

**AVON AND SOMERSET POLICE AND CRIME PANEL**

**10 JUNE 2015**

**REPORT OF THE POLICE AND CRIME COMMISSIONER**

**POLICE AND CRIME ANNUAL REPORT 2014-15**

- 1.1 The Police and Crime Commissioner has a duty under section 12 of the Police Reform and Social Responsibility Act 2011 to produce an annual report after the close of each financial year. This report should provide details of the exercise of the Commissioner's functions in each financial year and progress that has been made in meeting the objectives set out in the Commissioner's police and crime plan.
- 1.2 The annual report (attached at Annex A) details progress made between April 2014 and March 2015. Despite significant organisational restructuring during the year and ongoing reductions in policing budgets, the report demonstrates that progress continues to be made in delivering the ambitions of the Police and Crime Plan.
- 1.3 17 of the Police and Crime Plan objectives were satisfactorily achieved during the year, 31 remain in progress and one objective (improving investigation and criminal justice outcomes for burglary) is falling short of expectation. The Police and Crime Plan performance framework was expanded in 2015 to take account of the new priority of road safety, the new HMIC PEEL (Police Efficiency, Effectiveness and Legitimacy) inspection framework and broader elements of the Police and Crime Plan. Of the 22 indicators which comprise the framework, 15 remain on track to be achieved by 2017, 4 are falling short of expectations and 3 are pending assessment subject to HMIC review or local developmental work.
- 1.4 Performance remains particularly strong in the areas ASB case resolution, improving the reporting of domestic and sexual abuse and delivering efficiency and value for money. The report identifies clear areas for improvement with regard to overall victim satisfaction and investigations fully resolved which will remain a focus for the Constabulary and PCC throughout 2015/16.
- 1.5 The Commissioner presents the Annual Report to the Police and Crime Panel in compliance with the requirements of the PRSR Act 2011 and will provide responses to any report or recommendations made by the panel.

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**Attachments**

**Annex A – Annual Report of the Avon and Somerset Police and Crime Commissioner  
2014/15**



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

**2014 / 15**

**Published June 2015**

## FOREWORD

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The last year has been marked by unprecedented levels of economic and organisational reform that have impacted upon almost all areas of policing, criminal justice and victim services.

These have included major changes to the way the Constabulary operates and a new integrated approach to supporting victims of crime and anti-social behaviour (ASB). We have also seen the introduction of a new Community Rehabilitation Company with responsibility for low and medium risk offenders as part of the Ministry of Justice's 'Transforming Rehabilitation' agenda.

Despite the inevitable challenges that change of this scale has presented, our agencies have remained resolutely focused on working to make your streets and homes safer and policing more accountable and responsive to your needs.

New partnerships, commissioning and delivery arrangements are already helping to drive efficiency and deliver more effective and integrated services, and I'm keen to capitalise on the energy, enthusiasm and innovation that this has created. I was also pleased to see the Constabulary assessed as 'outstanding' in providing value for money as part of Her Majesty's Inspectorate of Constabularies (HMIC's) new PEEL inspection programme in 2014 – one of only five forces nationally to achieve this grading. This was a testament to the extensive planning and preparation that has been undertaken in response to the Government's austerity measures.

I'm pleased to report that we are still making progress against the aspirations of my plan, however, amongst the clear successes highlighted as part of this report, there are also a number of specific areas of focus for 2015/16. This will include driving sustained improvements in investigatory and criminal justice outcomes, improving multi-agency responses to growing safeguarding demands and ensuring that Avon and Somerset remains at the forefront nationally in terms of victim care.

Recent tragic and high profile events such as the multiple road fatalities in Bath, the murder of Becky Watts in Bristol and a major investigation into Child Sexual Exploitation (CSE) across Avon and Somerset have all demonstrated that the police are there when needed, working to tackle the issues that matter most in your community in what are often highly complex and difficult circumstances.

I'm continuing to work hard to understand what local communities want from their police service and ensure that your views and voices are reflected in my decision making. I am aware that the financial challenge faced by the police and our public sector partners is far from over. It is for this reason that we took the decision to form a Strategic Alliance with Wiltshire Police in 2015 which, alongside continued investment in mobile technology, will help to ensure our officers remain visible, active and responsive in your community.

*Sue Mountstevens*

**Sue Mountstevens**  
**Avon and Somerset Police and Crime Commissioner**

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## 1. INTRODUCTION

- 1.1 Sue Mountstevens was elected as Avon and Somerset's first Police and Crime Commissioner (PCC) in November 2012, and set out the strategic direction for the Constabulary and wider partnership working as part of her 2013-17 Police and Crime Plan. The PCC has also been responsible for discharging a range of duties during her term in office which include setting the policing part of the council tax precept, appointing the Chief Constable and commissioning local victim services.
- 1.2 This report<sup>1</sup> sets out the progress that the PCC has made between 1<sup>st</sup> April 2014 and 31<sup>st</sup> March 2015 in discharging her statutory responsibilities and overseeing delivery against the wider aspects of her Police and Crime Plan. Progress against the objectives set out in the PCC's Police and Crime Plan is summarised via the following symbols, while areas for improvement in the year ahead are also detailed within the report:-

☑ : Achieved / Achieving

🔄 : In progress

☒ : Falling short of expectation

## 2. STATUTORY RESPONSIBILITIES

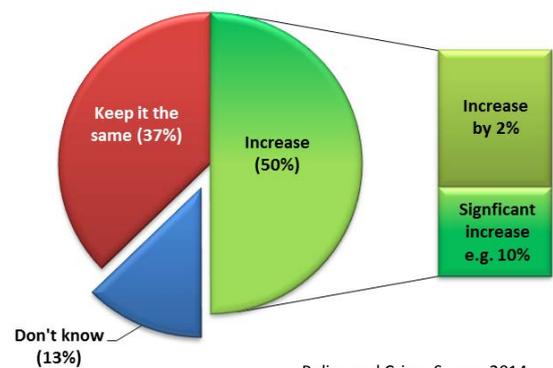
### 2.1 *Setting the policing part of the Council tax Precept*<sup>2</sup>



In February 2015, the PCC took the decision to increase the policing part of the council tax for 2014/15 by 1.99%, which received overwhelming support from the Police and Crime Panel. This equated to an increase of £3.41 a year for the average (Band D) household. The decision was informed by extensive public consultation and in recognition of the financial challenges that lie ahead.

Of over 3,000 residents consulted in 2014 as part of the PCCs Police and Crime Survey, 1,508 (50%) supported an increase in the level of council tax set towards policing compared to 1,116 (37%) that wanted to keep their contribution the same.

What level of council tax would you like to see set towards the police?



### 2.2 *Setting the strategic direction of Avon and Somerset Constabulary*



The PCC refreshed both her statutory plan and nine supplementary local authority level Police and Crime Plans in March 2015 in order to take account of significant changes in the crime, community safety, commissioning and organisational environment.

The plans maintain a focus on tackling and reducing ASB, domestic and sexual abuse, burglary and putting victims first and include an additional priority to improve road safety amongst all road users.



<sup>1</sup> Annual Report is a statutory duty for Police and Crime Commissioners (Police Reform and Social Responsibility Act 2011)

<sup>2</sup> The PCC has a legal duty to decide the police budget, allocating assets and funds to the Chief Constable and setting the council tax precept for the Avon and Somerset area under section 40 of the Local Government Finance Act 1992



The PCC has committed to support the well-established partnerships that exist across Avon and Somerset and continues to be represented on a wide range of boards, forums and steering groups that contribute to delivering shared partnership outcomes. These include statutory partnerships such as the Avon and Somerset Criminal Justice Board, local safeguarding boards and Community Safety Partnerships. The Commissioner also continues to support a wide range of targeted multi-agency initiatives such as Integrated Offender Management, the Troubled Families programme, Multi-agency Safeguarding Hubs and forums working to tackle business crime and rural crime.

The PCC has supported and enabled integrated service delivery in 2014/15 through the commissioning of 'Lighthouse' Integrated Victim Care in October 2014 (see section 4) and a successful Home Office Innovation Fund bid to roll out the multi-agency Halcon Project approach across Taunton Deane. The PCC's Community Safety Grant<sup>4</sup>, has also been used to help improve multi-agency responses to domestic abuse, hate crime, anti-social behaviour, priority neighbourhood working and offender management.

The PCC has worked with partner agencies in response to increasing safeguarding demand, particularly in the area of mental health. In April 2014, the PCC hosted a Mental Health Conference which brought together representatives from the NHS, Police and local charities to improve local arrangements for supporting people with mental health problems.

The PCC signed declarations in support of the National Mental Health Concordat on crisis care in December 2014. Actions were agreed to ensure that children will not be detained in police cells as a place of safety under S.136 of the Mental Health Act and that police cells will only be used as a place of safety for adults in exceptional circumstances.

"Mental health is a huge issue across the whole of the UK. The Concordat was the first important national step to realising this, but we have a lot of work to do locally"

**PCC Sue Mountstevens**

In 2014/15, the PCCs, police forces and local authorities of Avon and Somerset and Wiltshire were successful in securing Home Office Innovation Funding of over a million pounds to improve the identification of and response to Child Sexual Exploitation across the region. This will be taken forward working closely with Barnardo's, local authority and health partners.

The PCC also worked closely with the Ministry of Justice and other criminal justice partners to manage the impact of changes to the criminal justice landscape as part of the Transforming Rehabilitation agenda and develop a multi-agency restorative justice service to improve the experience of victims at every stage of their criminal justice journey.

The PCC's work in partnership with communities and national and regional partner organisations during 2014/15 is detailed in sections 8 and 9 respectively.

#### Areas of focus for 2015/16:

- Continue to improve the integration and co-ordination of local services, including work with Voluntary and Community Sector organisations
- Fulfil commitments in response to the Mental Health Concordat on crisis care
- Deliver an improved and joined up response to Child Sexual Exploitation across the area

<sup>3</sup> The PCC has a duty to work in partnership with other statutory agencies to reduce crime and disorder

<sup>4</sup> Grants to improve the integration of local services were awarded in North Somerset, South Gloucestershire and Bath and North East Somerset

### 3. GRANTS AND COMMISSIONING

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- 3.1 The PCC made £2,500,000 available to support a range of community safety projects and services in 2014/15 which supported the delivery of her Police and Crime Plan. These included grants to support youth crime and substance misuse services, the Independent Sexual Violence Advisor Service, a Drug and Alcohol Arrest Referral Service and 47 local Community Safety initiatives. The Commissioner's Community Action Fund of £200,000 also supported over 60 voluntary and community sector projects that were linked to the delivery of the Police and Crime Plan.

