freedom of Information Request Compliance	Stable	Not available
Subject Access Request Compliance	Reducing	Not available

## Planned Action to Drive Performance

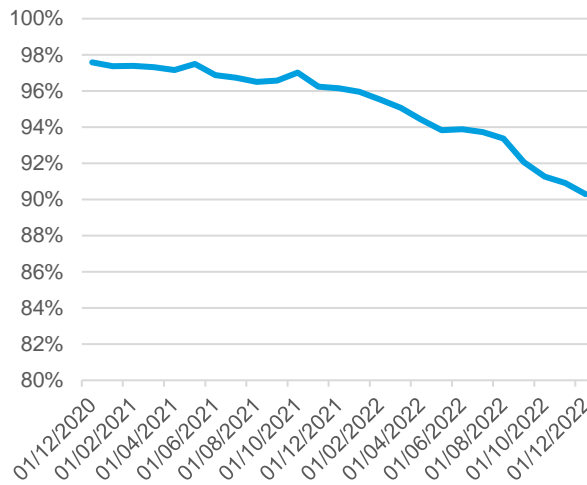
1. Implementation of Data Strategy approved in 2022.
2. Implementation of Information Governance business case approved in November 2022. This will see additional resource, and new ways of working, in the Legal and Compliance Services team which has responsibility for freedom of information requests and subject access requests (among other duties).
3. Focused activity across the organisation to ensure accurate recording of Self Defined Ethnicity (SDE), including learning from other forces. This will be supported by technological solutions including capturing SDE as a mandatory field in police recording systems.
4. Data Quality group continues to focus improvement activity around crime recording, file quality, duplicates and unusable information. This includes the development of supporting data visualisation and use of automation.

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### Freedom of Information Request Compliance - Monthly Rate



### Subject Access Request Compliance - 12 Month Rolling Rates



## Comments

1. Although the subject access request compliance is high at over 90%, it has reduced slightly over the last two years. Action 2 (above) should help address this.

## Measures Summary

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There are no numerical measures that currently represent how good scrutiny is or how well performance is managed or if learning is successfully implemented.

## Planned Action to Drive Performance

1. Improve the scope and activity of the Use of Force Peer Review Scrutiny Panel through setting themes and learning lessons from the Stop Search Scrutiny Panel.
2. Working closely with Learning Partnership West and Create Power Town to co-create content with young people and community members to enable conversations about Stop & Search.
3. Organisational learning framework to be integrated into Operations Planning debriefs to improve consistency.
4. Ongoing development of youth scrutiny panel to support work of the OPCC Scrutiny of Police Powers Panel.
5. Avon and Somerset Police are reviewing all scrutiny, review and assurance panels to identify best practice, achieve consistency and ensure learning is captured and brought back into the organisation.
6. The Performance and Accountability Board is where the PCC holds the Chief Constable in a meeting broadcast to the public. This meeting is being revised and will now be held more frequently for shorter periods and will be better promoted using social media to make the scrutiny more visible.
7. The Office of the PCC is developing new ways of working to be able to draw better insight from scrutiny panels and make this more visible to the public.

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

**14<sup>th</sup> March 2023**

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

### **COMPLAINTS AGAINST THE POLICE AND CRIME COMMISSIONER AND COMPLAINT REVIEW UPDATE**

#### **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 of Staff 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 three new complaints recorded against PCC Mark Shelford since the last meeting of the Police and Crime Panel.
5. Complaint number 85 was received on 06/03/2023. The complaint relates to a historic complaint that has previously been the subject of several PSD complaints, PCC reviews and previous complaints against the incumbent PCC.

Complaint allegations raise dissatisfaction with how the PCC has handled the matter, alleging that the PCC has not handled the case seriously and was complicit in the activity of the incumbent PCC.

The complaint has not been upheld and some allegations have been subject to disapplication as repetitious. This has now been escalated to the Panel by the complainant.

6. Complaint 86 was received on the 27/02/2023 and further clarification of the allegations are being sought. This is in relation to the PCC's views on classification on drugs at the recent Conservative Party Conference.
7. Complaint 87 has been recorded but is a follow up to a previous complaint and has been resolved by means of explanation as no further evidence to support the allegation has been provided that would change the original outcome.
8. All complaints to date have had Panel oversight, including those solely handled by the PCC's Chief of Staff. 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.

### **COMPLAINT REVIEW UPDATE**

9. 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.
10. The complaint review manager has handled 571 reviews to date. In total 20% of reviews have been upheld, 68% have not been upheld and 12% have been recorded as void.

### **RECORDED COMPLAINTS AGAINST THE CHIEF CONSTABLE**

11. The OPCC has received one new complaint against the Chief Constable since the last meeting of the Police and Crime Panel. Further information is being sought as well as clarification on the allegations to enable a recording decision to be made under Schedule 3 of the Police Reform Act 2002.

### **EQUALITY IMPLICATIONS**

12. 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**

13. 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> March 2023**

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>						
80.	19/07/22	Complaint relating to the outcome of a PCC complaint review decision	Yes	PCP	Initial resolution by means of explanation on 04/08/22. Further explanation provided by COS on 19/08/22. Escalated to Panel 19/08/22	Open
81.	03/01/23	Complaint against PCC relating to a historic conviction that has been the subject of several PSD complaints, PCC reviews and previous complaints against the PCC	Yes	COS	Local resolution by means of explanation.	Closed
85.	06/03/2023	Complaint against PCC Shelford and former PCC Mountstevens in relation to their involvement in harassment against the complainant by the police.	Yes	COS	Resolved by means of explanation and disapplication. Escalated to the Panel.	Open
86.	27/02/2023	Dissatisfaction with PCC's views on classification on drugs at the recent Conservative Party Conference.	Yes	COS	Under review of the COS	Open
87.	28/02/2023	Follow up to previous complaint which alleged former PCC was complicit in Chief Constable failing to respond to complainants' communication.	Yes	COS	Explanation provided that the PCC had no direct involvement and OPCC team followed up with Chief Constables office.	Closed
<b>COMPLAINTS and CONDUCT MATTERS AGAINST FORMER AVON AND SOMERSET POLICE AND CRIME COMMISSIONER SUE MOUNTSTEVENS</b>						
85.	See above explanation					

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Panel Work Programme 2022/2023

Date PCP Meeting	Business (does not include standing items, see end of document)	Notes
<p><u>Annual General Meeting</u></p> <p>28<sup>th</sup> June Deane House</p>	<p>PCC Annual Report Panel Annual Report Host Authority/Membership Report Work Programme Report – for Panel consideration/approval Identifying Disproportionality - Desmond Brown Presentation Shared Protocols – Communications, Mid Term Vacancy, Complaints</p>	
<p>28th September 2022</p>	<p>Green Strategy Presentation Rural Crime Local Plans – Panel Member report</p> <p><u>For Information</u> Assurance Report – Mental Health</p>	<p>It was agreed at the planning meeting this year that assurance reports would be provided as and when they become available, but <u>for information this year</u>. Any issues or questions emerging from the reports can be raised and brought back for a more substantive response if required.</p>
<p>8<sup>th</sup> November at 12.30pm (Private briefings)</p>	<p>1.First consultation on the Budget led by the OPCC Chief Finance Officer Paul Butler in the form of a presentation</p>	<p>The Budget briefing 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</p>

Police Headquarters)	<p>followed by member questions.</p> <p>2. Complaints Process Briefing for all Members</p>	Medium-Term Financial Plan which will be presented to the Panel on 8th December. Final report/Precept Proposal 1st February.
8 <sup>th</sup> December Mendip Council Chamber	<p>Scrutiny of the Budget/Draft Medium Term Financial Plan</p> <p>OPCC Team Review Report (CoS)</p> <p><u>For Information</u></p> <p>Assurance Reports:-</p> <p>Public Engagement</p> <p>Reducing Reoffending (TBC)</p>	
1 <sup>st</sup> February Deane House	<p>Formal Review of the Budget and Precept Proposal</p> <p>Chief Constable Presentation</p> <p>Host Authority/Panel Costs report</p> <p><u>For Information</u></p> <p>Assurance Report - Criminal Justice System</p>	
15 <sup>th</sup> February (back-up Precept date) Deane House		

<p>29<sup>th</sup> March Deane House</p>	<p>Integrated Offender Management – Update <del>PCP Membership report</del></p> <p><u>For Information</u> Assurance Reports:- Response to calls for Service Use of Police Powers</p> <p>Representative Workforce – AGM 27<sup>th</sup> June 2023</p>	<p>Membership report to be taken as a briefing at the pre-meeting.</p>
<p>20<sup>th</sup> April 12 noon until 4pm</p>	<p><b>Panel Inquiry Day – proposal to focus on OPCC role in commissioning and partnerships:</b></p> <ul style="list-style-type: none"> <li>• What is commissioning</li> <li>• PCC role/responsibilities in commissioning</li> <li>• OPCC commissioning roles/functions to support commissioning</li> <li>• OPCC Commissioning process inc. needs assessment / service mapping / procurement / quality assurance / contract management</li> <li>• What are the known gaps / challenges</li> <li>• Strategic partnership engagement – inc to support/enable commissioning process / fill gaps / avoid duplication</li> <li>• Developments and opportunities</li> </ul>	

- |  |  |  |
|--|--|--|
|  | <p>following PCC Review Part 2</p> <ul style="list-style-type: none"><li>• How Panel Members can support and enable OPCC commissioning and partnership working</li></ul> |  |
|--|--|--|

#### Standing reports to each meeting:-

- Commissioner's Update Report – report on PCC activities/key decisions. Standing updates on Fire Governance, Estates and Recruitment/Retention
- Work Programme – fluid and presented for noting or approval following amendment
- Performance Monitoring Reports - the Specified Information Order 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 has been receiving reports since December 2021.
- Complaints Report – Monitoring arrangements for dealing with complaints against the Commissioner
- Assurance reports – will continue for information

## Response to Calls for Service Assurance Report – February 2023

Indicate below which IPQR Key Performance Questions this assurance report covers:							
1. Are the public becoming more confident in the Constabulary?	✓	2. How well are we preventing crime, ASB and demand?		3. How well are we responding to the public when they need us?	✓	4. How well are we supporting victims of crime?	✓
5. How well are we protecting vulnerable people?	✓	6. How well are we investigating crime?	✓	7. How well are we managing reoffending?		8. How well are we managing serious and organised crime?	✓
9. How well are we meeting the requirements of the Strategic Policing Requirement?		10. How well are we engaging with the people we serve and treating them fairly, appropriately and respectfully?	✓	11. Are we becoming a more inclusive and diverse organisation?		12. Are we developing a more engaged and happy workforce?	✓
13. Are we creating a more digital and data literate workforce?		14. How effective is workforce planning across the organisation?	✓	15. How well are we managing data quality and information governance?		16. Does our workforce have the right tools and working environment to do their best?	✓

### Level of Assurance:

As a result of this report, we feel we are well assured. We acknowledge there are still some risks and unknowns, and we know our challenges, however we have a plan to mitigate these with good processes already in place.



### 1. Background information

Avon and Somerset is recognised as having one of the most progressive police control rooms in the country. The call handling performance has been consistently high for the past 4 years and the force was the only control room in the UK to hit the 999 national target of achieving the answering of 90% of 999 calls within 10 seconds and have been top of the 999 league tables for the majority of 2022 as published in Home Office data. This is a culmination of several years of hard work to ensure ways of working are efficient, appropriate risk triage and channel shift from phone to online are in place and most importantly the control room team share a vision for being there to respond to the public when they need us.

Covid hit the control room hard; there was an immediate necessity to split across two sites to protect the staff, mitigate the spread of the virus and ensure continuation of business-as-usual service. This was successfully implemented, running in this way until April 2022 when it came back together on one site at Police & Fire Headquarters. Post Covid the demand for service on the 999 line has increased considerably as has the alternative opportunities for control room staff in terms of career progression and flexible working internally in force and also outside in private and public contact centres. This has proved extremely challenging and for the first time since 2018 the control room has found itself in a war for talent; struggling to recruit and retain staff and at times unable to meet demand.

The nature of the calls and responsibility on the call handlers has increased, for example supporting more people in mental health crisis who are in the process of or intending to cause harm to themselves when they call us. There is also a proportion of calls that are being taken on behalf of other partner agencies such as ambulance who are facing unprecedented demand and long delays. Add to this an increase in attrition and elongated recruitment timescales, inexperience in the control room and an imbalance of officers versus demand to deploy to incidents and it is a perfect storm. Much work has already been undertaken and is ongoing to mitigate the risks posed. This assurance paper sets out to brief on the current response to calls for service and the work being undertaken to ensure service delivery and outstanding performance despite the current challenges.

999 Calls Per Year						
	Per Year		Per Day		Per Month	
2018	248940		682		20745	
2022	344640		944		28720	
<b>Increase</b>	<b>95700</b>	<b>38.44%</b>	<b>262</b>	<b>38.42%</b>	<b>7975</b>	<b>38.44%</b>

A recent quote from the South West contact Centre Recruitment Summit sums up the situation we find ourselves in:

*“Since returning to ‘business-as-usual’ after the pandemic has motivated contact centres to enable their teams to work from home, the industry has found itself amid a chronic staffing shortage that’s led to intense recruitment competition, more choice for employees, and demand for higher wages & better conditions. This predicament is set to worsen over the next decade, as the ‘baby boom’ generation now head into retirement at double the rate that education leavers enter the workforce. The result will be an overall shrinkage of the UK workforce approaching 10% by 2028, with no signs yet that the steady annual increase in demand will slow down.”*

## 2. Purpose of the report

This paper seeks to inform and assure the boards and senior leadership of the Constabulary’s mechanisms and approach in responding to calls for Service. The paper will focus on:

- How we identify and understand risk effectively at initial contact.
- The extent to which we provide appropriate response to incidents, including those involving vulnerable people.
- Whether we understand the demand faced through non-dispatch and where attendance is not required.
- The wellbeing needs of contact management staff and officers.

