



Public Confidence in Policing

Report of the Avon and Somerset Police and Crime Panel's Public Trust and Confidence Sub-Committee

Executive Summary

By March 2023, public confidence in policing as measured in the Public Confidence Survey fell by nearly 15% over a two-year period to 64.8%. Set against a backdrop of national and local watershed moments for policing, the Avon and Somerset Police and Crime Panel established a Public Trust and Confidence Sub-Committee to explore this, working to a Terms of Reference. Their role was to support and challenge the Avon and Somerset Police and Crime Commissioner's approach to improving public confidence, seeking to ensure that feasible opportunities were being taken.

The overall ambition of Commissioner Mark Shelford's 2021-25 Police and Crime Plan was to increase public confidence. The Sub-Committee considered that his plan was too broad and sought to understand his specific strategy or plan. The Office of the Police and Crime Commissioner shared a public confidence scoping document, detailing accountability mechanisms, relevant external inspections, reviews and other public confidence related matters. Together with a *Public perceptions of Policing* academic literature review, the Sub-Committee identified four themes to define their scope:

- Communication
- Engagement and Participation
- Fairness
- Fairness

Devising a workplan for each theme helped to identify the best subject matter expert contributors. Senior Avon and Somerset officers and staff accepted invitations to share key information and expertise during six exploratory sessions, offering unique insights to equip members to support and challenge the PCC in an informed way.

During the life of the 2021-2025 Police and Crime Plan, public confidence continued to decline to its lowest recorded level of 63%. This led the Sub-Committee to make the following recommendations, summarised below:

1. Robust plan to increase public confidence based on analysis
2. Effective communication with the public
3. Strengthening Neighbourhood Policing
4. Internal and external (public) confidence in police leadership
5. Strengthen the oversight of Inspectorate concerns

Our exploratory sessions identified several key questions that we have not positioned as recommendations. The Panel invites the Commissioner to consider our



recommendations and questions and respond to the Panel by 5th September 2025.
The Panel can then consider its next steps.

| Table of Contents | | Page |
|--------------------------|--|-------------|
| 1. | Purpose | 4 |
| 2. | Context in respect of Roles and Functions | 4 |
| 2.1 | Police and Crime Commissioner | 4 |
| 2.2 | Police and Crime Panel | 4 |
| 2.3 | Police and Crime Panel Scrutiny and Proactive Work | 4 |
| 2.4 | Police and Crime Panel Work Programme | 5 |
| 2.5 | Police and Crime Panel Sub-Committees | 5 |
| 3. | Background | 5 |
| 3.1 | Concerns about declining levels of Public Confidence in Policing | 5 |
| 3.1.1 | Local Public Confidence Survey | 6 |
| 3.1.2 | Crime Survey for England and Wales | 9 |
| 3.1.3 | Precept Survey data | 9 |
| 3.1.4 | Inspectorate considerations | 10 |
| 3.1.5 | National context: Notable Reviews and Inquiry Considerations | 11 |
| 3.1.6 | Local Considerations | 12 |
| 4. | Public Trust and Confidence Sub-Committee | 12 |
| 4.1 | What prompted the need for a sub-committee | 12 |
| 4.2 | Defining the scope for the Sub-Committee | 13 |
| 4.3 | Our Approach | 16 |
| 5. | Communication theme | 17 |
| 6. | Integrity theme Part 1 | 19 |
| 7. | Integrity theme Part 2 | 24 |
| 8. | Fairness theme Part 1 | 26 |



| | |
|---|-----------|
| 9. Fairness theme Part 2 | 28 |
| 10. Engagement and Participation theme | 30 |
| 11. Current position | 33 |
| 11.1 New Commissioner and Police and Crime Plan | 33 |
| 11.2 Local Public Confidence Survey | 34 |
| 11.3 Precept Survey Data | 35 |
| 12. New insights since setting our scope | 36 |
| 12.1 Evidence-based guide: Improving Public Confidence | 36 |
| 12.2 Insights from Chief Constables to HMCIFRS | 36 |
| 12.3 Avon and Somerset 2023/2025 PEEL HMCIFRS Assessment | 37 |
| 12.4 Angiolini Inquiry Part 2 | 38 |
| 12.5 Considerations | 38 |
| 13. Conclusion | 39 |
| 14. Recommendations to the Police and Crime Commissioner | 41 |
| 14.1 Recommendations | 41 |
| 14.2 Key questions | 42 |
| 15. Learning from our approach | 43 |
| 15.1 What went well | 43 |
| 15.2 Opportunities to improve | 43 |
| 15.3 Reviewing the value of this approach | 45 |
| 16. Acknowledgements | 45 |
| 17. Glossary | 46 |
| 18. References and Links | 48 |
| 19. Appendices | 55 |



1. Purpose

The purpose of this Report is to:

1. Brief the wider Avon and Somerset Police and Crime Panel (Panel) on the work of the Public Trust Confidence Sub-Committee since its inception in 2023.
2. Invite the Police and Crime Commissioner (PCC) to formally consider and respond to our recommendations.
3. Prepare the Panel to consider its next steps.

2. Context in respect of Roles and Functions

2.1 Police and Crime Commissioner

The role of the PCC is to be the voice of local people in policing and to hold the Chief Constable to account. The aim of all PCCs is to ensure the delivery of an effective and efficient police service within their force area¹.

The PCC has a duty under the Police Reform and Social Responsibility Act 2011 to issue a Police and Crime Plan (Plan) within the financial year of their election. They must produce an Annual Report after the close of each financial year that should include the progress made in meeting the Plans objectives in the financial year.

The Elected Local Policing Bodies (Specified Information) (Amendment) Order 2021 requires PCCs to publish information: their force's performance against the national priorities for policing, His Majesties Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) force-level performance reports, and the PCCs response to those HMICFRS reports². PCCs must address each recommendation and respond to the Inspectorate within 56 days as well as publishing it. Our PCC publishes quarterly Performance reports, Inspectorate performance reports and their responses on their website³.

2.2 Police and Crime Panel

The role of the Panel is to scrutinise the decisions and actions of the PCC to ensure they are discharging their functions effectively. Members act as a critical friend, offering a balance of support and constructive challenge to the PCC using appropriate data, evidence and resources. Scrutiny is not an inspection process, but a means to explore an issue objectively, in detail and for a particular purpose. In doing so, Panels can seek feedback from local external stakeholders⁴.

2.3 Police and Crime Panel Scrutiny and Proactive Work



The Panels twin roles of 'challenge' and 'support' are important. In practice, panels have an oversight role over PCCs activities, and the Panel needs to understand local strategic policing needs to provide more effective challenge and support.

Proactive work differs from constructive challenge and scrutiny. Panels may undertake proactive exploratory work to gather evidence that enables its members to build their knowledge of matters that could not be achieved in a report from the PCC or their Office. The benefits are mutual. Members are better equipped to ask more reasonable and searching questions of the PCC and offer meaningful feedback. This may then provide additional insight to the PCC during their meetings with the Panel or the chief constable⁵.

2.4 Police and Crime Panel Work Programme

The Panels *Rules of Procedure* guides on the development of the Panels work programme⁶. The Panel is responsible for developing its annual work programme in conjunction with the PCCs Office and in doing so, the Panel considers its functions and responsibilities, PCCs priorities, members views and the resources available to support the delivery of it.

2.5 Police and Crime Panel Sub-Committees

The Panels *Rules of Procedure* also guides on the setting up of Sub-Committees and Task Groups. The Panel may set up a sub-committee or task group to undertake specified functions of the Panel, notably to conduct in-depth scrutiny reviews into the work of the Commissioner or investigate a specific issue. Of note:

- It carries out delegated Panel functions, (excluding special functions that cannot be discharged by a sub-committee)
- Its work programme is agreed by the Panel or the Chair of the Panel
- It may formally take decisions as delegated to them by the Panel
- It acts as a smaller, more specialised group whose number is determined by need in line with the scope of its work
- Its membership is limited to Panel members, including at least one Independent Member. It has regard to their skills and expertise where practicable
- The Panel appoints a Lead Panel Member who reports back to the Panel
- It can provide detailed review and recommendations

3. Background

3.1 Concerns about declining levels of Public Confidence in Policing



Mark Shelford was elected as PCC for Avon and Somerset in 2021 and fulfilled his statutory duty to issue a 2021-2025 Police and Crime Plan (Plan)⁷. In his Foreword, the PCC states that, *'Legitimacy and confidence are the backbone of our model of policing by consent, without which it does not work'*.

His fourth priority was:

Increasing the legitimacy of, and public confidence in, the police and criminal justice system

The key objectives for this priority (what they planned to achieve) was:

- *Increase satisfaction with the service provided by the police*
- *Increased confidence in the police*

The PCC presented his draft Annual Report (1 April 2022 – 31 March 2023) on the 27th June 2023 to the Panel⁸. The key activity and achievements for this priority during 2022-2023 were highlighted as:

- *As part of the HMICFRS PEEL assessment, the Constabulary was rated as 'Outstanding' at 'engaging with and treating the public with fairness and respect'.*
- *However, cultural change is needed if public confidence in policing is to be rebuilt. The Chief Constable's acknowledgement of institutional racism in summer 2023 represents an important step toward achieving this change, and the PCC is supporting the Constabulary to become a fairer organisation that provides a more equitable service.*

His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) is an independent inspectorate that assesses and reports on the effectiveness and efficiency of police forces and fire and rescue services in England and Wales⁹. Their work aims to improve the service provided to the public by identifying areas for improvement, publishing findings, and making recommendations.

Police Effectiveness, Efficiency and Legitimacy Assessments, known as PEEL, were annual inspections that are now an intelligence-led, continual assessment of the characteristics of good performance set out in their PEEL Assessment Framework¹⁰. HMICFRS use their inspection findings, analysis and professional judgment to assess how good forces are in several areas of policing. Most of these areas are judged and graded as either outstanding, good, adequate, requires improvement or inadequate. They link their judgments to causes of concern and areas for improvement (AFI).

3.1.1 Local Public Confidence Survey

The Local Public Confidence Survey provides public confidence performance data shown as a percentage of people who have confidence in their local police. Jointly

commissioned by the PCC and the constabulary, a market research company captures views from 750 responses per quarter, being around 3000 randomly selected members of the public each year from across the force area.

The draft PCC 2022-2023 Annual Report featured a Public Confidence performance graph shown overleaf.

It shows the percentage of people who agree that they have confidence in Avon and Somerset Police (ASP), as measured through the Local Police and Crime Survey from 2018-2019 to 2022-2023.

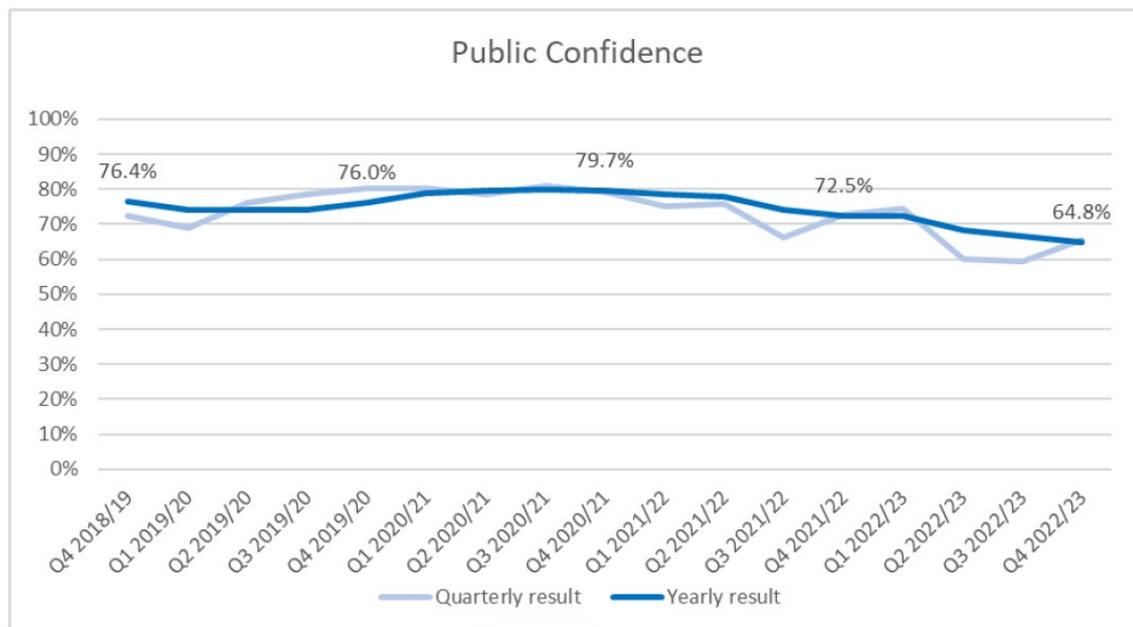


Figure 1. Public Confidence Chart (PCC Annual Report 2022-23)

The public confidence measure at the end of quarter 4 in:

2020-2021, was 79.7% (end of March 2021)

2021-2022, was 72.5% (end of March 2022)

2022-2023, was 64.8% (end of March 2023)

Despite a previously steady trend, public confidence fell by nearly 15% over a two-year period.

The report advised that:

The most recent year (2022-2023) had the lowest annual result since the local survey began in 2014-2015. There is no directly comparable national survey, however, there has been broad acknowledgement of a decline in confidence in the police across the country.

Since the local public confidence survey began in 2014-2015, the year 2022-2023 was the lowest annual result.

The PCCs Quarter 3 Performance Report for 2022-2023 provided an update on the fourth priority¹¹. It included a Public Confidence performance chart with an additional three years of data, shown below.

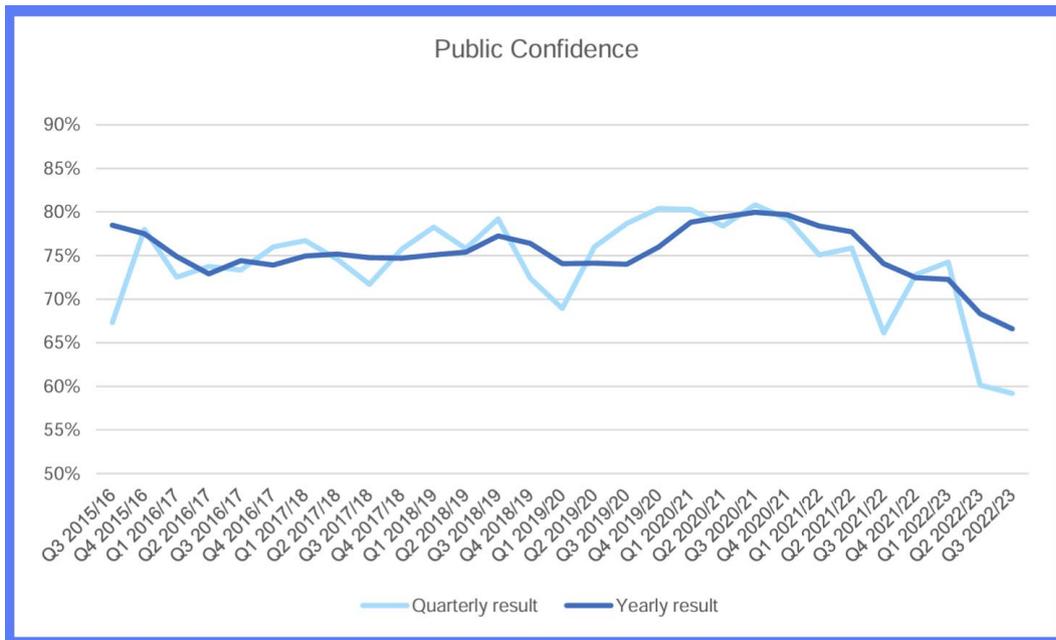


Figure 2. Public Confidence Chart (PCC Performance Report Q3 2022-23)

The 'planned action to drive performance' was reported as:

*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.*

There seems to be an assumption that the outcomes of the Plan would increase public confidence if performance was improved in its totality and communicated.

