



## HMIC Inspection Report

### Dyfed-Powys Police

October 2007



*Dyfed-Powys Police – HMIC Inspection Report*

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## **Introduction to HMIC Inspections**

For a century and a half, Her Majesty's Inspectorate of Constabulary (HMIC) has been charged with examining and improving the efficiency of the police service in England and Wales, with the first HM Inspectors (HMIs) being appointed under the provisions of the County and Borough Police Act 1856. In 1962, the Royal Commission on the Police formally acknowledged HMIC's contribution to policing.

HMIs are appointed by the Crown on the recommendation of the Home Secretary and report to HM Chief Inspector of Constabulary, who is the Home Secretary's principal professional policing adviser and is independent both of the Home Office and of the police service. HMIC's principal statutory duties are set out in the Police Act 1996. For more information, please visit HMIC's website at <http://inspectors.homeoffice.gov.uk/hmic/>.

In 2006, HMIC conducted a broad assessment of all 43 Home Office police forces in England and Wales, examining 23 areas of activity. This baseline assessment had followed a similar process in 2005 and has thus created a rich evidence base of strengths and weaknesses across the country. However, it is now necessary for HMIC to focus its inspection effort on those areas of policing that are not data-rich and where qualitative assessment is the only feasible way of judging both current performance and the prospects for improvement. This, together with the critical factor that HMIC should concentrate its scrutiny on high-risk areas of policing – in terms of risk both to the public and to the service's reputation – pointed inexorably to a focus on what are known collectively as 'protective services'. In addition, there is a need to apply professional judgement to some key aspects of leadership and governance, where some quantitative measures exist but a more rounded assessment is appropriate.

Having reached this view internally, HMIC then consulted key stakeholders, including the Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA). A consensus emerged that HMIC could add greater value by undertaking fewer but more probing inspections. Stakeholders concurred with the emphasis on protective services but requested that Neighbourhood Policing remain a priority for inspection until there is evidence that it has been embedded in everyday police work.

HMIC uses a rigorous and transparent methodology to conduct its inspections and reach conclusions and judgements. All evidence will be gathered, verified and then assessed against an agreed set of national standards, in the form of specific grading criteria (SGC). However, the main purpose of inspection is not to make judgements but to drive improvements in policing. Both professional and lay readers are urged, therefore, to focus not on the headline grades but on the opportunities for improvement identified within the text of this report.

### **Programmed frameworks**

This report contains assessments of the first three key areas of policing to be inspected under HMIC's new programme of work:

1. Neighbourhood Policing;
2. performance management; and
3. protecting vulnerable people.

Neighbourhood Policing has been inspected not only because it is a key government priority but also, and more importantly, because it addresses a fundamental need for a style of policing that is rooted in and responds to local concerns. The police service must, of course,

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offer protection from high-level threats such as terrorism and organised criminality, but it also has a key role in tackling the unacceptable behaviour of the minority of people who threaten the quality of life of law-abiding citizens.

Performance management is an activity largely hidden from public view, although members of the public are directly affected by poor performance on the part of their local force. This inspection has focused on the need for forces to maximise the opportunities for performance improvement. It also posed questions as to whether forces have an accurate picture of how they are doing and the capability to respond to changing priorities. This area was selected for inspection because it is a key factor in delivering good performance across the board.

Protecting vulnerable people covers four related areas – child abuse, domestic violence, public protection and missing persons – that address the critically important role of the police in protecting the public from potentially serious harm. In the 2006 baseline assessment this was the worst performing area and raised the most serious concerns for HMIC and others. As a result, this area was prioritised for scrutiny in 2007.

### **Risk-based frameworks**

In addition to its programmed inspection work, HMIC continues to monitor performance across a range of policing activity, notably those areas listed in the table below.

<b>HMIC risk-based frameworks</b>
Fairness and equality in service delivery
Volume crime reduction
Volume crime investigation
Improving forensic performance
Criminal justice processes
Reducing anti-social behaviour
Contact management
Training, development and organisational learning

While these activities will not be subject to routine inspection, evidence of a significant decline in performance would prompt consideration of inspection. For 150 years, HMIC has maintained an ongoing relationship with every force. This allows it to identify and support forces when specific issues of concern arise. On a more formal basis, HMIC participates in the Home Office Police Performance Steering Group and Joint Performance Review Group, which have a role in monitoring and supporting police performance in crime reduction, crime investigation and public confidence.

HMIC conducts inspections of basic command units (BCUs), also on a risk-assessed basis, using the Going Local 3 methodology. Combining these various strands of inspection

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evidence allows HMIC to form a comprehensive picture of both individual force performance and the wider national picture.

## **The grading process**

Grades awarded by HMIC are a reflection of the performance delivered by the force over the assessment period April 2006 to July 2007. One of four grades can be awarded, according to performance assessed against the SGC (for the full list of SGC, see <http://inspectors.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

### *Excellent*

This grade describes the highest level of performance in service delivery and achieving full compliance with codes of practice or national guidance. It is expected that few forces will achieve this very high standard for a given activity. To achieve Excellent, forces are expected to meet **all** of the criteria set out in the Fair SGC and the vast majority of those set out in Good. In addition, two other factors will attract consideration of an Excellent grade:

- The force should be recognised, or be able to act, as a ‘beacon’ to others, and be accepted within the service as a source of leading-edge practice. Evidence that other forces have successfully imported practices would demonstrate this.
- HMIC is committed to supporting innovation and we would expect Excellent forces to have introduced and evaluated new ways of delivering or improving performance.

### *Good*

Good is defined in the Collins English Dictionary as ‘of a high quality or level’ and denotes performance above the minimum standard. To reach this level, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

### *Fair*

Fair is the delivery of an acceptable level of service, which meets national threshold standards where these exist. To achieve a Fair grading, forces must meet all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades will be awarded at this level.

### *Poor*

A Poor grade represents an unacceptably low level of service. To attract this very critical grade, a force will have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC but may also reflect a degree of professional judgement on the level of risk being carried by the force.

## **Developing practice**

In addition to assessing force performance, one of HMIC’s key roles is to identify and share good practice across the police service. Much good practice is identified as HMIC conducts its assessments and is reflected as a strength in the body of the report. In addition, each force is given the opportunity to submit examples of its good practice. HMIC has selected three or more of these examples to publish in this report. The key criteria for each example are that the work has been evaluated by the force and the good practice is easily transferable to other forces (each force has provided a contact name and telephone number or email address, should further information be required). HMIC has not conducted any independent evaluation of the examples of good practice provided.

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### **Future HMIC inspection activity**

Although HMIC will continue to maintain a watching brief on all performance areas, its future inspection activity (see provisional timescales below) will be determined by a risk assessment process. Protective services will be at the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, Neighbourhood Policing will also demand attention. Conversely, those areas (such as volume crime) where performance is captured by statutory performance indicators (SPIs), iQuanta and other objective evidence will receive scrutiny only where performance is deteriorating, as described above.

The Government has announced that, in real terms, there will be little or no growth in police authority/force budgets over the next three years. Forces will therefore have to maintain, and in some areas improve, performance without additional central support or funding. This in itself creates a risk to police delivery and HMIC has therefore included a strategic resource management assessment for all forces in its future inspection programme.

<b>Planned Inspection areas</b>
Serious and organised crime
Major crime
Neighbourhood Policing
Strategic resource management
Customer service and accessibility
Critical incident management
Professional standards
Public order
Civil contingencies
Information management
Strategic roads policing
Leadership

## Force Overview and Context

### Geographical description of force area

Dyfed-Powys Police covers more than half the landmass of Wales and is the largest police force area in England and Wales (4,188 square miles). The force is bounded to the south by the Bristol Channel and to the west by the Irish Sea.

Largely rural in nature, the area's largest centres of population can be found to the south and east. The area is served mostly by minor roads, and it takes some three-and-a-half hours to drive from the force's northernmost point to its far south-western tip. To put this into context, it is a distance of some 180 miles, significantly greater than that between Cardiff and London.

The main industries in the Dyfed-Powys area are agriculture and tourism, although there are significant petrochemical activities along the Milford Haven waterway in the Pembrokeshire BCU. This area has seen growth in recent times with the advent of liquefied natural gas (LNG) terminals in the Haven and an associated pipeline carrying LNG that cuts across three of the force's four BCUs.

### Demographic profile of force area

Current estimates of the total population of the force area (505,400 people) also indicate that 23% of people are of retirement age (65 for men and 60 for women) or over. This compares with an all-Wales average of 21% and a UK average of 19%. These rates range from 24% in Powys and 23% in Pembrokeshire and Carmarthenshire to 22% in Ceredigion, notwithstanding the strong full-time student presence (7,000+) in that particular area. Estimates (by the Office for National Statistics) of migration patterns during spring 2007 suggest that levels of outward migration are most pronounced in the 16–24 age group throughout the force area, countered by increases in the 45–64 age grouping over this time.

In recent times, there has been a significant influx of migrant workers into Dyfed-Powys, primarily from Portugal and Eastern Europe. Recently published statistics suggest that the numbers of migrant workers in Carmarthenshire, counted through the Worker Registration Scheme, were the second highest in Wales. Significant numbers also exist within the Pembrokeshire BCU, attracted by major industrial developments such as the LNG terminals on the Milford Haven waterway.

Among the population, Welsh is spoken by approximately 34% of residents (172,000 people), with over half the residents of Ceredigion and Carmarthenshire able to speak Welsh, compared with the national average of 21%.

The sparse distribution of the population is reflected in a density of 46 persons per square kilometre, compared with an average for Wales of 141 per square kilometre. Indeed, Ceredigion and Powys are among the most sparsely populated areas of England and Wales, with 43 and 25 persons per square kilometre respectively. Reflecting the contribution of farming and tourism industries, these areas also record comparatively high levels of self-employment.

### Strategic priorities

The current force strategic priorities were developed at the culmination of a Futures Seminar for senior managers held in November 2006. The outcome was the current strategy, Building on Strong Foundations, which identified three key strategic objectives:

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- Neighbourhood Policing;
- public protection; and
- improved corporate governance.

Progress against these objectives is closely monitored through existing force governance structures and will be formally evaluated and reviewed in the 2007 Futures Seminars in October 2007.

The force's control strategy for 2007/08 features:

- drugs;
- terrorism and extremism; and
- violent crime.