The SLAs for response timeliness will not be included in this paper as there is separate on-going work in this area.

## 3. To what extent do we identify and understand risk effectively at initial Contact?

### 3.1 How are gradings assigned at initial contact? How is risk identified and recorded both for emergency and non-emergency calls?

The control room team play an important role in identifying people who are vulnerable and by asking the right questions and interrogating the systems for existing data, call handlers can prioritise the incidents, identify repeat callers and refer for an enhanced service where required. All call handling staff use THRIVE (Threat, risk, harm, investigation, vulnerability, engagement) on every contact they have with the public. THRIVE methodology is embedded within our call script questions and all call handling staff receive THRIVE training.

In October 2022 the Control Room added an additional THRIVE assessment template which is completed at the end of a call (excluding code 1 immediate incidents) to provide further structure and consistency. This is in addition to THRIVE being part of the call scripts and is in line with HMICFRS good practice.

Once details are taken call handlers have several options to choose from in respect of grading and deployment. An immediate attendance is the highest deployment grading and has an SLA of 15 mins in an urban and 20 minutes in a rural area. Priority grading has an SLA of 1 hour attendance, Routine of 12 hours. There is also an option to grade for Neighbourhood colleagues (NPT Scheduled grading – No SLA) or the incident log can be a resolution without deployment meaning no attendance required or resolved whilst on phone.

If a crime incident does not need physical attendance by an officer it can be graded for assess or file and this routes through to the Incident Assessment Unit (IAU) who perform a desktop function. The victim is informed of this at the first point of contact and expectations managed. An incident log will be created and transferred through for review by a Sergeant or police staff supervisor.

If someone reports an incident via online reporting the same THRIVE questions are embedded in the online forms and this is also the same for incidents reported in person via our Enquiry Offices. The principle being that it does not matter which method someone chooses to report their incident via, they get the same service and level of risk considered with expectations managed on every reporting channel.

### **3.2 How do we apply threat/harm/risk (THRIVE), including when we don't necessarily understand the full picture of what has happened?**

Staff are trained in identifying vulnerability along with the use of THRIVE and this is gold threaded through new starter and ongoing Team training. Some incident types will automatically be transferred to a control room supervisor for a risk assessment - for example missing people - and certain incidents will transfer automatically to the Force Incident Manager (FIM) such as mention of weapons. This ensures additional appropriate action and risk assessment is carried out.

Like any emergency control room there are incidents reported that don't necessarily allow us to gain a full understanding from the outset; if for example someone is in a heightened state of panic and cannot clearly articulate what is going on or someone that is in danger and cannot speak at a location. The control room also receive over 3000 abandoned calls per month, of which call handlers have the responsibility of recalling to try and ascertain what is happening. With good questioning skills, THRIVE in the forefront of all control room operators minds and an understanding of the deployment options available, the control room will apply a risk assessment and grade accordingly. Where there is any doubt the current process is to send a police resource to check on the welfare of the caller. Any incident log can be flagged for the attention of a supervisor if the call handler or dispatcher feels appropriate. These incidents are also highlighted

on our QlikSense data app so at any given time we can see demand and risk outstanding within the force. There is an additional THR assessment for incidents that are not deployed to in a timely manner. There is a daily review of live screen incidents and the Control Room aspire to carry out a 48 hour call-back (where callers can be contacted to keep them updated, provide reassurance and obtain any updated information) but lack of resources means that this is not always possible. The control room will re-assess risk using THRIVE, allowing continual re-prioritisation of incidents to ensure resources are efficiently and effectively deployed to the highest THR incidents. There are difficulties with this, restricted by current technology, and this paper sets out intentions to address this.

Within the IAU, staff are also trained in using the THRIVE matrix to continually reassess the decision not to deploy operational staff. Clear pathways exist to reallocate investigations when a suspect has been identified and evidence obtained, or if a change in the THRIVE risk assessment requires an officer to be deployed.

In order to improve our effectiveness of identifying vulnerability and better assessing risk at the very first point of contact the force is looking at the potential of introducing a Customer Relationship Management (CRM) system which interfaces with other systems such as telephony, Niche and PNC to provide information to control room staff and beyond without the need to interrogate other systems directly. This would allow for readily available information held on other police systems to be available to the call handler, enabling more knowledge about the caller and location. This could assist staff in making improved THRIVE assessments. The PEEL victim service assessment clearly states that forces need to do more to improve assessment of vulnerability; the CRM would assist with this. This is also in line with findings from our recent HMICFRS inspection.

### **3.3 How does the use of interactive voice response (IVR) and automated venues support our assessment of risk and dealing with cases?**

The first stop for all 101 calls is the IVR. This is an automated system which gathers information from the caller and then directs their call to the appropriate route. This could be another department, external partners, online reporting or to the 101 switchboard. All of this is done very swiftly and with very little user effort. The lead option on the IVR is signposting to report online. The other options are for speed enforcement, property enquiries, custody, shoplifting, incident on the road and reporting a scam/fraud. The IVR options are regularly reviewed and can be changed depending on demand and organisational requirements. In 2022 the force received 654,729 x 101 calls and the IVR fully resolved 208,044 of them (31.8%)

The IVR allows for a caller to be routed to the department they require in a timely manner. For example if there is a wait on 101 and they need speed enforcement the IVR routes them straight through rather than previously having to hold for a call handler to be given an alternative number to call. If a caller chooses the custody IVR option it puts them through to the relevant custody unit and should there be no answer it diverts the call to a 101 switchboard operator who can see from the system the route they have taken so there is no requirement for the caller to have to repeat their request.

The IVR was designed with THRIVE in mind and ensures the right low risk, non-deployment incidents are automatically triaged and resolved, releasing capacity within the 999/101 call handling team to deal with the callers that are reporting incidents that require an incident log and potential police deployment.



### **3.4 What non-dispatch demand is there?**

A large proportion of calls that convert to incident logs are graded “resolution without deployment” In 2022 138,030 incident logs were graded as not needing deployment. This doesn’t necessarily mean they were not police business but rather that they did not need deployment and were not assessed as desktop allocation. An area that is currently a “blind spot” for the force is the demand that comes through on 999 and 101 and is resolved whilst on the call without the need for an incident log. In 2022 we received 999,369 calls via 999 and 101. Over 600,000 calls received did not need a new log created. A large proportion will be requests to speak with specific officers, requests for updates on existing outstanding logs due to patrol resourcing challenges. Whilst we do have a generic wrap reason on the telephony system that a call handler chooses at the end of the call, without physically listening to the content of the call it is extremely difficult to understand and analyse this demand to allow for problem solving and demand reduction work.

- **Please see 6.3 for a more detailed breakdown of call volumes and data on resolutions.**

We have a call handling quality assurance tool in place in the control room. However, it is very manual and time consuming with control room supervisors having to locate the call, listen to it, cross check the incident log if there is one and then manually run it through the QA tool. With the volume of demand and the resourcing challenges it is evident that QA checks per team member are not being regularly undertaken and this lends itself to potential training gaps and performance issues going unnoticed. Whilst there is no nationally set amount of quality assurance checks that should be undertaken the control room would like to be able to listen to far more calls to understand better the demand that is coming into force that could be reduced further, the quality of the calls dealt with by what is largely an inexperienced call handling team at the present time to help inform learning and training needs and importantly a way of recognising good work alongside areas for development. The staff survey comments include staff asking for more feedback on their performance and more structured 1:1’s and this is an area of focus for the control room.

- **More detailed information on the staff survey can be found within 6.5.**

Technology around voice analytics would support this with the ability to automate the listening of the calls, analyse the call context in relation to demand management but also as quality assurance in terms of the control room performance, staff welfare and importantly service delivery to the public.

Vacancy rates in dispatch have been high in recent months and coupled with low numbers of available response officers this has been a factor in a large number of unallocated incident logs at certain times on the live screens. This can create repeat demand with callers recalling about their initial incident, requesting updates or advising that the situation has escalated/deescalated since their call. Improvements in our attendance rates will reduce incoming repeat demand and there is separate ongoing work within force to address this.

### **3.5 What supervisory oversight is there of processes to check and test the triaging and grading of calls that are allocated to IAU that do not require dispatch? What is the sergeant’s role in these processes?**

Within our allocation policing there are safeguards at first point of contact and through to supervisory level. For example, in consideration of whether or not a domestic abuse incident is

suitable for desktop progression, the following question has to be considered. (The default answer is provided immediately below):

*“Does the incident involve a report of a missing person, concern for safety / welfare, domestic abuse, hate crime or dwelling burglary?”*

Yes = grade as an IMMEDIATE, PRIORITY or ROUTINE incident as appropriate. Do not further consider an initial desktop response. (The incident will require further assessment by the control room supervisor)

The following guidance is then provided for the control room supervisor:

It is recognised that these common incident types often carry significant risk and / or vulnerability. They must be initially graded as an immediate, priority or routine commitment, and reviewed by a control room supervisor in order to apply the national decision model, consider initial actions and determine whether or not a desktop response may be appropriate. The incident types are:

- Missing Persons
- Concern for safety / welfare
- Domestic abuse
- Hate crime / incident
- Dwelling burglary

The control room supervisor will, by use of the appropriate supervisory review filter on STORM, assess all incidents of the above type that are recorded.

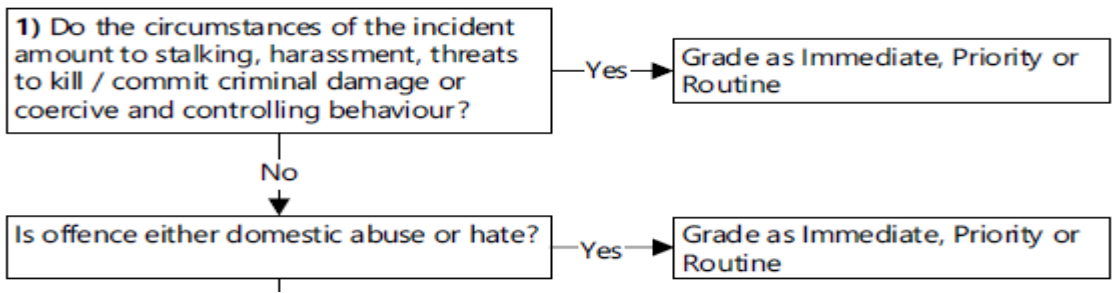
Where the control room supervisor deems that the initial deployment of a police resource is necessary, they will review the priority level and ensure that either an immediate, priority, routine or scheduled neighbourhood grade is applied.

Where the control room supervisor deems that the initial deployment of a police resource is not necessary, and that a desktop response may be appropriate, they will grade the incident THR triage, in order that it may be reviewed by the Triage sergeant.

The Triage Sergeant considers THRIVE in then deciding whether or not the incident should be allocated to a desktop investigator.

In effect, we have two supervisory safeguards in place at the front-end, which exceeds the suggested requirements from College of Policing documentation. There is also clear and unambiguous guidance set out in the allocation policy, which includes a process map.

Finally, there is an additional safeguard when the control room are considering incidents involving social media threats / comments, which ensures that any domestic abuse-related social media threats / comments incidents are responded to properly. It states:



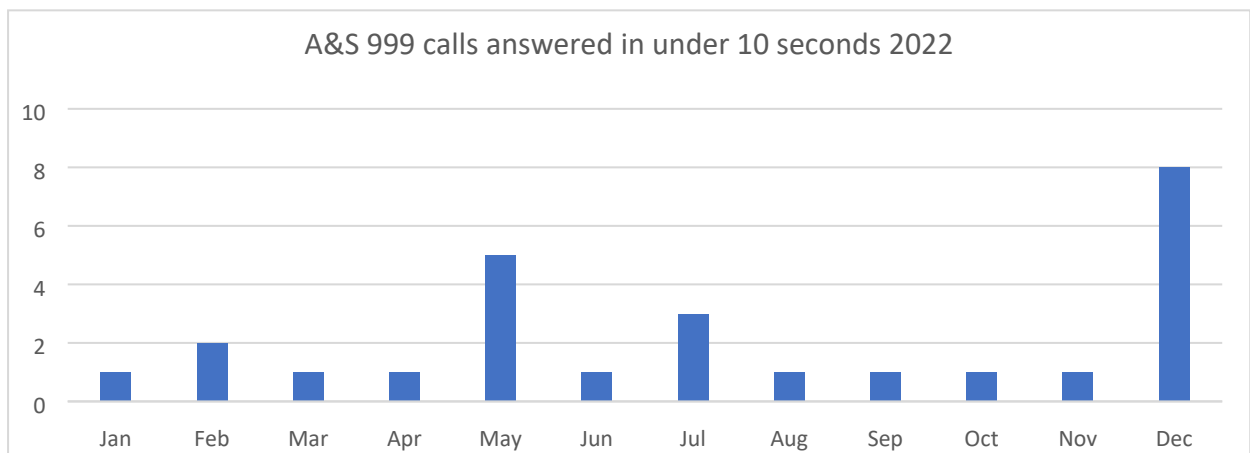
Our safeguards and supervisory oversight exceeds that of many other forces.