3.1.2 Crime Survey for England and Wales

The Crime Survey for England and Wales (CSEW) is primarily an interviewer administered face-to-face survey with people aged 16 years and over. From the CSEW ending March 2023, Black Caribbean people had significantly lower than average rates of confidence in their police force, 49% compared to 68% of people aged 16 and over in England and Wales¹².

3.1.3 Precept Survey data

The PCC has a duty to consult the electorate before proposing the annual police precept. One of their mechanisms is the online and postal precept survey.

Their 2022-2023 survey ran between December 2021 and January 2022.

Their 2023-2024 survey ran between December 2022 and January 2023.

Both surveys included a Likert scale question, 'I have confidence in the police'.

The 2022-2023 survey showed that 2677 respondents agreed or strongly agreed to this question, being 47.8%¹³.

The 2023-2024 survey showed that 1719 respondents, agreed or strongly agreed, being 45.7%¹⁴. Whilst it had 36% fewer respondents that year, the decline was by 2.1%

| Agreement level | I have confidence in the police | | | |
|----------------------------|---------------------------------|-------|-----------|-------|
| | 2022-2023 | | 2023-2024 | |
| Strongly disagree | 620 | 11.1% | 567 | 15.1% |
| Tend to disagree | 1087 | 19.4% | 738 | 19.6% |
| Neither disagree nor agree | 1129 | 20.1% | 618 | 16.4% |
| Tend to agree | 1810 | 32.3% | 1069 | 28.4% |
| Strongly agree | 867 | 15.5% | 650 | 17.3% |
| Don't know | 92 | 1.6% | 118 | 3.1% |

The 2022-2023 precept Analysis report advised that the measure is significantly lower than the ongoing Local Public Confidence (telephone) Survey. It cited the two most likely reasons for this difference being the methodology and differing sections of the public completing the surveys.



The 2023-2024 precept survey has an additional question about what most influences their confidence in ASP.

| What most influences confidence in Avon and Somerset Police? | | |
|---|------|-----|
| Perceptions of local policing | 1731 | 51% |
| Perceptions of policing nationally | 304 | 9% |
| Both, equally | 1357 | 40% |

The reason for their responses was not explored and no interpretation was offered. Nearly half of the respondent's confidence in Avon and Somerset Police (ASP) was influenced by national perceptions of policing. It's notable that its timing follows high-profile national media coverage of two criminal cases involving serving Metropolitan Police officers between 2021-2022.

3.1.4 Inspectorate considerations

HMICFRS Inspection report of Vetting, Misconduct, and Misogyny in the Police Service

The Home Secretary commissioned HMICFRS to assess the vetting capability of police forces and their ability to detect and deal with misogynistic and predatory behaviour by police officers and staff. Their *Inspection of Vetting, Misconduct, and Misogyny in the Police Service* report was published in 2022¹⁵. It concluded that vetting standards were not high enough and that it was "too easy for the wrong people to both join and stay in the police".

The report makes forty-three recommendations, being an unusually high number. These included better guidance for vetting, more thorough pre-employment checks, improved quality and consistency of decision-making and recording rationale, along with improving the way police assess and investigate allegations of misconduct.

State of Policing report

His Majesty's Chief Inspector of Constabulary (HMICFRS) provides the Secretary of State with an independent assessment of the efficiency and effectiveness of policing in England and Wales. The *Annual Assessment of Policing, State of Policing Report* provides an overall view of the state of policing based on their inspections.

The 2022 report was published in June 2023. Its assessment is based on inspections carried out between December 2021 and March 2023¹⁶. HM Chief Inspector of Constabulary Andy Cooke wrote:



'However, the police are experiencing one of their biggest crises in living memory. I can't recall a time when the relationship between the police and the public was more strained than it is now. The public's trust and confidence are unacceptably low. The fundamental principle of policing by consent, upon which the service is built, is at risk.

Significant reductions in trust and confidence have been recorded. The perceived legitimacy of the police is central to the public's willingness to co-operate with them and abide by the law. This drop in trust and confidence can make it harder for decent and honest police officers and staff, who comprise the vast majority of the service, to do their jobs. These conditions make it less attractive for people to stay in the service, let alone join it in the first place. Understandably, a substantial proportion of police officers don't believe they are respected by the public.

There are some obvious and truly atrocious reasons for the decline in public trust and confidence. In 2021, a serving police officer abducted, raped and murdered Sarah Everard. In 2022, another serving police officer admitted to carrying out 85 sexual offences, including a shocking number of rapes. Staggeringly, in both cases, warning signs over several years were missed, and the officers managed to keep their jobs as police constables until they were finally brought to justice'.

3.1.5 National context: Notable Reviews and Inquiry Considerations

Casey Review

In October 2021, Baroness Casey was appointed by the then Metropolitan Police Commissioner Cressida Dick to carry out an independent review into the standards of behaviour and internal culture of the Metropolitan Police Service. This was in response to issues raised following the murder of Sarah Everard in 2021, and a series of other scandals involving serving police officers.

In March 2023, the *Baroness Casey Review, Final Report An independent review into the standards of behaviour and internal culture of the Metropolitan Police Service* was published, setting out four tests for institutional racism¹⁷. These are:

1. There are racists and people with racist attitudes within the organisation
2. Officers and staff from Black heritage and ethnicity/racially minoritised backgrounds experience racism at work and it is routinely ignored, dismissed, or not spoken about
3. Racism and racial bias are reinforced within systems
4. The service under-protects and over-polices people of Black heritage

Angiolini Inquiry



In November 2021, the Home Secretary commissioned an independent inquiry to be chaired by Lady Angiolini KC to investigate how an off-duty police officer was able to abduct, rape and murder a member of the public. Part 1 was published in February 2024 and reports on the findings of the investigation and makes recommendations¹⁸.

Part 2 is set to establish if there was a risk of recurrence across policing in England and Wales, to investigate police culture, and to address the broader concerns surrounding women's safety in public spaces¹⁹.

Part 3 was set up to examine another former police officer's career and conduct following their sentencing in February 2023 for 85 sexual offences²⁰.

3.1.6 Local Considerations

In June 2023, Chief Constable Sarah Crew publicly acknowledged that ASP is institutionally racist. Promising to update communities on progress a year later, a report was published called '*ACTION AFTER WORDS One year on since Avon and Somerset Police's institutional racism declaration*²¹'. In her foreword, she states,

'This was not a snap decision. I came to it after years of conversations with community leaders, stakeholders, staff and partners. I looked at the evidence and listened to the lived experiences of people from all walks of life.

Baroness Louise Casey's report into the Metropolitan Police, published in March 2023, was a watershed moment for British policing. Casey set out four tests below, to apply in establishing whether institutional racism is present in an organisation, and I could see clearly that when those tests were applied to Avon and Somerset Police, the outcome was clear.

...

Had I not acknowledged that institutional racism exists in the organisation, I'm sure the work we are doing in this area would not have been successful – the communities most directly affected by it would not trust us, work with us or take us at our word.

My statement has not been welcomed by everyone. Some officers and staff have been unsettled and hurt by it, feeling that the organisation and vocation they hold dear is under attack. We continue to hold courageous conversations internally to help staff understand the path we are on and to challenge the workforce to reflect on the culture in their teams and how it can be improved'.

4. Public Trust and Confidence Sub-Committee

4.1 What prompted the need for a sub-committee



The 2021-25 Police and Crime Plan was built around the PCCs election manifesto. The Plan was ambitious, with a wealth of priorities within priorities. Its overall aim was to raise public confidence, and its draft was presented on the 26th October 2021 to the Panel²². The Panel provided written feedback highlighting that *'the plan is very ambitious and the implementation of the many objectives under each priority will require focus, careful monitoring and the appropriate funding'*²³.

The Panel could track the progress against the priorities through the PCC's quarterly performance reports. Each quarter focused on a different priority through the year. The PCC's Annual Report provided more detailed updates on activities and progress. It's notable that the PCCs *Quarter 3 Public Confidence Performance Report 2022-2023* advised that *'The reason there is not a specific set of actions against this measure is because it would be too broad.'*²⁴.

The Plan had not been updated so it didn't reflect the high-profile policing issues that emerged during its initial two years.

By 2023, the Panel had grown increasingly concerned about the ongoing decline in public confidence, which persisted despite being a specific priority within the Plan and being its overall objective. They proposed to form a Public Trust and Confidence Sub-Committee (PCSC) to enable them to support and challenge the PCC as he works with the Constabulary to improve public confidence. This formed part of the Panels 2023-2024 Work Programme that was agreed at our Panel meeting on the 27th June 2023²⁵.

The following individuals volunteered to serve on the Sub-Committee:

- Julie Knight, Independent Member, Sub-Committee Chair & Panel Vice Chair
- Gary Davies, Independent Member
- Councillor Brian Bolt
- Councillor Nicola Clark

Panel members sought to understand the PCC's specific strategy or approach to improving public confidence in policing. The PCC referred Members back to the 2021-2025 Plan, despite their concerns about it. Academic research and survey findings show that public confidence in policing is influenced by a broad range of factors. A more specific strategy or plan to improve public confidence based on local analysis would have been the ideal source to inform the development of the sub-committees Terms of Reference and for the PCC to hold the Chief Constable to account more closely on public confidence.

Having a rigorous approach to increasing public confidence forms part of our first recommendation.

4.2 Defining the scope for the Sub-Committee



The OPCC kindly shared a public confidence scoping document, detailing the accountability mechanisms of the Police and Crime Plan, relevant external inspections and reviews, and other public confidence related matters. See **Appendix A** for more details. They also shared a recently published academic literature review that proved to be very helpful, titled *Public Perceptions of Policing: A Review of Research and Literature*²⁶.

We reviewed the wealth of information in both documents along with relevant HMICFRS Inspection reports, and Review and Inquiry reports. This helped to define our focus and identify where we could most effectively support and challenge the PCC.

The literature review aimed to understand why public perceptions of policing are important, review the factors that influence these perceptions, and identify interventions that may improve them. They found 162 research papers on public perceptions of policing. Overall, 108 were deemed relevant and credible, with 54 originating from the UK. Over 80% of them were published between 2012-2022 and the remainder before 2012. It summarised the high-quality evidence found from the research. The review also helped to clarify the meaning of key terms that are often used interchangeably.

Confidence: Defined as having generalised support for the police as an institution (Cao, 2015). It is not restricted to those who come into direct contact with the police (Hohl et al., 2010).

Trust: Relates to police integrity and compliance with ethical standards (Albrecht, 2019). Trust in the police is more likely if people feel they will be treated with procedural justice and crime is tackled effectively (Sargeant et al., 2017).

Legitimacy: A belief that authorities, institutions and social arrangements are appropriate, proper and just. It is vital for the effective function of the police service. (Tyler 2006).

Procedural justice: Defined as treating people with dignity and respect. Making decisions in a fair, transparent and accountable way. Allowing people a voice can impact public cooperation with the police (Jackson and Bradford, 2019).

A lack of trust and confidence can undermine perceived legitimacy of the police (Hohl et al., 2013). Legitimacy and procedural justice are important concepts when measuring public perceptions of policing (Jackson and Bradford, 2019).

Based on the evidence of the interventions that could improve public perceptions of policing, we identified four distinct themes or pillars:

Communication

- Locally tailored information delivered in a bespoke and targeted way



- Updating victims

Engagement and Participation

- Police frequently visible and people knowing officers by name or sight
- Tailored engagement processes in line with need, especially with young people
- Being heard and able to influence local policing decisions/priorities
- Opportunities for citizens to participate in policing

Fairness

- Quality of the encounter

Integrity

- Training, targeting procedural justice skills development (active listening and perspective taking)

Using these themes as a basis, we additionally considered issues identified in the HMICFRS Inspection reports and Casey review, along with the purpose of the Angiolini inquiry that have impacted public confidence. This allowed us to identify specific areas for exploration.

Communication

- Communication Strategy
- Digital/non-physical tailored local messages via local trusted channels
- Victim updates
- Callbacks

Engagement and Participation

- Understand communities (profiling)
- Tailored engagement, various means inc. Schools
- Hear the public's voice (PACT). You said, we did - tie to communication
- Active citizens (including NHW, CSW)
- Physical visibility plan (uniform)

Fairness

- Tackling Disproportionality work (light touch assurance due to external scrutiny and governance)
- Anything external from Inspectorate reports

Integrity

- Inspectorate Reports:
 - Misconduct/Misogyny (including vetting)
 - Police Effectiveness, Efficiency and Legitimacy (PEEL)
- Training e.g. new style situational Personal Protective Equipment (PPE) training
- Leadership and Culture

The Integrity theme is notably internally focused.

4.3 Our Approach

As a sub-committee, we met in October 2023 to agree this scope and develop our Terms of Reference²⁷. These were shared with the OPCC, outlining our purpose to:

- Consider what trust and confidence mean and the importance of public perceptions of policing
- Understand factors that can influence public perceptions
- Identify best practice Interventions that may improve public perceptions of policing
- Review and scrutinise the PCC's strategy and the assurance mechanisms in place to ensure the strategy is being taken forward by the Constabulary
- Provide critical and constructive feedback to strengthen the approach

See **Appendix B** for more details.

We conducted five virtual exploratory evidence-gathering sessions over a 15-month period using Microsoft Teams. Two sessions were arranged to cover the Integrity theme as the scope was broad and required different witnesses to inform them. An additional session on Fairness was held during a full Panel meeting to cover the Tackling Disproportionality work to the due to its significance.

| | Theme | Schedule |
|---|--|--------------------------|
| 1 | Communications | December 2023 |
| 2 | Integrity (Part 1 covering Inspections) | June 2024 |
| 3 | Integrity (Part 2 covering Training, Leadership & Culture) | October 2024 |
| 4 | Fairness (Part 1 covering governance and progress) | December 2024 |
| 5 | Engagement & Participation | February 2025 |
| 6 | Fairness (Part 2 covering practical implementation and outcomes) | Full Panel March 2025 |

After the first session on Communications, our sub-committee met in April 2024 to review and refine our approach. Consequently, a Work Programme was developed and this helped to identify the best OPCC resources and further subject matter expert witnesses. See **Appendix C** for more details.