Immigration crime and the impact of economic migrants on the force has been identified as a significant and emerging issue, while the control strategy as a whole is underpinned by the delivery of roads policing and Neighbourhood Policing.

The police authority's priorities for 2007/08 replicate those in the control strategy, with the addition of anti-social behaviour. This was adopted by authority members in recognition of the views of the public, generated through proactive consultation activity.

## **Impact of workforce modernisation and strategic force development**

### ***Police community support officers***

It was initially envisaged that Dyfed-Powys would benefit from Home Office funding to engage 157 police community support officers (PCSOs) in support of the roll-out of Neighbourhood Policing. The reduction in the national target for PCSOs from 24,000 to 16,000, and subsequent funding announcements, have reduced that number to 74 posts, all of which have now been filled. These PCSOs are in the process of being deployed, but the original deployment schedule and Neighbourhood Policing structures around the force have been revisited in the light of the new arrangements. The force has been seeking to attract partnership funding for additional PCSOs over and above those centrally funded, while the police authority has encouraged BCUs to seek partnership arrangements by making a matched funding pot available just for this purpose.

### ***Custody detention officers***

The force received funding for one year from the Workforce Modernisation Fund to employ an additional 15 custody detention officers (CDOs) at custody suites across the force. The bid was submitted as a direct result of a major review of custody provision. An independent evaluation of the activities, costs and benefits of the additional CDOs was undertaken by the Wales Audit Office to establish whether the project had succeeded in releasing officer time for front-line duties (as was intended through the original submission to the Home Office). The evaluation indicated that the scheme had indeed been a success, not only releasing officer time, but also delivering an improved service in custody suites.

### ***Communications centre***

One of the key strategic developments in recent years has been the construction of and move to a major communications centre on the force headquarters site. The development was supported by a detailed business case developed by the leading consultants Mason Communications, which identified significant failings in the force's call handling capabilities. As a result, the police authority earmarked Rural Response Initiative funding over several years to pay for the development. The building, which is now fully operational, houses the force operations room, call handling centre, crime recording bureau, information systems

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and technology (IS&T) department, occupational health unit and police authority secretariat. The building is jointly occupied by the Mid and West Wales Fire and Rescue Service and the Wales Ambulance Service, reducing the overall cost of the project and generating significant savings for the public purse, very much in line with the Welsh Assembly Government's Making the Connections agenda. The transition to a centralised call handling facility has led to a significant improvement in performance in this important business area.

### ***Sexual assault referral centre***

A sexual assault referral centre (SARC) opened in Carmarthenshire during the summer of 2007. The centre is a one-stop location, set up and managed by partners from health, social services and police to provide support to victims of rape and sexual assault. The SARC is available for men, women and children and affords an opportunity for victims to receive counselling and, when applicable, provide witness accounts and receive a forensic medical examination within a supportive, victim-focused environment. The centre, funded by the Home Office, the Welsh Assembly Government and multi-agency partners, is a significant step forward in providing support to victims of rape and sexual abuse in the South West Wales region.

### ***Brecon Police Station***

The police station serving Brecon in the Powys BCU was not capable of meeting current or future operational demands. Consequently, the police authority purchased the former Hyder building and major adaptations were undertaken to provide wide-ranging new facilities for the BCU, including a custody suite, vulnerable witness interview suite and a fleet servicing area. The accommodation is jointly occupied by the National Assembly for Wales, the Brecon Beacons National Park Authority and the probation service, again reducing the overall cost to the public purse. This 'joint occupancy' approach is consistent with other developments that seek to minimise overall estates costs. Recently, following a process conducted by external consultants, the old station building was sold by the authority, and the income generated will be further utilised to enhance working conditions across the force area.

### ***Newtown custody development***

New custody facilities and accommodation for the divisional support unit are being provided in Newtown, with construction work due to commence in June 2007 and a target completion date of March 2008. This development will significantly improve custody services in the north of the Powys BCU.

### ***Cardigan Police Station***

For a number of years, efforts have been ongoing to identify a location for a new police station to serve Cardigan, the current accommodation being unfit for current or future operational demands. Recently, a new-build site has been identified on the edge of the town, and a feasibility study has identified that the land is suitable for the intended purpose. Discussions are ongoing with the Welsh Assembly Government to purchase the land before detailed construction plans are drawn up.

## **Major achievements**

### ***Crime levels***

The force continues to consistently record the lowest levels of crime per head of population in England and Wales. Data reliability is evidenced by external auditors grading of Dyfed-Powys Police as 'Good and improved' for the past two years in terms of compliance with the

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National Crime Recording Standard (NCRS). In 2006/07 the force recorded a 0.4% reduction in total crime, consolidating and building upon the 7% reduction achieved in the previous year. Domestic burglary was down by 4% and violent crime by 1%. HMIC has previously identified the positive relationships with partners and local communities as being pivotal to the strong performance achieved by the force, and this is seen as the foundation from which Neighbourhood Policing is being delivered. The force is focused on organisational performance and learning and has enhanced its performance management arrangements over the past 12 months to reflect this.

### ***Detection rates***

The low crime levels experienced in Dyfed-Powys are complemented by good performance in terms of detection. By the end of the 2006/07 financial year, the force achieved a sanction detection rate of 42%, above the average for its most similar forces (MSF) group. Sanction detection rates and volumes of detections were up on the previous year across most crime categories.

### ***Quality standards***

The force remains committed, through its strategy of leadership, accountability, professionalism and delivery (LAPD), to drive up the quality of service delivered to the public and the skills and experience of staff. The organisation is a recognised Investor in People (IiP) and also holds the Leadership and Management Model of that standard. To further improve customer service, the force views the Charter Mark standard as a key benchmark. Recently, the force was notified that it had retained Charter Mark status for a sixth successive occasion, having first become involved in the scheme back in 1992. Meeting Charter Mark standards has been vital in assisting the move towards compliance with nationally introduced standards such as the quality of service commitment (QoSC) and national call handling standards.

### ***Occupational health***

The force has invested heavily in occupational health and welfare services. It is an active partner in the Healthy Minds at Work partnership, looking to combat work-based stress, and it recently launched the TRiM (trauma risk management) package. A cadre of 25 TRiM practitioners have been trained (with a further 40 to follow in June 2007), to provide support and act as a signposting service to staff members who suffer extreme trauma.

### ***Exercise Oystercatcher***

Late in 2006 and on behalf of the four forces in Wales, Dyfed-Powys Police staged Exercise Oystercatcher, the largest counter-terrorism exercise ever held in the principality. The exercise involved senior government ministers, the Welsh Assembly Government and partners from the emergency and other public sector services. The purpose of the exercise, held over three days, was to test the preparedness of all services for maritime and land-based terrorist attacks. The force's preparations for and delivery of the exercise have been commended, and a number of key learning points were identified both nationally and locally.

## **Major challenges for the future**

### ***Sustainable funding for Neighbourhood Policing***

As noted above, reductions in central funding for PCSOs resulted in the total number of posts being halved from the original 157 to 74. This has presented significant challenges in providing a visible Neighbourhood Policing presence across one of the largest and most sparsely populated areas in the country. The force has taken positive action in making

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matched central funding available for BCU commanders to draw down partnership monies and engage additional PCSOs, but the longer-term sustainability of funding for Neighbourhood Policing in general remains a concern.

***Closing the level 2 gap***

Since the publication of the HMIC report, the four Welsh forces have been working closely to try to bridge the protective services gap that was identified in that analysis. The foundations had already been laid through the establishment of Operation Tarian, aimed at tackling level 2 crime across the three southern Wales forces. Collaborative activity is now focusing on further enhancing the capacity and capability of Tarian.

***General police funding***

The next three years represent an extremely challenging period for forces in terms of funding available from central government. Comprehensive Spending Review 2007 outcomes indicate that police forces are likely to receive funding increases of less than 3%, while pay and price inflation has already risen above that figure. Set alongside the increased requirements on forces to generate cash-releasing and non-cash-releasing efficiencies, the coming years are set to be a period when difficult decisions in terms of service delivery will be needed.

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## Findings

### National summary of judgements

	Excellent	Good	Fair	Poor
<b>Neighbourhood Policing</b>				
Neighbourhood Policing	6	14	21	2
<b>Performance management</b>				
Performance management	6	29	8	0
<b>Protecting vulnerable people</b>				
Child abuse	3	17	21	2
Domestic violence	1	13	27	2
Public protection	2	16	23	2
Missing persons	1	21	21	0

### Force summary of judgements

<b>Neighbourhood Policing</b>	<b>Grade</b>
Neighbourhood Policing	<b>Fair</b>
<b>Performance management</b>	<b>Grade</b>
Performance management	<b>Good</b>
<b>Protecting vulnerable people</b>	<b>Grade</b>
Child abuse	<b>Excellent</b>
Domestic violence	<b>Good</b>
Public protection	<b>Excellent</b>
Missing persons	<b>Good</b>

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## Neighbourhood Policing

GRADE	FAIR
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### National grade distribution

Excellent	Good	Fair	Poor
6	14	21	2

### National contextual factors

The national Neighbourhood Policing programme was launched by ACPO in April 2005 to support the Government's vision of a policing service which is both accessible and responsive to the needs of local people. It was anticipated that, by April 2007, every area across England and Wales would have a Neighbourhood Policing presence appropriate to local needs, with all Neighbourhood Policing teams in place by April 2008. For local communities this means:

- increased numbers of PCSOs patrolling their streets, addressing anti-social behaviour and building relationships with local people;
- access both to information about policing in their local area and to a point of contact in their Neighbourhood Policing team; and
- having the opportunity to tell the police about the issues that are causing them concern and helping to shape the response to those issues (Home Office, May 2006).

By focusing on the key areas of resources, familiarity and accessibility, problem identification and joint problem solving, this inspection has identified the extent to which Neighbourhood Policing is being implemented. It has also examined forces' capability and commitment to sustain implementation beyond April 2008.

### Contextual factors

The force covers the largest geographical area in England and Wales. Sparsely populated rural areas are interspersed by many villages and small towns. Based on public perceptions and the force's own research, the existing electoral ward structure has been identified as the most appropriate starting point for deciding Neighbourhood Policing areas. There are 227 electoral wards within the Dyfed-Powys Police area, a number of which have been combined – based on results from surveys, crime and other data – to form Neighbourhood Policing areas. Citizen panels were also run in Pembrokeshire and Carmarthenshire alongside separate consultation exercises, culminating in 69 identified neighbourhoods across the force.