The PCC became responsible for commissioning victim services in 2014/15, launching a new integrated victim care approach in October 2014 – one of the first to do so nationally (see section 4.4 for further details).

The Police and Crime Plan set objectives to:

- 3.2 *Undertake effective planning and ensure resources are allocated according to need*

Significant work was undertaken through consultation, mapping work and analysis to assess the needs of victims to inform commissioning proposals. The Victim Services Commissioning Plan was published in August 2014, following extensive consultation with key partners on the initial Needs Assessment and Commissioning Intentions. The *Lighthouse* Integrated Victim Care service and an emotional support service both began in October 2014. Additional commissioned services, which include young persons and adult advocacy services, an emotional support service an Independent Sexual Violence Advisor Service and a modern slavery support service began on 1 April 2015.

The PCC continues to allocate Community Safety and Youth Justice Diversionary funding according to a locally developed needs-based formula in consultation with key stakeholders. The approach is set out in the Commissioning and Grants Strategy.

- 3.3 *Work in partnership with other commissioners on shared outcomes and joint priorities*

Effective partnership working is an integral part of the PCC's approach to commissioning services, in particular specialist service provision. A multi-agency Integrated Victims Board was established from the start to agree a shared vision and plan services across all agencies. In addition to providing funding, the Office of the PCC (OPCC) supported a service review of the Sexual Assault Referral Centre (SARC) and contributed to its governance through membership of the SARC Strategic Commissioning Board.

Working in partnership with Wiltshire PCC, the seven local authorities and health partners across Avon and Somerset and Wiltshire, the PCC has secured in excess of £1m from the Home Office Innovation Fund for a new Child Sexual Exploitation Support and Victim Identification Service. The PCC has been proactive in working with partners to promote national funding opportunities and support bids from local partners to enhance services and address gaps in provision. Examples include enhanced funding for specialist services for victims of sexual abuse and refuge provision for victims of domestic abuse.

- 3.4 *Ensure proportionate and transparent purchasing and outcomes monitoring*

The PCC continues to take a proportionate and robust approach to monitoring outcomes of services in receipt of funding. Grant agreements are in place for every project, setting out agreed outcomes. Delivery against grants awarded continues to be reported on a quarterly basis via the OPCC website. A wide range of positive outcomes were delivered as a result of this funding:-

- Targeted prevention and early intervention activity involving vulnerable young people across all local authority areas in Avon and Somerset has led to reductions in risk of offending and improvements in communication skills, education, employment, training and engagement alongside other personal and social outcomes

- The Arrest Intervention Referral (AIRS) service made contact with 13,600 people in custody and provided drug interventions in the form of advice, information or treatment referrals for 4,237 individuals. A range of targeted services have also helped to reduce substance misuse needs for over 280 young people
- Independent Sexual Violence Advisors (ISVAs) and Independent Domestic Violence Advisors (IDVAs) supported by PCC funding helped to improve safety, wellbeing and criminal justice outcomes for over 1,200 people during 2014/15, which included targeted family intervention work with vulnerable children
- 163 victims of hate crime were supported as part of a joined up approach across Bath and North East Somerset (BaNES) and South Gloucestershire
- Targeted ASB support services in Somerset and South Gloucestershire have helped to deliver reductions in risk to vulnerable victims of ASB and improvements in their health and wellbeing.

### 3.5 *Maximise our positive social and environmental impact in delivering services*



The PCC continues to support the Constabulary's Carbon Management Programme which sets the ambitious target of a 30% reduction in direct carbon emissions by 2016. By the end of 2014/15, the programme had already helped to reduce the emissions associated with the Constabulary's operational fleet and business travel by 1,736 tonnes, compared to the 2009/10 baseline year. Emissions from our headquarters site alone, where initiatives have recently included the commissioning of our first biomass boiler providing heat from renewable wood pellets, have fallen by 15% over the same period – equating to a reduction of 561 tonnes.

Three new highly energy-efficient and sustainable police centres were opened in 2014 in Keynsham, Bridgwater and Patchway. The development of these sites provided 30 apprenticeship placements and 22 job opportunities for ex-offenders during 2014/15.

The Office of the Police and Crime Commissioner remains committed to considering social value and sustainability as part of the commissioning decisions it makes. This approach is set out both in the Commissioning and Grants Strategy, and in the Voluntary, Community and Social Enterprise (VCSE) Charter. The approach has informed the decision to use a 'competitive grants' model in procuring victim services, and has been recognised as best practice in research by the Cabinet Office.

#### Areas of focus for 2015/16:

- Integrating and embedding the new model of victim care as commissioned services go live in 2015
- Working with providers to improve our understanding of the extent to which they are helping victims and witnesses to cope and recover from their experience

## 4. DELIVERY AGAINST THE POLICE AND CRIME PRIORITIES

*“The year has seen the introduction of new ways of working for the Constabulary. As these processes embed, I’m confident that your police will emerge better equipped to tackle the issues facing local community”*

### 4.1 TACKLING ANTI-SOCIAL BEHAVIOUR AND REDUCING ITS IMPACT ON VICTIMS AND COMMUNITIES

HMIC’s annual Police Efficiency, Effectiveness and Legitimacy (PEEL) inspection assessed Avon and Somerset Constabulary as being ‘good’ at tackling ASB. While strong progress has been made in delivering against the Police and Crime Plan, further work is required to improve victim satisfaction and ensure vulnerable victims are identified and effectively supported. The Plan set objectives to:-

#### 4.1.1 Improve the consistency, connectivity and quality of ASB services



The PCC continues to be represented on the Partnership ASB Delivery Group which has been working to deliver the Partnership action plan.

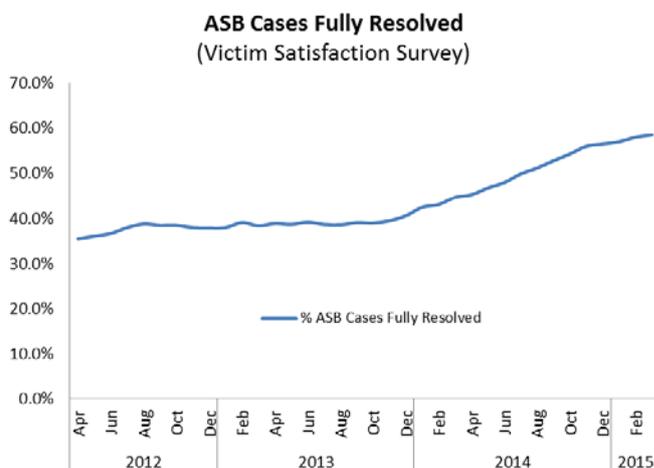
The group has been working since January 2014 to consistently embed new ASB provisions as part of the ASB, Police and Crime Act. This has resulted in 18 Community Trigger applications, three Criminal Behaviour Orders and two successful Premises Closure Orders.

Long term ASB issues were tackled through new legislation which led to the closure of...

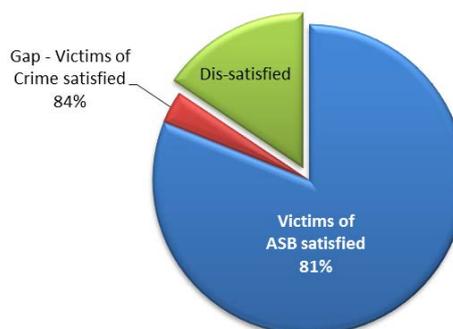
- A crack house operating from a privately rented home (Filton)
- A ‘legal high’ shop in Taunton

Revised Police Dispersal powers have been used the most, mainly as part of policing our town and city centre night time economies. It’s a preventative measure to give communities immediate respite from people who have committed or are likely to commit ASB, crime or disorder who are directed to leave a specified area for up to 48 hours.

This work has helped to drive a significant increase in the proportion of ASB victims reporting that their issue has been fully resolved<sup>5</sup>, with resolution rates rising from 38% to 58% over the last two years.



**Service Satisfaction Among Victims of ASB**  
(Victim Satisfaction Survey)



Satisfaction rates amongst victims of ASB saw a marginal (1% point) reduction during 2014/15 to 81% during 2014/15 – showing no significant improvement on the 2012/13 baseline year. This reduction coincided with changes in the configuration of victim focused roles within the Constabulary as Victim Advocacy roles, in particular, formed part of the Lighthouse Integrated Victim Care Approach. Trends in victim satisfaction will be monitored closely as new ways of working become more embedded. Although the difference between satisfaction amongst victims of crime and ASB has narrowed, this is largely a reflection of deterioration in satisfaction levels amongst victims of crime.

<sup>5</sup> ASB Victim Satisfaction Survey

#### 4.1.2 *Help victims of ASB to cope and recover from the harm they experience*



Work is underway to improve understanding of the extent to which victims accessing Lighthouse Integrated Victim Care and other commissioned practical and emotional support services are being supported to cope and recover from the harm they experience. This has included development of an Outcomes Assessment tool and an independent evaluation being conducted by the University of West of England which is scheduled to report in autumn 2015.

#### 4.1.3 *Improve the way agencies share information and identify vulnerability at first point of contact*



New commissioning arrangements saw vulnerable victims and those most affected by the impact of ASB become eligible for 'Lighthouse' Integrated Victim Care in November 2014. This aims to ensure that tailored support is available from the first point of contact to help victims cope and recover from the harm they experience.

The PCC has supported a shift in the approach to identifying and supporting vulnerable victims which enables greater professional judgement to staff equipped with the skills and capability to identify victims of crime and ASB who have additional needs and therefore require an enhanced level of victim care. The PCC continues to monitor the way the Constabulary identifies and responds to vulnerability through her regular Performance portfolio meetings.

The PCC's oversight and scrutiny processes aim to ensure that agencies are effectively learning from serious case reviews, particularly with regard to identifying and responding to vulnerability. This has included extensive work to mitigate the risk of future service failures following the murder of Mr Bijan Ebrahimi in 2013 and the ongoing development of the Constabulary's Organisational Learning Board.