**4. To what extent do we provide appropriate responses to incidents, including those involving vulnerable people?**

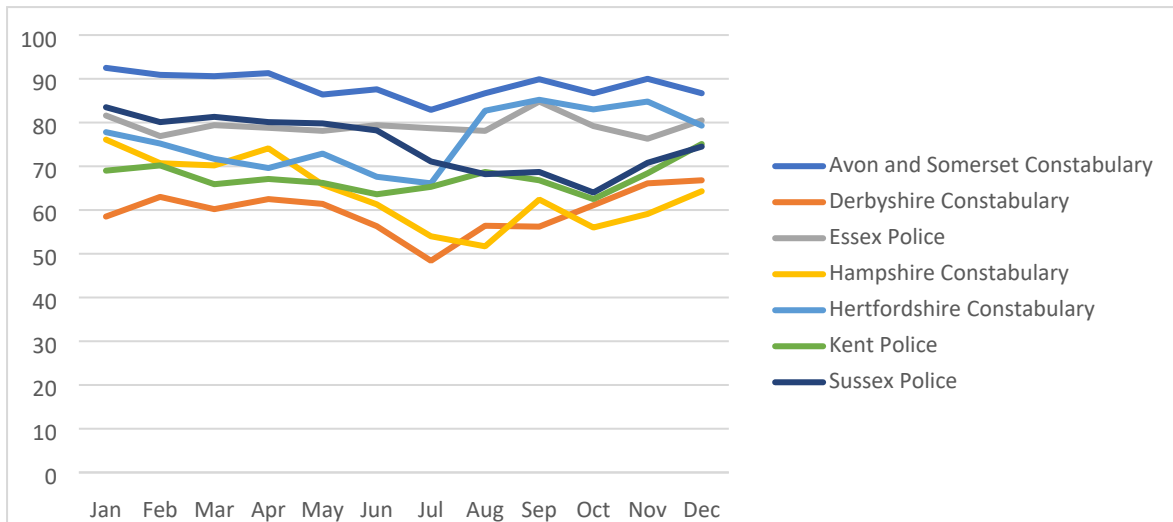
**4.1 What is our timeliness in relation to call handling and how does this compare to requirements and other forces?**

The national service level agreement for the answering of 999 calls is 90% within 10 seconds. Avon and Somerset police have consistently achieved this for a number of years and have been rated as top in the country for doing so. In May 2022 in national data published by the Home Office, Avon and Somerset showed the highest proportion of 999 calls answered within 10 seconds and the only force to answer in excess of 90% across all forces in England and Wales. In the summer of 2022 however, this outstanding performance was threatened for the first time in several years due to the increased volume of 999 calls, the reduced staffing levels and the delays in incident attendance by officers. The introduction of vehicle telematics and other IOT alarm calls (such as Fitbit/Apple watch health alarms) and the public’s expectation on policing continues to grow and the team have worked tirelessly to ensure that emergency 999 calls are answered in a timely manner. 999 performance in Avon and Somerset remains strong and there is confidence that this will continue in line with it being our highest priority. At times this has been, and in the short term will continue to be with the current challenges, at the detriment of non-emergency 101 calls.

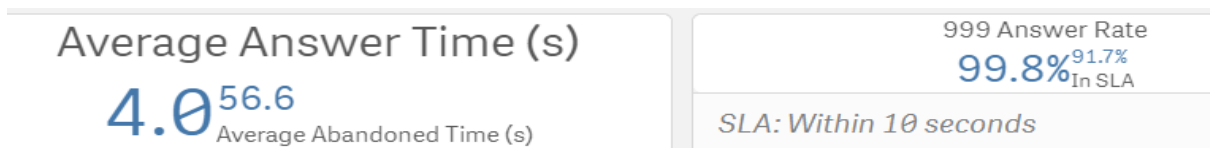
The below graphs show Avon and Somerset’s performance and rank position compared to other forces nationally as per the latest data published by the Home Office.



**Calls answered in under 10 seconds during 2022 compared to MSG’s**



### Avon & Somerset average answer time for 999 calls and answer rate – 2022



#### 101 service:

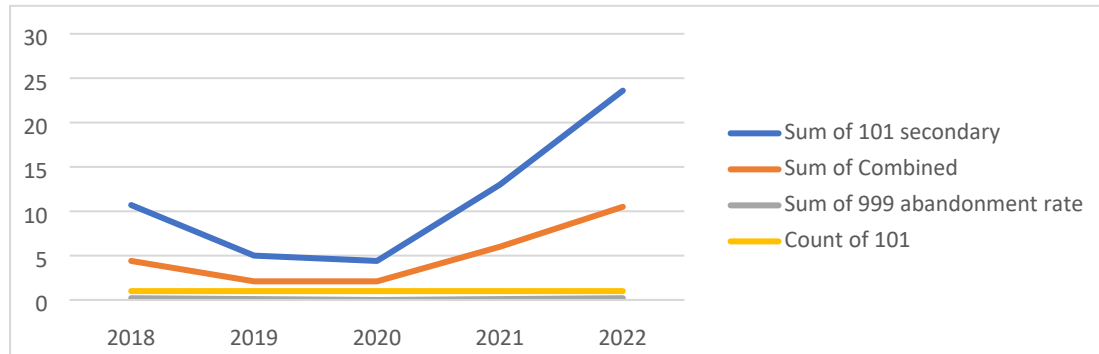
The 101 non-emergency number was originally set up in 2012 with the intention of being a combined service for different partner agencies. However it launched as a police only 101 non-emergency line and became free of charge from April 2020 (previously had been 15p per call). Every police force offers the non-emergency 101 service but it is exceedingly difficult to compare 101 performance between forces as the set-up of call handling varies force to force. Some forces have a 101 switchboard, some have several 101 lines for crime, non-crime etc. National Best practice guidance as part of the National Contact Management Strategy is Forces should have the ability to measure abandoned call rates and the time at which calls abandon. Forces should aim to have Less than 10% abandoned calls where no switchboard exists or less than 5% abandoned calls where a switchboard exists. In Avon & Somerset we work to achieving a combined abandonment rate of 5% or less rather than just at point of 101 switchboard. This then encompasses the full caller journey through switchboard and onto the 101 secondary line to speak to a call handler where required. We class an abandoned 101 call as anything outside 60 seconds on either line.

During 2022 our 101 Switchboard team answered calls in an average of 38.5 seconds with a 3.6% abandonment rate. Switchboard are able to triage risk, signpost to online reporting and resolve many calls which are for other agencies or advice only on this line so only those callers needing a call handler are put through to the secondary 101 line. Switchboard received 453,439 x 101 calls in 2022 and fully resolved 102,369 (22.6%).

101 is a clear challenge for the force at the present time. Our combined 101 abandonment rate, taking into account all calls on the 101 switchboard and 101 secondary lines for 2022 was 10.5%. In 2021 this had stood at 6%. The challenge for the control room has been the 101 secondary calls where at times there has been long waits (average answer time on this line in 2022 was 15.24 minutes but there are times when callers are waiting several hours). Due to this we have a 101 call back system on our secondary line where if you are waiting for any longer than 3 minutes you can request a call back, retain your place in the non-emergency queue and the system will

call you when you reach the front. This is very popular with our communities with over 115,000 call backs requested during 2022. It is important to note that all 101 callers will already have spoken to our 101 switchboard where risk is triaged and anything that needs a priority response is sent through to 101 emergency line where the average answer time on this line in 2022 was 49 seconds.

#### Rates of abandonment 2018-2022



The Minister of State for Crime, Policing and fire recently advised that there will be no league tables at this time for 101 performance and it will instead be best managed at an individual force level. Work will be undertaken by a central national team to see if the barriers to publishing robust, comparable data can be overcome whilst an agreed approach for non-emergency demand that encompasses all contact channels is worked through.

Avon and Somerset will continue to work to improve timeliness on our 101 secondary line by increased recruitment, including the opening of Express Park as a call handling site; analysis of call data and timeliness of attendance through increased officer numbers. We cannot underestimate the size of this challenge and it will take some time to resolve; there is no instant fix for this with the demand outstripping the resource and the summer increase in calls for service ahead of us.

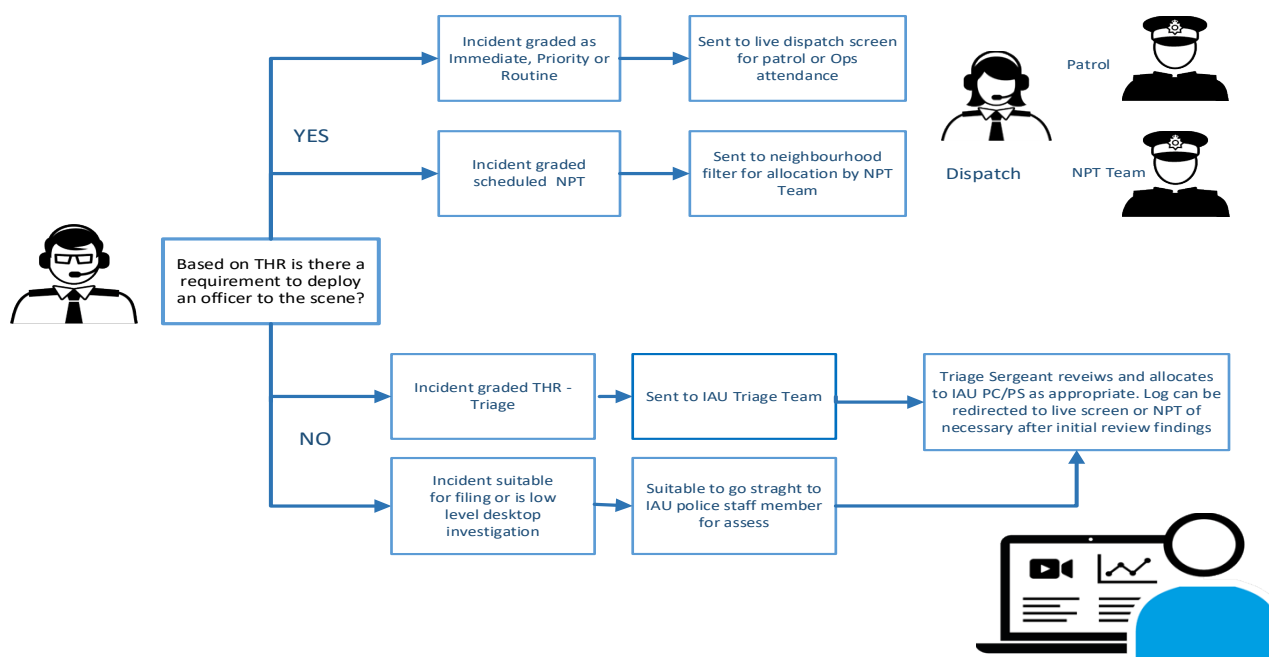
#### 4.2 How is vulnerability recorded and communicated onwards to those tasked with dealing with the case/incident?

Vulnerability is assessed at the time of the incident reporting using THRIVE which is embedded through the questions sets. Previous calls, intel checks and object markers on STORM can inform vulnerability and safeguarding needs of an individual. Where attendance is required, the information is passed to attending officers/resources. A safeguarding tag is also placed on the STORM log which auto-populates Niche. This then tasks other departments. The Lighthouse Safeguarding Unit (LSU) receive taskings for all incidents involving vulnerable people via Niche. Once an incident has been allocated for officer attendance, and has a vulnerability flag, the officer is expected to assess vulnerability at the scene, create a BRAG or DASH risk assessment, and task into the appropriate LSU hub. During 2022 the LSU received 94,459 taskings – all of which are assessed and allocated as appropriate to a Victim & Witness Care Officer (VWCO), who contacts and supports enhanced victims (as per the Victims Code of Practice definition) alongside the OIC. The VWCO undertakes a Common Needs Assessment which helps them to understand specific vulnerabilities and works with them to refer onto the most appropriate commissioned support service and provides additional guidance throughout the life cycle of an investigation.

#### 4.3 Show how we assess and grade incidents according to threat/harm/risk rather than resource availability. When an incident changes or develops, how is it reassessed and reprioritised?

As discussed in section 3, every contact is assessed and graded according to threat, harm and risk regardless of the resource situation and availability on any given day. Call handlers are expected to manage caller expectations, especially in the busier demand months, but this will not change their grading of an incident log.

**Diagram of call handling review and allocation process:**



Calls can be reviewed and re-graded at any time where it is appropriate on the basis of professional judgement and the specific aspects of the call, including vulnerability. Where this happens, the consideration of Threat, Harm and Risk will remain a guiding principle in the decision.

**4.4 What quality assurance tools are used within the IAU for example dealing with domestic abuse incidents?**

The IAU has a quality assurance tool which enables supervisors to assess individual performance against statutory requirements, as well as allowing the IAU Leadership Team to monitor team and department performance. This information is also available in Qlik and seeks to drive future training needs.

Domestic incidents that are assessed by a Triage Sergeant as suitable to be dealt with via desktop are dealt with by IAU Police Officers and are normally assessed as low to medium risk. The majority of incidents investigated by IAU PCs are domestic related. Since early 2022, a quality assurance process has been in place, followed by an added 'OIC checklist' in May 2022. A specifically designed evaluation form is used for consistency, records scoring and feedback for the OIC and is stored for transparency and further review. Both positive and developmental feedback is given to the teams as part of this process to ensure quality. This process is delivered by the IAU DI.

We have a similar quality assurance process for Hate crime that has been in place since September 2022 which involves 3 system generated randomly selected incidents every day.