The 69 neighbourhoods are grouped into sections within the geographical boundaries of the four BCUs. Each section, comprising a cluster of neighbourhoods, is led by an inspector, invariably supported by either a sergeant dedicated to the neighbourhood role or by a 'hybrid' sergeant who has additional responsibility for response policing and general duties on the BCU. A similar arrangement is in place for neighbourhood constables, whereby a 'hybrid' constable performs the additional role of response within the relevant neighbourhood. In a number of rural neighbourhoods, an officer can be the named contact for more than one neighbourhood.

As part of the inspection process a telephone survey of 100 randomly selected residents was carried out, consisting of six questions about their experience and view of how

Neighbourhood Policing is being delivered. All responses were within the national average range.

### **Strengths**

- Neighbourhoods have been identified through a considered process and named contacts assigned. The force has achieved 100% coverage in advance of the April 2008 deadline.
- The alignment of clusters of neighbourhoods, under the command of a single inspector with responsibility for all policing within that geographical cluster, enables tasking of both response and neighbourhood functions. This has served to embed the principles of Neighbourhood Policing and to minimise tensions between response and neighbourhood teams.
- The force has recruited its complete allocation of 74 PCSOs. The force has set aside funding for further PCSOs, subject to matched funding being secured, and it is hoped that by December 2007 the number of PCSOs will rise to 78.
- The jointly funded initiative between Dyfed-Powys Police, the Countryside Council for Wales and Elan Valley Rangers has established an additional PCSO to provide a visible policing presence in the rural area of Rhyader, concentrating on local issues affecting that community and environment. This has provided police cover that would not otherwise have been available. If successful, this initiative may be a forerunner of further jointly funded initiatives.
- Implementation of Neighbourhood Policing is driven by the assistant chief constable (ACC), who chairs the programme board to oversee implementation within a corporate framework. The implementation has been managed by a central project team using a programme management plan.
- Neighbourhood Policing is a clear central theme of the 2007/2008 policing plan.
- The Carmarthenshire BCU (which was a pathfinder for the national programme) has created some innovative approaches to neighbourhood bases: two are in junior schools and one on a university campus, thus enabling officers and staff based in their neighbourhoods opportunities to engage with these communities.
- A comprehensive communications strategy is in place, detailing both internal and external communications.
- Personal development review (PDR) compliance is extremely high within the force; objectives are set in line with the Neighbourhood Policing role and are individually quality checked by the central human resources (HR) team.
- All officers have role descriptions based on the National Competency Framework.
- Because communications centre staff are often the first point of contact, they have an early opportunity to build customer awareness of Neighbourhood Policing. As a consequence, these staff will be included in the training programme for Neighbourhood Policing to make them conversant with its principles and to raise awareness of the structure and make-up of teams across the force area.
- The fact that geographically based inspectors have operational and line management responsibility for both neighbourhood teams and response officers is seen a strength, as it brings the two elements of policing closer together and minimises potential friction.

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- The force has prioritised the allocation of resources to Neighbourhood Policing, and the vacancy rate is very low. Due to the rural nature of the force a number of posts are covered by 'hybrid' officers, ie with both neighbourhood and incident response remits.
- The Carmarthenshire Citizens Panel is a 'virtual panel' representing a large cross-section of Carmarthenshire communities and is consulted at regular intervals. Similar panels exist in Pembrokeshire and Powys. Seven partner organisations are now signed up to the concept of a panel in Ceredigion, and the force is working with the county council to have this panel in place by April 2008. Full consultation took place concerning the definition of neighbourhoods.
- All BCU commanders have completed the national Neighbourhood Policing BCU commanders self-assessment package; the project team and the corporate services department are overseeing the process.
- Community engagement within Dyfed-Powys to date has not been to a corporate model; instead, divisional commanders have utilised techniques that best suit their local area. The force is, however, now in the process of training all neighbourhood officers and staff, using Centrex-based products which incorporate a community engagement model. HMIC estimates at this time that community engagement is taking place in at least 50% of neighbourhoods.
- Despite the fact that all officers have not yet undergone Neighbourhood Policing training, the inspection team found evidence of the full range of engagement techniques across the force.
- Joint problem solving is taking place in at least 50% of neighbourhoods, with evidence of the use of internal and external data and community engagement to identify problems. As with community engagement, joint problem solving is part of the Centrex-based training module that all officers are currently undergoing.
- The force training manager and lead officer for the implementation of Neighbourhood Policing meet regularly to share information and ideas.
- There are clear role definitions for officers employed within Neighbourhood Policing, based on the integrated competency framework.
- There is evident buy-in to Neighbourhood Policing from the relevant local authorities, both at a strategic and tactical level.
- Local community safety partnerships and police officers are working more closely together; in some places there is a good two-way information flow, and joint strategic assessments are planned.
- The force is piloting the use of mobile, hand-held data terminals in the Carmarthen division, in an attempt to reduce bureaucracy and overcome the difficulties associated with the provision of hardwired force IT terminals and software at remote community bases.
- The force has in place a deployment policy for PCSOs which ensures they are deployed in accordance with their role, powers and skills.

## **Work in progress**

- The force is piloting a customer service unit (CSU) on Powys division. Dyfed-Powys Police had until recently a policy of attending all calls. The CSU aims to provide an alternative quality response without officer attendance while maintaining, if not increasing, satisfaction levels by managing caller expectations and tailoring the follow-up support to the individual caller.
- The force's Neighbourhood Policing steering group, chaired by the ACC, continues to meet every two months to monitor the force action plan and to progress divisional action plans, undertaken by divisional steering groups, to deliver Neighbourhood Policing across the force. The completion of the action plans at both force and divisional level should enable this group to reconfigure itself as an evaluation and development group.
- The force is in the process of populating a new matrix database system. This will capture all neighbourhood ward profiles, contacts and overviews of all meetings that are currently contained on paper files. This information will be available across the force to feed the National Intelligence Model (NIM) processes and control room information.
- The force has invested in a dedicated Neighbourhood Policing trainer who has developed a Centrex-accredited training package, entitled Neighbourhood Management Training, which will be rolled out to all Neighbourhood Policing staff and partners from June 2007. The intention is to include other customer-facing staff such as communications staff, which is potential good practice.
- Carmarthenshire division is undertaking an evaluation of Neighbourhood Policing one year on from full implementation, to evaluate its success and public perception. This will provide learning for the force to influence Neighbourhood Policing developments on other divisions.
- The force is developing performance measures for Neighbourhood Policing teams around local priorities, youth engagement, community engagement, schools and visits to local councillors.
- Although varying engagement techniques are evident in the majority of neighbourhoods across the force, it was apparent that little corporate guidance is being provided centrally. Neighbourhood training of all officers has recently commenced and will provide corporate guidance to officers and staff employed in this area.
- There is currently no mechanism to ensure compliance with the requirements of the Victim Code of Practice. It is not currently possible for the force to check compliance on the crime system. The force has recognised this and is working on an IT solution, which it anticipates will be in place by Autumn 2007.
- There is no corporate problem-solving model for Neighbourhood Policing teams and officers to work from, leaving them reliant upon ad hoc local guidance. This issue will be addressed through the training programme.

## **Areas for improvement**

- There is no public-facing force web page that provides the public with information on their local neighbourhood contacts and how to access them and that communicates details of priorities and local neighbourhood panel meetings. This is seen as a priority for the force and is currently in development.

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- While the force has an abstraction policy in place, a common perception is that, although officers are not routinely abstracted in most divisions, the process for recording and monitoring abstractions needs to be strengthened. There is a lack of clarity among supervisors as to precisely what constitutes an abstraction. The absence of a defined target or process to hold BCU commanders to account is a weakness.
- Abstraction figures rely on officers and PCSOs self-completing an abstraction form. However, because officers feel pressured not to fill in the forms, completion rates are low; the process ought to be systemised or reliance placed elsewhere.
- The draft force intelligence policy gives guidance on community intelligence and the circumstances when such information/intelligence will not be input onto the force intelligence system but rather stored and actioned via alternative systems and processes. The force needs to be confident that the recording and retrieval of such information is in line with national good practice on the management of police information, and is fully searchable in order to feed NIM processes.
- The force appears not to have considered the role that neighbourhood officers and staff should play in respect of support and reassurance offered to victims of crime, particularly repeat victims and victims of hate crime. The application of the Victim Code of Practice and the national QoSC could be strengthened.
- No corporate policy exists on the allocation of response or investigative workload to neighbourhood-based officers and staff. Such a policy would provide clarity of role for these officers and also be useful to control-room staff and others. It is noted, however, that the level of this workload is monitored by first-line supervisors and does not draw officers away from their neighbourhood role.
- Special constables are not embedded in Neighbourhood Policing teams, despite the fact that in some outlying communities neighbourhood teams are based a considerable number of miles away. This problem emanates from the size of the Dyfed-Powys area and has been exacerbated by the reduction in the number of PCSOs from that originally planned. In many instances, town concerns take up the majority of the neighbourhood officers' time, and yet some of these issues could be tackled by allocating special constables to these communities.

## Developing Practice

**INSPECTION AREA:** Neighbourhood Policing

**TITLE:** Identification of Neighbourhood Policing areas

**PROBLEM:**

How could the pathfinder division identify the areas most in need of a Neighbourhood Policing team to pilot the initiative, and how could it use an intelligence-led approach to the resource allocation of Neighbourhood Policing teams?

**SOLUTION:**

For the success of Neighbourhood Policing it is essential to understand communities and their needs. In particular, Neighbourhood Policing requires the development of demographic, social, crime and incident data, and the recognition of public priorities on a geographical basis through community engagement.

Centrex advises that neighbourhoods can be described as geographical areas of a size and character that best serves the needs of local communities. The aim was to establish which areas/neighbourhoods in the Carmarthenshire BCU of Dyfed-Powys Police most required Neighbourhood Policing teams. A report was produced to:

- establish a number of criteria that can be used to assess areas/neighbourhoods; and
- identify and rank neighbourhoods according to specific criteria.