Senior ASP officers and staff kindly accepted invitations to share key information as subject matter experts during these sessions. Their contributions enriched our understanding in a way that could not be achieved in a written report alone.



This exploratory work provided unique insights that has equipped us to better support and challenge the PCC in an informed way.

5. Communication theme (Session held on the 4th December 2023)

Contributors:

- Neil Bennett, Director of Communications and Engagement, ASP
- Forward Maisokwado - OPCC Community Engagement & Stakeholder Manager
- Alice Ripley - OPCC Chief of Staff
- Jo Randall - OPCC Communications and Engagement Team
- Ben Valentine OPCC Senior Performance and Governance Manager

Our aim

We were seeking to understand the strategies and activities in place relating to communications that aim to improve trust and public confidence in policing in A&S.

Communication Strategy to increase public confidence

- The OPCC shared three of their Strategies that were updated from 2023.
 - Communications Strategy 2023-2024
 - Consultation Strategy 2023-2025
 - Engagement Strategy 2023-2025Collectively, they aim to increase and improve legitimacy and build confidence in the PCC and OPCC across Avon and Somerset. See **Appendix D, E and F** respectively. (Note: They relate to the previous PCC and are now outdated).
- To deliver on their strategy aims, the OPCC's Communications team had been restructured to include Engagement with additional staffing (Community Engagement Manager and an Apprentice specialising in youth engagement).
- Their communications work is structured under three workstreams to separate proactive and reactive communications:
 - Programmes (e.g. Tackling Disproportionality)
 - Projects (e.g. Together We Can Campaign)
 - Standalone (one off tactical campaigns/awareness weeks)
- In the last two years, they recognised that there has an increase in focus, both nationally and locally, on disproportionality in policing and male violence against women and police culture. They saw engagement and public awareness as vital to enhancing the legitimacy of the PCC in their scrutiny and governance role.
- In terms of the PCCs engagement, they aim to reach as wide a community in the most effective way, emphasising the importance of tailored communications. Their focus is on working to improve engagement with faith, vulnerable



communities such as refugees, and young people. Upon review, they revised their approach by mapping activities to provide a corporate memory of where they have been so they can identify any geographic or thematic engagement gaps.

- Neil Bennett was appointed by the Constabulary to provide direction and organisation having served 30 years with the BBC as a journalist and editor. He has restructured the Constabulary's Communications team that included a news team along with an internal and strategic communications team. It has grown to include a multi-media team and a design team.
- He is developing a Communication and Engagement Strategy that will align with the Police and Crime Plan and incorporate the Constabulary's five new strategic imperatives (Inclusion, Innovation, Transparency, Trauma informed, Perpetrator focus). It was unclear when this would be published.

Digital/non-physical tailored local messages via local trusted channels

- Neil advised that Avon and Somerset Constabulary (ASC) are embracing different media channels, so all their communications were delivered in multiple formats. Catering for their internal and external audience preference was considered vital to ensuring effective engagement. The Neighbourhood Policing Teams (NPT) role in this is important.
- An example was shared where senior leaders engaged with NPT staff who raised issues about the anti-social use of e-bikes and e-scooters. Based on this feedback, they worked with the BBC to do a media piece.

Our observations

- The OPCC enthusiastically shared a wealth of tactical communications activity with its strategic direction clearly aligning with their recently updated strategies around Communications and Engagement. It is important to note that those strategy aims are centred on increasing confidence in, and the legitimacy of, the PCC and their Office. These do not directly relate to our key area of focus about raising trust and confidence in policing.
- The OPCC mapping of their engagement is innovative. However, we felt that relying on mapping alone as the means of identifying and analysing gaps seemed a little weak as more insights around community profiles and local need would be a stronger approach.
- We welcomed the tactical examples of the communications shared, though believe that a much more direct and proactive approach is required. Given the significant decline in public confidence over the past two years, a specific strategic plan around communications based on detailed analysis of the issues



that harm public confidence is necessary to improve it. To ensure effective delivery, utilising a much broader range of channels is essential rather than using mainstream media alone.

Having an effective communication strategy with the public forms part of our second recommendation.

- Neil advised that they were using different media channels, so all their internal (and external) communications were being delivered in multiple formats with their audience's needs in mind. It was difficult to find evidence that ASC was successfully using different media channels to reach the audiences most needing to hear positive news about the police. It's also been difficult to understand ASCs approach to restoring public confidence in the prolonged absence of a robust communication strategy.

ASC was inspected six months after this session for their 2023/2025 PEEL Assessment that was published in February 2025²⁸. 'Leadership and Force Management' was graded as 'Requires Improvement' and the assessment reported that ASC '*needs to improve its ability to communicate with and listen to its workforce. It should be clear about the reasons for its strategic decisions*'. This internal insight reveals some potential weaknesses in the approach.

Building internal and external (public) confidence in the police leadership forms part of our fourth recommendation.

6. Integrity theme Part 1 (Session held on the 28th June 2024)

Contributors:

- Assistant Chief Constable (ACC) Will White, ASP
- Alice Ripley - OPCC, Chief of Staff
- Sally Fox - OPCC, Director of Performance and Accountability

Our aim

We were seeking to understand the strategies and activities in place relating to matters of integrity that aim to improve trust and public confidence in A&S.

- We asked what the police were doing to reassure the public that they understand their concerns. The ACC confirmed that national and local events affected levels of public confidence in the police. The 'starting point was at 'Beat level' where local priorities are understood and tackled through the Neighbourhood Policing model. Their brave declaration of institutional racism has facilitated engagement with people who had previously been unheard.



- Public confidence data was being captured from a variety of means through their Qlik application. Qlik is a data analytics platform used for data visualization, exploration, and discovery.

Governance structure

- ACC White advised that the constabulary has a clearly defined corporate governance structure that is linked to their mission, vision, values and strategic imperatives. Their Change Portfolio is one of four 'delivery vehicles'. It has eight change programmes within it with a specific one for public confidence. These programmes report to the Constabulary Management Board (CMB) that's held monthly and chaired by the Chief Constable. This is the Corporate Governance Board that feeds into the PCC's Governance and Scrutiny Board (GSB)²⁹.
- GSB is a closed meeting for the PCC and Chief Constable (and members of their teams). It is the formal monthly governance and 'holding to account' Board.

Inspectorate reports

Avon and Somerset 2021/2022 PEEL HMICFRS Assessment

Police forces are regularly assessed on their effectiveness, efficiency and legitimacy. They assessed how good Avon and Somerset Constabulary was in ten areas of policing and graded nine as follows:

| Outstanding | Good | Adequate | Requires improvement | Inadequate |
|-------------------------|---------------------------------|------------------------------|----------------------------|------------|
| Treatment of the public | Developing a positive workplace | Preventing crime | Investigating crime | |
| | Good use of resources | Protecting vulnerable people | Recording data about crime | |
| | | | Responding to the public | |
| | | | Managing offenders | |

- There were 17 areas for improvement (AFI) raised in the PEEL 2021-2022 Assessment³⁰.
- They have strengthened the accountability for their AFI performance management over the past year. ACCs or chief officers have ownership and oversight through committee meetings. Each AFI is directly owned, usually at Superintendent level and they are accountable for its progression by prioritising activity within local improvement plans.



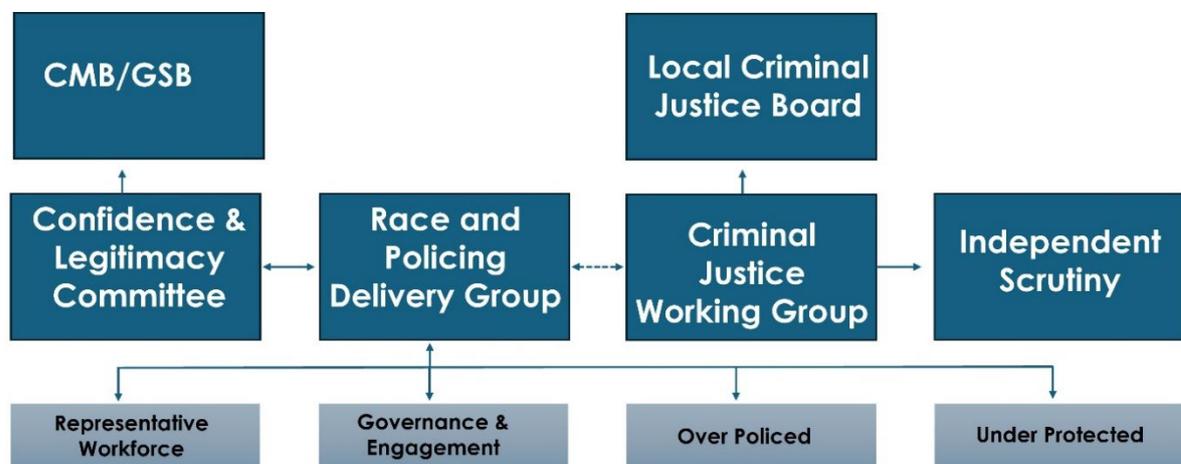
- The Chief of Staff Directorate has developed a management plan with an independent risk assessment for each AFI. They regularly engage with the AFI owners and help senior leaders make decisions around prioritisation and resourcing. A monthly Integrated Performance and Quality Report provides the CMB with detailed progress against each AFI. As an example, at recent meeting, they spent an hour drilling into each AFI to ensure direction, control, and assurance.
- Of the seventeen AFI's, eight were due for closure with work ongoing with the other nine. The Inspectorate has advised that the constabulary are 'going above and beyond' to secure their sign off for closure.

An inspection of vetting, misconduct, and misogyny in the police service

- Vetting is conducted to help identify, assess and manage risk relating to areas such as national security, public safety and integrity. The new *2023 Vetting Code of Practice* sets out actions that chief officers must undertake to ensure consistent application of vetting standards that now have a higher threshold³¹. Anyone who has the potential to bring risk to the force and the public whilst working within, alongside or in partnership with the police, are subject to vetting. The various vetting levels and re-vetting frequency depends on the individual's role.
- *The Home Office Review: The process of police officer dismissals* was designed to assess whether the current system of removing officers who have no place in policing is both fair and effective³². Consequently, the government announced a package of substantial reforms to improve misconduct proceedings, vetting and performance. This includes
 - Chief Constables (or senior officers) chairing misconduct hearings supported by a legally qualified panel member and independent panel member
 - Chief Constables not being required to retain officers who are unable to maintain a basic vetting level
 - Recommending a presumption for dismissal, for any officer found to have committed gross misconduct
- *To Catch a Copper* is a 3-part BAFTA winning documentary series about investigations into officer misconduct within ASC³³. The episodes are themed around mental health, race, and sex crimes. Filming commenced in 2019, and its purpose was intended to start a national debate about whether the misconduct system needed to be reviewed or reformed. Airing in 2024, it missed the national debate by six months. It did, however, highlight the loss or lack of empathy and how the new reflective practice technique was not being conducted effectively. It's notable that reporting rates have increased since airing, acknowledging that

more needs to be done to prevent issues. There was also lot of internal concerns and staff were ill equipped to respond locally after it aired.

- The Chief Constable is determined to eliminate inappropriate behaviour and encourages staff to speak up with support to do so (*Who We Are* campaign).
- *The Identifying Disproportionality in the Avon and Somerset Criminal Justice System* report is a local report with eighty-three recommendations and covers all ethnicities³⁴. The national *Police Race Action Plan*³⁵ focuses on people of Black heritage. The recommendations from both are brought together under their *Race Matters*³⁶ work that's ordered under four pillars:
 - Represented
 - Representative of communities served, looking at HR and recruitment practices, processes and procedures
 - Involved (engagement)
 - Strengthening links to build a foundation for effective engagement
 - Not under protected
 - People feeling the service is different due to their heritage
 - Not over policed
 - Use of powers and force. Understand if methods are used disproportionately in certain groups or communities.
- ACC White chairs the Race and Policing Delivery Group that oversees the workstreams. There's a wealth of oversight with reporting lines shown below.
 - Internally, this Delivery group reports to the CMB and then to the PCCs GSB
 - Externally, this Delivery group reports to the Criminal Justice Working Group chaired by Asher Craig and Chief Constable Sarah Crew.
 - This Working group sits under the Local Criminal Justice Board (LCJB) that's chaired by the PCC.



- Some workstream outcomes and initiatives include:



- (Internally) Training delivered in way that explores issues in a non-judgmental way, based on empathy and self-reflection such as the Race Matters days.
- (Externally) Implementation of a "Chance to Change" deferred prosecution scheme. This gives suspects aged 18-24 an opportunity to complete specific conditions as an alternative to a formal prosecution without having to fully admit the offence. A bespoke support plan based on need is devised and if they breach their conditions, they are prosecuted for the original offence. This has successfully reduced reoffending and the number of individuals receiving criminal records.

Our observations

- We heard that broader mechanisms were being used to channel relevant messages to communities rather than relying on mainstream media that's less targeted. This is welcomed and we look forward to seeing evidence of this.

Having an effective communication strategy with the public forms part of our second recommendation.

Many work examples shared are Bristol-centric and we question if the needs of rural community are as well considered.

- We asked the ACC about drivers of public confidence. He advised of the expectations of NPTs and communities knowing their local officers. Members shared their experiences that differed from senior officer's expectations, including an inability to contact their NPT or no response, not attending community (priority setting meetings) or submitting reports in their absence, and no visibility in rural village locations.

Strengthening Neighbourhood Policing forms part of our third recommendation.

- Areas of challenge were understood, such as the growing number of registered sex offenders and the Authorised Professional Practice expectations being high. Additionally, new technology identifying more offenders has increased demands on the Internet Child Abuse Team. This is a national trend. They were being inspected at the time of this session for their 2023/2025 PEEL HMICFRS Assessment that was published in February 2025³⁷. 'Managing offenders and suspects' was graded as 'Requires Improvement', three of the sixteen AFIs being:
 - Better management of registered sex offenders and their risk
 - Internet child abuse team to follow nationally recognised risk assessment timescales with supervisory reviews
 - Continually risk assess and manage backlogs in online child abuse referrals

HMICFRS reported that, *'The way the constabulary protects vulnerable people and manages offenders hasn't improved since our last PEEL inspection'*³⁸.



They further reported that their management boards and committees have the right attendees to identify and make improvements.

Strengthening the oversight of Inspectorate concerns forms part of our fifth recommendation.

7. Integrity theme Part 2 (Session held on the 23rd October 2024)

Contributors:

- Louise Hutchison - Chief Officer of People and Organisational Development, ASP
- Paul Butler - OPCC Chief Finance Officer
- Joanna Coulon - OPCC Scrutiny and Performance Manager

Our aim

We were seeking to understand the strategies and activities in place relating to leadership and training that aim to improve trust and public confidence in A&S.