#### 4.1.4 *Improve awareness of and access to services for victims of ASB*



Lighthouse Integrated Victim Care has been working to improve access to key services and ensure that vulnerable victims of ASB in particular are supported to access the services they require. This has included introduction of a dedicated Lighthouse website to provide local residents, communities and agencies with information about the support services available. The new Community Trigger is also giving victims and communities the right to request a review of their case. This brings agencies together to take a joined up, problem-solving approach to find a solution.

#### 4.1.5 *Prevent and reduce ASB caused by the most problematic individuals, families and areas*



The PCC issued grants to support youth diversion schemes across Avon and Somerset in 2014/15 totalling over £556,000 alongside more targeted ASB casework activity totalling over £88,000.

The Constabulary continued to develop and embed the troubled families approach into the way local policing teams and other relevant departments operate in 2014/15. This included establishing a new referral process to improve the way that families in need are proactively identified. A 'Think Family' campaign is underway which aims to increase staff awareness of and contribution to the troubled families agenda and improve the way that vulnerable people are identified and supported by the Constabulary and partner agencies.

#### Areas of focus for 2015/16:

- Continue to embed learning and improve identification and response to vulnerable victims of ASB
- Deliver a programme of service delivery assurance activity across the Constabulary and open up the organisation to public and stakeholder scrutiny of the way it responds to ASB
- Improve awareness of opportunities for residents to take action in response to ASB, particularly through 'have your say' meetings and Community Trigger
- Support all agencies to make best use of their powers from new legislation (ASB Act 2014)

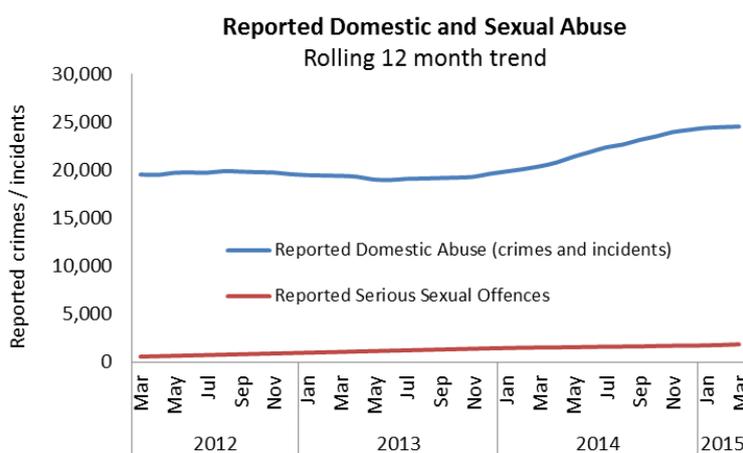
## 4.2 TACKLING DOMESTIC AND SEXUAL ABUSE

Strong progress has been made in delivering against the aspirations of the Police and Crime Plan, however further work is required to improve the management of and outcomes for perpetrators of abuse. The Police and Crime Plan set objectives to:-

### 4.2.1 Build confidence amongst all victims and witnesses of domestic and sexual abuse to report



The PCC has continued to encourage the reporting of domestic and sexual abuse and actively promotes campaigns against these forms of abuse, including the successful *'This is Not an Excuse'* campaign<sup>6</sup>. The PCC provided grant funding to help develop a network of domestic abuse champions within GP practices across Somerset in 2014/15 which aimed to improve disclosure and response within health settings.



While the level of reported serious sexual offences and domestic abuse increased by a further 22% and 20% respectively over the last year, it is not clear to what extent this has been driven by local activity to build confidence to report.

High profile national cases such as Operation Yewtree and the Rotherham and Oxfordshire Child Sexual Exploitation investigations have been widely recognised factors impacting upon levels of reporting locally and nationally.

Similarly, improvements in crime and incident recording standards both locally and nationally have led to more victims of abuse being accurately identified and supported.

### 4.2.2 Continue to improve the effectiveness, consistency and quality of victim services



The PCC has been working to improve the consistency, quality and effectiveness of local services for victims of domestic sexual abuse and continues to oversee delivery of the Violence Against Women and Children Action Plan. The OPCC centrally commissioned Independent Sexual Violence Advisors (ISVA) services during 2014/15 which worked with 665 referrals and supported survivors through 74 criminal justice trials which resulted in combined sentences of over 170 years. 91% of survivors felt safer and protected as a result of the services received.

The PCC issued grants in 2014/15 to support Independent Domestic Violence Services in BaNES and North Somerset and programmes of group work to support women experiencing domestic abuse in South Gloucestershire. Together, these services worked with around 533 survivors of domestic abuse to improve safety, living circumstances and help rebuild their lives.

The Constabulary has continued to learn from inspections and reviews to improve the service to victims of these crimes. In November 2014, The PCC held a domestic abuse scrutiny event<sup>7</sup> which enabled a panel of experts and key stakeholders to scrutinise progress made in response to HMIC's Domestic Violence and Abuse inspection<sup>8</sup>, published earlier in the year. Valuable learning from the event has been captured and is being taken forward via the Constabulary's Domestic Abuse Action Plan.

<sup>6</sup> [www.thisisnotanexcuse.org](http://www.thisisnotanexcuse.org)

<sup>7</sup> <http://www.avonandsomerset-pcc.gov.uk/News-and-Events/News-Archive/2014/Oct/National-commitment-to-ending-female-genital-mutilation.aspx>

<sup>8</sup> <http://www.avonandsomerset-pcc.gov.uk/News-and-Events/News-Archive/2014/Nov/Domesticabuseiseveryonesbusiness.aspx>

Everyone's Business: Improving the response to domestic abuse, HMIC, March 2014 (<http://www.hmic.gov.uk/wp-content/uploads/2014/03/avon-and-somerset-approach-to-tackling-domestic-abuse.pdf>)

#### 4.2.3 Reduce harm and prevent victimisation by working effectively across safeguarding agencies



The PCC has invested in multi-agency projects co-ordinated by Avon and Somerset's Violence Against Women and Children (VAWC) Strategy Group during the year and supported work to improve co-ordination between agencies, raise awareness of abuse and share learning from Domestic Homicide Reviews.

As joint-commissioner the PCC has worked with NHS England and other partners to make improvements to the Sexual Assault Referral Centre (SARC) as demand for this crucial service has increased. The PCC also supported the investment of Home Office funding into Avon and Somerset to support victims of sexual abuse as well as a collaborative project to improve the response to Child Sexual Exploitation from the Home Office Innovation Fund.

#### 4.2.4 Strengthen our multi-agency focus on perpetrators of abuse



The PCC continues to support the Integrated Offender Management approach to perpetrators of serious violence and sexual crimes, known as IRIS (Integrated Service, Integrated Response) and provided grant funding in 2014/15 to support a structured one to one programme for perpetrators of domestic abuse in South Gloucestershire.

Serious sexual offence investigations fully resolved have, however, seen continued reductions since 2012/13 both locally and nationally, partly as a result of a greater number of offences being reported. In Avon and Somerset, this has resulted in the proportion of investigations fully resolved falling from a strong position compared to other police forces nationally (33%) to an average position (18%).

Delivery has also been temporarily affected by extensive organisational change during 2014/15 which aims to ensure that the Constabulary teams are better equipped to manage future demand in the context of diminishing resources. The proportion of serious sexual offence investigations resolved has also been affected by increased levels of reporting locally and nationally, which has included cases with limited investigatory opportunities and cases where the victim does not wish to progress the case.

The PCC's scrutiny panel into Domestic Abuse supported the Force's focus on offenders. The PCC maintains close scrutiny of arrest rates, caution rates, outstanding name suspects and the use of Domestic Violence Protection Notices and Orders (DVPNs / DVPOs) in order to drive improvements in the police response to domestic abuse.

#### 4.2.5 Encourage victims to access the support services available to them



The PCC's ISVA service has continued its independent survey of the victims' experience. This has built an information base to inform where improvement should be made throughout the entire service – from first point of contact, through the police process and to court. The findings from this survey are informing the Constabulary's Rape Delivery Plan.

##### Areas of focus for 2015/16:

- Improve awareness of domestic and sexual abuse issues and available services
- Improve the consistency and quality of service in response to domestic and sexual abuse
- Strengthen our focus on perpetrators of abuse
- Improve multi-agency response to issues of Child Sexual Exploitation

### 4.3 PREVENT AND REDUCE BURGLARY AND FEAR OF BURGLARY

The Constabulary has maintained an organisational focus on providing a high quality response to burglary within the context of prioritising its activity on the basis of threat, risk and harm. While victim satisfaction rates remain strong, changes to the policing and criminal justice landscape over the last year have contributed to a reduction in burglary investigations fully resolved.

The Police and Crime Plan set objectives to:-

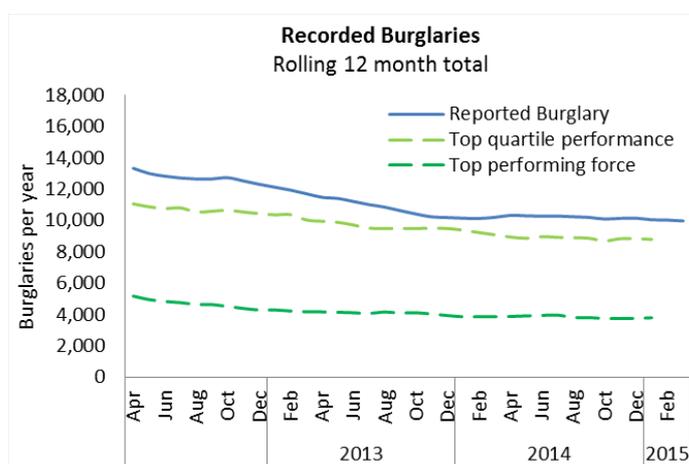
#### 4.3.1 Improve the quality of service provided to burglary victims and those vulnerable to victimisation

A strong focus on improving the quality, timeliness and effectiveness of police attendance and investigative standards has been driven by the Constabulary lead for Burglary Reduction through a series of delivery groups held during the year. This has helped to maintain strong victim satisfaction rates compared to other police nationally, with 92% feeling very or fairly satisfied with the service they received.