The paper measured each of the 58 wards, taking into account a number of variables, in order to establish a Neighbourhood Policing ward score (NPWS). The NPWS was applied to each ward to measure demand for Neighbourhood Policing. The NPWS was based on the idea of distinct 'domains', which were recognised and measured separately. Each domain was used to measure the experience of individuals living in that area and weighted appropriately. In effect, the index was created as a group of separate measurements formulated to produce a single number.

**Domains used to create the Neighbourhood Policing ward score**

- Totals per 1,000 population of:
  - violent crime, burglary, theft, criminal damage, all offences
- Anti-social behaviour data
- Welsh Index of Multiple Deprivation, 2005
- Carmarthenshire County Council Street Scene data:
  - graffiti
  - litter
  - fly tipping
  - dog fouling
- Demographic data

It was agreed that the following weights should be assigned to each domain:

- total violent crime per 1,000 population – 10%
- total burglary per 1,000 population – 5%
- total theft per 1,000 population – 5%

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- total criminal damage per 1,000 population – 10%
- all offences per 1,000 population – 5%
- overall deprivation score – 10%
- anti-social behaviour data – 25%
- Carmarthenshire County Council Street Scene data – 25%
- demography – population aged between 16 and 29 – 5%

**How is the data compiled?**

For each domain, wards were ranked from the highest calculation to the lowest, then a score assigned to each ward – 58 to the highest calculation down to 1 for the lowest.

**How were the domain weights applied to calculate an overall NPWS?**

The nine domain scores for each ward were summed, using the weights shown above. For example, a ward's overall score would be: (violent crime x 0.10) + (burglary x 0.05) + (theft x 0.05) + (criminal damage x 0.10) + (all offences x 0.05) + (Welsh Index of Multiple Deprivation x 0.10) + (anti-social behaviour data x 0.25) + (Street Scene data x 0.25) + (aged 16-29 x 0.05).

**OUTCOME(S):**

The NPWS index was used to decide which wards within Carmarthenshire most required a Neighbourhood Policing team for the pilot period, and duplicated for other BCUs. Following the reduction in numbers of PCSOs, the force made the strategic decision to deploy PCSOs throughout the force area based on the criteria of need and demand, and the index was also used to help identify those areas, neighbourhoods and wards that had priority in terms of resource allocation for these PCSOs (ie, the ratio of PCSOs per division due to demand).

**FORCE CONTACT:** Paul Clarke – 01267 226659 / [Paul.clarke@dyfed-powys.pnn.police.uk](mailto:Paul.clarke@dyfed-powys.pnn.police.uk)

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## Performance Management

GRADE	GOOD
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### National grade distribution

Excellent	Good	Fair	Poor
6	29	8	0

### National contextual factors

There is no single accepted model of performance management across the police service, but any such model or framework must be fit for purpose. Ideally, forces should demonstrate that individuals at every level of the organisation understand their contribution to converting resources into agreed delivery, and know how they will be held to account. On a daily basis, first-line supervisors monitor, support and quality assure the performance of their teams. At the other end of the spectrum, chief officer-led performance meetings – often based loosely on the American Compstat model – are a vehicle for accountability and improvement. Robust leadership, a commitment to improvement and reliable, real-time information systems are all critical factors in effective performance management.

There is no mechanistic link between overall force performance and the grade awarded in this framework. The grade is based on the quality of the force's processes that enable it to identify and react to changes in performance.

### Contextual factors

Dyfed-Powys staged a seminar for senior managers in November 2006 to inform the development of a three-year strategy, entitled Building on Strong Foundations, which sets out three major objectives:

- deliver Neighbourhood Policing;
- enhance the force's capability to deliver more effective protective services; and
- improve arrangements for corporate governance.

Progress against these objectives is closely monitored through existing force governance structures and will be formally evaluated and reviewed in the 2007 Futures Seminars scheduled for October 2007.

Force-level targets are matched to three directorates, each of which is headed by a chief officer. Monthly performance management meetings – supported by a monthly crime trends update performance pack, which includes MSF and BCU comparison performance and user satisfaction data – are held at the force level, where the chief officers leading the directorates review performance. This is overarched by a quarterly corporate performance review, chaired by the Chief Constable. At a divisional level, monthly performance meetings are held by the divisional command team, supported by more frequent performance reviews at a team or individual level by line supervisors.

### Strengths

- Throughout the inspection fieldwork, officers and staff at all levels were upbeat, well motivated and keen to develop their particular field. Clearly, many officers and staff, as

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well as the force overall, benefit from supportive leadership, generated from the ACPO team.

- Activity-based costing (ABC) is a widely used process for assigning a financial value to inputs and outputs. The force has an established ABC strategy group, chaired at ACPO level, to review data obtained from ABC exercises. It is currently seeking to extend ABC analysis to the role of PCSOs in Neighbourhood Policing teams. Following the surveys, the group tasks corporate services with specifically directed review work.
- In October 2006, the Your Police – Your Views survey was sent to individuals and businesses within the force area who had agreed to take part in the Dyfed-Powys Police virtual focus group. The survey sought their opinions on the quality of service provided in respect of policing priorities and on the fear of crime. There was a 54% response rate, and the results have been shared with relevant performance group members.
- The local policing plan is clearly interlinked with NIM processes, and the planning process takes the force strategic assessment into account. The strategic assessment is undertaken on a risk-scored approach, which provides a systematic method of assessing priorities and ensures that the rationale for strategic priorities is demonstrable to the reader. This approach to strategic assessment is potentially innovative good practice.
- A performance review framework is in place at all levels to hold officers and staff to account on a monthly basis. Monthly performance management meetings are overarched by a quarterly corporate performance review, chaired by the Chief Constable, which focuses on performance of the three directorates: operations, operations support and corporate management. The chief officer group has made a conscious decision not to hold officers and staff to account in large-scale Compstat-style processes; nevertheless, it is clear that the force is performance driven.
- The police authority holds the Chief Constable to account for performance at its bi-monthly performance management and scrutiny committee meetings. The minutes from this committee and other police authority committees feed into quarterly police authority meetings for approval by all members. Performance management training has been provided to authority members; all new members are provided with an overview of force performance processes.
- The force internal audit and inspection team, based in corporate services, is supported by four BCU-based performance management units. A programme of monthly and quarterly audit is evident which focuses on areas of risk, eg compliance with NCRS, the National Standards for Incident Reporting (NSIR) and the Victims Code of Practice.
- HR managers are directly involved in quality assuring every PDR, to ensure consistency and to check that set objectives are specific, measurable, achievable, realistic and timed (SMART). Last year the force achieved 100% compliance in PDR completion, on time and with relevant SMART objectives set.
- Good practice and individual success are recognised by the Chief Constable's commendations, awarded to those members of the force who have made a significant contribution to improving performance and for acts of bravery etc. Additionally, commendation ceremonies at divisional level feature in the internal *Informer* magazine. More recently, a PCSO was nominated to attend a reception and meet the Prime Minister, in recognition of his work in the local community.
- In partnership with Carmarthenshire County Council, Carmarthenshire Local Health Board and Carmarthenshire Health Trust, the force has created a database of 1,200

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members of the community to form the Carmarthen citizen focus panel. The panel is a representative cross-section of the community who have agreed to respond to policing surveys. A similar panel has been set up in Pembrokeshire.

- The three-year consultation strategy for 2005–08 outlines the work being conducted by the force and police authority to consult with local people through methods such as surveys of the general public or key customer groups, focus groups, community council meetings and citizen panels. Timely analysis of the data provides feedback to inform force strategy and plans.
- The force has in place an online suggestion scheme, which enables all officers and staff to input directly in relation to suggested policy and procedural changes.
- There is a systematic approach to encourage officers and staff to feed back views on policy and strategy and on developing operational initiatives.

### **Work in progress**

- From April 2007, the force commenced measurement of 32 activities in five corporate functions – IS&T, HR, finance, procurement and estate management – to provide a more rounded view of performance. These will be subject to review by way of a balanced scorecard performance presentation of 13 of the measures quarterly, and reporting on all 32 at the end of the year. This is a pilot and may be expanded further in 2008/09.
- The Carmarthenshire divisional performance management unit undertakes random dip sampling of crime victims, covering levels of satisfaction, at quarterly intervals. All identified victim issues, both good and poor, are addressed by the unit. Performance feedback is provided both to the divisional commander and investigating officers (through line managers). The force should consider rolling out this approach corporately to learn from the experience of customers and improve customer satisfaction.
- In October each year the force holds a Futures Workshop, designed to bring department heads together to discuss future strategic direction. In October 2007 this workshop will be further informed by the NIM strategic assessment, which will ensure that the NIM strategic product is fully taken into account by the force planning processes.
- The LAPD model is a three-year force strategy (2007–10) to drive performance improvement. A series of booklets are currently being developed as a supplement to outline each of the themes. The force would benefit from marketing the themes more widely during each stage of their development, to promulgate greater understanding among staff.
- The Carmarthenshire citizen focus panel, a virtual panel representing a large cross-section of Carmarthenshire communities, is consulted at regular intervals. Similar panels exist in Pembrokeshire and Powys. Seven partner organisations are now signed up to the concept of a panel in Ceredigion, and the force is working with the county council there to have this panel in place by April 2008.

### **Area for improvement**

- A system known as the professional assistance template (PAT) electronically trawls force systems to provide line managers with an overview of individual performance and workload. Supervisors have been using it successfully to review performance of individuals, but the system is not currently functioning.

- There is no routine involvement of partners at force-level strategic or tactical meetings, nor at divisional tactical tasking and co-ordination group (TTCG) meetings.

## Protecting Vulnerable People – Overview

### National contextual factors

The assessment framework for Protecting Vulnerable People was first developed in 2006 as part of HMIC's baseline assessment programme. It replaced two existing frameworks – Reducing/Investigating Hate Crime and Crimes against Vulnerable Victims – which focussed on hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced with four components – domestic violence, the investigation and prevention of child abuse, the management of sex and dangerous offenders, and vulnerable missing persons. Although the four areas are discrete, they are also linked and share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force.

This year's inspection has been carried out using similar assessment standards as those in 2006. These highlight the importance of leadership and accountability; policy implementation; information management; staffing, workload and supervision; performance monitoring and management; training; the management of risk; and partnership working.