Leadership

- The Chief Constable declared 2024 as the force's 'Year of Leadership'.
- Current leadership challenges included:
 - Workload of leaders and their capacity
 - Young workforce (47% have less than 6 years' experience)
 - Understanding the value of good leadership practice
 - Replacing the outdated Performance Reviews
- *Building on the Foundations for an Effective and Skilled Workforce* is a programme of work (Change Programme) in their 'Change Portfolio'. This is one of their four 'delivery vehicles'. It focuses on what needed to be done across the organisation in terms of leadership and its challenges.
- Their work encompasses the College of Policing's *National Leadership Standards*, forming part of the core curriculum³⁹. The force intended to align with it. The college sets technical and professional standards for policing.
- The OPCC advised that there is a clear role for the PCC in terms of holding ASC to account and measuring them against the National Leadership Standards. There were periodic reports on Organisational Development, Training, and Development to the GSB and much of the scrutiny was done through the Integrated Performance and Quality Report in relation to Crime Data Integrity, reporting, and team performance.

Cultural Change



- There is an increased focus on recognising and challenging poor behaviour. It's positive that more officers and staff feel empowered to speak out.

Training

- The Constabulary worked in collaboration with the College of Policing and are reviewing the training that's offered to every rank and role. They have programmes of developmental support at three levels: senior leaders, middle managers and first line leaders.
- The first line leaders programme is being formally evaluated by the University of the West of England. In terms of quality assurance, the curriculum was set by the College of Policing and supplemented by local need. It was acknowledged that measuring and evaluating the success of other training courses was an ongoing challenge. They received feedback from delegates and want to be able to evaluate the impact of it after six months.
- The biggest challenge faced was connecting what was important from a strategic, organisational perspective with what people felt was important on the front line, and the challenge of making training work in the 'real world'.
- ASC are testing the new *Sergeant and Inspector Promotion and Progression* process (SIPP) from the College of Policing⁴⁰. The current process is seen as overly complex with little focus on leadership skills. The new process will focus on three stages: development, selection and promotion where candidates demonstrate their readiness for leadership in various ways.
- ASC are also testing the new *Neighbourhood Policing Programme* (NPP) that will provide evidence-based learning, aiming to equip Neighbourhood officers and staff with specialist skills and knowledge⁴¹.
- The College of Policing are looking at ASCs scenario-based training as a potential model of good practice. This has subsequently shared as good Practice in the College of Policing's *Improving Public Confidence in the Police: An Evidence Based Guide*⁴².

Our observations

- As the Professional Standards Department investigate complaints and misconduct allegations against police officers and staff, we were surprised that they didn't formally report any analysis of behavioural themes that could inform the development of training programmes as a prevention measure.
- There is now a wealth of leadership training and development activity in place at all levels. An effective method of evaluation is key to understanding the difference this learning investment has had, and if the learning and organisational objectives have been met.

Building internal and external (public) confidence in the police leadership forms part of our fourth recommendation.



- They were inspected almost a year after this session was held for their 2023/2025 PEEL HMICFRS Assessment that was published in February 2025. 'Leadership and Force Management' was graded as 'Requires Improvement'. They reported that ASC is providing thoughtful leadership training and has succession planning for future leaders but advised that leaders are not being held to account for their own or their team's performance. They lacked data and a clear understanding of expectations that hinders their effectiveness⁴³.

Building internal and external (public) confidence in the police leadership forms part of our fourth recommendation and strengthening the oversight of Inspectorate concerns forms part of our fifth recommendation.

8. Fairness theme Part 1 (Session held on the 2nd December 2024)

Contributors:

- Sally Fox - OPCC Director of Performance and Accountability
- Rebecca Harris - OPCC Senior Policy and Partnerships Manager
- Jo Coulon - OPCC Scrutiny and Performance Manager

Our aim

We were seeking to understand the governance arrangements for the Tackling Disproportionality (TD) programme and its progress that aims to ensure the A&S Criminal Justice System (CJS) was fair, inclusive, and anti-racist.

Tackling Disproportionality Timeline

| Year | Event |
|----------|---|
| 2017 | <i>Lammy Report</i> was published (independent review into the treatment of, and outcomes for Black, Asian and Minority Ethnic individuals in the criminal justice system) ⁴⁴ |
| 2019 | PCC Sue Mountstevens and Chief Constable Andy Marsh commissioned a local review for ASC chaired by Desmond Brown |
| 2022 | <i>Identifying Disproportionality in the Avon and Somerset Criminal Justice System report</i> by Desmond Brown was published setting out 83 recommendations for a range of agencies ⁴⁵ |
| May 2022 | <i>Police Race Action Plan</i> launched in the wake of George Floyd's death in 2020 ⁴⁶ . Focused on improving policing for Black people through four themes |
| 2022+ | The Tackling Disproportionality (TD) programme was developed |
| 2023 | Independent Scrutiny Board acts as the community body holding the partners accountable for the delivery of the TD programme ⁴⁷ |



This timeline spans three PCCs terms of office. Sue Mountstevens from 2012-2021, Mark Shelford from 2021-2024 and Clare Moody since 2024.

- The Identifying Disproportionality report focused on the notion that if relevant agencies are not able to explain any racial disproportionality, they should reform.
- The expected outcomes of the programme are:
 - that disproportionality is proactively identified and addressed
 - increased representation of Black, Asian, and minority ethnic people working across the criminal justice system
 - Increased public trust in the criminal justice system
- The TD governance structure is:
 - Strategic: Local Criminal Justice Board (LCJB) chaired by the PCC
 - TD multi-agency Steering Committee (co-chaired by Asher Craig and Chief Constable Sarah Crew)
 - Independent Scrutiny Board (supported by the OPCC and now developing their scrutiny function)
- The eighty-three recommendations sit across six pillars
- The PCC has several scrutiny mechanisms in place ranging from chairing the LCJB, Police and Crime Plan and their various scrutiny panels or schemes, including:
 - Independent Scrutiny of the use of Police Powers Panel (ISOPPP)⁴⁸
 - Independent Scrutiny of Police Complaints Panel (ISPCP)⁴⁹
 - Out of Court Resolutions Scrutiny Panel⁵⁰
 - Independent Custody Visiting Scheme⁵¹
- Their GSB was being refined so information from the Constabulary could be utilised in a more thematic way. In addition, the OPCC can now actively participate in Constabulary Committees instead of observing.

Effectiveness

- Strengths:
 - Strong leadership from Steering Committees co-chairs and Programme team
 - An opportunity to maximise the PCC role as a proactive one
- Challenges:
 - Commitment, given the public sector landscape and financial difficulties
 - National verses local lines of accountability
 - Strategic verses tactical levels of engagement
 - Capacity and resources
 - Decision-making capabilities/skills in the right meetings to make inroads

Early Indicators of Success

- June 2024: Deferred prosecution model called 'Chance to Change',
- August 2024: First criminal justice multi-agency focused data scorecard began to emerge.



Our observations

- We emphasised the importance of responding proactively to the declaration of institutional racism and ensuring that communications were consistently and effectively reaching a diverse range of groups through the right platforms.

Having an effective communication strategy with the public forms part of our second recommendation.

- The GSB was being refined so information from the Constabulary can be utilised in a more thematic way. In addition, the OPCC can now actively participate in Constabulary Committees instead of just observing. We look forward to seeing the outcome of these changes to help strengthen the PCCs role in holding the Chief Constable to account for performance.

This is one of our key questions.

9. Fairness theme Part 2 (Session held on the 25th March 2025 at the Police and Crime Panel meeting)

Key contributors:

- Detective Chief Inspector (DCI) Ayesha Giles - Program Lead for the Tackling Disproportionality programme, ASP
- PCC Clare Moody
- Officers from the OPCC

Our aim

After gaining a better understanding of the historical context and the TD governance structure in our first Fairness themed session in December, we aimed to gain further insights into its practical application and outcomes, identifying any challenges that might harm the goal of making A&S CJS fair, inclusive, and anti-racist.

- The Panel queried if the governance process would be swifter if it was leaner. DCI Giles believed that it was fit for purpose and the anti-racist action plan being created would act as a gateway for the outcomes to materialise. It focuses on data and lived experiences to shape the activity.
- The PCC added that the action plan was an important indicator of progress, and engagement from Local Authorities and the health and education sectors was crucial to continued improvement. When asked how the challenges in respect of partner engagement was being resolved, the PCC referenced the work of the GSB, Independent Scrutiny Board (ISB), and the Local Criminal Justice Board (LCJB). The PCC also met regularly with Local Authorities, Education, and Health



partners. One challenge was identifying individuals with decision-making authority within their organisations. The PCC assured that she was cognisant of the issues and encouraged the Panel Members to raise it with their Local Authorities.

- DCI Giles advised that competing commitments and difficult financial circumstances meant that replicating commitments across the relevant agencies presented a challenge to effective partnership working. Demonstrating how different partners were involved at each stage in stories of lived experience had proved effective in highlighting the impacts of their interactions with different communities at a recent 'reset' workshop in October 2024.
- Of the eighty-three recommendations, fifteen related to policing; fourteen had been accepted and one was pending. Transforming the criminal justice system is a long-term process; the recommendations did not give a defined outcome or timescale but would put them in a more positive position.

Independent Scrutiny of the programme

- An external Independent Scrutiny Board (ISB) sits alongside the Tackling Disproportionality Steering Committee⁵². It was developed to provide authentic oversight and accountability and to increase the work's legitimacy, ensuring its impact is also measured externally by those with lived experience and race equality expertise.
- DCI Giles confirmed that the ISB felt that the actions being taken were the right ones and that they believed that progress was slow but had a shared understanding of the challenges faced.

Our observations

- Creating an effective partnership to support the TD governance framework seems to have been drawn out and challenging. The landscape is complex with national verses local leads, financial restraints, and the need for capable people at the right level to make decisions with capacity, knowledge and skill. Given that ongoing efforts to resolve issues is time consuming and detrimental to the programme's strategic aim, we are interested in how effective escalation to the highest level locally, or nationally, has proved to be to secure the necessary commitments.

This is one of our key questions.



10. Engagement and Participation theme (11th February 2025)

Contributors:

- Chief Superintendent (C/Supt) Liz Hughes - Head of Neighbourhood and Partnerships, ASP
- Jo Coulon - OPCC Scrutiny and Performance Manager
- Ben Valentine - OPCC Senior Performance and Governance Manager

Our aim

We were seeking to understand the engagement and participation strategies and activities in place that aim to improve trust and public confidence in A&S.

Outline of overarching engagement strategy and approach

- The Constabulary's 2022-2025 Engagement Strategy needs updating and aligning with the new Police and Crime Plan. Neil Bennett was appointed as the strategic lead and there's fantastic work ongoing with the media and on campaigns.
- Policing faced many challenges, including the pace of global communication, the spread of disinformation and people wanting to receive information in a different way.

How community engagement is delivered and specifically tailored to meet the needs of different communities

- NPTs have a greater responsibility for community engagement than other parts of the organisation. They have bespoke engagement plans that detail who engages with whom and how often. They are overseen by a Chief Inspector.
- NPTs limited capacity is harming their broader engagement aspirations. As an example, the Head of Neighbourhoods and Partnerships agrees that NPTs should support the *Local Community Networks* in Somerset⁵³. This a public forum for community development, engagement and partnership to improve outcomes for communities. Members confirmed repeated non-attendance and that a policing report isn't being provided in their stead either. There was a commitment made to explore this.
- NPT have a framework of key contacts, and a new messaging system is coming soon. There's also geographic and specialist (force wide) *Independent advisory groups*⁵⁴. Independent advisors offer guidance and insights. They act as critical friend to ASC to tackle issues that may cause concern to communities.
- NPTs engage with statutory partners at various levels and have productive relationships with Community Safety Partnerships. More resources are utilised in areas of deprivation where partnership work is also stronger.



- Tactical activities such as bike marking, school visits, beat surgeries and parish meetings take place and there's a new online tracking system to map engagement levels and performance.
- Members enquired about the lack of engagement and visibility in rural communities, especially villages. Social media was being used to target specific groups, newsletters were often circulated to the parishes, and the school network was also utilised. Given the limited digital networks in some areas, it was acknowledged that this wasn't a universal solution, and that more thought was needed about their reach. C/Supt Hughes welcomed feedback on how to improve their engagement practices.
- Engagement plans have been shared with the OPCC. Their assurance is provided through the GSB. They also feedback to the Head of Neighbourhoods and Partnerships.
- The Chief Constable declared that the force was institutionally racist in 2023 and participated in a documentary series *To Catch a Copper* that was aired in 2024⁵⁵. Given the impact of these on our communities (as well as staff), members had seen little evidence of the force communicating effectively with the wider public on what was being done to address the issues. Whilst there is a community engagement group under the Race Action Plan, it was acknowledged that they're not fully utilising Neighbourhood Policing Teams and their links with the public. This seemed like a missed opportunity through siloed working and something that would be addressed in the updated Strategy.
- They are piloting the College of Policing's *Neighbourhood Policing Programme*⁵⁶. This is evidence-based learning for officers and staff to equip them to prevent crime and anti-social behaviour, problem solve and improve relationships with communities. Training around engagement hopes to address a generational issue with some younger officers reluctant to initiate conversations. Some officers had also been trained in British Sign Language Levels 1 and 2 as part of their deaf awareness training.
- The recent PEEL inspection reported that the constabulary '*needs to make sure its operating model helps its workforce to address priorities and current and future demand*'⁵⁷. The strongest outcomes nationally appeared to come from geographic models that are more focused on individual local areas and remodelling in progress.

How visibility is maximised in communities

- Neighbourhood Policing performed well in the recent PEEL Assessment, but the impact of abstractions was highlighted⁵⁸. Staff are being utilised to help manage increased demand in a planned and ad hoc way and are carrying higher levels



of crime investigations that are not linked to their roles. They are looking to minimise this.

- They have a comparably high number of PCSOs, even with the reduction in numbers.
- The *Right Care, Right Person* scheme is helping to reduce demands on policing by ensuring that calls concerning the safety of vulnerable people get the most appropriate support by the right professional at the outset⁵⁹.
- The *Neighbourhood Policing guarantee* would provide significant funding. It is important to determine how it could be best utilised to serve A&S⁶⁰.

Understanding communities (e.g. neighbourhood/community profiles)

- ASC no longer use commercial geodemographic segmentation products so the NPTs work with different partners to understand their communities to help target their engagement.

How the voice of the community is heard

- There are high-level expectations that the engagement mechanisms in each Beat area to identify local policing priorities are supported by the NPTs and for communities to be updated on what is being done to address their local priorities. High-level dip sampling by the C/Supt showed that information on their website wasn't up to date and this was being followed up. A Member shared how their NPTs could no longer support their once active priority setting meeting as of 18 months ago, so they now collate issues and forward them on. An offer was made to follow this up.