There remain opportunities to improve the consistency and co-ordination of the Bobby Van Scheme across Avon and Somerset which provides safety advice and security improvements to the most vulnerable victims of burglary, ASB and domestic and sexual abuse. The launch of the Lighthouse Integrated Victim Care approach in October 2014 prompted work to improve referral pathways into the Bobby Van Scheme which will be further developed in 2015/16.

#### 4.3.2 Work in partnership to prevent burglary and tackle long term priority locations and individuals

The PCC set the ambition for Avon and Somerset to have one of the lowest rates of burglary nationally by 2017. Having fallen steadily and consistently over a 12 year period, recorded burglary offences in Avon and Somerset levelled off at around 10,750 in 2014/15, falling short of a top national performance by around 14%.



The PCC supported and promoted a range of burglary awareness raising campaigns in 2014/15, including activity targeted at students and young people and reassurance messaging in relation to gold jewellery thefts affecting local Asian communities.

The PCC has also supported the national 'immobilise' property registering initiative and worked to promote the use of mobile tracking software and property marking through targeted campaigns and publication of local Police and Crime Plans.

The PCC issued a range of community safety grants in 2014/15 which contributed towards reducing the motivation and opportunity for burglary across Avon and Somerset. This included a project to install 10 alley gates in priority locations across Bristol and improve security for communities vulnerable to victimisation.

Support was also given to the 'Time To Recover' project in South Gloucestershire, which worked with people with re-offending backgrounds to improve their confidence and life skills. The 'Time to Recover' project, in particular, was well received by the local community and none of the individuals engaging with scheme have re-offended or relapsed to date.

#### 4.3.3 Deliver continued improvements in the 'IMPACT' Integrated Offender Management approach



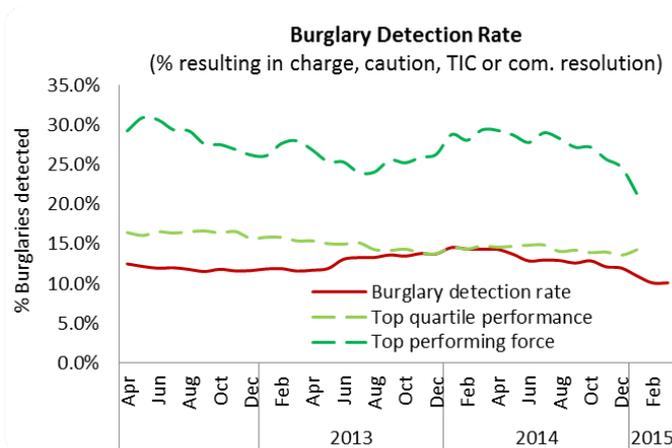
The PCC has continued to work with the Ministry of Justice and other key partners to oversee the transition to new offender management arrangements in 2014/15 as part of the Transforming Rehabilitation agenda. This has seen responsibility for most statutory and non-statutory IMPACT Integrated Offender Management cases transfer to the new Community Rehabilitation Company 'Working Links'.

The number of statutory cases being managed by Working Links through the Integrated Offender Management scheme stood at almost 520 by the end of 2014/15, compared to around 700 statutory cases being managed by the Probation Service in 2013/14. Between June 2014 and March 2015, 262 IMPACT offenders successfully completed the orders or licences they had been sentenced to, with a strong successful completion rate of 58% for this more challenging group of offenders. Working Links will resume the reporting of re-offending data for the CRC managed IMPACT cohort in 2015/16

#### 4.3.4 Improve investigation and criminal justice outcomes for burglary



The proportion of burglary investigations that resulted in a charge, summons, caution, community resolution or offence being taken into consideration saw a notable decline during the year falling from 14% to 10%. This resulted in Avon and Somerset's comparative performance position falling from one of the strongest performing forces nationally to an average position.



This deterioration coincides with a period of extensive re-organisation and re-location of key Constabulary teams, including those involved in intelligence, investigation and custody and a refocus of the organisational priority response towards issues of greatest threat, risk and harm.

Trends in this area will be monitored closely as new operating arrangements embed.

The Constabulary delivered significant improvements in the quality of criminal case files during 2014/15 which is anticipated to impact positively on criminal justice outcomes over the coming year.

The PCC has supported work in this area to develop learning from academia and apply new and innovative approaches to predicting and preventing burglary. This has included an academic workshop hosted by the University of the West of England in October 2014, research commissioned into burglars' decision making, search patterns and disposal routes for stolen goods and the development of a burglary toolkit to provide evidence of best practice.

Predictive analytic approaches are also now making use of vast amounts of constabulary data to inform local policing activity and improve our understanding of risk. This includes identifying locations that are most likely to experience burglary over the next 24 hours and providing profiles of likely suspects for all dwelling burglaries committed.

##### Areas of focus for 2015/16:

- Further co-ordinate, engage and promote partnership burglary prevention activity
- Improve the consistency and co-ordination of services for vulnerable victims of burglary
- Drive significant improvements in investigative and criminal justice outcomes for burglary

#### 4.4 IMPROVING ROAD SAFETY FOR ALL ROAD USERS

The PCC highlighted road safety as a further strategic priority in 2015 in light of overwhelming levels of public concern regarding the issue and increases in the number of people killed or seriously injured on Avon and Somerset's roads.

2014/15 saw the launch of the Constabulary's Policing the Roads Strategy following extensive consultation with key partners in June 2014, including the West of England Road Safety Partnership and Somerset Road Safety Partnership.

A Constabulary strategic lead for roads policing was subsequently appointed in December 2014 to improve the coverage and consistency of Community SpeedWatch schemes across the area.

*"While the risk of being killed or seriously injured on our roads remains relatively low, road safety remains one of the most common issues raised through our consultations and community meetings".*

*"One in three respondents to my Police and Crime Survey feel that speeding traffic is a problem in their area"*

**PCC Sue Mountstevens**

The Police and Crime plan includes strategic objectives to:-

##### 4.4.1 Support practical evidence-led partnership approaches to road safety

Evidence-led partnership approaches to enforcement, education and road engineering have remained central to the PCC's approach during 2014/15. The PCC has endeavoured to ensure her strategic decision making is informed by available data and research, including information relating to those killed or seriously injured on Avon and Somerset's roads, public perceptions regarding road safety and academic studies of the impact of mobile and fixed speed cameras in making key policy decisions in this area. The PCC has committed to supporting partners in reviewing the impact of local road safety initiatives on reducing risk of harm and increasing feelings of safety amongst local residents.

The PCC and Constabulary continue to support the Bike Safe initiative by providing trained motorcycle assessors to assess the riding of motorcyclists of high powered machines to improve their skills and hazard awareness.

##### 4.4.2 Support further development and co-ordination of initiatives such as Community SpeedWatch

The PCC continued to support and promote Community SpeedWatch (CSW) initiatives across the area and work with the Constabulary to bring greater coverage and consistency to the scheme. The Policing the Roads Strategy which was launched in 2014 highlighted the key role community and volunteer special interest groups play in delivering the road safety objective.

2014/15 saw further investment to support volunteer groups and improve the way Community SpeedWatch is managed and developed. This included providing central support to help co-ordinate the seven CSW networks currently operating across Avon and Somerset and developing a force brand for CSW to improve the profile and consistency of the scheme.



Improvements have been made to the training and registration process for volunteers, the CSW location risk assessment process and how enforcement activity is tasked to support CSW schemes. Work also commenced to develop a force wide system to capture data and process warning letters. This system will significantly increase the efficiency and productivity of CSW while also enabling improvements in the way issues and activity is reported locally and across the police force area.

##### 4.4.3 Ensure high quality injury road collision investigations and improve data quality

Work was initiated in 2014/15 to introduce specific quality control measures for all collisions that are attended by officers. This will ensure that collision information is accurate, more offenders can be

brought to justice and improvements are made in the efficiency of prosecutions. It is also anticipated that this will help to improve victim's experience of the Criminal Justice process and the quality of information made available to partner agencies to improve road safety.

The Constabulary is extending its successful approach to improving file quality<sup>9</sup> to include collision investigations. This will be supported by the introduction of digital investigation files as the Constabulary adopts a new crime and incident recording system in 2015/16.

#### 4.4.4 Improve visible policing of our roads, including appropriate use of mobile and static cameras



The PCC launched the introduction of three new police motorcycle cameras in May 2014 to support the Constabulary's nine mobile speed enforcement vans. The motorbikes extended the reach of mobile speed enforcement as they can be deployed in more versatile locations on account of their size.

February 2015 saw the start of a phased roll out of 29 speed cameras being re-activated across the area after 20 cameras were acquired by the Constabulary<sup>10</sup> from Somerset County Council (6), South Gloucestershire Council (11), Bath and North East Somerset Council (2) and North Somerset Council (1).

"Static cameras will complement the work of the mobile speed enforcement vans and motorbikes that already work across Avon and Somerset and together they send a powerful message to drivers that speeding is being taken seriously."

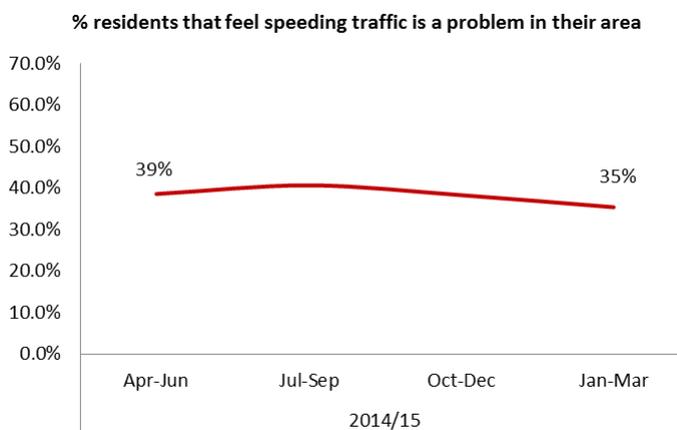
**PCC Sue Mountstevens**

This marks the first time these cameras have been operational since government funding was withdrawn in 2011.

#### 4.4.5 Reduce concern about road safety and risk of being killed and seriously injured on our roads



The Police and Crime Survey has consistently highlighted speeding traffic as one of the most significant issues of local concern for residents and one of the issues that residents would most like the police to prioritise in their area.