The work carried out by forces to protect the public, particularly those most vulnerable to risk of serious harm, is complex and challenging. No single agency, including the police, has the capacity to deliver the required response on its own. Success is therefore, dependent on effective multi-agency working and there are a number of established partnerships, involving a wide range of services and professionals, aimed at ensuring that an integrated approach is adopted to protecting those most vulnerable to risk of serious harm.

### Contextual factors overview

All four BCUs (divisions) have a public protection unit (PPU), each of which is led by a dedicated detective inspector. Line management responsibility and operational accountability for each unit lies with the divisional commander. PPUs include the following co-located specialists:

- child abuse investigators;
- domestic violence officers (DVOs);
- sex offender liaison officers (SOLOs); and
- adult abuse investigators.

The ACC has strategic accountability for all public protection elements and holds BCU commanders to account through structured monthly performance meetings, which precede TTCG and a quarterly corporate performance review.

A small headquarters-based team, led by a detective superintendent, is responsible for strategy and policy development. Additionally, this team has a 'head of profession' role, providing professional development, support and advice for staff in the PPUs. The team also undertakes audit and review functions, to provide a health check for divisional commanders and the ACPO team.

### Strengths

- The Chief Constable is a leading player on the national scene on public protection and protecting vulnerable people (PVP) matters (including missing persons), and his dynamic

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strategic leadership permeates the force both at HQ level and divisional PPUs. Staff energy and commitment are matched by a determination to improve and progress.

- Dyfed-Powys Police invests in an annual PPU audit and review process, combined with regular dip-sample health checks. The reviews test compliance with policy and consistency of quality of service delivery. Implementation of review recommendations is evident throughout the force, eg in the provision of administrative support and additional supervisors. The annual review process is supported by periodic template-based dip-sample reviews. The audit and review mechanisms were highlighted at an HMIC Good Practice seminar in January 2007 and have since been shared directly with a number of forces throughout the country.
- The public protection strategy and policy team facilitates six-monthly workshops with all staff working in the divisional PPUs, to share good practice, update latest developments, reinforce consistency of delivery and resolve emerging issues at an early stage.
- Accountability is clearly documented and communicated by the force. The accountability framework sits within the force policy and guidance and is available on the force intranet system. There are clear lines of responsibility at every level; notably, first-line supervisors do not overlap responsibilities. The links and differences between locally devolved operational service delivery and central strategic accountability were understood by officers and staff at all levels.
- SARCs are a model of good practice in the provision of immediate aftercare to victims of serious sexual violence. Excellent partnership working with agencies and the voluntary sector is crucial in the provision of services by SARCs, of which there are currently just 14 in England and Wales. The SARC in Carmarthenshire was formally opened in June 2007 and includes the provision of services to children and young people. Other examples of the police taking an active part in multi-agency forums include the domestic abuse risk assessment group (DARAG), quarterly domestic abuse forums, the ACPO child protection group, the regional protection forum and the Welsh Assembly Government group for child death reviews.
- Dyfed-Powys Police recognised the value of equipping the police authority with a better knowledge and understanding of PVP issues. The police authority has appointed a lead member for PVP, who is regularly briefed by the public protection strategy and policy team. This member attends a number of public protection-related partnership meetings, including the multi-agency public protection arrangements (MAPPA) strategic management board (SMB), and has developed a good understanding of public protection matters. This helps the police authority properly to challenge the force in respect of PVP issues, understand the significance of this area of risk and carry out its statutory duties and responsibilities. Such a level of understanding and knowledge is not yet common across England and Wales; training could usefully be made available to police authorities by their forces.
- Staffing levels in PVP work have been carefully considered by the force. National good practice in terms of workload has been taken into account, and there is an appreciation that this is only one of a number of factors. Complexities of investigation, travelling distance and time in rural areas, and other factors have been considered. All internal audit and review mechanisms, combined with input from monthly supervisor meetings, are taken into account to enable a constant review of staffing levels.
- Formal monthly meetings between officers and first-line managers have been introduced by the force, following internal review processes. The meetings are primarily focused upon officer workload, management and welfare. Also covered are work towards PDR

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objectives and dip-sampling of investigation quality. Work is reassigned as necessary to balance individual demands.

- A risk-scoring approach to strategic assessment has ensured that PVP areas – including public protection, child protection and domestic violence – have, through NIM processes, featured as specific priorities for the force in strategic planning documents and the force policing plan.
- The force has a system of ‘pool-trained’ officers, predominantly performing uniformed roles but with ambitions for a CID career. The force is investing in training these officers to the same competency level as full-time PVP specialist officers. Additionally, these officers undertake regular attachments to PPUs, delivering benefits such as:
  - spread of specialist skills across uniformed areas;
  - succession planning for specialist units; and
  - resilience to cope with unusually heavy workload or long-term absence of specialist staff.
- The force has devised a pre-screening form for staff to complete before they attend PPU training or take up a post within the PPU. The pre-screening process includes an informal interview with staff from HQ PPU and the occupational health department to ensure that officers understand the role for which they are about to be trained or applying. It also helps ensure that individuals selected are sufficiently robust to perform the role and provides an opportunity for them to be made aware of the services available through occupational health
- The PVP disciplines being inspected are all co-located, which facilitates routine intelligence flow across the disciplines.
- It is mandatory for all PPU staff to see an occupational health counsellor annually, and evidence shows that this is taking place. Occupational health staff are, however, keen to move on from what can be perceived as a ‘tick box’ welfare check. The force is introducing a TRiM system to debrief officers and staff involved in traumatic incidents. TRiM was developed by the British Army as a peer group-delivered management strategy that, using trained non-medical personnel, aims to keep employees in hierarchical organisations functioning after traumatic events, and identify those who are experiencing difficulties. TRiM is designed to help change the culture of an organisation, encouraging people to understand that feelings of stress are an inevitable occupational hazard and that it is acceptable for individuals to seek help if required. This is in the early stages of development for those routinely employed in the PVP environment, but the force anticipates that it will provide a more meaningful process of debriefing.
- Investment has been made in a training and development officer with a focus on PVP and crime training. As a consequence, the force has developed a leading-edge approach to PVP training. A comprehensive PVP training gap analysis has been undertaken and plans are in place to deliver the relevant training over the coming months. The force has included public-facing police staff and special constables in the PVP training coverage, which is seen as good practice. All packages are Centrex-accredited products.
- The force is developing a range of qualitative and quantitative management information across PVP areas in order to be able to assess and judge performance.
- Following a recent thematic review of the MAPPA handling of sex offenders, a programme of thematic audits has been established, incorporating missing persons and the DARAG process. It was due to commence in May or June 2007.

### **Areas for improvement**

- The Achieving Best Evidence (ABE) guidelines in respect of vulnerable and intimidated witnesses (both adults and children) have resulted in a significant increase in the number of victims and witnesses who need to be interviewed using video or DVD facilities. The force has not met this demand with an increased number of trained officers, resulting in abstractions from specialist units to support non-specialist investigations.

## Developing Practice

**INSPECTION AREA:** Protecting vulnerable people

**TITLE:** Public protection staff (PVP) workshops

**PROBLEM:**

- Although force audits are undertaken, there was a clear need to allow specialist officers the opportunity to network and raise any policy or procedural concerns.
- BCUs have operational responsibility for PPU staff, while HQ PPU has policy and strategic responsibility. Corporacy and practice issues are discussed so as to share good practice and highlight areas in policy or practice that need to be addressed.

**SOLUTION:**

- On an annual basis and in every case prior to implementing change in policy or procedures, officers attend workshops either to discuss the proposed changes or to address policy concerns.
- Adult protection officers were concerned that the threshold level of adult abuse referrals was too low. The workshop enabled officers to formulate a threshold matrix that is currently being considered on a regional level by partner agencies. This enables practitioners to inform policy change and in so doing ensures corporacy.
- DVOs were consulted and provided vital information to enable the success of the implementation of the domestic abuse risk assessment process.

**OUTCOME(S):**

See above, but also:

- performance is improved because officers contribute to changes on the ground and have an opportunity to address concerns with colleagues performing the same role.

**FORCE CONTACT:** Detective Inspector Pam Kelly – 07980 726149 or 01267 226370

## Protecting Vulnerable People – Child Abuse

GRADE	EXCELLENT
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### National grade distribution

Excellent	Good	Fair	Poor
3	17	21	2

### National contextual factors

The Children Act 2004 places a duty on the police to ‘safeguard and promote the welfare of children’; safeguarding children, therefore, is a fundamental part of the duties of all police officers. All police forces, however, also have specialist units which, although they vary in structure, size and remit, normally take primary responsibility for investigating child abuse cases. Officers in these units work closely with other agencies, particularly Social Services, to ensure that co-ordinated action is taken to protect specific children who are suffering, or who are at risk of suffering, significant harm. The Children Act 2004 also requires each local authority to establish a Local Safeguarding Children Board (LSCB). This is the key statutory mechanism for agreeing how the relevant organisations in each local area will co-operate to safeguard and promote the welfare of children in that locality, and for ensuring the effectiveness of what they do.

Membership of LSCBs includes representatives of the relevant local authority and its Board partners, notably the police, probation, youth offending teams, strategic health authorities and primary care trusts, NHS Trusts and NHS Foundation Trusts, the Connexions service, Children and Family Courts Advisory and Support Service, Secure Training Centres and prisons.

### Contextual factors

Children will be safeguarded more effectively if the key agencies work properly together. Local safeguarding children boards (LSCBs), designed to help ensure that this happens, have in effect put the former area child protection committees on a statutory footing. The core membership of LSCBs is set out in the Children Act 2004, and includes local authorities, health bodies, the police and others. The objective of LSCBs is to co-ordinate activity and ensure the effectiveness of their member agencies in safeguarding and promoting the welfare of children.

The National Assembly for Wales enacted the Local Safeguarding Children Boards (Wales) Regulations 2006, which came into force in October 2006, mandating the requirement for LSCBs to be established throughout Wales by April 2007. In the Dyfed-Powys Police area, four boards are established and the police are represented on each one.

The All-Wales Child Protection Review Group has a mandate and representation from all Welsh LSCBs and partner agencies. The group is tasked with updating the All-Wales Child Protection Procedures. These were first produced in 2002 and updated in 2004 and 2005. Although they currently reflect changes required to meet recommendations from the

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Clywch, Bichard and Kelly reports, they are currently the subject of a complete refresh and update.