Opportunities for communities to participate in policing (Active citizens, including Neighbourhood Watch, Community Speed Watch etc)

- The public can participate in policing by:
 - Becoming a *Police Support Volunteer*⁶¹ or joining the *Special Constabulary*⁶². For young people, joining the National Volunteer Police Cadets programme for Cadets aged 13-17 years⁶³ and *Mini-Police* aged 8-11 years⁶⁴.
 - Becoming an *Independent Advisory Group* member⁶⁵.
 - Joining community partnerships such as *Neighbourhood Watch*⁶⁶, *Community SpeedWatch*⁶⁷, *Farm Watch*⁶⁸ and *Horse Watch*⁶⁹.

Opportunities for the public to participating in policing is seen as area of strength.

Our observations

- In December 2023, we were advised that a Communication and Engagement Strategy was being developed. It appears to still be under development. Noting



how influential both communication and engagement can be to improving public confidence, it's essential to set the approach, deliver expectations and monitor performance, especially as there seems to be a disconnect between what senior officers expect is happening and what is happening.

Strengthening Neighbourhood Policing forms part of our third recommendation and one of our key questions.

- The Panel has long been concerned about the capacity of NPTs to do their role effectively, noting that they had a pivotal role in delivering key elements in the 2021-2025 Plan that should have raised public confidence. It's notable that strengthening them is a key priority in the current 2024-2029 Plan. Planned and ad hoc abstractions were noticed and felt by many Panel Members who have been raising them with the PCC through Panel meetings for many years.

Strengthening Neighbourhood Policing forms part of our third recommendation.

- Their 2023/2025 PEEL Assessment was published in February 2025 found that NPTs can't always concentrate on their core roles⁷⁰. During times of increased demand on police resources during the summer, neighbourhood police officers are regularly abstracted to cover emergency incidents, particularly in more rural areas. They're also regularly abstracted on an ad hoc basis due to a lack of response team personnel or them being too far away to respond timely. In addition, NPT officers retain the crime report to investigate (some off their beat area) or are allocated other crimes to investigate, despite them not relating to their role. The Inspectorate noted that steps had taken to minimise disruption by only abstracting 50 percent of neighbourhood officers at any one time.

Strengthening Neighbourhood Policing forms part of our third recommendation and strengthening the oversight of Inspectorate concerns forms part of our fifth recommendation.

11. Current position

11.1 New Commissioner and Police and Crime Plan

In May 2024, Clare Moody was elected as the new A&S PCC and issued her 2024-2029 policing plan based on the five priorities outlined in her manifesto:

- Strengthen Neighbourhood Policing
- Reduce Violent Crime
- Prevent Crime
- Support Victims of Crime
- Improve Standards of Policing

The final plan was presented to the Panel on 10 December 2024 with an understanding that an Action Plan would be developed by March 2025 that's now overdue. This Action Plan would be instrumental in directing the delivery the priorities and detailing how success would be measured.

There is overwhelming evidence that a strong Neighbourhood Policing model and improved policing standards can improve public confidence. Given that this plan is more succinct than its predecessor, we hope that those responsible for its delivery are better able to succeed.

11.1 Local Public Confidence Survey

The most recently published public confidence survey data from the PCC is in the *Annual Report of the Avon and Somerset Police and Crime Commissioner (1 April 2023 – 31 March 2024)*⁷¹. This was presented to the Panel on the 27th June 2024 by the newly elected PCC⁷². An update was provided for priority 4 from the 2021-2025 Police and Crime Plan: *Increasing the legitimacy of, and public confidence in, the police and criminal justice system.*

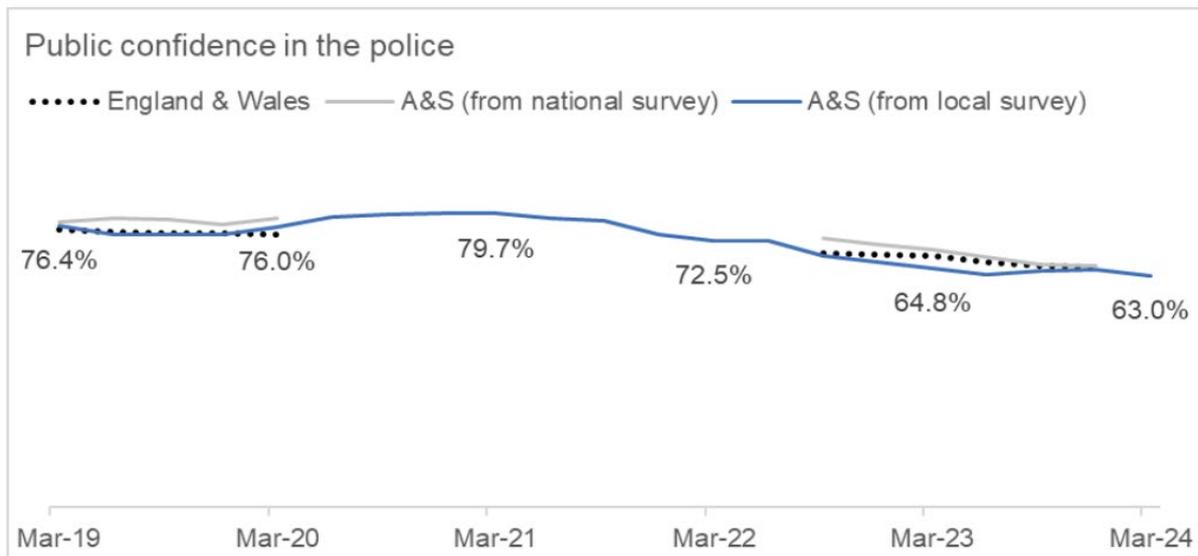


Figure 3. Public Confidence Chart (PCC Annual Report 2023-24)

Figure 3 shows

'the percentage of people that agree they have confidence in the police (Avon and Somerset compared to national) – as measured through the local police and crime survey and the Crime Survey for England and Wales – for the years 2018/19 – 2023/24.

The most recent year shows the lowest levels of confidence in policing for at least the last six years. This is true of Avon and Somerset but also nationally. Avon and Somerset Police are 27th out of 42 police services'.

This 2023-2024 Annual Report states that this is the lowest levels of confidence in policing for at least the last six years. Three measures being compared:

- England & Wales
 - From the National Survey for Avon and Somerset (A&S)
 - A&S local survey
- It's unclear which source was being specifically referenced.

The previous years PCC Annual Report (2022-2023) indicated that the public confidence survey that commenced in 2014/15, recorded its lowest annual result in 2022-2023, standing at 64.8%. This is discussed more on page 7 of this report.

The current position of 63% is seemingly the lowest annual result since the survey started in 2014/15, not just the lowest in the last six years. This is significant considering that the primary objective of the 2021-25 Police and Crime Plan was to enhance public confidence.

11.2 Precept Survey Data

The 2025-2026 annual police precept survey ran from the 15th August 2024 for around 4 months⁷³. The Likert scale question of, 'I have confidence in the police' was asked again. Noting that there were fewer respondents this time, the percentage of those who agreed or strongly agreed dropped by 4.3% to 41.4%. These tables compare the results from the commencement to concluding our sub-committee.

| Agreement level | I have confidence in the police | | | | | |
|----------------------------|---------------------------------|-------|-----------|-------|-----------|-------|
| | 2022-2023 | | 2023-2024 | | 2025-2026 | |
| Strongly disagree | 620 | 11.1% | 567 | 15.1% | 531 | 17.2% |
| Tend to disagree | 1087 | 19.4% | 738 | 19.6% | 674 | 21.8% |
| Neither disagree nor agree | 1129 | 20.1% | 618 | 16.4% | 605 | 19.6% |
| Tend to agree | 1810 | 32.3% | 1069 | 28.4% | 848 | 27.4% |
| Strongly agree | 867 | 15.5% | 650 | 17.3% | 432 | 14% |
| Don't know | 92 | 1.6% | 118 | 3.1% | 70 | |

| Survey year | Number of respondents | % agreed or strongly agreed |
|-------------|-----------------------|-----------------------------|
| 2022/23 | 2677 | 47.8% |
| 2023/24 | 1719 | 45.7% |
| 2025/6 | 1280 | 41.4% |

Public Confidence has continued to decline to its lowest level since our concerns were raised in 2023.



12. New insights since setting our scope

12.1 An evidence-based guide to Improving Public Confidence in the Police

In January 2025, the College of Policing published their *Evidence-based Guide to Improving Public Confidence in the Police*⁷⁴, guiding that it offers the best available evidence on the policing activities that are most likely to have a positive impact on public confidence. One of their key headlines is that implementing neighbourhood policing to a high standard in local areas can lead to '*quick, large and sustained increases in public confidence*'. The key components are:

- A targeted visible policing presence
- Community engagement
- Effective problem-solving to tackle the issues that matter most to local people
- Providing people with information about neighbourhood policing
- Improving contact with victims and suspects

Other aspects include making fair decisions and treating people respectfully, and adhering to ethical and professional standards.

12.2 Insights from Chief Constables to the HM Chief Inspector of Constabulary

In July 2024, the Annual Assessment of Policing, State of Policing Report for 2023 was published⁷⁵. The reports first key section is about restoring public trust and confidence. HMCIFRS Andy Cooke had asked Chief Constables what could help improve public trust and confidence. Their views fell broadly into four areas:

- *Being transparent with the public and showing a commitment to stopping unsuitable people from joining or remaining in the service*
- *Investing in neighbourhood policing to tackle local crime and engage with communities*
- *Improving how the police treat the public to make sure that all interactions and encounters are professional*
- *Improving police performance by dealing with requests for service on 101 and 999 calls quicker and more effectively, and better investigating crime to get the right outcomes and support for victims*

He advised that Chief Constables and PCCs recognised that forces need to get better at communicating with the public and should be doing more to inform the public of their actions and reasons for optimism.

12.3 Avon and Somerset 2023/2025 PEEL HMICFRS Assessment

The latest 2023-2025 PEEL Assessment was published in February 2025. Their inspection assessed how good ASC was in nine areas of policing and graded eight areas as follows:

| Outstanding | Good | Adequate | Requires improvement | Inadequate |
|-------------|------------------------------------|---------------------------------|---------------------------------|------------|
| | Police powers and public treatment | Developing a positive workplace | Responding to the public | |
| | Preventing crime | | Investigating crime | |
| | | | Protecting vulnerable people | |
| | | | Managing offenders | |
| | | | Leadership and force management | |

HM Inspector's summary,

'I am satisfied with some aspects of the performance of Avon and Somerset Constabulary in keeping people safe, reducing crime and providing victims with an effective service. But there are areas in which the constabulary needs to improve.

Since our last inspection, the constabulary has improved its performance in some areas, but there are many areas that still require improvement. And some of the areas for improvement are identical to those we identified in the last inspection.

....

we found that the leadership and governance of the constabulary could be improved in terms of its overall management structure and operating model, its use of data, and how its leaders communicate and work with their workforce'⁷⁶.

The PCCs revised GSB process went live in February 2025. The standing agenda items includes a monthly focus on a PEEL Assessment question.



Police Question Time (PQT) was launched in July 2024 by the new PCC Clare Moody where she holds a 30-minute monthly meeting to question the Chief Constable. The public are invited to submit questions on set themes ahead of the session and it is streamed live on Facebook and LinkedIn. Following the PEEL Assessments publication, February's PQT focussed on the 2023-25 PEEL report.

12.4 Angiolini Inquiry Part 2

In February 2025, Lady Angiolini wrote to the Chair of the National Police Chiefs' Council (NPCC), Chief Constable Gavin Stephens, copying it to all Chief Constables and the Home Secretary⁷⁷. Her letter titled *Angiolini Inquiry Part 2. Update on list of issues and Part 1 Recommendations*, advises that her evidence gathering for Part 2 of the Angiolini Inquiry was still under way and highlighted a serious vetting concern that could not wait until it concludes.

The updated Authorised Professional Practice on vetting, released by the College of Policing in December 2024, does not incorporate the recommendation to explicitly prohibit individuals with a conviction or caution for a sexual offence from obtaining vetting clearance and becoming police officers. It appears that the College will revisit this should new policing regulations be introduced to address it, though a formal request has not been made.

12.5 Considerations

These new insights help to confirm that our original areas of scope were relevant. Two insights specifically highlight the role that NPTs can play in improving public confidence along with effective communication with the public.

Given that the Angiolini Inquiry was established to investigate how an off-duty police officer was able to abduct, rape and murder a member of the public, acting on the recommendations should help to restore some public confidence. The Panel would be interested to know how the PCC can help to move this forward, noting the risks involved to people and the organisation if it isn't.

This is one of our key questions.

13. Conclusion

Our inquiry set out to understand the factors that can influence public confidence and best practice interventions that may improve it. This has been achieved.

We also set out to review and scrutinise the PCCs strategy and assurance mechanisms, to ensure that they are being taken forward effectively.

The 2021-2025 Police and Crime Plan was the former PCC's broad strategy to increase public confidence in policing. Sadly, public confidence has continued to decline since our concerns were raised in 2023. The last data set published in 2023-2024 showed that public confidence was at its lowest level of 63% since the local survey started in 2014-2015.

Whilst the new 2024-2029 Plan is much more succinct, academic research and survey findings show that that public confidence is influenced by a broad range of factors. Understanding the main causes and employing tailored, evidenced-based interventions is likely to produce a more successful strategy to increasing public confidence in policing.

This informs our first recommendation.

Policing faces many challenges, including the pace of communication globally, the spread of disinformation and people wanting to receive information in different ways. HMCIFRS advised that Chief Constables and PCCs recognised that forces need to get better at communicating with the public, doing more to inform them of their actions. We've heard about how it should be done locally, using a variety of channels that's not limited to mainstream media alone. This needs to be more consistently felt in our communities as the reality is different, as reported by many Members.

Whilst a specialist team is managing communications for the Tackling Disproportionality programme, intending to reach those most affected, the Chief Constable's public declaration of institutional racism in 2023 was widely heard and deeply felt. Opportunities to engage NPTs with key messages to share through their networks was seemingly missed so the system appears siloed rather than joined up. It's hoped that the new Engagement and Communication Strategy will provide the necessary overarching strategic direction.

This informs our second recommendation.

We welcomed the PCC's new priority of strengthening Neighbourhood Policing as there's an evidence-base shared by the College of Policing that implementing neighbourhood policing to a high standard can lead to '*quick, large and sustained increases in public confidence*'. The key components are targeted visible policing,



engagement, solving local priorities and updating on progress. This approach mirrored two former Neighbourhood Policing commanders' expectations. Members shared their experiences, noting that capacity issues were harming their broader engagement aspirations. Planned and ad-hoc abstractions were highlighted by the recent HMICFRS PEEL Assessment with acknowledgement of the steps being taken to limit abstractions. Members were also concerned about visibility in rural communities, especially villages where even a digitally supported solution wasn't a universal option due to patchy networks in some areas.

Given the Neighbourhood Policing Guarantee, a promise of better abstraction management, new operating model arrangements pending, and bespoke training being rolled out, we welcome the opportunity to scrutinise the PCC's first priority more closely in March 2026 when these activities have had an opportunity to bed in.

This informs our third recommendation.