**5. To what extent do we understand the demand faced through non-dispatch and where attendance is not required – resolution without deployment?**

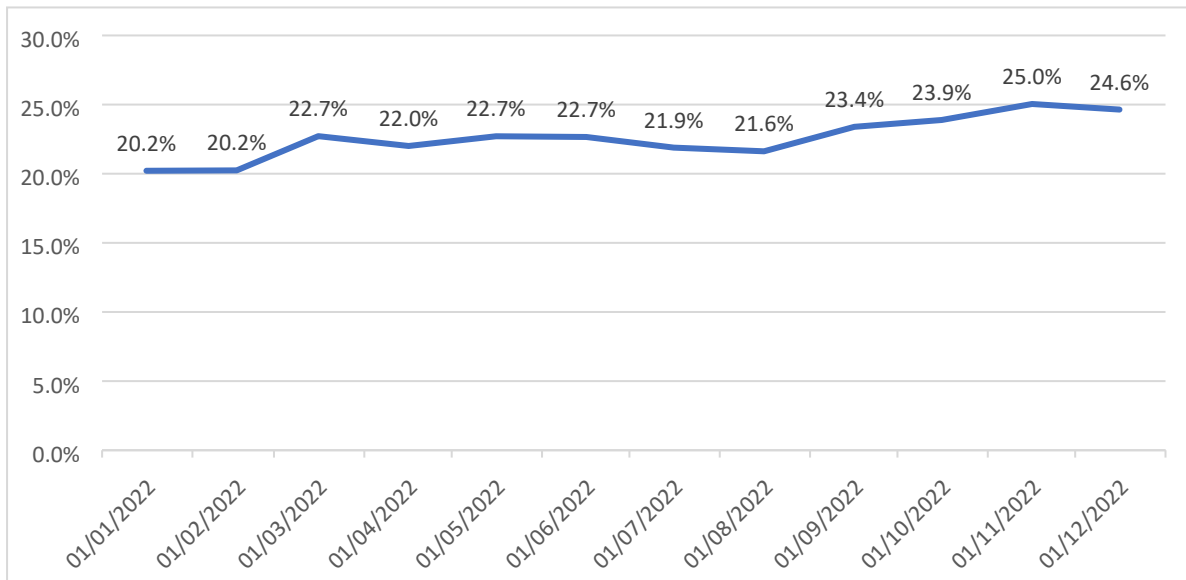
**5.1 What is the demand seen in the IAU and how does it contribute to overall dealing with demand in Command and Control?**

Aside from some additional processes such as low risk missing person enquiries, the bulk of demand seen in the IAU during 2022 falls into these areas:

- **INCIDENT & CRIME CLASSIFICATION:** 183,159 with 87.3% classified within 24 hours
- **FILE** (incidents deemed no further action from the outset): 19,788
- **ASSESS** (low-level, high-volume desktop investigations by Police staff team): 29,478
- **HIGH ASSESS** (low to medium risk investigations by Police Officer team): 18,736

The benefits to the public of the desktop approach are around the consistency of a dedicated team and the efficiencies of contact through telephone/email vs travel/physical attendance. This also diverts an enormous amount of demand away from our Patrol teams meaning they can focus on getting to those who need us most first. In 2022 alone the IAU took ownership of over 20% of all crime incidents.

**% of total force crime retained by IAU in 2022:**



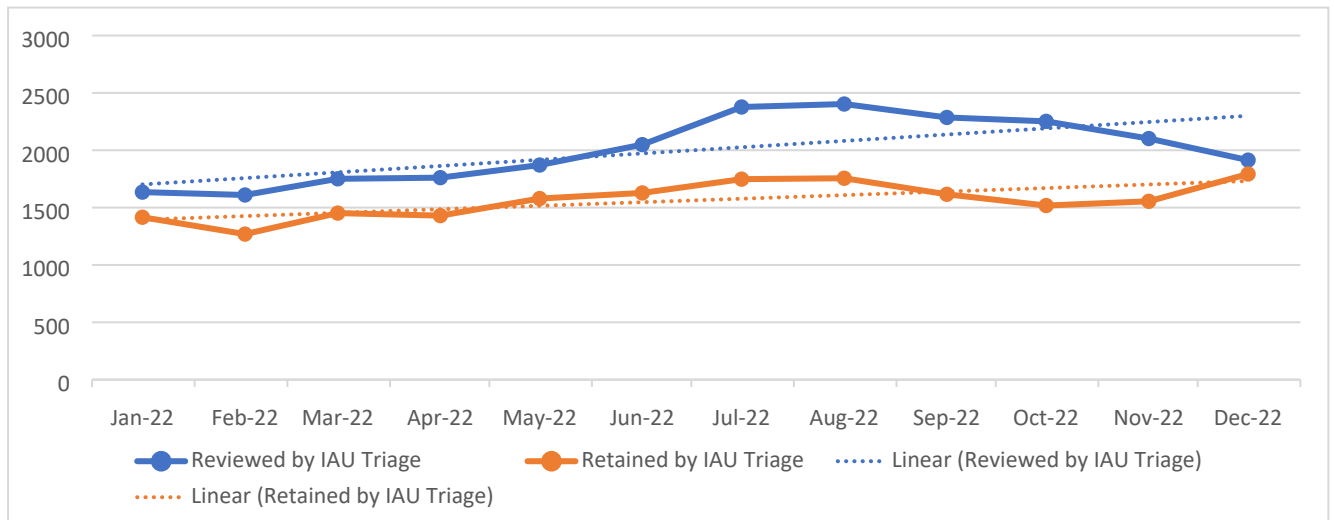
In addition to incidents that are graded for IAU at first point of contact, there has also been an increase in the volume of work that the IAU review and consume where we have not met the patrol SLA for attendance and, over time, the incident has been reassessed and the risk is lower and suitable for desktop allocation (in the majority of incidents allocated to High Assess police officers in the IAU). If an incident log reaches 48 hours old and is of Routine grading it automatically routes to IAU Sgts to review and work on and either retain or allocate to patrol if required.

In 2021 an additional 3,541 incidents were downgraded at some point in the life of the incident log after initial grading for attendance resulting in an average of 9.4 additional incidents a day



routing to an IAU Sergeant for assessment. In 2022 this rose to an additional 7,671 incidents, 21 extra logs a day on top of the incidents that automatically routes to desktop. In a lot of these cases the IAU were able to offer a good service to the victim without further delay. Incidents will only be regraded in line with THRIVE and not based on officer availability regardless if SLA for attendance on live screen has not been met.

**Number of incidents reviewed and subsequently retained in IAU during 2022**



**5.2 What uplift has been seen IAU staffing to cope with changes in demand?**

In 2020, a business case saw an uplift of 10 police staff investigators, 2 Supervisors (both precept uplift) and also the amalgamation of the Officer teams to increase the IAU PC team from 10 FTE to 41 FTE plus 10 Sergeants (under Blueprint) to perform the Triage role and manage the PC team. This was in aligned to the force review of incidents suitable for desktop investigation.

In 2022, the IAU reviewed and resolved 44.5% of all Triage and Routine graded incident logs. 24.1% went to patrol with the rest dealt with by other directorates such as NPT. The IAU have also taken the enquiries for low risk missing people into the IAU Police officer team for the first 24 hours of an enquiry, further alleviating the demand on our response teams. The workload coming into the IAU now exceeds the business case staffing model on a daily basis and is another area of focus. It is hoped that with the uplift of officers in response teams a proportion of the

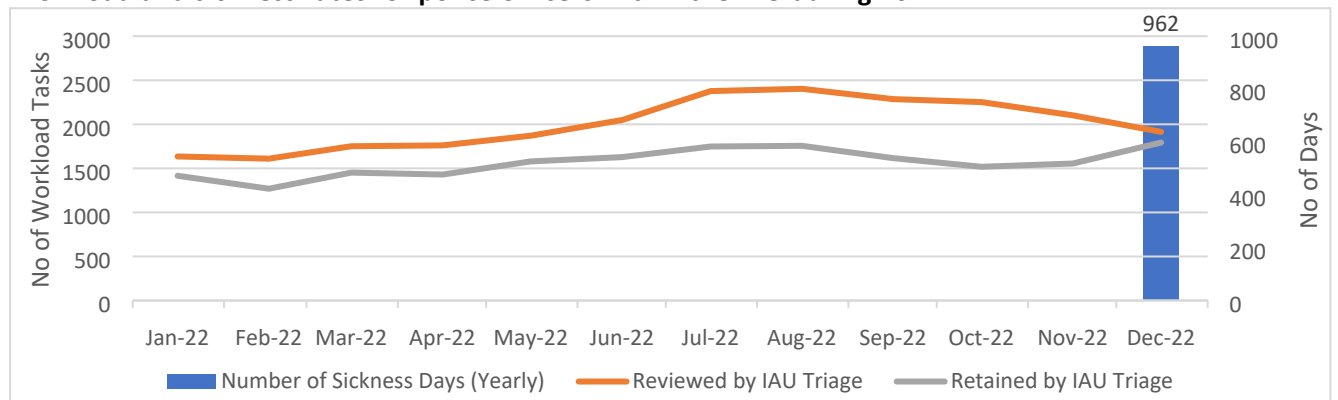


failed SLA demand that comes to the IAU each day (an additional 21 incidents) will reduce in the coming months.

IAU		FTE
<b>Manager</b>	PO 9-12	1
<b>Assess Team</b>	SO 2	1
	Scale 6	10
	Scale 4	89
<b>High Assess Team</b>	Inspector	2
	Sergeant	10
	Officer	41
<b>Temp attachments</b>	Fluctuating number c. 7	
<b>Total</b>		154 (excluding temp attachments)

The IAU Police Officer Team is largely made up of restricted officers, many of whom work reduced hours and have complex physical and mental wellbeing needs. Therefore the sickness absence in the IAU will always be higher than the force average. This results in an expected, but unpredictable higher than average sickness absence rate which can at times lead to difficulties meeting increased demand incoming to the IAU. Demand coming into the IAU is likely to remain high or increase so this could be a real challenge as we move forward and detrimental effects on officer wellbeing will need to be closely monitored. The team rarely feel the full effects of being at full establishment due to these complexities.

**Workload and sickness rates for police officers within the IAU during 2022:**



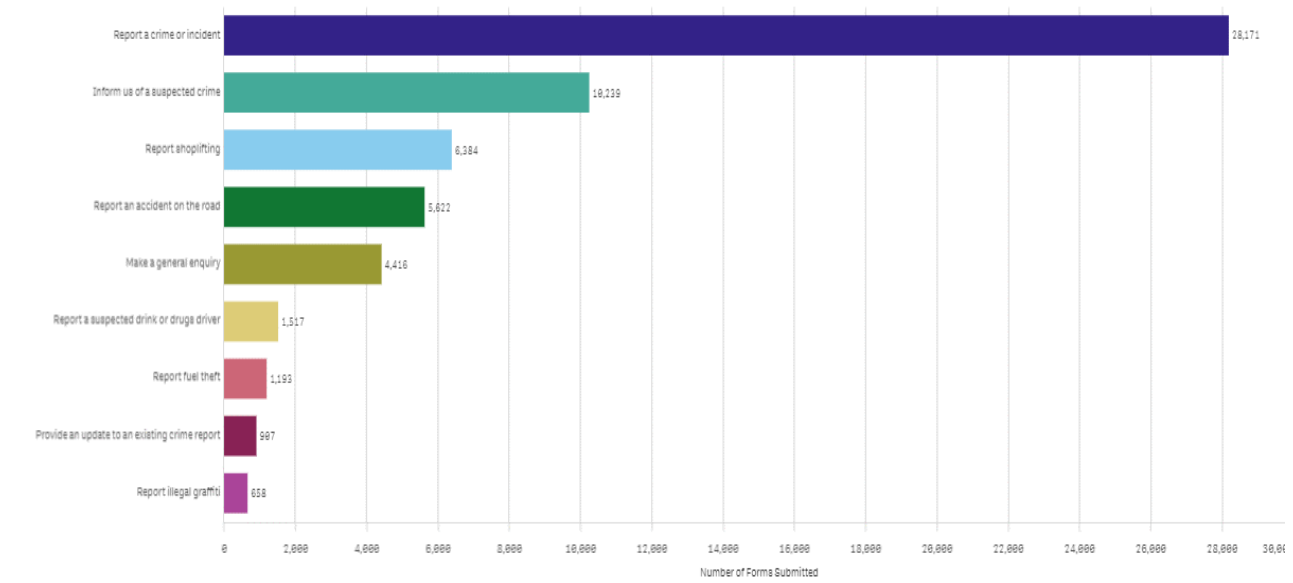
**5.3 How do online reporting and use of the IVR contribute to demand reduction? How much is demand reduced by using these routes?**

The creation of online reporting forms has enabled public access to our services online and this has risen in popularity over recent years. In part, because of Covid but also as more online forms have been created and awareness has increased. Today, we see around 5500 online reports submitted each month and this can include someone reporting a crime, providing intelligence,

reporting anti-social driving, giving us information about a suspected vulnerable person, or applying to register with our Safe Places Scheme. Online demand has increased by over 50% in 2022, compared to 2020/2021. Whilst this is a positive news story in terms of successful channel shift of non-emergency demand to our online reporting via our Force website, it has caused some demand issues for the Enquiry Office team and the control room and IAU have supported in ensuring these are handled in a timely manner to ensure service to the public, crime recording standards and prevent repeat demand on 101 with chaser enquiries.

### Online Crime reporting form submissions

1 Jan 2022 – 31 Dec 2022 - 59,107 online crime submissions



### Online Crime Report Submissions over time

This service is provided by the Enquiry Office team during opening hours with the control room covering this out of hours. This allows us to: provide a valuable face to face service, particularly to those who are vulnerable in our communities; be visible; provide a safe place for the public; and make best use of Enquiry Office time, skills, and knowledge. Interestingly, this hasn't impacted hugely on the face-to-face demand – we still see similar footfall each month, but it has reduced our overall call demand with successful channel shift from phone to self-serve online reporting.