The specific comments in this section should be read in conjunction with those contained in the generic PVP section of the report.

## **Strengths**

- The force's child protection policy and guidance is comprehensive and clear and consistent with ACPO and National Centre for Policing Excellence (NCPE) guidelines, incorporating the All-Wales Child Protection Procedures. The policy is available to officers and staff on the force intranet system. The public protection strategy and policy team constantly monitors policy against good practice elsewhere and updates force policy as necessary. The threshold matrix, as documented below, provides an excellent example of the adoption of policy to minimise ambiguity, aid decision making by officers and ensure consistency of service delivery.
- To ensure consistency in decisions as to whether intervention ought to be on a single or joint agency basis following a child abuse referral, the force designed a 'threshold matrix', agreed jointly by police and social services. The matrix provides unambiguous guidance on what levels of intervention should take place for particular types of investigation, including the criteria for involvement and attendance at strategy discussions or meetings and case conferences, to ensure that the case proceeds in the best interests of the child concerned.
- The police are represented at all case conferences by a PPU supervisor or constable. To assist in preparing for conferences, a case conference report template has been introduced which sets out the information requirements; this helps to deliver consistency across the force.
- Supervisors have an active role in serious cases from the outset, in line with the Climbié recommendations; such cases are subject to formal audit and review.
- To standardise approaches, share good practice and provide learning opportunities for professionals, the force facilitates quarterly multi-agency conferences with forensic and health professionals dealing with these sensitive matters, to promulgate cohesive and professional standards within Dyfed-Powys.
- Job descriptions for child abuse investigators and supervisors are in place and accurately reflect the role.
- The force has a corporate IT system in place for the management of child abuse investigation. Known as the case administration tracking system (CATS), it enables the management of notifications, referrals and investigations, and aids the supervision of investigation. The force has policy and procedure in place concerning the use of the system.
- Performance measurement of public protection has sparked a national debate. Although the debate continues, the force has grasped this issue through a process of review meetings. At a working level, first-line supervisors formally meet staff on a monthly basis to discuss individual performance against objectives, dip sample recent work and consider welfare and workload issues. Performance of the unit is reviewed at the divisional TTCG meetings. The ACC reviews strategic issues with BCU commanders

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monthly, and the central audit, review and dip-sampling processes add to the picture. Collectively, the meetings and review processes demonstrate that the force has continuous knowledge and comprehension of the issues, both tactical and strategic.

- Management information is utilised during audit and review to aid the diagnostic process and therefore help each PPU to improve performance – examples include the percentage of strategy discussions attended by a supervisor, quality of information inputted onto CATS, number of referrals and caseload per officer, and outstanding training needs. The force is developing a fuller range of regular qualitative and quantitative management information, to be available on a monthly basis to divisional superintendents (operations) and operational leads.
- All the PVP areas under inspection (except missing persons) are brought together in PPUs, co-located on each division under the command of a single detective inspector. The co-location helps to ensure constant and information flow across the disciplines.
- The force has rigorous systems and processes in place to audit and review each division-based PPU. Each divisional PPU undergoes an annual audit and review process, and this process is supported and enhanced by regular dip-sample health checks, all of which are conducted by the HQ-based policy and strategy team. The audit and review process is designed to test compliance with force and national policy (eg NCRS and the Home Office Counting Rules (HOCR)) and consistency of quality of service delivery, and it checks staffing and supervisory levels against workloads, taking into account a range of factors.
- Implementation of recommendations arising from management information gleaned from the audit and review process is evident throughout the force – eg in the provision of administrative support and additional supervisors. The annual review process is supported by periodic template-based, dip-sample reviews.
- The audit and review mechanisms embedded within the force were highlighted at an HMIC Good Practice seminar in January 2007 and have since been shared directly with a number of forces throughout the country. Commendably, the force has shared information surrounding its audit and review policy and processes with over 50% of UK forces seeking to improve their own performance.
- All staff working in the divisional PPUs attend six-monthly workshops facilitated by the public protection strategy and policy team, share good practice, update latest developments, reinforce consistency of delivery and resolve emerging issues at an early stage.
- The public protection strategy and policy team continually monitors staffing and supervision levels within the PPUs. Monitoring takes into account workload and other factors which impact on officer and staff time to exacerbate high workloads, such as the complexity of investigation or travelling distance and time in rural areas. All internal audit and review mechanisms, combined with input from monthly supervisor meetings, are taken into account to inform the constant review of staffing levels. All decisions and rationale for staffing-level recommendations are documented by the team.
- Formal monthly meetings between officers and first-line managers have been introduced by the force, following internal review recommendations. The meetings are primarily focused upon officer workload, management and welfare. Also covered is work towards PDR objectives and dip sampling of investigation quality. Work is reassigned as necessary to balance individual demands.

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- The force has moved to an innovative, risk-scoring approach to strategic assessment. One of the outcomes is that child protection, domestic violence and public protection score highly in terms of risk and therefore come to the fore in the force strategic assessment, control strategy and therefore policing plan. All areas feature individually in NIM processes at divisional and force level.
- All child abuse investigators are required to be an accredited or trainee detective, complemented by other training inputs – such as joint child protection training, interview, CATS and IMPACT training – to properly equip them for their role and maintain professionalism in this specialist area of policing.

### **Work in progress**

- The CATS system is a dedicated IT system which enables management and progress of investigations to be recorded and monitored; it is accessible to staff in the control room and the force intelligence bureau. The integration of the CATS database with other IT systems was reliant upon the delivery of the Cross-Regional Information Sharing Project (CRISP). The reduction of funding for the national IMPACT team and the CRISP project leaves a gap for Welsh forces in relation to the future delivery of an intelligence-sharing solution. The original innovation for CRISP started within Dyfed-Powys, and a collaborative funding bid from all four Welsh forces for Home Office funding was recently submitted to continue the work for a Welsh intelligence and inter-operability solution. Unfortunately, the Home Office has decided not to fund this project.
- The force has adopted the Centrex specialist child abuse investigators development programme for training and development of staff new to this role, coupled with accredited investigator and interview training. Similar plans are in place for existing staff at all levels to complete the professional development portfolio for child protection; this is reliant on National Occupational Standards being made available to forces.

### **Area for improvement**

- The 'designated officer' is an officer, of at least inspector rank, who takes an independent oversight of the circumstances in which a child is taken into police protection. This is a pivotal role in ensuring that police action is 'right first time'. A force training package is delivered to acting and newly promoted uniformed inspectors and sergeants to equip them for the role; however, there is a training gap in respect of those already in post, most of whom have not received this training.

## Developing Practice

**INSPECTION AREA:** Child abuse investigation

**TITLE:** Engagement of forensic medical examiners (FMEs)

**PROBLEM:**

- Awareness required as to roles and responsibilities of FMEs and paediatricians.
- Clear need to share good practice and areas of concern.

**SOLUTION:**

- On a quarterly basis FMEs, designated nurses for child protection and paediatricians meet to discuss forensic medical issues.
- Issues such as appropriate locations for examinations to take place, availability of specialists, policy concerns and cases of interest are discussed.

**OUTCOME(S):**

- Dyfed-Powys Police held a multi-agency conference on forensic issues which enabled practitioners dealing with very sensitive matters to be updated on procedures and to share good practice.
- As a region the multi-agency response to forensic medical examinations is cohesive and more professional.

**FORCE CONTACT:** Detective Inspector Pam Kelly – 07980 726149 or 01267 226370

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## Protecting Vulnerable People – Domestic Violence

GRADE	GOOD
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### National grade distribution

Excellent	Good	Fair	Poor
1	13	27	2

### National contextual factors

There is no statutory or common law offence as such of ‘domestic violence’; the term is generally used to cover a range of abusive behaviour, not all of which is criminal. The definition of domestic violence adopted by ACPO does, however, take account of the full range of abusive behaviour as well as the different circumstances in which it can occur:

*‘any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults, aged 18 and over, who are or have been intimate partners or family members, regardless of gender or sexuality’.*

As with the investigation of child abuse, responding to and investigating domestic violence is the responsibility of all police officers. Again, however, forces have dedicated staff within this area of work, although their roles vary. In some forces staff undertake a support/liason role, generally acting as a single point of contact for victims and signposting and liaising with other agencies and support services; in others, staff have responsibility for carrying out investigations.

Irrespective of who carries out the investigation in domestic violence cases, an integral part of every stage is the identification of risk factors, followed by more detailed risk assessment and management. In 2004, HMIC, together with HMCPSI, published a joint thematic inspection report on the investigation and prosecution of domestic violence. At that time, risk identification, assessment and management were in the early stages of development throughout the service. Since then, there has been considerable progress in developing formal risk identification and assessment processes and - in a number of forces - the implementation of multi-agency risk assessment conferences (MARACs). Other improvements include the introduction of specialist domestic violence courts and the strengthening of joint working arrangements.

### Contextual factors

Domestic violence (DV) remains a major problem in general for society and professionally for the police. DV accounts for around 15% of all violent crime, and will involve one in four women and one in six men at some point in their lives. Tragically, two women are murdered each week on average because of DV, accounting for 35% of all murders. DV also has a worryingly high rate of repeat victimisation.

In 2004, ACPO provided guidance to forces in the form of the *Guidance on Investigating Domestic Violence*. This has been supported by numerous Home Office research papers guiding good practice, which ought by now to be embedded in everyday policing.

There is no doubt that forces that follow these good practice guidelines ought to impact on repeat victimisation rates and thus save lives. This is an area where basic processes and procedures in place, acknowledged and understood by all front-line officers staff, will ensure that forces maximise every opportunity to prevent a victim from enduring further harm.

The specific comments in this section should be read in conjunction with those contained in the generic PVP section of the report.