The Chief Constable declared 2024 as the force's 'Year of Leadership'. ASC were inspected halfway through that year for the HMICFRS PEEL Assessment. The area of 'Leadership and Force Management' was graded as 'Requires Improvement'. The Inspectorate reported that ASC is providing thoughtful leadership training, but leaders were not being held to account for their own or their team's performance. They lacked data and a clear understanding of expectations that hinders their effectiveness, and they need to improve two-way communication with staff. The Panel heard from the Chief Constable in February 2025 who shared her concerns about the lack of supervisory one-to-ones due to capacity, and their new reflective practice not operating as envisaged. We were impressed with the wealth of leadership training and development activity in place at all levels, though effective evaluation to understand what difference this costly investment has made is key to determining its value and impact.

This informs our fourth recommendation.

His Majesty's Inspector of Constabulary Michelle Skeer said: *'I am satisfied with some aspects of the performance of Avon and Somerset Constabulary, but there are areas in which the constabulary needs to improve. And some of the areas for improvement are identical to those we identified in the last inspection'*.

The Governance and Scrutiny Board has been refined and the OPCC can now actively participate in Constabulary Committees. We look forward to seeing the outcome of these changes help the PCC to better hold the Chief Constable to account for performance. We welcome the opportunity to scrutinise the PCC's strategic oversight of HMICFRS Inspection outcomes with a report to the Panel agreed for December 2025.

This informs our fifth recommendation.



14. Recommendations to the Police and Crime Commissioner

Our recommendations have been developed to help support the PCC in addressing the issues that undermine public confidence in policing. Our exploratory sessions also identified several key questions that we have not positioned as recommendations.

The Panel respectfully requests that the PCC considers the recommendations and questions set out below and provides her response to each by 5th September 2025. The Panel can then consider its next steps.

14.1 Recommendations

Recommendation 1

A robust plan to increase public confidence

The PCC implements a specific plan to increase public confidence that's based on analysis and shared with the Panel for ongoing scrutiny.

Recommendation 2

Effective communication with the public

The PCC, jointly with ASP, is assured that their communication approach is driven by a robust strategy, uses different ways to reach those who need to hear messages and is joined up internally to collectively respond to notable issues.

Recommendation 3

Strengthening Neighbourhood Policing

The PCC supports the College of Policing's new evidence aimed at 'quickly' increasing confidence, by holding the Chief Constable to account on delivering its key interventions of targeted visible policing, engagement, solving local priorities and updating on progress.

We welcome the opportunity to scrutinise the PCC's Strengthening Neighbourhood Policing priority in March 2026.

Recommendation 4

Internal and external (public) confidence in police leadership

That the PCC takes specific interest in the PEEL outcome that all-round leadership performance needs to improve and senior leaders need to be more connected, responsive and clearer with their workforce. Additionally, the investment in leadership training is evaluated to ensure effectiveness.

Recommendation 5

Strengthen the oversight of Inspectorate concerns

The PCC has robust oversight of HMICFRS Inspection outcomes, especially systemic issues or themes.



We welcome the opportunity to scrutinise the PCC's approach in December 2025 and defining a regular reporting mechanism into the Panel going forward.

14.2 Key questions

1. Creating an effective partnership to support the TD governance framework has been challenging. The landscape is complex with national verses local leads, financial restraints, and having capable people at the right level to make decisions with capacity, knowledge and skill. Ongoing efforts to resolve issues must be time consuming and detrimental to the programme's strategic aim. To secure the necessary commitment from all partners, how effective has escalation to the highest level locally or nationally been and what's the next step if it proves to be unsuccessful?
2. The Angiolini Inquiry was established to investigate how an atrocity committed by a servicing police officer was able to happen. Its recommendations are designed to prevent it from happening again and to restore public confidence. The College of Policing Authorised Professional Practice on vetting doesn't include the recommendation to explicitly prohibit those with a sexual offence conviction or caution from obtaining vetting clearance and becoming police officers. It seemingly requires new policing regulations to address it and at the time (February 2025), no formal request had been made. Can the PCC and the Association of Police and Crime Commissioners add their influence, recognising its important aim?
3. In December 2023, we were advised that a Communication and Engagement Strategy was being developed. After 18 months, it has yet to be published. Noting how influential both communication and engagement can be to improving public confidence and delivering the Plan, it's essential to set the approach, deliver expectations and monitor performance, especially as there seems to be a disconnect between what senior officers expect is happening and what is happening.
How are you holding ASC to account in the absence of a clear approach?
4. The GSB was being refined so information from the Constabulary can be utilised in a more thematic way. In addition, the OPCC can now actively participate in Constabulary Committees instead of just observing.
How are these changes helping to strengthen the PCCs role in holding the Chief Constable to account for performance.
5. We heard many examples of good work benefiting the communities in Bristol particularly. We appreciate that areas of high demand require more resources and partnership working but the balance seems to be more weighted. The policing needs of rural communities also require careful consideration and bespoke approaches that extends beyond towns to remote villages.

15. Learning from our approach

The Panel may set up a sub-committee or task group to undertake specified functions of the Panel, notably to conduct in-depth scrutiny reviews into the work of the Commissioner or investigate a specific issue.

This sub-committee was appointed during our Panel's Annual General Meeting (AGM) in June 2023 and is due to report back to our Panel's AGM June 2025. This has been a very informative but somewhat drawn-out piece of work, and it would be useful to reflect on what went well, and the opportunities to improve our approach that may help the effectiveness of future sub-committees.

15.1 What went well

Given that our interests were rightfully set at a strategic level, our range of witnesses were all high-level police officers and staff from ASC. Their strategic oversight, insights and expertise proved to be informative in a way that a written report alone could not have achieved. We heard firsthand about governance, intent, activities and challenges and observed some notable levels of candour that was welcomed.

15.2 Opportunities to improve

There were several challenges, with some presenting themselves to higher degrees. Whilst the Panel firmly believed that this was a necessary piece of work that was clearly evidenced, the Sub-Committee often perceived that this view wasn't shared as passionately by the OPCC. There were many occasions when we needed to reexplain our purpose, approach and needs and it became quite challenging and distracting. The Panel has subsequently been advised that the OPCC did not believe their approach to be overly intrusive, but inevitably this was the end result.

a) Defining our scope

In the absence of a specific strategy or plan to improve public confidence based on local analysis, we initially struggled to define our scope. Given the extent of the then 2021-2025 Police and Crime Plan, almost every aspect of policing was in scope as the Plan's overall goal was to increase public confidence. This didn't help to narrow our focus. The scoping document offered by the OPCC was useful to a degree, but a little more input about specific aspects that are affecting public confidence locally would have been especially welcomed. The time invested to study the literature review was well spent. It proved to be very informative, and it was reassuring that what we drew out from it, mirrored the more recent insights that have since emerged as highlighted in part 12 of this report.



b) Inviting witnesses to participate

Historically, we have extended invitations through the OPCC out of courtesy. We were conscious that we didn't want to cause undue demand on the OPCC and are happy to approach potential witnesses directly.

We were also conscious of the number of officers from the OPCC taking part and supporting our sessions, noting the different roles and expertise of each member. Perhaps a stronger understanding of the purpose of each session may have helped to reduce the number of officers attending and the impact this had on them.

We recognise that the contributors' time is finite and valuable in both preparing for and attending our exploratory sessions. Their knowledge and expertise was essential in helping us to understand the context that will enable us to better support and challenge the PCC. We acknowledge their contribution with deep appreciation.

Our first session in December 2023 explored the Communication theme and it was a bit of a test case. We were interested in the strategy or plan to improve public confidence in policing through communication with the public. We welcomed the Director of Communications and Engagement from ASC. We were grateful to the OPCC for sharing their three strategies in relation to Communications, Engagement and Consultation that were aimed at increasing public confidence, but in the PCC rather than in policing. This was a little off topic, but it was useful as it highlighted our need to be specific through a workplan and to also hear first-hand from those more directly connected with the knowledge base, should they accept our invitation to participate.

c) Preparing witnesses to participate

We were conscious that the OPCC were acting as a 'go-between' to help facilitate contributors in terms of briefing them on the purpose, our ask, and checking availability. If the Panel did this directly, it could better manage the interactions end to end through a single point of contact. This would reduce the burden and demand on the OPCC. Furthermore, we can ensure that any concerns are allayed at the outset, such as assuring that we are cognisant of our role being one of support and challenge to the PCC, and not scrutiny of the constabulary. We can also agree any caveats if required.

d) Devising a workplan

Initially, our Terms of Reference directed our focus and acted as our work plan. It became clear that we needed to develop the information under each of the four themes to help the OPCC identify the best contributors. We were able to develop a



workplan from the information we had gleaned from research, coupled with the professional knowledge within our membership. This can be limiting as we don't know what we don't know. In supporting DCI Giles for her presentation to the Panel in March 2025, our Panel Lead Officer and Sub-Committee Chair had a short virtual meeting with her to discuss the scope of her report and what to expect. This worked well as the DCI was also able to use her professional judgement and subject matter expertise to help inform the agenda item and it was highly informative as a result. Speaking directly to contributors in advance proved to be helpful for both parties.

e) Clarity around the role and function of the sub-committee

There were times when the OPCC may have considered that we had overreached in terms of our role and purpose. We were conscious that we had assured of our approach as set out in numerous Panel Guidance documents. We appreciate that our approach would have felt different from the norm, given the necessity to gather information to understand the context that would then enable us to support and challenge the PCC. It may be useful going forward, to have even deeper in person discussions to allay any concerns at the outset.

15.3 Reviewing the value of this approach

The work of the sub-committee has taken place over a two-year period. It would be useful to evaluate its effectiveness. The timescale would need to be considered once the PCC's response to our recommendations is received.

16. Acknowledgements

We would like to extend our heartfelt thanks to the PCC and their Office for their kind support through this journey and process. We are grateful to them for their contributions and for inviting and arranging witnesses to attend to help make our exploration sessions as insightful and productive as possible.

We are especially grateful to Avon and Somerset Constabulary and to the five high-level contributors, Neil Bennett, ACC White, C/Supt Hughes, Louise Hutchison and DCI Giles who kindly provided their time and expertise to our exploration sessions. We appreciate their efforts in preparing for the sessions and for their enthusiastic contributions and insights during them. They enriched our understanding in a way that a written report simply couldn't. We welcomed the candour in respect of some of the challenges faced and hope that their ambition and collective efforts are soon rewarded with an upturn in public confidence in their service.



We would also like to acknowledge the invaluable support of our Panel's Lead Officer Pat Jones. Her knowledge, experience and expertise are inimitable, and we are privileged to have her. Furthermore, we extend our sincere appreciation to Pippa Triffett for her diligence and efficiency in organising sessions and meticulously minute taking as this significantly helped to inform this report.

As Sub-Committee Chair, I wanted to express my sincere appreciation to our members Gary Davies and Councillors Nicola Clark and Brian Bolt who were so invested in this work throughout. Their thoughtful participation and insightful contributions played a crucial role in processing our findings and shaping our recommendations. Thank you for your hard work and for being an essential part of this journey.

Julie Knight,
Independent Member, Sub-Committee Chair & Panel Vice Chair

17. Glossary

| | | |
|--------|--------------------------------|---|
| AGM | Annual General Meeting | |
| A&S | Avon and Somerset (police) | |
| ASC | Avon and Somerset Constabulary | |
| ASP | Avon and Somerset Police | |
| C/Supt | Chief Superintendent | Senior rank in policing |
| | College of Policing | Sets technical and professional standards for policing |
| | Constabulary Committees | Purpose to provide direction, control and assurance around the delivery of key strategic priorities and improvement |
| CMB | Constabulary Management Board | Governance Board that's held monthly and chaired by the Chief Constable |
| CJS | Criminal Justice System | Collective body responsible for administering justice |
| DCI | Detective Chief Inspector | Senior rank in policing |
| GSB | Governance and Scrutiny Board | Forum for formal decision-making by the PCC and where they |



| | | |
|---------|--|--|
| | | formally hold the Chief Constable to account |
| HMICFRS | His Majesties Inspectorate of Constabulary | Independently assess the effectiveness and efficiency of police forces and fire & rescue services, in the public interest |
| HMCIFRS | His Majesty's Chief Inspector of Constabulary and Fire & Rescue Services | Leads the HMICFRS, body responsible for inspecting police forces and fire & rescue services |
| ISB | Independent Scrutiny Board | Provides authentic oversight and accountability to the TD programme sitting alongside its Steering Committee |
| LCJB | Local Criminal Justice Board | Bring together criminal justice organisations at police force area level to support joint working and improve services |
| NPT | Neighbourhood Policing Team | Team of police officers and Police Community Support Officers (PCSOs) dedicated to policing a specific local area |
| NPCC | National Police Chiefs Council | Brings UK police leaders together to set direction in policing and drive progress for the public |
| OPCC | Office of the Police and Crime Commissioner | Office that supports the PCC in delivering their statutory functions and the Police and Crime Plan |
| Panel | Avon and Somerset Police and Crime Panel | A statutory partnership that supports and scrutinises the decisions and activities of the PCC |
| PACT | Partners and Communities Together | Public forums where communities can engage with local police and agencies to identify community safety concerns (local priorities) for problem solving |
| PCC | Police and Crime Commissioner for Avon and Somerset | An elected official responsible for overseeing the police services |
| PEEL | Police Effectiveness, Efficiency and Legitimacy assessment | Regular assessment of police forces to assess how good forces are in several areas of policing |

| | | |
|------|---|--|
| Plan | Avon and Somerset Police and Crime Plan | Outlines the PCC's priorities for the area and how the PCC will work with partners to achieve them |
| PCSC | Avon and Somerset Police and Crime Panel, Public Trust and Confidence Sub-Committee | Undertakes specified functions of the Panel |
| PQT | Police Question Time | Forum for the PCC to publicly hold the Chief Constable to account that's livestreamed monthly |
| TD | Tackling Disproportionality | Programme of work developed to make A&S CJS fair, inclusive, and anti-racist |

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34. *The Identifying Disproportionality in the Avon and Somerset Criminal Justice System*



<https://www.avonandsomerset-pcc.gov.uk/wp-content/uploads/2022/01/Identifying-Disproportionality-Report.pdf>

35. *Police Race Action Plan*

<https://www.college.police.uk/support-forces/diversity-and-inclusion/action-plan>

36. *Race Matters*

<https://www.avonandsomerset.police.uk/about/policies-and-procedures/equality-and-diversity/race-matters/>

Page 23

37. *Avon and Somerset PEEL Assessment 2023–2025. Pages 39-40*

<https://hmicfrs.justiceinspectors.gov.uk/peel-reports/avon-and-somerset-2023-25/>

38. *Avon and Somerset PEEL Assessment 2023–2025. Page 3*

<https://hmicfrs.justiceinspectors.gov.uk/peel-reports/avon-and-somerset-2023-25/>

Page 24

39. *National Leadership Standards*

<https://www.college.police.uk/article/leadership-standards>

Page 25

40. *Sergeant and Inspector Promotion and Progression (SIPP)*

<https://www.college.police.uk/article/testing-new-process-promotion-and-progression-sergeants-and-inspectors>