While the issue remains a significant community concern, the proportion of people feeling that speeding traffic is a very or fairly big problem in their area reduced steadily during 2014/15 from 39% to 35%.

It is anticipated that ongoing activity in this area will support further reductions in levels of community concern in 2015/16.

#### Areas of focus for 2015/16:

- Improvements in the monitoring and response to injury road collision investigation
- Increasing coverage, consistency and co-ordination of Community SpeedWatch
- Ongoing programme to re-activate fixed speed cameras across the area

<sup>9</sup> Work to improve crime file quality during the year led to the proportion of case files meeting the National File Standards increasing from 27% in January 2014, rising to 74% during the year

<sup>10</sup> A further 9 cameras remain the property of Bristol City Council

## 4.5 PUTTING VICTIMS FIRST

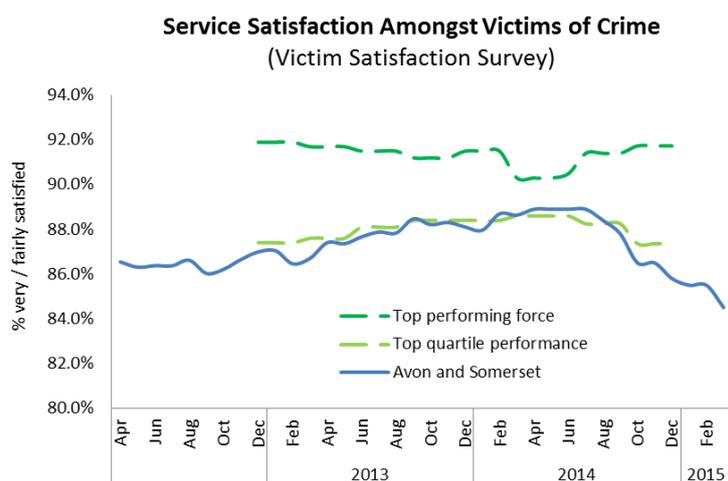
Considerable progress has been made in delivering against the aspirations of the Police and Crime Plan following the establishment of the Lighthouse Integrated Victim Care approach and extensive work to commission practical and emotional support services for vulnerable victims of crime and ASB. The Police and Crime Plan set objectives to:-

### 4.5.1 Ensure consistent, high quality joined up victim care that is tailored to victims needs



The Lighthouse Integrated Victim Care service was launched in October 2014, bringing together police contact functions and other partners to provide coordinated, end-to-end care, supporting victims on their journey through the criminal justice system. Lighthouse dealt with over 25,000 referrals between October 2014 and March 2015 and made 7,800 referrals on to other agencies and services. Funding in excess of £1.9m was made available from the Ministry of Justice in 2014/15 which, supplemented by PCC funding, extended the service to victims of ASB.

A common assessment framework and online directory of services have been developed to ensure that all victims have access to services in response to their needs, including commissioned support services and victims that do not wish to report to police. The approach continues to attract significant national interest, shared through Open Days and participation in the Ministry of Justice Early Adopters reference group. The impact of the Lighthouse Service is being evaluated by the University of the West of England.



This work has led to a greater focus on supporting our most vulnerable and enhanced victims of crime and ASB and supports a move towards a more targeted approach to dealing with issues of greatest threat, risk and harm.

Consequently, satisfaction rates amongst the non-vulnerable victims of crime that are consulted as part of the Home Office mandated victims survey fell from a strong comparative position nationally to an average position during 2014/15.

As the PCC endeavours to drive continued improvements in victim satisfaction for both 'enhanced' and 'non-enhanced' victims of crime and ASB, work is underway to ensure that all officers and staff are aware of their responsibilities to keep victims informed and updated and that improvements are made in the methods for capturing feedback from vulnerable victims in the wake of these changes.

### 4.5.2 Support improvements in the efficiency and effectiveness of the criminal justice system



Significant improvements have been made in improving the quality of police files, with compliance rates rising from 27% to 74% during the year. This was achieved following a comprehensive training programme and improvements in supervision and monitoring arrangements. This has been a subject of close scrutiny by the PCC, and improvements continue through pilots of the Transforming Summary Justice programme, since February 2015.

The PCC has continued to support and challenge criminal justice partners to ensure compliance with the Victims Code of Practice, particularly measures to give victims a greater voice in the process. 956 Victim Personal Statements were made in 2014/15 while efforts continue to monitor their use in court. A service level agreement is in place to ensure complaints are dealt with effectively, with findings reported back to the Avon and Somerset Criminal Justice Board (ASCJB) to ensure that lessons are learned.

The Criminal Justice Efficiency Programme continues to drive significant improvements in the digital gathering of evidence and electronic case files. Delivery of phase 1 saw electronic files being sent to the Crown Prosecution Service (CPS) from 2014. Phase 2 of the programme, which includes in-court presentation screens, Wi-Fi provision and cloud based storage is being rolled out to Magistrates Courts in 2015 and to Crown courts during 2015 and 2016.

#### 4.5.3 Improve victims influence over future services and victims and build victim confidence



The OPCC continued to seek the views of victims and build upon the Victim Experience Survey conducted in Winter 2013/14. Work was undertaken in 2014/15 to establish a victim's reference group that will increase the involvement of victims in developing and improving victim services. The OPCC has also engaged newly commissioned services in gathering feedback from victims on their experience. Information on how victims can provide feedback or make a complaint has been published, and mechanisms are in place to ensure that lessons are learnt from issues identified.

#### 4.5.4 Ensure commissioned services are working effectively and helping victims to cope and recover



Following significant work through consultation, mapping, needs assessment and engagement with partners and victims themselves, the OPCC published the Commissioning Plan for Victim Services in August 2014. Procurement processes were run during Autumn/Winter 2014 and the following services have been commissioned and began in April 2015:

- *Lighthouse* Integrated Victim Care (from October 2014)
- Emotional Support Service for Victims of Crime and ASB
- Adult Advocacy Service – for vulnerable adults and support on the basis of culture and identity
- Children and Young People's Advocacy Service
- Independent Sexual Violence Advisor Service
- Modern Slavery Support Service (one year pilot)

Work continues with our new service providers to develop the outcomes framework that will assess the extent to which these services enable victims to cope with and start to recover from their experience.

#### 4.5.5 Ensure Restorative Justice is offered to all victims as appropriate and delivered effectively



Restorative approaches have been effective in improving victim satisfaction. The PCC appointed Restorative Solutions to work with partners during summer 2014 to map and evaluate current restorative justice provision and design future services. The PCC made £287,000 available in 2014/15 to support the development of this work and a further £365,000 in 2015/16.

Significant progress has been made in delivering the Restorative Justice Implementation Plan since its publication in autumn 2014. The plan aims to increase restorative justice capacity for all victims of crime and ASB at any stage of the criminal justice service or as an alternative. Three Restorative Justice Coordinators were appointed in 2014/15 to ensure safe and appropriate referral for victims wishing to participate in a restorative justice conference. A post-sentence Restorative Justice Facilitator has been established to embed restorative justice with offenders in prison and improve access to restorative justice in complex and sensitive cases. The OPCC also commissioned a range of services to ensure consistent access to restorative justice services across Avon and Somerset.

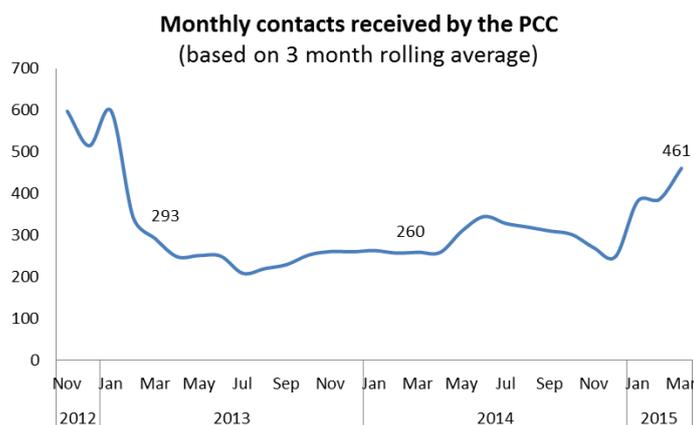
##### Areas of focus for 2015/16:

- Embedding support services for victims and access to restorative justice and development of the outcomes framework to assess the extent to which services help victims to cope and start to recover from their experience;
- Support and challenge criminal justice agencies in ensuring an efficient, effective and victim-focused criminal justice system.

## 5. CONNECTING THE POLICE WITH LOCAL PEOPLE

*“I want to continue to build strong relationships with local communities and ensure that people have real and practical opportunities to shape their policing and community safety services”*

The PCC has worked extensively to engage with communities on the issues that affect them. This was recognised by CoPaCC<sup>11</sup> who presented Avon and Somerset OPCC with a ‘Highly Commended’ award for public engagement in 2014. The PCC received a total of 3,865 contacts from local residents and organisations throughout 2014/15, marking a 30% increase on the previous year and some of the highest levels of correspondence recorded since the PCC first took office.



Contacts during February and March 2015, in particular, increased to around 460 contacts per month – impacted in part by a public campaign to address protest activity through conditional police powers.

Improvements were also made in the OPCC’s process for handling contacts. In 2014/15, 71% of all contacts received a response within 5 days and average case durations fell from 7.3 working days to 5.9. The Police and Crime Plan set objectives to:-

### 5.1 Aim to spend at least one day a week in the community, listening to local concerns

The PCC has delivered a substantial programme of ‘Out and About’ community engagement activity during 2014/15 which included around 128 visits to voluntary and community organisations, public events and PCC funded projects and contacts with over 2,800 residents. This marked a 17% increase in venues visited and 22% increase in residents contacted on the previous year.

### 5.2 Continue to improve opportunities for engaging young people and minority communities

The PCC has continued to support the Constabulary’s drive to increase the number of young people participating in policing through the Voluntary Police Cadets Scheme. The number of 14 to 17 year olds participating in the scheme increased by a further 10% in 2014/15 to 234 following the opening of a new Cadet Unit in Portishead<sup>12</sup>. In July 2014, the PCC gave special recognition<sup>13</sup> to the work of Volunteer Police Cadets from Taunton and Street who had gone above and beyond expectations in their response to major flooding across the Somerset Levels.