The online facility can provide a quick and timely reporting solution for the public, convenient to them and anecdotally, there has been an increase in some types of reports due to this ease of accessibility. In turn, this provides more information which is shared with the relevant Department through Niche, Smartstorm and Qlik, thereby providing more information locally and quickly to enable focused, proactive work to keep our communities safe. We also aim to respond to each online report within 24 hours and this allows us to meet Home Office crime recording standards. This results in an efficient and timely service to the public, whilst making best use of our Enquiry Office staff. However, online demand can increase when 101 are experiencing high call volumes and vice versa. With appropriate resources this demand is manageable but in recent months has proved extremely challenging with Enquiry Office having their own recruitment

problems and 101 delays being prevalent. Overall, public feedback for the online service remains positive.

#### **Form feedback:**

Report a crime or incident

- *"I found it easy to use and have ADHD and I am dyslexic"*
- *"Very straight forward and was able to provide lots of details due to the questions being asked which is a good thing"*
- *"Sensible procedure. Allows transmission of correct information first time. Simple to use. Good!"*

Inform us of a suspected crime

- *"This form helps as I struggle with anxiety"*
- *"I'm so glad I've found an autism friendly police service"*

Report an incident on the road

- *"It's the first time I've used an online form for 101 reporting. I think it's a good idea particularly if it saves direct police time"*
- *"It was surprisingly straightforward and all the essential steps seemed to be have been thought about."*

Make a general enquiry

- *"It was so quick and easy to complete and enough space for the information required it made it so easy and I would definitely use this again for non urgent enquiries. Thank you"*

Provide information about an incident of anti-social driving

- *"Really useful for our school to use - and reassuring that police do follow this up. Thank you"*
- *"Only filled out form as working and couldn't wait for the operator to answer. But at the same time felt it was necessary to report the idiot for how he was driving - accident waiting to happen. So found this form really helpful thank you"*

Report a suspected drink or drugs driver

- *"Great service as I wouldn't of wanted to call 999"*

Report illegal graffiti

- *"To be honest We (my husband and I) have problem to speak English. We are Italian. I have hearing impairment, so it is very difficult to speak by phone. This is the reason that we cannot contact 101"*

#### **5.4 What benefits does online reporting bring outside of deployment to incidents, such as insight into hotspots, for example, relating to speeding and how is this used to make Avon and Somerset safer?**

We have used our online reporting to gather intelligence to help us manage demand and policing patrols more efficiently as a force. An example of this would be in our Roads Policing and Road Safety. Data and intelligence is at the forefront of how we understand and respond to risk on the road, so the introduction of online reporting provided us with a platform to draw more insight from the public. Many of the forms are now fully automated so data and reports generated go directly into our Road Safety Qlik app which is used to direct our initiatives and operations. We also share this data with our partners to influence how and where we need to work collectively to address public road safety concerns.

In addition to reducing demand on our Communication Centre online reporting has enabled us to develop more efficient processes and reduce workload pressure on back office staff.

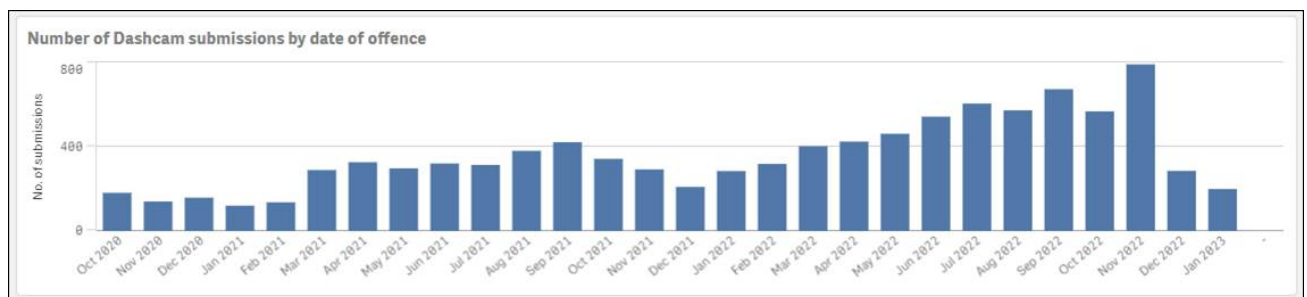
Forms currently in use for road safety:

- 3rd Party reporting of road related offences (see below)
- Near miss reporting
- Collision (RTC) reporting
- Public Speeding Concerns
- Community SpeedWatch session reporting – created an automated process to import roadside activity reports.
- Road related intelligence, for example drink/drug drive
- Report Anti-social driving

Example:

3rd party reporting of road related offences – processing reports supported by video evidence (e.g. dashcam/cyclecam) – these reports previously came into the control room/Incident Assessment Unit:

- Over 10k reports received since it was introduced (2019/20)
- 2022 was a record year with 5,798 reports compared to 1,907 in 2020
- ASP is a lead force nationally in how we receive and process 3rd part reports



During the pandemic we used online reporting to take reports of Covid breaches that were not ongoing at the time of reporting. This meant that we could automatically collate the information without the need for a phone call, freeing up call handling capacity for ongoing Covid incidents and business as usual demand. Over 20,000 online Covid breach reports were submitted. We set clear expectations with the public on the online form so risk was managed and any ongoing

incidents were diverted from the online platform to the phone. Much of the information submitted directly fed into Qlik supporting our intelligence picture and more efficient local policing patrols of breaches during the pandemic in terms of hot spots. Qlik data was then used to report nationally via this means.

### **5.6 What technological aids should be considered in the future to improve our response to calls for service and our performance? What would the next steps be? What does the likely future for STORM look like?**

Avon and Somerset use a range of systems in Command and Control with the main CAD system being STORM. The contract for STORM ends in 2023 and there is currently a review underway to look at how well it meets our current business needs and what other products could better meet our requirements. Sopra Steria, our STORM provider, have recently published a roadmap for improvements to STORM and regular meetings are being held with them to better understand their proposals for change including timescales.

Progressing options for a Customer Relationship Management (CRM) system and voice analytics is considered priority at this time and would meet the most pressing needs. A CRM is a tool that sits at the first point of contact whether that is via a phone call, online or face to face with Enquiry Offices, capturing details such as:

- the reason for the contact
- what other contact have been made by the individual
- what other cases are linked to the individual
- vulnerability and other factors about the individual or location
- how to manage risk from the very 1<sup>st</sup> point of contact

This enables high-level data to be analysed on all contact including those which do not lead to an incident log, which will enable better demand management.

A voice analytics tool will listen and analyse the content of all calls into force:

- Automatically listens to all calls – hundreds of thousands of hours, greater coverage, less time investment
- Indicators which signify stress – immediate support can be provided to support welfare of team
- Whether the right questions are asked – learning and training needs identified
- Reason for calls, even those unlogged – demand management analysis

The quality assurance work, as part of voice analytics, has long been an ambition but was previously viewed as a manual function, whereas now an automated version is available. The department are already working with IT leads to better understand market options, interoperability with current systems, etc. This is also in line with the findings of the recent HMICFRS inspection.

### **6. To what extent do we understand the wellbeing needs of contact management staff and officers?**

## **6.1 What is the wellbeing offer to anyone working within the Command and Control?**

Ensuring the health and wellbeing of our staff in the control room is vital to ensure that Command and Control can achieve its priorities and demonstrate the value that the Constabulary places upon staff working within the department. In April 2022 we created a new Wellbeing Approach in the department with the aim of demonstrating a commitment to improving and supporting the health and wellbeing of our staff in order to help keep them healthy and safe in the workplace, improve absence and retention rates and ensure our teams achieve our control room priorities.

**See Appendix 1 for the full report.**

The Wellbeing Approach is aligned to our force values of Caring, Courageous, Inclusive and Learning and incorporates the work of the Constabulary Health and Wellbeing Working Group and the Oscar Kilo Blue Light Wellbeing Framework. It provides a bespoke, consistent and co-ordinated methodology to health and wellbeing across all areas of the Control Room. We will encourage and support individuals to take ownership of their own wellbeing by creating an environment that enables staff to make informed, healthy decisions. We will provide line managers with additional support to improve and monitor wellbeing on their teams and facilitate training and professional development to ensure that our staff are the best they can be in order to deliver the best possible service to our communities and partners.

Ongoing wellbeing activity is delivered monthly and falls under one of the following four pillars:

- Working Environment
- Mental Health and Emotional Wellbeing
- Physical Health and Wellbeing
- Promotion of Health and Wellbeing Activities and Initiatives

We have designed and created access to a designated wellbeing room within our office space. We also have appointed Supervisors with a 'Welfare' portfolio, for example one of whom has a focus on Menopause in the workplace.

Alongside this there is force support through Occupational Health, TRiM process and our Employee Assistance Programme. Unison play an important role in supporting police staff in the department and relationships between the leadership team and Unison are strong, with regular meetings and contact. There is also strong relationships with the force chaplaincy team who offer excellent care for those staff needing additional support through personal or professional circumstances.

For our Police officer team in the IAU there is a high volume of team members with complex mental and physical wellbeing needs and we purposely designed the team intentionally with a low SGT/PC ratio, recognising the increased wellbeing and productivity we see from the officers on this team when given the right amount of support. This team mainly consists of Officers who have been injured mentally or physically by their role in policing and the creation of this Officer team with blended working gives these officers a chance to continue their valuable contribution to the public. See below quotes from a Patrol SGT and a member of the public:

**IAU PC:**

*“After a few very difficult years in my previous role, working in the IAU and the support I have received from my line managers and my team has reignited my spark for Policing”*

**IAU PC:**

*“I have thoroughly enjoyed the last eight months, getting the time to investigate reported crimes and actually feeling like I’ve made a difference at the end of a shift. I feel that I have helped more victims of crime, made their lives better, and whilst rebuilding a lot of their trust and confidence in the Police again, than I have done for a while now.”*

**Patrol SGT:**

*“My experience over the time the triage system has been in place is very, very positive. The amount of calls coming onto the screen has dramatically reduced, the jobs on the screens are calls that generally police should attend/deal with. The knock on is less NICHES through to the Sgts which makes life more manageable and less stressful. It means we have more time to put towards quality”*

**Victim of high-value bicycle theft, which was resolved with the ID and return of the bike.**

*“I was positively surprised by the level of support that I received and of course I was delighted with the outcome, as my very expensive bike was returned to me. All my interactions with PC Timothy Middleton were very polite and respectful and he had a good understanding of the situation and from the beginning showed a really strong commitment to solve the problem”*

**6.2 How many referrals are made to Occupational Health and TRiM for Command and Control staff and officers?**

During 2022 we have captured the following data on TRiM referrals:

- The number of Comms/IAU Staff accepting TRiM offer was 70. The number offered TRiM after dealing with traumatic incidents will be much higher but it is not mandatory to be taken up and is down to personal choice.
- Of those the number referred by TRiM to OHU was 6.

Unfortunately, due to how referrals to OHU are recorded, it has not been possible to obtain the number of referrals from C&C.

In addition to OHU and TRiM, immediate individual and group debriefing and support is put in place whenever needed; where trauma or distress may have been suffered as a result of an incident they have dealt with. The dedicated wellbeing room is also available for staff to use in these circumstances.

Strong links with Occupational Health and HR leads mean that individual cases are discussed regularly so the best support can be put in place for the staff member and there is continuity and consistency across a large department with hundreds of staff.

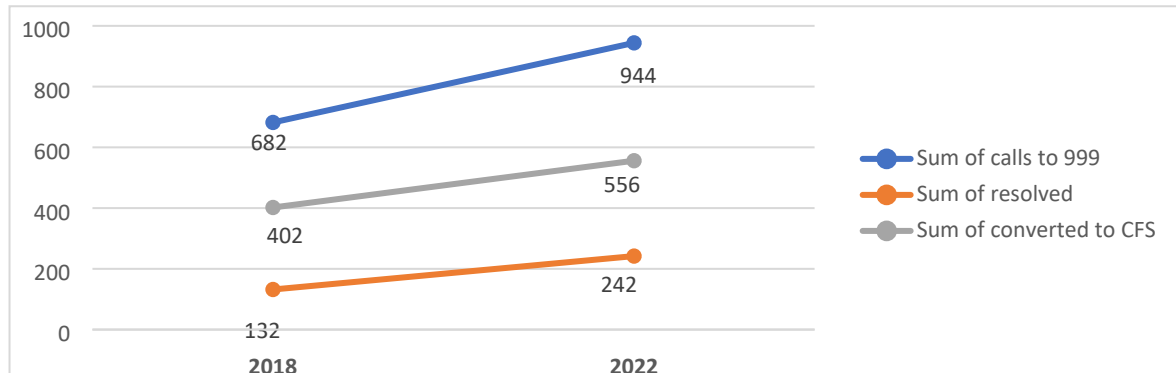
**6.3 How have calls received changed and what additional stress and strain does this place on those answering the calls?**

Demand and performance has changed pre to post pandemic. The biggest shift is in the volume of 999 calls we are receiving into the control room. An increase of 38,399 x 999 calls in the first half of

2022 which amounts to an average of an additional 6,400 per month or 212 per day. This demand, coupled with vacancies in both call handling and dispatch (who can also take 999 calls) meant our performance, for the first time in several years, was threatened in terms of not meeting the 90% SLA on 999 and resulted in large wait times on 101.