41. *Neighbourhood Policing Programme College of Policing*

<https://www.college.police.uk/article/new-training-neighbourhood-policing>

42. *Improving Public Confidence in the Police: An Evidence Based Guide*

https://assets.college.police.uk/s3fs-public/2025-01/Improving-public-confidence-in-the-police-guide.pdf?VersionId=XpjDwAk0rd7AjDXNdBY75lmCNWDJJ_7k

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43. *Avon and Somerset PEEL Assessment 2023–2025. Pages 49-49*

<https://hmicfrs.justiceinspectors.gov.uk/peel-reports/avon-and-somerset-2023-25/>

44. *The Lammy Report*

<https://www.gov.uk/government/publications/lammy-review-final-report>

45. *The Identifying Disproportionality in the Avon and Somerset Criminal Justice System*

<https://www.avonandsomerset-pcc.gov.uk/wp-content/uploads/2022/01/Identifying-Disproportionality-Report.pdf>

46. *Police Race Action Plan*

<https://www.college.police.uk/support-forces/diversity-and-inclusion/action-plan>

47. *Tackling Disproportionality Independent Scrutiny Board*

www.avonandsomerset-pcc.gov.uk/wp-content/uploads/2024/02/TD-Scrutiny-Board-Posters-A3.pdf

Page 27

48. *Independent Scrutiny of the use of Police Powers Panel (ISOPPP)*

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

49. *Independent Scrutiny of Police Complaints Panel (ISPCP)*

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

50. *Out of Court Resolutions Scrutiny Panel*



<https://www.avonandsomerset-pcc.gov.uk/get-involved/volunteering-opportunities/out-of-court-resolutions-scrutiny-panel/>

51. *Independent Custody Visiting Scheme*

<https://www.avonandsomerset-pcc.gov.uk/get-involved/volunteering-opportunities/independent-custody-visiting-scheme/>

Page 29

52. Tackling Disproportionality Independent Scrutiny Board

www.avonandsomerset-pcc.gov.uk/wp-content/uploads/2024/02/TD-Scrutiny-Board-Posters-A3.pdf

Page 30

53. Somerset Local Community Networks

<https://www.somerset.gov.uk/local-community-networks/>

54. Independent Advisory Groups

<https://www.avonandsomerset.police.uk/about/independent-advisory-groups/>

Page 31

55. *To Catch a Copper 2024 British documentary series*

<https://www.channel4.com/programmes/to-catch-a-copper>

56. *Neighbourhood Policing Programme* College of Policing

<https://www.college.police.uk/article/new-training-neighbourhood-policing>

57. Avon and Somerset PEEL Assessment 2023–2025. Page 50

<https://hmicfrs.justiceinspectorates.gov.uk/peel-reports/avon-and-somerset-2023-25/>

58. Avon and Somerset PEEL Assessment 2023–2025. Page 19

<https://hmicfrs.justiceinspectorates.gov.uk/peel-reports/avon-and-somerset-2023-25/>

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59. ASP Right Care, Right Person approach to concern for safety calls

<https://www.avonandsomerset.police.uk/media/32962049/right-care-right-person.pdf>

60. *Neighbourhood Policing guarantee*

<https://www.gov.uk/government/publications/neighbourhood-policing-guarantee-performance-framework>

61. Police Support Volunteer

<https://www.avonandsomerset.police.uk/apply/jobs-and-volunteering/volunteer/>

62. Special Constabulary

<https://www.avonandsomerset.police.uk/apply/jobs-and-volunteering/special-constabulary/>

63. National Volunteer Police Cadets programme

<https://www.avonandsomerset.police.uk/apply/jobs-and-volunteering/police-cadets/>

64. Mini-Police

<https://www.avonandsomerset.police.uk/apply/mini-police/>

65. Independent Advisory Group

<https://www.avonandsomerset.police.uk/about/independent-advisory-groups/>

66. Neighbourhood Watch

<https://www.avonandsomerset.police.uk/apply/neighbourhood-watch-scheme/>

67. *Community SpeedWatch* scheme

<https://www.avonandsomerset.police.uk/apply/community-speedwatch/>

68. *Farm Watch* scheme



- <https://www.avonandsomerset.police.uk/apply/farm-watch/>
69. Horse Watch scheme
<https://www.avonandsomerset.police.uk/apply/horse-watch/>
- Page 33**
70. Avon and Somerset PEEL Assessment 2023–2025. Page 19
<https://hmicfrs.justiceinspectors.gov.uk/peel-reports/avon-and-somerset-2023-25/>
- Page 34**
71. Annual Report of the Avon and Somerset Police and Crime Commissioner (1 April 2023 – 31 March 2024). Page 49
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72. Avon and Somerset Police and Crime Panel Reports Pack - Tuesday, 27th June 2024.
<https://democracy.somerset.gov.uk/ieListDocuments.aspx?CId=225&MId=7405&Ver=4>
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73. 2025-2026 Precept Survey
<https://somerset.moderngov.co.uk/documents/s40545/Item%208b%20-%202025-26%20Precept%20Survey%20Analysis.pdf>
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74. *Improving Public Confidence in the Police. An evidence-based guide.* College of Policing
https://assets.college.police.uk/s3fs-public/2025-01/Improving-public-confidence-in-the-police-guide.pdf?VersionId=XpjDwAk0rd7AjDXNdBY75ImCNWDJJ_7k
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76. Avon and Somerset PEEL Assessment 2023–2025.
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- Page 38**
77. Angiolini Inquiry Part 2 - Update on list of issues and Part 1 Recommendations. Points 7 and 8.
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19. Appendices

APPENDIX A

PCP Public Trust and Confidence Sub-Committee – Scoping to inform development of Terms of Reference

| Strand | Driver (include links where available) | Owner | Accountability Mechanism (for oversight by PCC and/or delivery by OPCC) | Comments |
|---|---|-------|---|----------|
| Police and Crime Plan | | PCC | GSB/PAB Quarterly Performance Reports OPCC Business Plan | |
| Priority 4: Increasing the Legitimacy of, and Public Confidence in, the Police and CJS | Police and Crime Plan <ul style="list-style-type: none"> - Representative Workforce - Inequality & Disproportionality - Use of Police Powers - Complaints - Data and Information - Scrutiny, Performance & Learning | PCC | GSB/PAB Quarterly Performance Reports ID SteerCo / External Scrutiny / LCJB OPCC Business Plan – Objective 1: <i>Engage with diverse communities and facilitate external scrutiny of police performance, supporting</i> | |



| | | | | |
|------------------------------|---|-----|---|--|
| | | | <p><i>legitimacy and public confidence.</i></p> <p>This is now supported by an expanded engagement team, in addition to:</p> <p>PCC Scrutiny Panels: ISOPPP (police powers), ISPCP (complaints), OoCD (out of court disposals)</p> <p>Constabulary Confidence & Legitimacy Committee</p> <p>OPCC Appointment of Community Engagement Event Manager</p> <p><i>(Introductory presentation at PCP Training Day on 20 September 2023)</i></p> | |
| Public Confidence in the CJS | PCC statutory responsibilities for CJS Chair of LCJB | PCC | LCJB <ul style="list-style-type: none"> - Business Plan - Scorecard | |



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| | | | | |
|---|--|---|---|--|
| <p>PEEL Improvement Plan specifically: Responding to the Public</p> | <p>A&S PEEL AFIs HMICFRS reports OPCC for Avon and Somerset (avonandsomerset-pcc.gov.uk)</p> | <p>Chief Constable / ACC White</p> | <p>GSB – Monthly reports Constabulary Management Board Gold Group – Crime Recording & Data Integrity</p> | |
| <p>Cultural Change</p> | <p>HMICFRS Misogyny / Vetting / Conduct HMICFRS reports OPCC for Avon and Somerset (avonandsomerset-pcc.gov.uk)</p> <p>National Race Action Plan – A&S response Police Race Action Plan College of Policing</p> <p>A&S Tackling Disproportionality Review Identifying-Disproportionality-Report.pdf (avonandsomerset-pcc.gov.uk)</p> | <p>Chief Constable ACC White LCJB</p> | <p>Monitoring of response to HMICFRS reports via GSB/CMB Op Holden (vetting & standards) – OPCC oversight A&S Monthly Governance Meeting (attended by OPCC) – covering Race Action Plan & police recommendations of the Identifying Disproportionality report</p> | |



| | | | | |
|--|--|-------------|---|--|
| | <p>Police Dismissals Review</p> <p>Review into the process of police officer dismissals: terms of reference - GOV.UK (www.gov.uk)</p> | <p>OPCC</p> | <p>Multiagency Steering Committee</p> <p>Independent Scrutiny Board</p> <p>LCJB Oversight (PCC Chairs)</p> <p>A&S OPCC engaging with APCC to inform national review</p> | |
| <p>How is public confidence measured:</p> <ul style="list-style-type: none"> - Police (national) - CJS (national) - Local | <p>Crime Survey for England and Wales (CSEW) estimates of personal and household crime, anti-social behaviour, and public perceptions, by police force area, year ending March 2023 - Office for National Statistics</p> <p>IPSOS MORI / YouGov polls</p> <p>Local Police and Crime Survey: Extracts included in</p> | | | |



| | Quarterly Performance Report / PCC Annual Report | | | |
|------------------------------------|--|------------------------|--|--|
| <i>Gold Group Mechanism</i> | | <i>Chief Constable</i> | | <i>Operational / Strategic Gold Groups in response to risk to public confidence – OPCC attendance as required.</i> |
| <i>PCC Councillor Forum Events</i> | | | | <i>Opportunity for Panel Members to hear from local elected members about local perceptions / drivers for public confidence.</i> |
| <i>Prevention Assurance Report</i> | | | | <i>Opportunity for Panel Members to understand prevention approach / issues including Neighbourhood Policing model.</i> |
| National Context | | | | |



| | | | | |
|--|--|--|--|--|
| <p>PCC Review Part 2 Recommendations</p> | <p>Encourage the College of Policing to work with the APCC to assess what enables PCCs to build public confidence and engage communities, highlighting what works, and include this evidence within the 'what works' compendium.</p> | | | |
| <p>PCC Review Part 2 Recommendations</p> | <p>Amend the core PCC Guidance to reflect the PCC role in securing and maintaining public confidence in policing and tackling crime and ASB. The guidance will outline the importance of, and provide advice on, the PCC's role in holding the CC to account for their responsibility to understand and act to build public confidence. It will also set out how PCCs should reach out and engage diverse communities cross their local area, in order to help close the confidence gap.</p> | | | |
| <p>State of Policing Report</p> | <p>State of Policing: The Annual Assessment of Policing in England and Wales 2022 (justiceinspectorates.gov.uk)</p> | | | |
| <p>Casey Report</p> | <p>The Baroness Casey Review Metropolitan Police</p> | | | |



APPENDIX B

Avon and Somerset Police and Crime Panel Trust and Confidence Sub-Committee Terms of Reference

The role of the Police and Crime Panel is to scrutinise the actions and decisions of the Police Crime Commissioner, providing both support and challenge and acting as a critical friend.

Policing both nationally and locally is feeling the strain of a significant reduction in trust and confidence, brought about by a range of national and local policing issues which have undermined public attitude towards policing. A number of local incidents, events and publicity have reflected that Avon and Somerset Police Force is experiencing many of the national issues.

The Panel and academia regard public trust and confidence as a critical factor in delivering effective policing services. This sub-committee has been formed to provide both support and scrutiny of the Police and Crime Commissioner's approach. This is to ensure that opportunities are being taken to significantly rebuild confidence locally, as measured in the Public Confidence Survey and reported through the Police and Crime Plans performance indicators.

The purpose of this group is to:

1. Consider what trust and confidence mean and the importance of public perception of policing.
2. Understand factors that can influence public perceptions.
3. Identify best practice Interventions that may improve public perceptions of policing.
4. Review and scrutinise the PCC's strategy and the assurance mechanisms in place to ensure the strategy is being taken forward by the Constabulary.
5. Provide critical and constructive feedback to strengthen the approach.

In order to do this, the sub-committee will focus on four key elements – confidence, trust, legitimacy, and procedural justice.

Confidence:

Indirect awareness of policing in the area

Generalised support for the police as an institution (Cao, 2015).

Not just those who come into direct contact with the Police (Hohl et al., 2010).



Trust:

Direct contact with policing services

Relates to the integrity of the Police and compliance with ethical standards (Albrecht, 2019).

Likely if people feel they will be treated with procedural justice and crime is tackled effectively (Sargeant et al., 2017).

Legitimacy:

Belief that authorities, institutions and social arrangements are appropriate, proper and just (Tyler 2006).

Procedural justice:

Treating people with respect and dignity. Making decisions in fair, transparent and accountable ways. Allowing people a voice (Jackson and Bradford, 2019).

In considering these issues the sub-committee will examine the Avon and Somerset Police Commissioner's approach in the four key areas.

Communication

- Communication Strategy
- Digital/non-physical tailored local messages via local trusted channels
- Victim updates
- Callbacks

Engagement and Participation

- Understand communities (profile)
- Tailored engagement, various means inc. Schools
- Hear voice (PACT) You said etc tie to communication
- Active citizens (including NHW, CSW etc)
- Physical visibility plan (uniform)

Fairness

- Disproportionality work (light touch assurance?)
- Anything external from Inspectorate reports

Integrity

- Training (new style situational PPE)
- Inspectorate Reports: (ACC White) - Misconduct/ Misogyny (including vetting), PEEL
- Leadership and culture



Underlying principles

1. It is important to remember the purpose of the Panel and consider these issues in terms of the role of the Police and Crime Commissioner
2. Recognise that many of these areas will have existing governance and scrutiny, where the only role of a sub-committee might be to consider their effectiveness from the Commissioners perspective.
3. To minimise the work required to support the sub-committee from either the OPCC or the Force.

Membership

Chair: Julie Knight Independent Member & Vice Chair of Panel
Gary Davies Independent Member
Brian Bolt Councillor
Nicola Clark Councillor

In accordance with the Panel's Rules of Procedure, the sub-committee may wish to hear from experts, officers, stakeholders, councillors or residents who are not members of the Panel, and may invite relevant people to attend.

Meeting frequency

Bimonthly on-line Team Meetings and duration in line with progress.