The PCC obtained feedback and views from a wide range of young people in 2014/15 through attendance at youth events and visits to youth groups as part of her ‘out and about’ schedule. This included work with the Black South West youth group on the use of stop and search in the community which enabled the young people to discuss their experiences and perception of the issue.

The PCC continues to be represented as part of the Independent Advisory Group (IAG) process, including attendance at the Strategic independent Advisory Group and representation on the Disability Independent Advisory Group. The PCC has used the valuable links that these forums have with local communities to help inform her decision making and strategic priority setting.

<sup>11</sup> [www.avonandsomerset-pcc.gov.uk/News-and-Events/News-Archive/2014/Apr/PCC-praised-for-work-with-the-public.aspx](http://www.avonandsomerset-pcc.gov.uk/News-and-Events/News-Archive/2014/Apr/PCC-praised-for-work-with-the-public.aspx)

<sup>12</sup> Cadet Schemes are now operating across nine units: Downend, Taunton, Churchill, BaNES, Speedwell, Hartcliffe, Street, Henbury and Portishead

<sup>13</sup> [www.avonandsomerset-pcc.gov.uk/News-and-Events/News-Archive/2014/July/Police-Cadets-awarded-for-going-above-and-beyond-during-Somerset-floods.aspx](http://www.avonandsomerset-pcc.gov.uk/News-and-Events/News-Archive/2014/July/Police-Cadets-awarded-for-going-above-and-beyond-during-Somerset-floods.aspx)

### 5.3 Ensure communities have access to the information they need to be safe and feel safe



The PCC continues to pro-actively publish quarterly performance information relating to the delivery of her plan and has overseen improvements to the Constabulary website over the last year which have resulted in local pages being more up to date and accessible. Further work is underway to develop a Community Messaging Service which will help to ensure key community groups are kept informed and updated with the relevant information they require.

### 5.4 Involve, engage and empower communities in delivering the aspirations of my plan



The PCC continues to promote a range of volunteer opportunities which support delivery of her Police and Crime Plan, including roles in Custody Visiting and the Independent Residents Panel. The total number of people engaged in Constabulary-related volunteering roles has increased by 5% over the last year to almost 940. It is anticipated that further increases in the coverage of Community SpeedWatch and Police Support Volunteering roles will ensure that the Constabulary remains on track to achieve the PCC's ambition of at least 1,000 people in volunteering roles by 2017.

The number of volunteer Special Constables working in Avon and Somerset fell by 13% to 453 as a result of reductions in recruitment during 2014/15. Although the number of Specials working in the area is unlikely to meet the PCC's aspiration of 700 by 2017, changes in the recruitment process to reflect national guidance is likely to drive increased recruitment during 2015/16.

The PCC held three 'Pride Awards'<sup>14</sup> during 2014, which recognised the achievements of 30 silent stars of the community who had gone above and beyond what was expected of them. Nominations for the awards can be made all year round via the PCC's website. The OPCC and Constabulary also held the annual Neighbourhood Policing Awards<sup>15</sup> in November in which local residents were invited to nominate police officers, staff and volunteers for recognition of their achievements.

The PCC made a further £200,000 available to local voluntary and community groups 2014/15 as part of her Community Action Fund which supported over 60 initiatives. These included youth diversionary projects, work in communities and schools to support vulnerable people, awareness raising activity, improvements in, integrated neighbourhood working, initiatives working to tackle domestic abuse and modern slavery, and improvements in CCTV and Shopwatch infrastructure.



### 5.5 Increase awareness of opportunities to influence policing and community safety services



The PCC held a series of public meetings in Chard (May), Bristol (September), Yate (November) and Keynsham (February) in which local officers, chief officers and the PCC listened and responded to the issues raised by local residents. Each meeting was well promoted, webcast and featured live tweeting. The PCC also maintained an active print, television, radio and social media presence and continued to engage with residents via newsletters, Partners and Communities Together (PACT), Neighbourhood Watch and other community meetings and forums. Despite a continued drive to improve the consistency and promotion of Partner and Communities Together Meetings<sup>16</sup>, still only 37% of residents are aware of opportunities to 'Have their Say' about local policing issues (P&C Survey).

#### Areas of focus for 2015/16:

- Improve awareness of opportunities to have your say
- Increase volunteer involvement in Avon and Somerset's Special Constabulary
- Launch Community Messaging Service to ensure key community groups are kept informed

<sup>14</sup> [www.avonandsomerset-pcc.gov.uk/News-and-Events/News-Archive/2014/Aug/Heroic-actions-and-exceptional-service-recognised-at-PCCs-Pride-Awards.aspx](http://www.avonandsomerset-pcc.gov.uk/News-and-Events/News-Archive/2014/Aug/Heroic-actions-and-exceptional-service-recognised-at-PCCs-Pride-Awards.aspx)

<sup>15</sup> [www.avonandsomerset-pcc.gov.uk/News-and-Events/News-Archive/2014/Nov/Winnerof2014NeighbourhoodPolicingAwardsannounced.aspx](http://www.avonandsomerset-pcc.gov.uk/News-and-Events/News-Archive/2014/Nov/Winnerof2014NeighbourhoodPolicingAwardsannounced.aspx)

<sup>16</sup> [www.avonandsomerset-pcc.gov.uk/News-and-Events/News-Archive/2014/June/PCC-hosts-have-your-say-event.aspx](http://www.avonandsomerset-pcc.gov.uk/News-and-Events/News-Archive/2014/June/PCC-hosts-have-your-say-event.aspx)

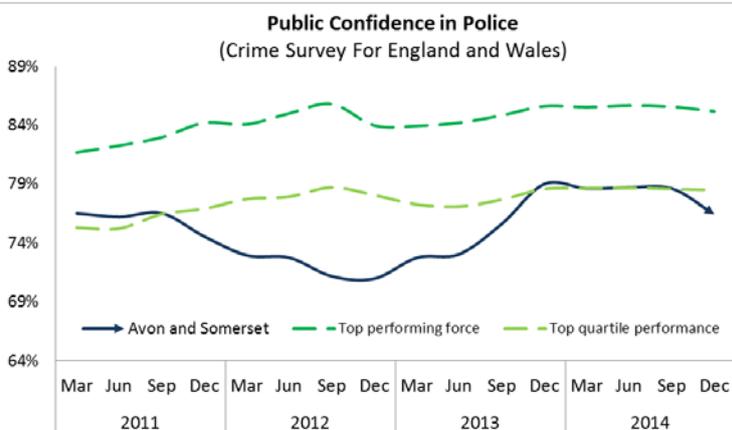
## 6 IMPROVING OPENNESS, TRANSPARENCY AND ACCOUNTABILITY

***“It is important that communities have trust and confidence in the crime and community safety services they receive. Good governance, openness and transparency will ensure that this is the case”***

Avon and Somerset’s Police and Crime Panel convened on five occasions to formally scrutinise the decisions, policy making and performance of the PCC on behalf of local authorities in the area and the general public. This included work to review the PCC’s Police and Crime Plan, Annual Report, budget and council tax precept decision. The PCC has maintained an open and transparent approach in providing regular updates to the Panel and involving panel members in engagement activities where appropriate. Further information about the activity of the Panel can be found at: [www.bristol.gov.uk/page/council-and-democracy/avon-and-somerset-police-and-crime-panel](http://www.bristol.gov.uk/page/council-and-democracy/avon-and-somerset-police-and-crime-panel)

The Police and Crime Plan set objectives to:-

### 6.1 Ensure public confidence in Avon and Somerset Police remains amongst the highest nationally



The PCC set an aspiration for residents of Avon and Somerset to have the highest level of confidence in their police service by 2017.

The Crime Survey for England and Wales indicates that while this aspiration was achieved during the majority of the year, the proportion of people feeling very or fairly confident in the police locally fell marginally to 76% - an average level compared to other police forces nationally.

### 6.2 Monitor and oversee the police complaints process and embed the Code of Ethics

The panel of 10 independent volunteers appointed to review police complaint case files continued to highlight areas of good practice and concern throughout 2014/15, dip sampling a total of 146 cases. The panel continues to meet on a monthly basis to review cases where the complainant has submitted an appeal and on a quarterly basis to review complaint files on a chosen theme. The PCC also continues to oversee complaints made against the police where complainants contact the PCC directly, via monthly reports and regular meetings with the Chief Officer for Professional Standards and Head of Professional Standards. Further information can be found on the PCC’s website.

The PCC has been working to oversee a programme of work in Avon and Somerset to ensure that the national Code of Ethics for policing is embedded in the Constabulary’s recruitment, selection and promotion processes as well as being embedded throughout all training and leadership courses.

### 6.3 Monitor and scrutinise areas of risk via scrutiny panels, portfolio meetings and audit processes

The PCC continued to scrutinise and oversee delivery against the Police and Crime Plan throughout 2014/15 via quarterly oversight meetings with Chief Officers, bi-monthly performance scrutiny meetings with the Deputy Chief Constable, one to one portfolio meetings with Constabulary Chief Officer and a monthly performance information pack. Progress against the aspirations of the plan continued to be reported and published quarterly on the PCC’s website during 2014/15.

The joint independent Audit Committee considered five audit reports<sup>17</sup> and six advisory reviews in 2014/15 which provided positive assurance with regard to the PCC and Chief Constables systems of internal control. Audits provided substantial (green) assurance in the areas of fleet management, payroll, crime recording, burglary, victim support and Automatic Number Plate Recognition, and reasonable (amber-green) assurance with regard to absence management. Advisory reviews were conducted in the areas of Chief Constable Expenses, Integrated Offender Management, Complaints, Cybercrime, Governance and Data Protection. Further details are available on the OPCC website.

The PCC continues to scrutinise the use of stop and search powers and Crime and Incident Recording Standards compliance via quarterly meetings with the Chief Officer lead for Professional Standards and the Constabulary's Force Crime and Incident Registrar. The PCC supported a Stop and Search Summit in September in which police officers, training staff and representatives from Independent Advisory Groups and the Independent Residents Panel helped to establish a series of pledges for ensuring appropriate use of stop and search in line with the Code of Ethics for policing.