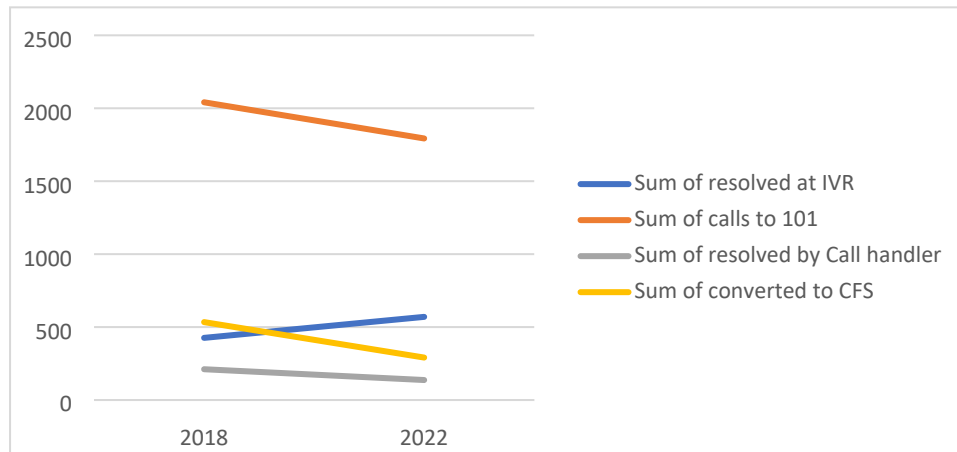
The below graphs show the number of 999 and 101 calls received in 2018 compared to 2022. It shows the number of calls received, converted into a call for service (incident log) and resolved by the call handler or the resolution team (restricted officers working in the control room at the time).

### 999 call volume data



Since 2018, the 999 volumes have continued to rise by an average of 7975 calls per month – this is a **38.4%** increase and shows no signs of declining. The 101 call volumes have shown a decline in line with the online reporting of non-urgent incidents rising significantly.

### 101 call volume data

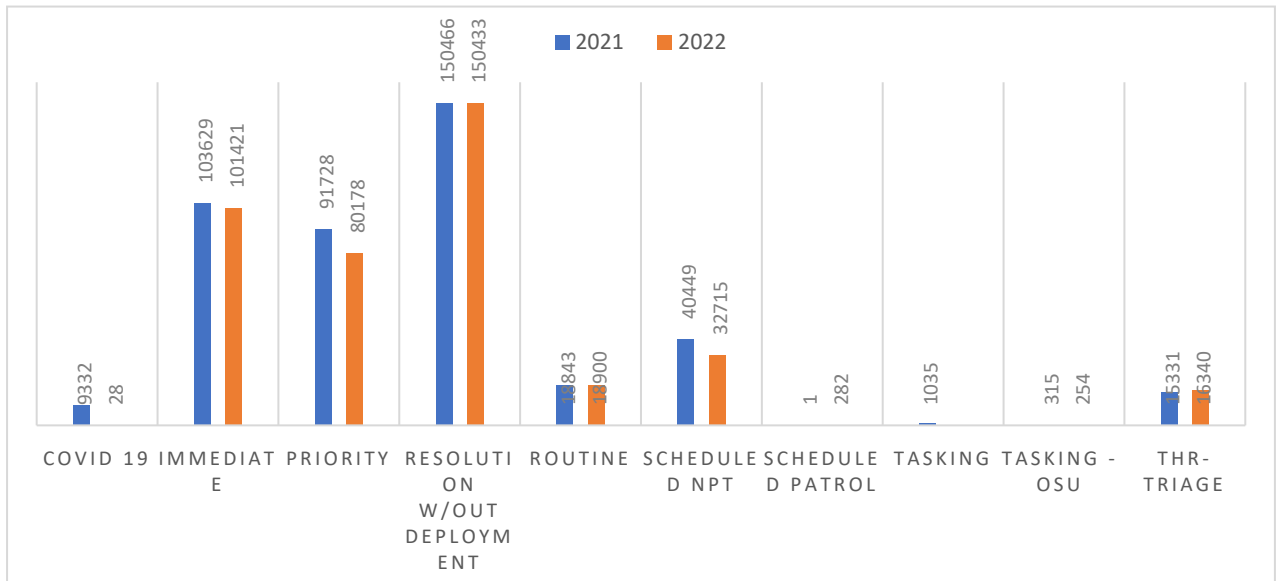


On average during 2018 the number of calls fully resolved at point of IVR was **20.9%**. On average during 2022 the number of calls fully resolved at point of IVR was **31.8%**.

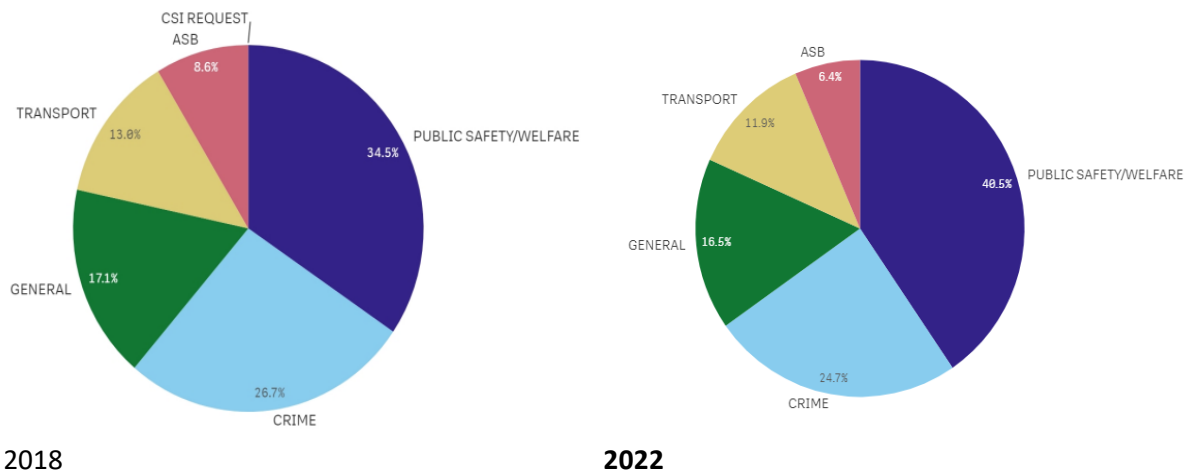
In addition to the increase in emergency calls the nature of them has changed over the past 2 years with a marked increase in callers in serious mental health crisis, missing people and generally more complex and elongated calls to deal with. The responsibility on the call handlers has increased, for example supporting more people in mental health crisis who are in the process of, or intending to cause harm to themselves when they call us. There is also a proportion of calls that are being taken on behalf of other forces who are struggling to meet 999 demand themselves and partner agencies such as ambulance who are facing unprecedented demand and long delays.



**Calls for service 2021 and 2022**



**Breakdown of disposals 2018 and 2022**

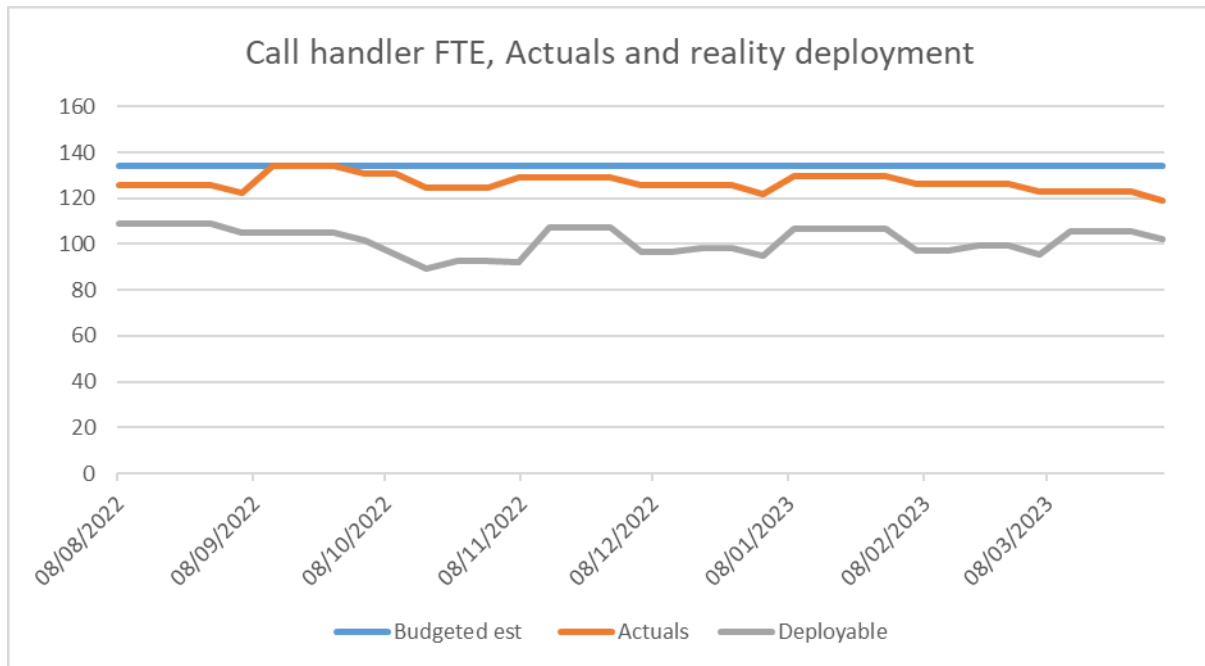


Demand in dispatch remains high with a significant amount of incident logs live at any one time due to the ongoing pressures of limited resourcing in the patrol teams. There has also been a significant rise in the amount of silver operations that are needing to be stood up, in the main requiring 2 x dispatchers to do so. In the first 6 months of 2022 there were 92 occasions where this was necessary with a further 31 requests in July-August (equating to an average of one every other day during the height of summer). Overtime requests were not taken up and it often fell to the core team to cover resulting in solo talk groups on main radio channels at times. This is not a position we want to find ourselves in as a force.

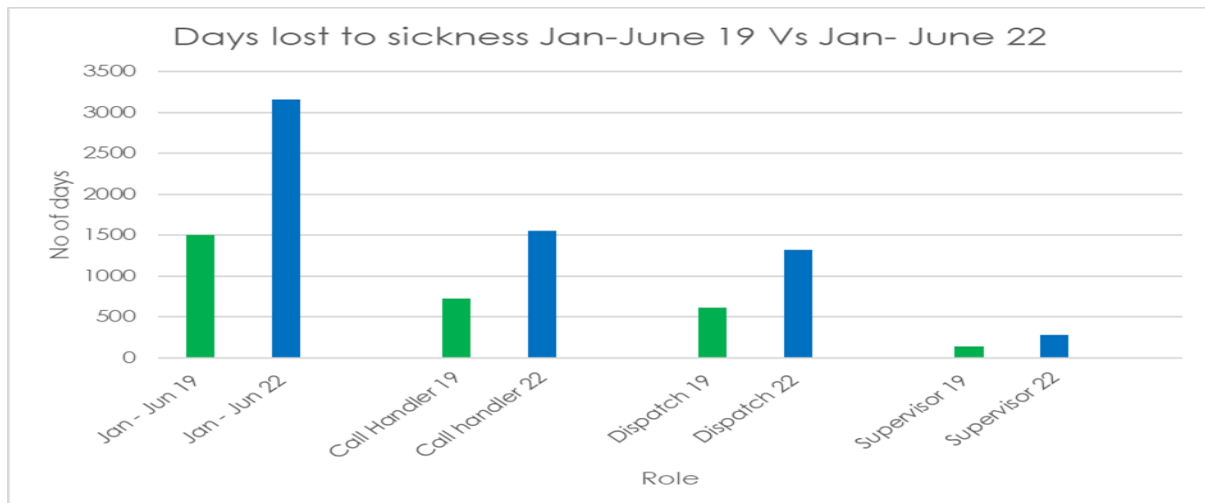
The following graph seeks to show a projection to the end of the financial year for Actual Establishment taking in attrition at the current rolling average rate of 3.6 leavers a month.

It also seeks to show the reality **deployable establishment** within the Call handling team. When new staff join the team they are not actually productive and deployable for 9 weeks due to training and tutorship despite showing on the actual establishment.

There is an assumption that there is also 15% of staff on A/L, 1 person off sick and staff being removed to carry out tutorship training for 5 weeks for the new pipeline staff. This means that the reality does not reflect the current actual figures the managers have available to deploy.



**C&C sickness rates 2019 compared to 2022:**



With the rise in calls from people in mental health crisis (approximately 2200 mental health related calls for service are received per month) we piloted an approach where we provided a specifically trained communications operator for late shifts working within the ambulance control room with access to police command and control systems and databases. Known as the Mental Health Link Officers (MHLO's) they sat with ambulance and mental health triage teams providing immediate access. Feedback from the MHLO pilot has been entirely positive and has shown to reduce total police time spent at the scene of mental health-related incidents, has caused an increase in police

consultation with triage, and 25% of calls handled by the MHLO are then 'stood down', allowing police not to attend. 100% of the resource for the pilot has been taken from core control room team numbers.

For new starters into the control room we have improved preparedness by ensuring all candidates are fully aware of the mental, physical and emotional nature of the work undertaken so they can make informed decisions about whether the role and working environment will suit them. For existing staff inputs on supporting personal mental health and that of others have been given during training days, newsletters and we have mental health first aiders trained within the department offering support and guidance.

It is recognised that the Control Room is a unique working environment within the organisation, where staff regularly work at a heightened state of alertness and threat and are under immense pressure to make rapid assessments of threat, harm and risk with little or no opportunity to find appropriate respite and consideration for their own wellbeing. In addition, the operational need for 24/7 service means staff are impacted by shift work, often resulting in poor sleep, poor diet, lack of exercise as well as negative impacts on family and social time.