## **Strengths**

- The force's domestic violence policy and guidance is comprehensive and clear and consistent with ACPO and NCPE guidelines. It is available to officers and staff on the force intranet system. The public protection strategy and policy team constantly monitors policy against good practice elsewhere and updates force policy accordingly.
- The multi-agency risk assessment conference (MARAC) approach to risk reduction commenced in South Wales in 2003. This recognises the multiple and unique needs of victims and their children, and has been independently evaluated by Cardiff University. Dyfed-Powys Police has adopted this approach under the title of the domestic abuse risk assessment group (DARAG). All very high-risk and high-risk victims, at the discretion of the relevant DVOs, are referred to a DARAG meeting to develop a multi-agency risk reduction plan.
- Identification and management of risk should be an integral part of every stage of an effective investigation of domestic abuse. This principle is embedded within the force – as guidance, within the domestic abuse risk assessment and management process, and in operational practices. The system for initially assessing the risk management level of the victim is fully automated, using information from the incident report and initial risk assessment form. The information is recorded onto the crime recording system/domestic abuse database by the crime recording bureau and electronically forwarded to the relevant domestic abuse email group; this reduces bureaucracy and ensures consistency in approach. It is recognised, however, that the system alone does not take all factors into account, and the DVO reviews all automated risk management 'scores' to add professional judgement to the process. Any changes from the automated score are confirmed by the first-line manager.
- Every domestic incident is recorded on the force command and control system and supervised by an inspector or sergeant. When a crime report has been submitted, details of the crime enquiries are recorded on the force crime system, which is electronically stored and retrievable.
- The domestic abuse database, crime recording system and command and control system are linked and include a flagging system to highlight previous incidents of domestic abuse.
- The force has initiated a systematic approach, in partnership with the Crown Prosecution Service, to review those DV cases which are either discontinued or withdrawn at court. This has informed guidance to prosecutors, supervisors and officers dealing with such cases.
- There was good evidence that the force has adopted a 'lessons learnt' approach through analysis and review of serious incidents, resulting in revised working practices, particularly around structures and accountability, assessment and management of risk and effective working with partner agencies.

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- An audit was conducted by HMIC in November 2006 of the data accuracy of SPI 8a data (the percentage of DV incidents where an arrest was made related to the incident). The data was 95% accurate, and data compliance management arrangements were graded as Excellent.
- The force includes domestic abuse within the monthly performance reviews, scrutinising overview material on numbers of incidents, arrests, arrest rate, total incidents, repeat incidents and repeat victims down to section level. Such scrutiny is commendable, although its impact would be enhanced if more in-depth material, specifically in relation to repeat victims, was available to divisional commanders.
- As part of the ongoing force PVP training plan, DVOs, detective sergeants and detective inspectors within PPU have all recently received the Centrex response to domestic violence programme, modules 1 to 7, which include risk-related training incorporating force standards and expectations.
- Clear procedures and processes are in place to inform child abuse investigation officers whenever children are living in households where DV is taking place. The incident log is tagged on the force command and control system (STORM), and details are recorded on form A239 for inputting into the crime recording system and domestic abuse database – this is electronically forwarded to the relevant PPU for referral to social services.
- Management information is utilised during audit and review to aid the diagnostic process and therefore develop each PPU to improve performance. The force is developing a full range of regular qualitative and quantitative management information to be available on a monthly basis to the operational leads.
- All the PVP areas under inspection (except missing persons) are brought together in PPU, co-located on each division under the command of a single detective inspector. The co-location helps to ensure constant and information flow across the disciplines.
- The force has rigorous systems and processes in place to audit and review the division-based PPU. Each divisional PPU undergoes an annual audit and review process; and this process is supported and enhanced by regular dip-sample health checks, all of which are conducted by the HQ-based policy and strategy team. The audit and review process is designed to test compliance with force and national policy (eg NCRS and HOCA) and consistency of service delivery; and it checks staffing and supervisory levels against workloads, taking into account a range of factors.
- Implementation of recommendations is evident throughout the force, eg in the provision of administrative support and additional supervisors. The annual review process is supported by periodic template-based, dip-sample reviews. The audit and review mechanisms were highlighted at an HMIC Good Practice seminar in January 2007 and have since been shared directly with a number of forces throughout the country.
- All staff working in the divisional PPU attend six-monthly workshops facilitated by the public protection strategy and policy team, to share good practice, update latest developments, reinforce consistency of delivery and resolve emerging issues at an early stage.
- The public protection strategy and policy team continually monitors staffing and supervision levels in the PPU, taking into account workload and other factors which impact on officer and staff time, such as the complexity of investigation, or travelling distance and time in rural areas. All internal audit and review mechanisms, combined with input from monthly supervisor meetings, are taken into account to inform the

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constant review of staffing levels. All decisions and rationales for staffing level recommendations are documented by the team.

- Due to the work of the public protection strategy and policy team, operational line managers demonstrate a good understanding of the workload of their staff employed in PPU's.
- Formal monthly meetings between officers and first-line managers have been introduced by the force, following internal review recommendations. The meetings are primarily focused upon officer workload, management and welfare. Also covered is work towards PDR objectives and dip sampling of investigation quality. Work is reassigned as necessary to balance individual demands.
- The force has moved to an innovative, risk-scoring approach to strategic assessment. One of the outcomes is that child protection, DV and public protection score highly in terms of risk and therefore come to the fore in the force strategic assessment, control strategy and therefore policing plan. All areas feature individually in NIM processes at divisional and force level.

### **Work in progress**

- The force has identified a significant training gap for all public-facing officers and staff. A training plan is currently being developed in line with the national Centrex DV modular training programme and will be rolled out during summer 2007.

### **Areas for improvement**

- DVOs undertake, on an individual, ad hoc basis, the investigation of cases where the victim is high or very high risk. Due to the number of DVOs, only a limited number of such investigations can be undertaken, and there is no force policy on the additional specialist investigative support that PPU's should provide to uniformed officers who are dealing with high-risk or very high-risk victims. This should be clarified, and linked to a review of job descriptions and terms of reference for specialist DV staff.
- Domestic abuse is not a standing agenda item at divisional tasking meetings. Specific inclusion of owned action plans on prioritised DV offenders would complement the DARAG meetings which consider the highest-risk victims. Additionally, this would raise the profile of domestic abuse at divisional level and ensure concentrated NIM tasking in relation to serial and repeat offenders.
- The risk management levels of DV victims are not flagged on a searchable system, enabling, for example, call handlers to gain access to this information as part of the background checks undertaken when dispatching officers to DV incidents. Patrol officers attending calls are not aware of the risk management level of the victim in the majority of instances. Although this ought not to affect the level of service delivery, it would heighten awareness among officers attending the scene of the risk status of the victim.

## Protecting Vulnerable People – Public Protection

GRADE	EXCELLENT
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### National grade distribution

Excellent	Good	Fair	Poor
2	16	23	2

### National contextual factors

The Criminal Justice and Courts Services Act 2000 led to the formation of the Multi-Agency Public Protection Arrangements, commonly known as MAPPA, requiring the police and probation services to work together as the Responsible Authority in each area of England and Wales to establish and review the arrangements for the assessment and management of sexual and violent offenders. Subsequent legislation brought the Prison Service into the Responsible Authority arrangements and also requires a range of social care agencies to co-operate with the Responsible Authority in the delivery of the assessment and management of risk in this area. These agencies include health, housing, education, social services, youth offending teams, Jobcentre Plus, and electronic monitoring services.

Under MAPPA, there are three categories of offender who are considered to pose a risk of serious harm:

Category 1 – Registered Sex Offenders (RSOs)

Category 2 – violent and other sex offenders

Category 3 – other offenders (with convictions that indicate they are capable of causing, and pose a risk of, serious harm).

To be managed under MAPPA, offenders must have received a conviction or caution. However, there are some people who have not been convicted or cautioned for any offence, and thus fall outside these categories, but whose behaviour nonetheless gives reasonable ground for believing a present likelihood of them committing an offence that will cause serious harm. These people are termed Potentially Dangerous Persons (PDPs).

Following risk assessment, risk management involves the use of strategies by various agencies to reduce the risk, at three levels:

- Level 1 offenders can be managed by one agency;
- Level 2 offenders require the active involvement of more than one agency;
- Level 3 offenders – the ‘critical few’ – are generally deemed to pose a high or very high risk and are managed by a multi-agency public protection panel (MAPPP).

In 2003, the Home Secretary issued MAPPA guidance to consolidate what has already been achieved since the introduction of the MAPPA in 2001 and to address a need for greater consistency in MAPPA practice. The guidance outlines four considerations that are key to the delivery of effective public protection.

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- defensible decisions;
- rigorous risk assessment;
- the delivery of risk management plans which match the identified public protection need; and,
- the evaluation of performance to improve delivery.

### **Contextual factors**

Dyfed-Powys achieved a Good grade in the Baseline Assessment 2006, and there is strong ACPO leadership. The Chief Constable holds the ACPO violent crime portfolio which encompasses the four strands of PVP. Public Protection is managed in specialist units, led by a detective inspector based on each division, and accountability for performance lies with the BCU commanders. Policy and strategy is managed by a small headquarters-based team, led by a detective superintendent. At the time of inspection, there were 316 people resident within the community being risk managed by Dyfed-Powys MAPPA.

MAPPA manages three categories of offenders:

- category 1 – registered sex offenders;
- category 2 – certain other categories of violent and sex offenders; and
- category 3 – other dangerous offenders.

A fourth category that is risk-managed by police outside the statutory MAPPA framework is potentially dangerous persons (PDPs). There is no national definition of a PDP, although a working interpretation is that a PDP is a non-convicted person (who therefore falls outside MAPPA) but nevertheless is judged to pose a serious risk of harm.

The specific comments in this section should be read in conjunction with those contained in the generic PVP section of the report.

### **Strengths**

- The Chief Constable is a leading player on the national scene on public protection and protecting vulnerable people (PVP) matters (including missing persons), and his dynamic strategic leadership permeates the force both at HQ level and divisional PPU. Staff energy and commitment are matched by a determination to improve and progress.
- Dyfed-Powys Police invests in an annual PPU audit and review process, combined with regular dip-sample health checks. The reviews test compliance with policy and consistency of quality of service delivery. Implementation of review recommendations is evident throughout the force, eg in the provision of administrative support and additional supervisors. The annual review process is supported by periodic template-based dip-sample reviews. The audit and review mechanisms were highlighted at an HMIC Good Practice seminar in January 2007 and have since been shared directly with a number of forces throughout the country
- The force has rigorous systems and processes in place to audit and review each division-based PPU. Each divisional PPU undergoes an annual audit and review process, and this process is supported and enhanced by regular dip-sample health checks. all of which are conducted by the HQ-based policy and strategy team. The audit

and review process is designed to test compliance with force and national policy (eg NCRS and HOCR) and consistency of service delivery, and it checks staffing and supervisory levels against workloads, taking into account a range of factors.