#### 6.4 Proactively publish quality, compliance and standards information



The PCC continues to publish notices of key decision and other transparency information on the OPCC website - [www.avonandsomerset-pcc.gov.uk/Openness/Openness.aspx](http://www.avonandsomerset-pcc.gov.uk/Openness/Openness.aspx). The website remains fully compliant with the Specified Information Order 2011 and includes details of office holders, salaries, expenses and interests, organisational budget, asset information and register of decisions and policies. The PCC began to pro-actively publish internal audit reports on crime and incident recording compliance in October 2014 and received and responded to 96 Freedom of Information Requests - which was comparable to the levels received in 2013/14.

The OPCC continues to manage the statutory Custody Visiting Scheme for Avon and Somerset, which provides an independent check on the operation of rules governing the welfare of people in custody<sup>18</sup>. The Annual Report for the scheme can be found on the PCC's website at [www.avonandsomerset-pcc.gov.uk/Openness/Reports-meetings-decisions.aspx](http://www.avonandsomerset-pcc.gov.uk/Openness/Reports-meetings-decisions.aspx)

#### 6.5 Deliver marked and demonstrable improvements in crime and incident recording standards



HMIC published the findings of their inspection of Avon and Somerset's crime and incident recording compliance in November 2014. This concluded that the force achieved a comparatively low level of accuracy in converting recorded incidents into crimes (65%) and identified areas for improvement in the areas of auditing, training, policy and process.

The PCC has maintained regular oversight of improvement in this area which has included representation on the Constabulary's Crime recording Gold Group and Crime Recording Steering Group and one to one review sessions with the Force Crime and Incident Registrar and Deputy Chief Constable to scrutinise improvement activity. A formal review session held in March 2015 demonstrated that the Constabulary continues to make progress in improving incident to crime compliance (85%), auditing arrangements and issuing and embedding a new crime recording policy and procedural guidance.

##### Areas of focus for 2015/16:

- Work with the Constabulary to embed the new Police Code of Ethics
- Ensure ongoing pro-active publication of stop and search outcomes and crime recording audits
- Continue to oversee improvements in crime and incident recording compliance

<sup>17</sup> Independent Internal Auditors are required to provide Section 151 Officers and the Joint Audit Committee with an opinion on the adequacy and effectiveness of the organisation's governance, risk management and control arrangements

<sup>18</sup> Section 51 of the Police Reform Act 2002 places a statutory duty on PCCs to make arrangements for detainees to be visited by independent custody visitors, to keep these arrangements under review, and revise them as required

## 7 EFFICIENCY, EFFECTIVENESS AND VALUE FOR MONEY

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*“The Constabulary has conducted an extensive review of the way it operates. This measured and strategic approach will stand the organisation in good stead for the financial challenges that lie ahead”*

The PCC has supported and overseen the Constabulary in delivering £11m savings in 2014/15, taking the total level of savings made since 2010/11 to £46m. This has largely been achieved through extensive organisational restructuring and natural attrition. The PCC set a further 1.99% increase in the policing part of the council tax precept in February 2015 which helped to achieve a balanced budget for 2015/16 of £276m. A further £13m savings are required over the next year in view of ongoing reductions in government funding.

The Office of the Police and Crime Commissioner maintained an operating budget of £1.4 million during 2014/15 which remains one of the lowest nationally per head of resident population.

### 7.1 Support the Constabulary’s Transformation Programme to deliver efficient policing services

The PCC continued to support and oversee a significant reconfiguration of the Constabulary’s operating arrangements during 2014/15. This included the introduction of three new police centres and custody hubs in the summer of 2014 alongside the centralisation of some Constabulary departments. Planning for the reconfiguration of local policing services was also completed in 2014/15 and took effect in April 2015.

Progress in transforming the service was recognised as part of HMIC’s 2014 Police Efficiency, Effectiveness and Legitimacy (PEEL) Assessment. This saw Avon and Somerset assessed as ‘outstanding’<sup>19</sup> in proving a value for money service - one of only five police forces nationally to receive this grading.

### 7.2 Invest in technology to ensure that our officers are mobile, visible, responsive and accessible

The PCC has agreed a significant investment programme in IT and communications technology (“ICT”) with the Constabulary to support efficient and effective policing and deliver a better service to local people. The capital programme has set aside £15 million for ICT over the next five years, funded from capital reserves and capital receipts. These investments will support upgrading crime and intelligence systems and providing core policing systems to officers from mobile devices. Mobile devices were made available to officers during 2014/15 with additional functionality planned for 2015/16.

The OPCC also helped to successfully secure Home Office Innovation Funding to develop a regional digital evidence management system. This will ensure that video evidence captured via body worn cameras can be effectively stored and managed once the cameras are made available for operational policing in summer 2015.

### 7.3 Identify and adopt best practice and learning from evidence of what works

The PCC continues to encourage and promote learning, evidence based decision making and best practice through partnerships with academia, the grants and commissioning process and products such as the annual Police and Crime Needs Assessment. The PCC has encouraged work with academic partner agencies including the University of the West of England and Bath Spa University to evaluate new crime and community safety projects and initiatives in the area.

Avon and Somerset was successful in obtaining Home Office Innovation Funding in 2014/15 to roll out integrated multi-agency neighbourhood working based on the successful Halcon One approach.

<sup>19</sup> <http://www.avonandsomerset-pcc.gov.uk/News-and-Events/News-Archive/2014/July/HMIC-give-Avon-and-Somerset-finances-outstanding.aspx>

#### 7.4 Ensure a modern, sustainable, flexible and efficient police estate



The PCC approved and oversaw delivery of the Constabulary Estates strategy during 2014/15, which is enabling some of the Constabulary's older and less efficient buildings that are no longer fit for purpose to be closed, while also retaining a town and city centre presence across the region – often in partnership with local authorities.

The three new police centres which opened in Bridgwater, Keynsham and Patchway in 2014 are providing larger, more flexible spaces for more than 1,000 staff that work within them and have increased the potential for more integrated working with partner agencies. Three new custody centres opened in 2014 as part of this initiative which include a total of 132 cells for detainees across the Avon and Somerset area. The centralised centres are supporting improvements in the way detained people are managed and freeing up more time for police officers to work visibly in local communities.

#### 7.5 Support the Criminal Justice Efficiency Programme



The PCC continued to work closely with the local Criminal Justice Board in delivering the Criminal Justice Efficiency Programme during 2014/15. The year saw in-court presentation screens being rolled out to all Magistrates Courts in the area, allowing all court users to present digital evidence to the courts, while the CPS began to prosecute cases using electronic files on tablets.

Phase 2 of the programme, which includes in-court presentation screens, Wi-Fi provision and cloud based storage is being rolled out to Magistrates Courts in 2015 and to Crown courts during 2015 and 2016.

Avon and Somerset remained on track to deliver the Transforming Summary Justice initiative during 2014/15 which will see Avon and Somerset Police charge not guilty cases to court within 28 days and prepare trial ready files for anticipated not-guilty cases for the first hearing.

##### Areas of focus for 2015/16:

- Support the Constabulary to embed its new Operating Model and deliver benefits from investments in technology
- Support ongoing delivery of the Constabulary's Accommodation Strategy
- Continue to develop options for savings to address future funding challenges
- Develop and deliver comprehensive savings plans as part of the Strategic Alliance with Wiltshire

## 8. COLLABORATION AND NATIONAL POLICING REQUIREMENTS

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*“Together with my regional Police and Crime Commissioner counterparts, we share a vision to improve services and resilience to crime across the South West Region”*

The Police and Crime Plan set objectives to:-

### 8.1 Ensure we have the capability and capacity to tackle major challenges to public safety

The PCC has continued to oversee the Constabulary’s response to the Home Secretary’s Strategic Policing Requirement (SPR)<sup>20</sup> via portfolio meetings with the Chief Officer lead for Specialist Operations and representation on the Constabulary’s Strategic Policing Requirement Leadership Board. The PCC has gained assurance that the force has capacity and capability to respond to significant national threats to public safety which was supported by HMIC’s review<sup>21</sup> in April 2014.

The PCC is also the lead PCC for the Regional Organised Crime Unit (ROCU) in the south west and has responsibility for the ROCU budget and allocation of Home Office grants to tackle serious and organised crime. The South West Regional Governance and Management Boards oversee activity, expenditure and performance in this area.

### 8.2 Support collaboration to improve services, increase capability and achieve savings

The PCC set out a commitment to support collaboration to improve local services, increase capability and achieve cost savings wherever it is in the interests of local people to do so. In 2015 these principles formed the basis of a strategic alliance between Avon and Somerset and Wiltshire Constabularies which will enable both forces to secure significant savings over the next five years and reduce the impact of budget reductions on frontline policing.

The five regional Police and Crime Commissioners continue to build capability, capacity and resilience through the Special Branch collaboration, forensics, learning and development and procurement through the South West Regional Efficiency Programme and continue to explore opportunities for expanding collaboration in relation to Tri-Force Specialist Operations (firearms, dogs and roads policing) and Major Crime.

### 8.3 Support implementation of the Constabulary’s Cyber Policing Strategy

The PCC has helped to drive improvements in the Constabulary’s arrangements and response to cyber-crime in 2014/15 which saw the Cyber Crime Strategy endorsed at senior officer level and an action plan developed to take this work forward. The PCC approved an increase to the Constabulary budget in 2014/15 to improve officer training, outreach to vulnerable groups and specialist equipment to tackle cyber-crime within and impacting upon Avon and Somerset.

The PCC continued to be represented on the Constabulary’s Cyber Crime Working Group and, working alongside other PCCs nationally, lobbied Action Fraud to improve the support provided to victims of these crimes. The PCC has also kept the Police and Crime Panel informed of activity in response to this increasing threat.

The PCC and Constabulary also jointly commissioned an internal audit of the Constabulary’s arrangements in response to cyber-crime which recognised the positive progress made during the year.

<sup>20</sup> SPR requires forces to have the capability and capacity to respond to significant threats to public safety such as terrorism, civil emergencies, organised crime, threats to public order, large scale cyber incidents and child sexual exploitation

<sup>21</sup> The Strategic Policing Requirement, HMIC, April 2014 (<http://www.hmic.gov.uk/publication/an-inspection-of-the-arrangements-that-police-forces-have-in-place-to-meet-the-strategic-policing-requirement/>)



The five Police and Crime Commissioners of the South West region continue to work together to oversee regional capability in response to serious and organised crime via the Regional Organised Crime Unit alongside local operations to disrupt and dismantle organised criminality in Avon and Somerset.