#### **6.4 What is the impact of external scrutiny when serious and major incidents occur and other agencies such as the IOPC are involved? How is this mitigated for Command and Control staff?**

The work of the control room means that there will be occasions where incidents are referred to PSD (for example where there has been a death after police contact) or to the IOPC. Control room staff will often end up being part of the investigative trail with review of their part in the incident examined in detail. Whilst it is only right and proper that this occurs it can be very worrying for an individual and often lengthy in terms of timescale of the investigation. Most of the IOPC enquiries actually relate to front line police resourcing levels not meeting demand. When aspirational attendance times at incidents are not met and the incident results in Death or Serious Injury and an Independent investigation by the IOPC, it is often control room staff that are asked to account for why there has been such significant delays in police attendance. The reality is that these delays and resourcing availability of front line police officers are often well beyond the remit of control room staff. This can have a direct impact on staff retention and perception of pay versus associated risk of role, particularly for control room Supervisors.

On occasions the Portfolio FIMs have invited IOPC investigators into the control room to provide an oversight on the structure and working practices. Portfolio FIM's also provide advice following on from PSD / IOPC investigations to legal services and Coroners, and have represented the Constabulary at Coroners court. This has negated the need for individual staff members to attend Coroners court which could be a worrying event for them.

Support is put in place for all staff being investigated with a dedicated welfare officer, staff union or federation support and timely updates are requested and delivered to the staff member(s) in question.

In the event of a post incident procedure (PIP) being called leadership team support is immediately put in place accompanying staff involved to the PIP location alongside Unison and supporting throughout. The team are briefed on PIP/PIM so that there is an understanding of why it happens and how it protects them by taking them from live environment to a PIM suite, usually as a key police witness, looking after them and showing openness and honesty throughout. Leadership days for supervisors also have a more in-depth briefing for awareness and support for the wider teams.

Where a staff member is restricted in their duties for the duration of the investigation the leadership team will work to find alternative, meaningful work that they can undertake so they are able to remain in the workplace, supported by colleagues and receiving regular updates.

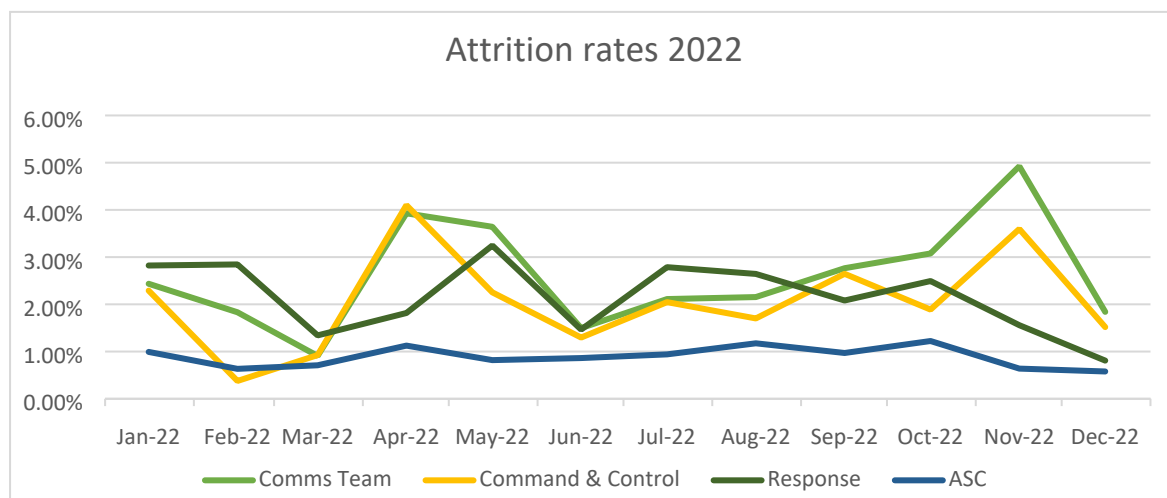
The force are looking to reduce non-policing demand especially in the area of concern for welfare where other agencies should be taking responsibility. It is going to be vital that control room staff make bold decisions at the first point of contact and this will need top level executive support with a policy that underpins any new process.

### 6.5 What would be the risks of not supporting the staff in Command and Control, and the onward impact to members of the public?

The control room has always seen team members moving on to other roles within the constabulary following the probation period (12 months) and tenure period (2 years) and this is something we support fully and is a draw for a lot of people when taking up the roles.

The control room has an FTE of 14 Switchboard, 136 call handling, 142 dispatch, 30 supervisors and 10 FIM positions. There are 16 TR positions in both call handling and dispatch which are temporary funded positions allowing the control room to over recruit into roles and have new starters undertaking their training prior to the existing team members leaving. This has worked well for several years. However, over the last couple of years and increasingly since the end of Covid restrictions, our attrition rates have risen significantly. Recruiting new starters has become difficult due to other better paid, blended working roles in the force. This has resulted in a higher number of vacancies being carried and existing staff feeling increased demand pressures upon them. Internal force recruitment for roles outside of Command and Control has drawn a lot of interest for control room staff in recent months with the benefits of higher salaries, less shifts, arguably less risk and blended working options. This has made retaining full establishment impossible and has presented a real risk to the running of the control room and service delivery to the public.

A comparison has been done against the force attrition rates. Below tracks control room attrition significantly higher than the force attrition rate. The total yearly attrition for the force was 10.52% Compared to 26.54% in the control room.



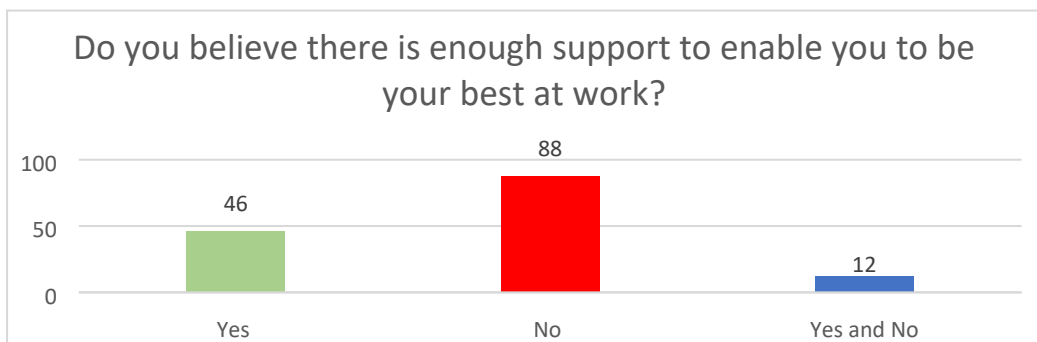
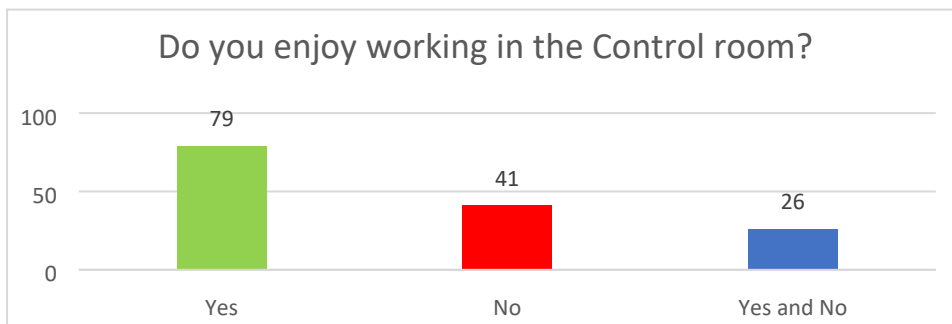
The national position paints a bleak outlook for recruiting into call centre roles; however the Force has the added pressures of not being able to offer remote working or financial

incentives/bonuses which adds further pressure. What it does have is the chance to make a real difference and to be part of a team that change and saves lives – it is the unique selling point and something that aligns with many people’s values. We have refreshed and revised our recruitment strategy and have worked with Talent and Training School to agree double courses for both call handling and dispatch to address the immediate issue of large vacancy gaps. Due to the cost of living crisis and lack of applicants from the south of the force we have opened up Express Park at Bridgwater as a secondary call handling site. We have reviewed shift patterns and offered more choice and options for staff and have focussed on wellbeing and support for the entire team.

It is clear the team need support in order to carry out the vital roles they do in Command and Control. They are the entry point for the public; in many cases the first person to have contact with someone in distress or in need. Equipping our control room and IAU leaders, many of whom are new to the roles to be able to fully support, develop and lead the team is a priority and plans have been developed for “2023 – the year of the supervisor” If we do not get this honed then attrition will remain high and service to the public will falter. We have already seen this play out with a small impact on our Police officer team where we have added demand through the Sergeant role, reducing the time available to support their teams which has resulted in a 21% increase in overall absence across 2022. This in turns means that crime build up, members of the public wait longer to hear from us, potential loss of evidence and re-offending by prolific offenders.

In May 2022 we undertook a control room wellbeing survey. Led by a portfolio FIM, there was a good take up with all responses anonymous. There were some really positive comments about support and care received and overall people enjoy working in the control room. However, many answered to say how busy the supervisors were and how they feel they would be able to receive more support if the supervisors had less pressure around operational responsibilities that they try and balance with staff wellbeing and development.

**Example of Questions and number of responses:**



**Some of the verbatim comments in relation to the support question were as follows:**

*“I enjoy the job but it is so stressful – I worry constantly that I will miss something vital that will end in disaster”*

*“There are good days and bad days – overall yes, but so much demand, so much pressure, it’s not enjoyable. I’m drained and exhausted”*

*“I have a great team but we are understaffed, not everyone is on the same page and we never get praise”*

*“Supervisors are too busy, I barely have contact or 1-21’s. They don’t have time to support me day to day”*

Overall people who work in the control room like their roles and enjoy the job but exit interviews have shown it is the demand, responsibility and understaffing that is driving a lot of leavers to consider alternative roles.

We have a great team in the control room, a committed team and a team who have a unique skillset learnt over time that we do not want to lose. Supporting the wellbeing of staff within Command and Control is vital in maintaining a healthy, strong team who can continue to deliver exceptional public service in an increasingly challenging and complex environment.

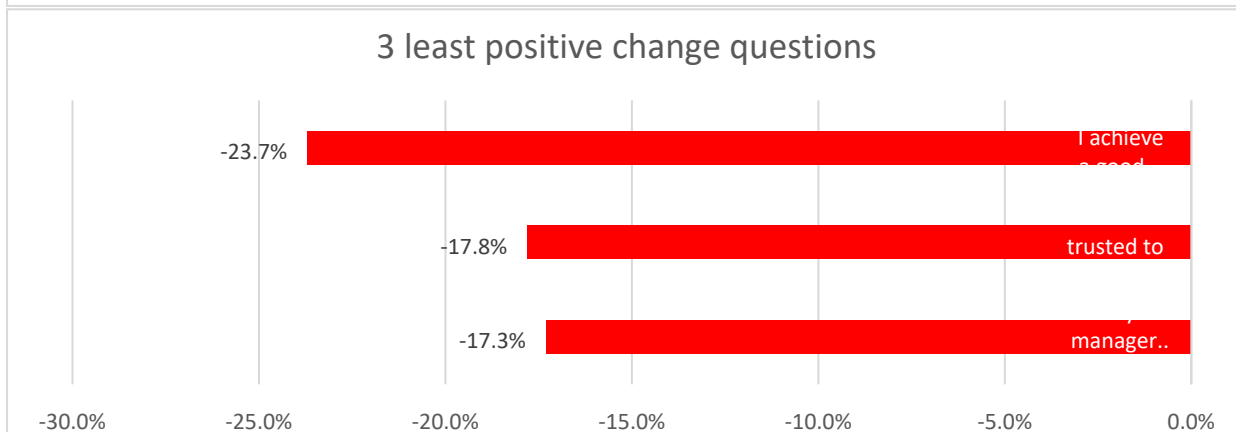
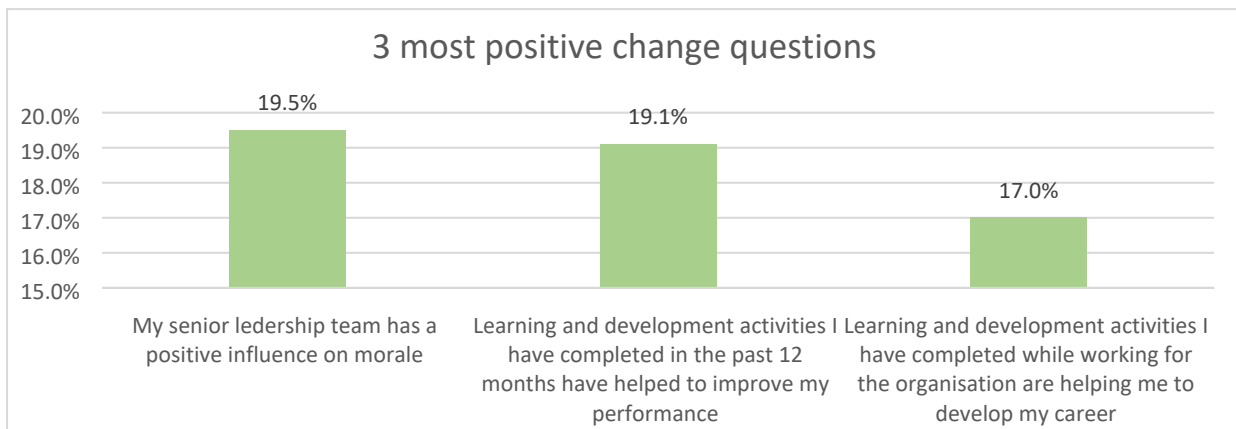
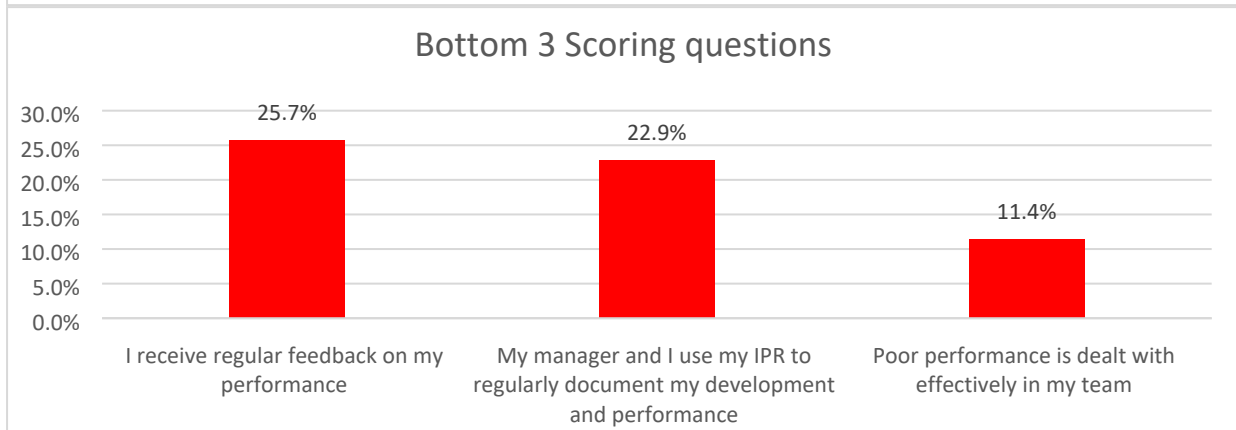
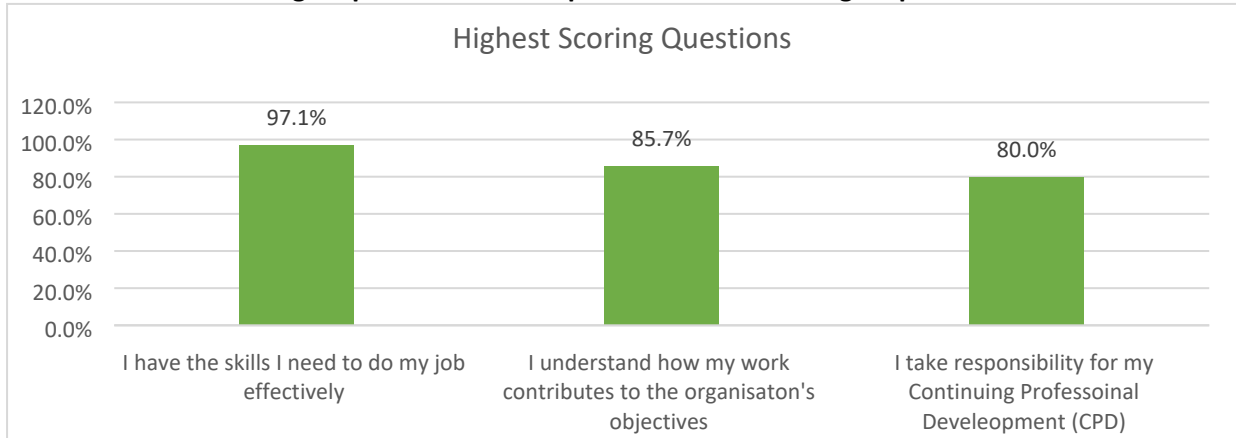
**6.6 What evidence can be drawn out of the staff survey that staff in Command and Control feel supported and valued? How has this changed over time?**