Reporting arrangements

Reporting to the wider Avon and Somerset Crime Panel



APPENDIX C

Avon and Somerset Police and Crime Panel Public Trust and Confidence Sub-Committee Panel Work Programme 2024/2025

| Meeting date | Pillar | Notes | Contributors |
|------------------------------------|--|---|--|
| 4 th December 2023 | Communication | <ul style="list-style-type: none"> • Communication Strategy • Digital/non-physical tailored messages via local trusted channels • Victim updates • Callbacks | Neil Bennett, Director of Communications (ASP) Forward Maisokwadzo, Community Engagement & Stakeholder Manager (OPCC) |
| 28 th June 2024, 1pm | Integrity (Session 1) Inspectorate Reports - HMIC/PEEL, Misconduct, Misogyny, Vetting | <p>Priority 3 – Leading the Police to be Efficient and Effective</p> <p>The Police Reform and Social Responsibility Act 2011 places a legal duty on PCCs to “secure that the police force is efficient and effective”. HMIC assess the Police on three core pillars -Effectiveness, Efficiency and Legitimacy (PEEL).</p> <p>Asst. Chief Constable Will White is leading on the AFI work emerging from the last PEEL assessment.</p> <p>Priority 4 – Increasing the Legitimacy of, and Public Confidence in, the Police and Criminal Justice System</p> <p>Asst Chief Constable Will White is also the lead on the Race Matters work to combat Institutional Racism in the Constabulary (a project combining the Desmond Brown’s work below and the Race Action Plan produced by the College of Policing and National Police Chief’s Council). This is governed by a monthly delivery group which</p> | Asst Chief Constable Will White |



| | | | |
|---------------------------------|--|--|--|
| | | <p>reports into a Confidence and Legitimacy Committee.</p> <p>The OPCC is represented on this committee (see below*)</p> | |
| <p>30th September 2024, 2pm</p> | <p><u>Integrity (Session 2)</u> Training</p> <p>Leadership and Culture</p> | <p>Priority 3 – Leading the Police to be Efficient and Effective</p> <p>The right training is critical to being able to deliver Policing services in an effective and legitimate way.</p> <ul style="list-style-type: none"> • Is there a training strategy and what is its purpose? • Has an analysis of training needs been done? • What governance mechanisms are in place around training? • How is the plan being deployed and what assurance measures are in place to enable the Commissioner to be confident that tangible progress is being made? • How confident is the PCC that the training approach is helping to lower use of force levels and reduce complaints and why? • HMIC Areas for Improvement:- <ul style="list-style-type: none"> - the constabulary should consistently evaluate and share effective problem-solving practice. - the constabulary needs to ensure that neighbourhood policing officers have access to structured training. • Degree Holder Entry Programme, Domestic Abuse Matters, Bluestone, Stalking training, Neighbourhood specific Digital Academy for training <p>Priority 3 – Leading the Police to be Efficient and Effective.</p> <p>Leadership is pivotal to cultural change.</p> <p>- Leadership academy, crucial for providing the skills required for leadership. Digital platform was enhanced.</p> | |



| | | | |
|-------------------------|---|---|--|
| | | <p>- 7 events comprising 800 leaders explored the meaning of outstanding leadership in policing.</p> <ul style="list-style-type: none"> • What impact has this had? • What impact has the additional chief officer investment having a year in? • Is there a benchmark of what Leadership and Culture looks and feels like now and how will you know that it has improved? • How will the strategy instil a culture that will reflect in operational good practice? | |
| 2nd December 2024, 2pm | <p><u>Fairness</u> Inequality/Disproportionality work Anything external from Inspectorate reports</p> | <p>Priority 4 – Increasing the Legitimacy of, and Public Confidence in, the Police and Criminal Justice System</p> <p>The OPCC is supporting the wider multi agency response to the recommendations from the Report on Identifying Disproportionality in the A&S Criminal Justice System (Desmond Brown’s Panel presentation refers).</p> <p>Of the six recommendations involving the OPCC, four were implemented as at September 2023, including all of those solely within OPCC remit (The multi-agency Steering Committee is now established to look at wider progress, co-led by Chief Constable Sarah Crew and Deputy Mayor Asher Craig).</p> <p>*Confidence and Legitimacy Committee</p> <ul style="list-style-type: none"> • What is the purpose of this committee? • Are the right people in the room and are there any barriers to achieving the intended outcomes? • Does this demonstrate that good governance arrangements are in place? • What difference does it make and how do you know? | |
| 17th February 2025, 2pm | <p>Engagement and Participation</p> | <p>Priority 2 Engaging Supporting and Working with Communities</p> <ul style="list-style-type: none"> • Understand communities (profile) • Tailored engagement, various means including Schools • Hear voice (PACT) You said etc tie to communication | |



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| | | | |
|----------------------|---|--|--|
| | | <ul style="list-style-type: none">• Active Citizens (including Neighbourhood Watch and Community Speed Watch)• Physical visibility plan (uniform) | |
| 14th April 2025, 2pm | Evaluation Meeting/Next steps and final report. | | |

APPENDIX D

OPCC Communications Strategy 2023-2024

OPCC communications strategy 2023/24

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  COURAGE
 

1

Background

The communications team and its structure has undergone major change during the last two years.

We are made up of a team of four Full Time Employment posts and one Part Time.

1. Head of Communications and Engagement
2. Senior Communications Manager
3. Communications Manager – part time
4. Community Engagement and Stakeholder Manager
5. Communications and Youth Engagement Apprentice

Communications is just one of three major work streams handled by the team, including engagement and consultation.

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2

Our strategy

Our communications strategy uses a three pronged structure to separate our work streams into reactive and proactive communications.

1. Press office set up to manage day-to-day reactive communications (including media email inbox, dedicated phone-line, media monitoring and social media monitoring)
2. A plan of regular media activity to mitigate our owned risk on the OPCC Strategic Risk Register

184 – Failure to act on the values of local people
3. Assigned communications portfolios, aligned to priority office work streams, to manage proactive communications and campaigns.

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3

Our themes

- Vulnerability
- Legitimacy
- Confidence

Joint working with police corporate communications is a golden thread that weaves across all themes in our portfolio areas.

Portfolio work will broadly fall under one of our three themes.

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4

Comms portfolios and leads

| THEME | PORTFOLIO | LEAD |
|---------------|---|--|
| Vulnerability | ECC | Senior Communications Manager (SCM) |
| | Violence Reduction Units | VVP Communications Manager |
| Legitimacy | Racial Disproportionality and Local Learning Review | Head of Comms & Engagement |
| | Scrutiny Panels and Volunteers | Communications Manager |
| Confidence | Media plan | All |
| | Internal comms | SCM and Comms Manager |
| | Digital comms | Comms & Youth Engagement assistant (with support from SCM and Comms Manager) |

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5

All work carried out under our communications portfolios will be categorised as:

- **Programme** which requires long term embedding – e.g. Mission, Vision, Values, VRU rebrand,
- **Project** which runs for a finite period of time – e.g. Volunteers Recruitment Campaign
- **Stand alone** which could be a one-off awareness day or week which involves a press release or some social posts to support messaging relevant to PCC/OPCC objectives

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6



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Aims

- Raise awareness of the OPCC and its function and purpose of the PCC as the bridge between communities and police.
- Build narrative of the new PCC to position him with the public and grow his profile and audiences.
- Publicise and support the priorities and objectives of the new police and crime plan
- Support Openness (in line with our office values), transparency and public scrutiny and accountability of the police service
- Build confidence across Avon and Somerset in the PCC and OPCC



7

Objectives

- Deliver and execute tactical communications plans in each portfolio area
- Align and prioritise all communications with key work streams on the business plan of the OPCC
- Deliver regular communications activity to mitigate owned risk on Strategic Risk Register
- Work in partnership with police corporate communications to deliver joint communications in all relevant areas



8

Desired output for 2023 to 2025

- Four campaigns = 4 x proactive comms projects (roughly one every two quarters)
- Four programme based work streams
- Four partnership working projects with ASP or other PCCs/partners (roughly three per



9

Some of the proposed comms workstreams

Vulnerability

- ECC – our PCC national lead. National profile (project)
- VRU branding, website launch and comms plan (project)
- Police and Crime Plan Communications internal and external

Legitimacy

- Panels and volunteers – purpose & recruitment (project)
- Lammy – legacy, implementation, progress, community engagement/involvement. (programme)



10

Confidence

- Media plan (programme)
- Internal Comms: Mission Vision and Values (programme)
- Digital strategy to grow audiences & build Mark's narrative (programme)

Areas of joint working with Constabulary Corp Comms will include:

- Scorpion
- Specialist Ops (Bluestone)
- Uplift
- Lammy & disproportionality
- Rewards and recognition



11

Evaluation

Evaluation must include:

- SMART objectives in each tactical comms plan (Specific, Measurable, Achievable, Relevant, Time-bound)
- Key performance indicators and clear measures of success linked directly to objectives
- Production of a quarterly review report to evaluate and measure successful outcomes and keep performance under constant monitoring and improvement.



12

APPENDIX E

OPCC Consultation Strategy 2023-25

OPCC consultation strategy 2023 - 25

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1

Background

Then:
Pre 2019 OPCC public consultation in Avon and Somerset:

- Delivered solely through the police confidence telephone survey.
- Conducted on a quarterly rolling basis by an external contractor called SMSR
- yielding circa 750 responses per quarter - roughly 3,000 per year
- Ethnic representation 1.1% - census data population in A&S (2011) 6.7%

Now:

- Multi-faceted delivery approach
- 2020 the OPCC launched new website - Fit-for-purpose with capacity to host, track and analyse online surveys
- Began to deliver the precept consultation by post for the first time
- Bespoke supporting comms plans with numeric & percentage targets for total minimum responses, online, postal and particular ethnic and age demographics
- Lead time – best practise of 12 weeks applied where possible to allow for weekly KPIs and flex on targeting of survey where responses are not meeting targets

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2

Postal Survey Methodology:

- Stratify all households in Avon and Somerset based on the Indices of Multiple Deprivation and their Local Authority.
- Crossed referenced this information with the census data.
- Addresses were then selected at random from these lists to make up numbers of postal surveys sent out.

Results:

- Using our new strategy of multiple delivery methods we have yielded our highest response rate ever
- 20/21 Total of 3,365 responses including 751 Telephone responses, 1,358 online responses and 1,526 postal responses over a six week period.
- 22/23 - TBC

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3

Outcomes

- Consultation highlighted as one of OPCC areas of strength by CoPACC in OPCC review report
- Better Ethnicity representation - Year on year growth from 1.1% to 5.3% and overall increase of 4.2%
- Closer to our census data targets on representation (2011 – 6.7% now will move to new 2021 data of 9.3%)
- Better insight into successful tactics and channels for reaching our objectives – Online only yields 5% ethnic representation whereas postal yields 12%
- Tracked links indicate Nextdoor posts, press releases and stakeholder emails generate best response rates

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4

Our strategy

The OPCC consultation strategy is to increase overall response and become representative by take a multi-faceted approach:

- Online delivery using website to host and delivery through digital channels
- Telephone survey delivered by SMSR
- Postal survey
- Engaging multi-agency partners and all stakeholders to share on our behalf
- Flexing our tactics and employing a targeted approach to consulting under-represented and vulnerable groups

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  COMPASSION
  COURAGE
 

5

Aims

- Increase and improve legitimacy in the public of the OPCC
- Ensure we're hearing from all communities
- Build confidence across Avon and Somerset in the OPCC
- Raise awareness of the OPCC and its function and purpose

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6



Avon and Somerset Police and Crime Panel

Hosted by Somerset Council Democratic Services



Objectives

- Increase the number of people taking part in consultation to widen our reach
- To make the survey representative of our communities
- To demonstrate legitimacy to the Police & Crime Panel and provide an evidence base for any increase asked
- To further analyse where we are not eliciting responses from our communities
- To further analyse our most successful delivery methods in yielding responses



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POLICE & CRIME
COMMISSIONER

7

For the remainder of the term, in line with our OPCC Business Plan Objective and engagement strategy, consultation will particularly focus on reaching and seeking the views of vulnerable and under-represented communities including:

- Victims
- Black, Asian and other minoritised communities who are affected by disproportionality in the police and all criminal justice system agencies.
- Socio-economically deprived communities
- Rural communities
- Women
- Young people
- People with protected characteristics



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COMPASSION



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8

APPENDIX F

OPCC Engagement Strategy 2023-25



OPCC
engagement
strategy 2023 - 25

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1



Background

Public Trust in good governance and scrutiny of the police service in Avon and Somerset, is more pertinent and pressing than ever.

- Trust
- Legitimacy
- Confidence

because of...

- Racial disproportionality in policing
- MVAWG/Misogyny/sexism
- Police culture

Catalysed by backlashes following:

- Pandemic and enacting/enforcement of emergency powers
- Protests against the Police, Crime, Sentencing and Courts Bill.
- Sarah Everard Murder
- George Floyd murder and BLM movement
- War and mass immigration

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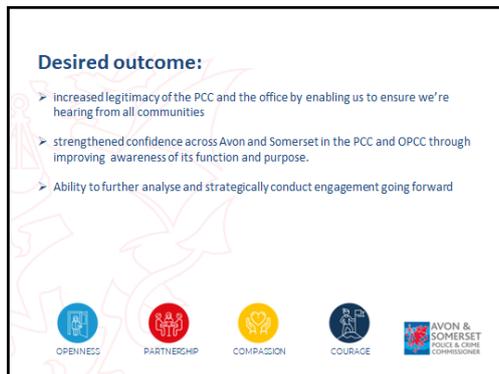
Our strategy

The OPCC engagement strategy will take a three-pronged approach.

- **A community engagement tactical plan**
A rolling programme of weekly visits to community groups and community led organisations, key community leaders, individual residents and neighbourhoods across the Avon and Somerset area.
- **A stakeholder engagement tactical plan**
A rolling programme of weekly visits to police service, partner organisations, commissioned services and political leaders around Avon and Somerset
- **Professionalise mapping & management of stakeholder & community engagement**
Through the creation of a stakeholder and community engagement mapping and management tool, using the data management and visualisation software Qlik to build an App

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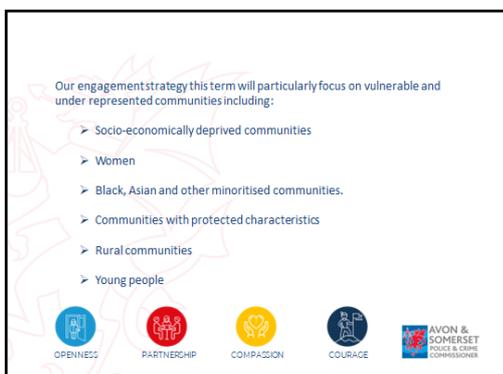


Desired outcome:

- increased legitimacy of the PCC and the office by enabling us to ensure we're hearing from all communities
- strengthened confidence across Avon and Somerset in the PCC and OPCC through improving awareness of its function and purpose.
- Ability to further analyse and strategically conduct engagement going forward

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Our engagement strategy this term will particularly focus on vulnerable and under-represented communities including:

- Socio-economically deprived communities
- Women
- Black, Asian and other minoritised communities.
- Communities with protected characteristics
- Rural communities
- Young people

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5



All requests for a PCC visit must be assessed by the Engagements Decision Panel

This is to ensure strategic alignment with:

- Police and Crime plan priorities and objectives
- OPCC Business Plan Objectives
- PCCs priority work streams
- Emerging policing issues
- Emerging contacts & conduct issues

Panel is made up of:

- Community Engagement and Stakeholder Manager
- PCCs PA
- Comms officers
- A Commissioning and Partnerships representative
- Staff officer

Panel will meet regularly to review each request received discussed and ratified.

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6