The PCC is working to develop a new Serious and Organised Crime Partnership Board<sup>22</sup> to improve local co-ordination and accountability in response to drug-related organised crime, human trafficking, child sexual exploitation, fraud, financial crime and cyber-crime within and impacting upon Avon and Somerset.

#### Areas of focus for 2015/16:

- Support new local and regional collaboration projects and the national capabilities programme
- Support developments in capacity and capability to tackle the threat of cyber crime
- Develop and implement a new Serious and Organised Crime Partnership Board

<sup>22</sup> Response to new responsibilities under the Home Office's new Serious and Organised Crime Strategy

## 9. DELIVERY AGAINST KEY PERFORMANCE INDICATORS - 2014/15

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- 9.1 The PCC set the aspiration for Avon and Somerset to be a top performing force nationally across each of her priority areas by 2017. A range of indicators were agreed during 2013 in order to help monitor progress in achieving this ambition. The performance framework was expanded in 2015 to take account of the new priority area of road safety, the new HMIC PEEL (Police Efficiency, Effectiveness and Legitimacy) inspection framework and broader elements of the Police and Crime Plan. This also aimed to reflect a shift on the Constabulary's organisational approach to priority response towards issues of greatest threat, risk and harm.
- 9.2 HMIC's 2014 PEEL Assessment for Avon and Somerset<sup>23</sup> concluded that the force is 'good' at preventing, reducing and investigating crime and 'good' at tackling ASB. Most notably, the proportion of ASB cases fully resolved have seen a marked increase of around 20% points since the plan was launched in 2013 (Police Victim Survey). There remains notable room for improvement, however, in terms of raising ASB victim satisfaction rates (Police Victim Survey) and identifying and responding to repeat victims (PEEL).
- 9.3 Recorded levels of domestic and sexual abuse rose significantly in 2013/14 which has led to more victims of abuse being identified and supported. Increases in the level of serious sexual offences (SSO) reported and recorded have led to increases in the number of SSO investigations fully resolved. The *proportion* fully resolved, however, has fallen from a strong position compared to other forces nationally (34%) to an average position (18%) over the previous two years. Roll out of the innovative 'Operation Bluestone' approach is expected to drive improvements in this area over the coming year. HMIC found in 2014 that the Constabulary had made 'good progress to improve its response to domestic abuse' as part of follow up to the 2013/14 Domestic Abuse Inspection (PEEL - Crime).
- 9.4 Victim satisfaction in cases of domestic burglary remain strong at 92% (Police Victim Survey), however the proportion of investigations fully resolved has fallen from a strong position compared to other forces nationally (14%) to an average position (10%) over the last year – affected, in part, by the impact of significant organisational change. Levels of burglary recorded in the area also began to increase marginally during the year after 12 years of sustained reductions (recorded crime).
- 9.5 Avon and Somerset maintains a low rate of people killed and seriously injured on its roads compared to other police force areas nationally, however cases increased marginally during the year – particularly those involving vulnerable road users such as pedal and motor cyclists (Department for Transport). The proportion of people who feel that speeding traffic is a problem in their area has remained relatively static throughout the year at 38% (Police and Crime Survey).
- 9.6 Satisfaction rates amongst non-vulnerable victims of crime fell from a strong comparative position nationally to an average position during the year, coinciding with a significant shift in focus towards vulnerable victims and the organisation's response to threat, risk and harm. Work is underway to improve feedback to less vulnerable victims of crime in view of these changes and improve the measurement of victim satisfaction for the vulnerable victims supported by through the Integrated Victim Care approach. 2014/15 saw steady improvements in the proportion of criminal justice cases that were successfully resolved, resulting in Avon and Somerset moving from a lower quartile to an average position when compared to other police force areas nationally.
- 9.7 Levels of community engagement in delivering the aspirations of the police and crime plan increased by around 5% during 2014/15, largely supported by a 38% increase in Police Support Volunteers. The proportion of residents that are aware of opportunities to 'have their say' on policing and community safety matters in their area, however has remained relatively static at 38%. Avon and Somerset maintained one of the highest levels of public confidence in policing nationally during the first three quarters of the year. In quarter four, however, this fell to an average level when compared to other police forces nationally. Trends will be monitored closely over the following year.

<sup>23</sup> <https://www.justiceinspectorates.gov.uk/hmic/avon-and-somerset/>

- 9.8 Avon and Somerset was assessed as 'outstanding' in delivering efficiency and value for money as part of HMIC's annual PEEL Assessment – one of only five forces nationally to achieve this grading. The force achieved a balanced budget of £276m in 2014/15 and remains on track to deliver a further £23m savings by 2018/19.
- 9.9 The PCC will continue to monitor progress against these ambitions in 2015/16, alongside additional sources of assurance from inspection findings, audits, evaluation and qualitative information to ensure that our organisations are delivering effective, efficient and high quality victim-focused services.

Police and Crime Plan Performance Indicators 2014/15: National Position and Outturn

	2012/13 Baseline		2014/15		2016/17	On track
	Position	(Outturn)	Position	(Outturn)	Ambition	
Police effectiveness: preventing, reducing & investigating crime (HMIC)	n/a		'Good'		'Good'-'Outstndg'	☑
Police effectiveness: tackling anti-social behaviour (HMIC – PEEL assessment)	n/a		'Good'		'Outstanding'	☑
Service satisfaction - victims of ASB (Police Victim Survey)	n/a	81%	n/a	81%	In line with crime	☑
ASB cases fully resolved (Police Victim Survey)	n/a	38%	n/a	58%	Improve	☑
Police effectiveness: response to domestic and sexual abuse (HMIC)	n/a		Clear areas for improvement		Improve	☑
Reported domestic and sexual abuse (Recorded crime and incidents)	n/a	20,336	n/a	25,889	Increase	☑
Serious sexual offence investigations fully resolved (Recorded crime)	11/43	34%	19/43	18%	Top 10 performer	☒
Service satisfaction - victims of burglary (Police Victim Survey)	13/43	92%	13/43	92%	Top 10 performer	☑
Recorded burglary (Police recorded crime)	24/43	12,174	16/43	10,757	Top 10 performer	☑
Burglary investigations fully resolved (Police recorded crime)	28/43	12%	22/43	10%	Top 10 performer	☒
People killed and seriously injured on Avon & Somerset's roads (DfT)	4/43	417	2/43	510	Top 10 performer	☑
Residents feeling that speeding traffic is a problem (Police & Crime Survey)	n/a	n/a	n/a	35%	Reduce	☑
Quality of investigation for road injury collision (local assessment)	n/a		n/a		Improve	n/a
Police effectiveness: response to victims of crime (HMIC)	n/a		n/a		Improve	n/a
Service satisfaction - victims of crime (Victim Survey)	12/43	87%	13/43	89%	Top 10 performer	☑
Successful Criminal Justice Outcomes (CPS)	33/43	85%	17/43	86%	Top 10 performer	☑
Community involvement in delivering the plan (Volunteers)	905		939		1,000	☑
Residents aware of opportunities to 'have your say' (Police & Crime Survey)	39%		37%		Increase	☒
% feeling confident in the police (CSEW)	35/43	71%	19/43	76%	Top 10 performer	☒
Achieving fairness and legitimacy (HMIC – PEEL assessment)	n/a		Clear areas for improvement		'Good'-'Outstndg'	n/a
Delivering efficiency and value for money (HMIC – PEEL assessment)	n/a		'Outstanding'		'Good'-'Outstndg'	☑
Achieving a balanced budget by 2018/19	-£62m		-£23m		+/-£0m by 2018/19	☑

**ANNEX 1. SUMMARY OF GRANTS ISSUED AND COMMISSIONED ACTIVITY IN 2014/15**
**OPCC Grants Issued in 2014/15**

GRANT	RECIPIENT	SERVICE / PROJECT	
<b>Avon and Somerset</b>			
<i>Lighthouse</i> Integrated Victim Care (training / live from Oct 2014) <b>£1,400,000</b>	Avon and Somerset Constabulary	Support for victims who are vulnerable, intimidated, persistently targeted or experience serious crime through the criminal justice process and ensuring access to appropriate support in response to need	
Emotional Support Service (from Oct 2014) <b>£260,000</b>	Victim Support	Emotional and practical support for victims, available both to those who report to the Police and those who do not	
Drugs Intervention – AIRS <b>£724,701</b>	Swanswell	Arrest Intervention Referral Service supporting offenders to tackle substance misuse	
Sexual Assault Referral Centre <b>£227,604</b>	University of Bristol Hospitals Trust	Specialist medical and forensic services for people who have been raped or sexually assaulted	
Independent Sexual Violence Advisors <b>£125,995</b>	Safelink	Centrally commissioned service providing confidential emotional and practical support to all victims of rape or sexual assault	
<b>Local Allocation</b>			
Youth Crime and Substance Misuse <b>£245,000</b>	Youth Offending Teams		Targeted support, substance misuse and diversionary activity to prevent youth offending
	Bath and NES	£21,258	
	Bristol	£82,338	
	North Somerset	£31,067	
	Somerset	£76,556	
South Gloucestershire	£33,798		
Allocation to local Community Safety Partnerships <b>£1,202,000</b>	Community Safety Partnerships		Supporting various Community Safety projects which contribute towards delivery of the PCC's priorities. See OPCC Website for further details.
	Bath and NES	£110,824	
	Bristol	£442,576	
	North Somerset	£138,831	
	Somerset	£152,533	
South Gloucestershire	£357,234		
Restorative Justice <b>£95,310</b>	Bristol Neighbourhood Justice Project Somerset Community Justice Partnership Restorative Solutions	Community Restorative Justice provision in Bristol and Somerset Scoping work to review Restorative Justice provision and design future services	
Community Action Fund <b>£200,000</b>	Community and Voluntary Organisations	Community and Voluntary Sector projects which contribute towards delivery of the PCC's priorities	
<b>TOTAL: £4,480,610</b>			

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