The control room team have, for a number of years, had a positive staff survey with increased team engagement in completion and a significantly more positive response year on year in the areas of inclusion, wellbeing and fair treatment and leadership. Overall the surveys showed the team were feeling happy in their work and feel they have the opportunity to contribute their views before decisions that affect them are made.

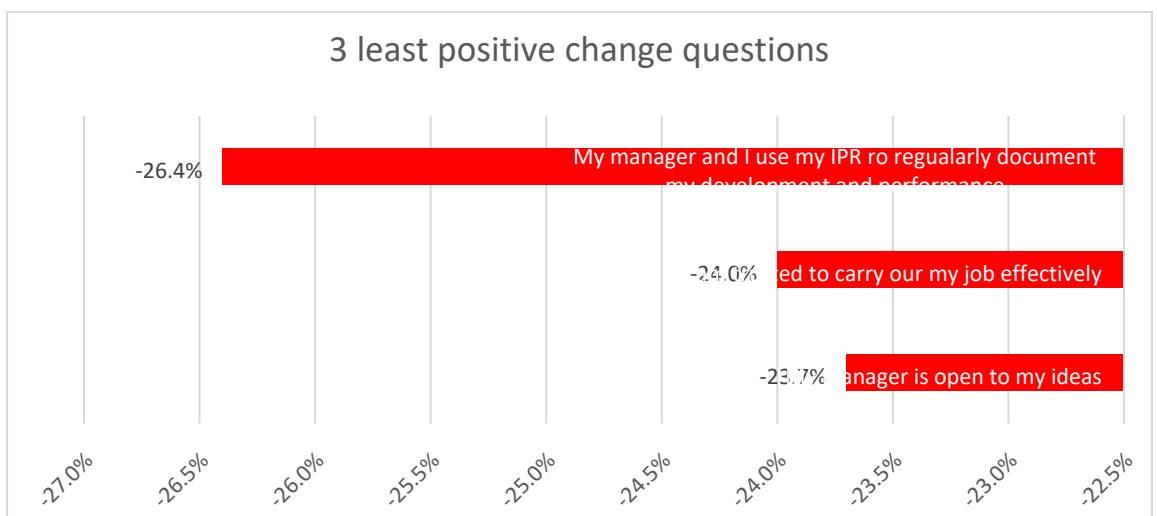
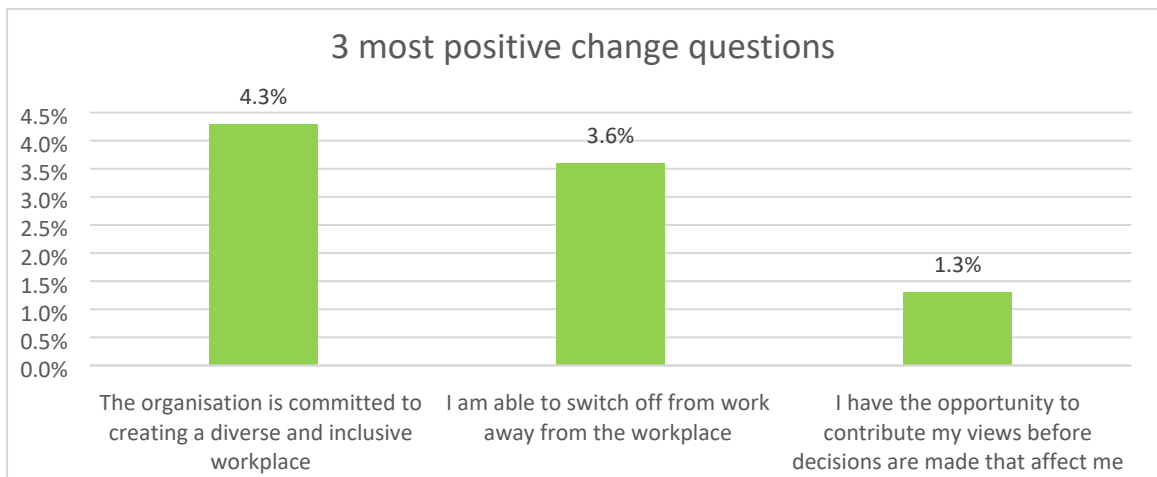
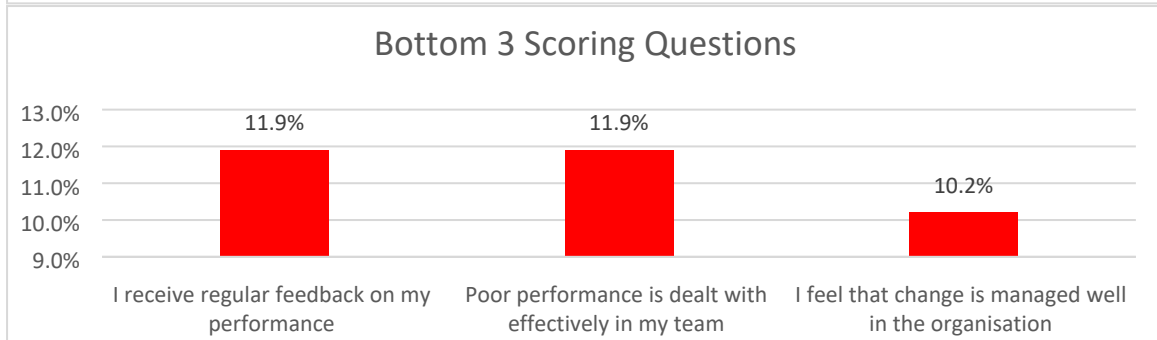
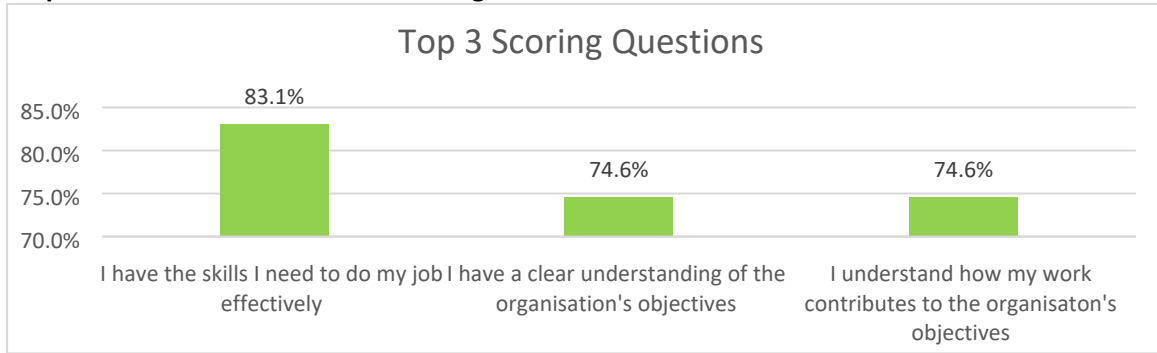
However, in the most recent survey the control room team results told a very different story with only 35 call handlers and 59 dispatchers completing it despite being given time to do so:

	2022	2021	2020	2019
<b>% Employee Engagement</b>				
<b>FORCE</b>	<b>61</b>	<b>64.2</b>	<b>68.5</b>	<b>58.1</b>
Call Handlers	60.6	49.5	77.3	73.9
Dispatch	51.7	59.4	73.4	61.1
IAU	65.1	67.7	68.9	62.1
<b>% Overall I am Happy at Work</b>				
<b>FORCE</b>	<b>64.4</b>	<b>69.6</b>	<b>75.2</b>	<b>63.2</b>
Call Handlers	51.4	61.3	81.3	82.9
Dispatch	30.5	48.7	77.9	58.3
IAU	77.9	69.7	75	51.2

Within the call handling responses the team provided the following responses:



**Dispatch results showed the following:**





Demand challenges with lower staffing numbers, increase in emergency calls and constant changes in process and ways of working to accommodate wider force changes to way of working are clear within the results and verbatim comments of the staff survey this year. The control room team are feeling the pressure and the leadership team have held a series of briefings to update, inform of plans and reassure. These will continue throughout 2023 as plans progress.

The IAU was a far more positive picture in all areas. We have seen a marked increase in 'Overall I am happy at work' for the IAU following changes in Blended working, Structure and Leadership. This peaked during the pandemic year when we were able to quickly give staff the equipment to work from home and is now levelling out

- 2019 51.2% vs 63.2% force (100% office working)
- 2020 75.0% vs 75.2% force (100% home working – pandemic year)
- 2021 69.7% vs 69.6% force (100% home working)
- 2022 67.5% vs 64.4% force (83% home working)

The IAU scores 10% higher than the force in 2021 & 2022 for 'I know how to access tools and resources through the organisation to support my own wellbeing'. Also, 'I feel valued for the work I do' was 7% less than the force in 2020 but has risen to 7% higher than the force in 2022 suggesting the blended working approach and office time/engagement is working well.

Area for focus for IAU from verbatim comments were CCTV, Training and Communication/Feedback. A series of training day sessions have been undertaken with the team to explore these areas further with great engagement. Results will be shared and worked on throughout the year.

### **6.7 Overview of how Command and Control can offer police officers specifically an opportunity to use their skill sets to feel like they are making a difference and how this contributes to their sense of wellbeing.**

For our Police officer team in the IAU we designed the team intentionally with a low SGT/PC ratio, predicting increased wellbeing and productivity from the officers on this team if given the right amount of support. Previously with 1 SGT to 20 PCs, this is now 1:4.5. This team mainly consists of Officers who have been injured mentally or physically by their role in policing and the creation of this Officer team with blended working gives them a chance to continue their valuable contribution to the public by carrying out a valuable policing role whilst supporting their health and wellbeing needs.

**See the quotes from IAU officers in section 6.1.**

## **7. Recommendations**

### **Recommendation 1**

Support to continue to prioritise Command and Control on the force digital roadmap, for example in the implementation of a CRM and Voice Analytic Software (RFS submitted). This will enable better identification of vulnerability and risk at first point and beyond, better management of demand into the force, including reducing non-policing demand, problem solving workstreams and better quality assurance of an inexperienced control room team. This aligns with HMICFRS findings, force analysis and will support training needs and learning on an individual, team and departmental basis.

## Recommendation 2

Organisational support to maintain the same prioritisation of recruitment, vetting and training provision to ensure Command and Control can fill vacancies and maintain a good level of service to the public. Recognition that additional action may be required to further accelerate in light of the challenges presented, especially around 101 performance.

## Appendix 1 – Wellbeing Report



Control Room  
Wellbeing Approach 2