- Management information is utilised during audit and review to aid the diagnostic process and therefore develop each PPU to improve performance. The force is developing a full range of regular qualitative and quantitative management information, to be available on a monthly basis to the operational leads.
- A recent sex offender thematic audit has been conducted in the force following the review of an out-of-force case. An early recommendation of this thematic audit concerns the quality of ViSOR records, and the force has already taken steps by holding refresher training among staff to consolidate these early audit findings and to embed corporate standards.
- The force has moved to an innovative, risk-scoring approach to strategic assessment. One of the outcomes is that child protection, DV and public protection score highly in terms of risk and therefore come to the fore in the force strategic assessment, control strategy and therefore policing plan. All areas feature individually in NIM processes at divisional and force level.
- All reviews of risk and risk levels are endorsed by supervisors.
- Formal monthly meetings between officers and first-line managers have been introduced by the force, following internal review recommendations. The meetings are primarily focused upon officer workload, management and welfare; also covered is work towards PDR objectives and dip sampling of investigation quality. Work is reassigned as necessary to balance individual demands.
- Performance measurement of public protection has sparked a national debate. Although the debate continues, the force has grasped this issue through a process of review meetings. At a working level, first-line supervisors formally meet staff on a monthly basis to discuss individual performance against objectives, dip sample recent work and consider welfare and workload issues. Performance of the unit is reviewed at the divisional TTCG meetings. The ACC reviews strategic issues with BCU commanders monthly, and the central audit, review and dip-sampling processes add to the picture. Collectively, the meetings and review processes demonstrate that the force has continuous knowledge and comprehension of the issues, both tactical and strategic.
- Implementation of recommendations is evident throughout the force, eg in the provision of administrative support and additional supervisors. The annual review process is supported by periodic template-based, dip-sample reviews. The audit and review mechanisms were highlighted at an HMIC Good Practice seminar in January 2007 and have since been shared directly with a number of forces throughout the country.
- The public protection strategy and policy team continually monitors staffing and supervision levels in the PPUs, taking into account workload and other factors which impact on officer and staff time, such as the complexity of investigation or travelling distance and time in rural areas. All internal audit and review mechanisms, combined with input from monthly supervisor meetings, are taken into account to inform the constant review of staffing levels. All decisions and rationales for staffing level recommendations are documented by the team.
- A risk-scoring approach to strategic assessment has ensured that PVP areas – including public protection, child protection and domestic violence – have, through NIM processes,

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featured as specific priorities for the force in strategic planning documents and the force policing plan.

- All the PVP areas under inspection (except missing persons) are brought together in PPU's, co-located on each division under the command of a single detective inspector. The co-location helps to ensure constant and information flow across the disciplines
- All staff working in the divisional PPU's attend six-monthly workshops (facilitated by the public protection strategy and policy team) to share good practice, update latest developments, reinforce consistency of delivery and resolve emerging issues at an early stage.
- The Violent and Sex Offenders Register (ViSOR) is the national IT platform to assist in and audit-trail the ongoing risk management of all such people. Entry on ViSOR triggers a Police National Computer (PNC) flag and ought to ensure flagging on local intelligence and command and control systems, to raise awareness among officers of the locations of MAPPA-managed offenders. At the time of inspection, there were 316 people resident within the community being risk-managed by Dyfed-Powys MAPPA.
- The force has produced a practitioner's guide, *MAPPA Guidance on Home Visits – Minimum Standards of Monitoring*. This is an excellent example of local guidance that supports and enhances the ACPO and NCPE guidance, and it highlights in an easily digestible format the important status of home visits and the minimum expectations of officers undertaking them.
- The ACC chairs the MAPPA SMB and has strategic accountability for all public protection elements. A jointly funded MAPPA co-ordinator was appointed in April 2007 in order to manage the MAPPA process for Dyfed-Powys who will chair all level 2 MAPPA meetings and act as a point of advice for level 3 throughout the force, in order to ensure consistency of decision-making.
- The ACC has strategic accountability for all public protection elements and holds BCU commanders to account through structured monthly performance meetings, which precede TTCG and a quarterly corporate performance review.
- While awaiting national guidelines for the use of ViSOR, the strategy and policy team holds ViSOR user group meetings twice a year in order to consolidate learning from internal audits, share best practice, ensure the consistent use of the system and raise standards across the force.
- Registered sex offenders are routinely considered within NIM processes; according to the level of risk posed they are proactively profiled, and operational actions are raised at TTCG meetings, at both divisional and force level where appropriate.
- SOLOs are represented at all divisional TTCG meetings. They are actively involved in personally briefing front-line officers and staff on their responsibilities in relation to the management of registered sex offenders. This regular briefing builds ownership and helps to maximise the intelligence opportunities.
- Due to the work of the public protection strategy and policy team, operational line managers demonstrate a good understanding of the workload of their staff employed in PPU's.
- Staffing levels in PVP work have been carefully considered by the force. National good practice in terms of workload has been taken into account, and there is an appreciation

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that this is only one of a number of factors. Complexities of investigation, travelling distance and time in rural areas, and other factors have been considered. All internal audit and review mechanisms, combined with input from monthly supervisor meetings, are taken into account to enable a constant review of staffing levels. Operational line managers demonstrate a good understanding of the workload of their staff employed in PPUs.

- It is mandatory for all PPU staff to see an occupational health counsellor annually, and evidence shows that this is taking place. Occupational health staff are, however, keen to move on from what can be perceived as a 'tick box' welfare check. The force is introducing a TRiM system to debrief officers and staff involved in traumatic incidents. TRiM was developed by the British Army as a peer group-delivered management strategy that, using trained non-medical personnel, aims to keep employees in hierarchical organisations functioning after traumatic events, and identify those who are experiencing difficulties. TRiM is designed to help change the culture of an organisation, encouraging people to understand that feelings of stress are an inevitable occupational hazard and that it is acceptable for individuals to seek help if required. This is in the early stages of development for those routinely employed in the PVP environment, but the force anticipates that it will provide a more meaningful process of debriefing.
- The force has devised a pre-screening form for staff to complete before they attend PPU training or take up a post within the PPU. The pre-screening process includes an informal interview with staff from HQ PPU and the occupational health department to ensure that officers understand the role for which they are about to be trained or applying. It also helps ensure that individuals selected are sufficiently robust to perform the role and provides an opportunity for them to be made aware of the services available through occupational health
- HMIC randomly dip sampled a number of ViSOR records, examining the entries relating to six high-risk registered sex offenders across all divisions (this equates to approximately 13% of all high-risk offenders). All those records examined contained comprehensive risk management plans that were up to date, as were all home visits, with further visits diarised into the system in accordance with the risk management plan. All home visits had been undertaken by two officers, in accordance with policy, and most updates were extremely comprehensive. Notably, a number of the visits were conducted outside normal office hours.
- MAPPA meetings are structured in accordance with current guidance and exceeded in some areas; for instance, in Pembrokeshire all level 2 and 3 MAPPA meetings are chaired by the operations superintendent.
- The force has comprehensive policy and guidance in place that meets the new NCPE/ACPO guidance together with comprehensive guidance concerning the management of unconvicted, potentially dangerous persons (PDPs) who fall outside current MAPPA scrutiny.
- Systems are in place to ensure that neighbourhood officers are briefed on the identity of all registered sex offenders living within their locality; furthermore, the teams are fully engaged in the active management of registered sex offenders in a manner appropriate to their role.
- The ACC has strategic accountability for all public protection elements and holds BCU commanders to account through structured monthly performance meetings, which precede TTCG and a quarterly corporate performance review.

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- All four BCUs (divisions) have a public protection unit (PPU), each of which is led by a dedicated detective inspector. Line management responsibility and operational accountability for each unit lies with the divisional commander. PPUs include the following co-located specialists:
  - child abuse investigators;
  - domestic violence officers (DVOs);
  - sex offender liaison officers (SOLOs); and
  - adult abuse investigators.
- Dyfed-Powys Police recognised the value of equipping the police authority with a better knowledge and understanding of PVP issues. The police authority has appointed a lead member for PVP, who is regularly briefed by the public protection strategy and policy team. This member attends a number of public protection-related partnership meetings, including the multi-agency public protection arrangements (MAPPA) strategic management board (SMB), and has developed a good understanding of public protection matters. This helps the police authority properly to challenge the force in respect of PVP issues, understand the significance of this area of risk and carry out its statutory duties and responsibilities. Such a level of understanding and knowledge is not yet common across England and Wales; training could usefully be made available to police authorities by their forces.
- A small headquarters-based team, led by a detective superintendent, is responsible for strategy and policy development. Additionally, this team has a 'head of profession' role, providing professional development, support and advice for staff in the PPUs. The team also undertakes audit and review functions, to provide a health check for divisional commanders and the ACPO team.
- Accountability is clearly documented and communicated by the force. The accountability framework sits within the force policy and guidance and is available on the force intranet system. There are clear lines of responsibility at every level; notably, first-line supervisors do not overlap responsibilities. The links and differences between locally devolved operational service delivery and central strategic accountability were understood by officers and staff at all levels.
- Job descriptions of PPOs reflect their role and are up to date. They are subject to regular review by the force.
- All public protection officers are trained in the use of RM2000 (the nationally recognised risk assessment model).
- All police officers posted to the PPU are vetted to an appropriate level.
- The force has a system of 'pool-trained' officers, predominantly performing uniformed roles but with ambitions for a CID career. The force is investing in training these officers to the same competency level as full-time PVP specialist officers. Additionally, these officers undertake regular attachments to PPUs, delivering benefits such as:
  - spread of specialist skills across uniformed areas;
  - succession planning for specialist units; and
  - resilience to cope with unusually heavy workload or long-term absence of specialist staff.
- The force is developing a range of qualitative and quantitative management information across PVP areas in order to be able to assess and judge performance.

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- The PVP disciplines being inspected are all co-located, which facilitates routine intelligence flow across the disciplines.
- Investment has been made in a training and development officer with a focus on PVP and crime training. As a consequence, the force has developed a leading-edge approach to PVP training. A comprehensive PVP training gap analysis has been undertaken and plans are in place to deliver the relevant training over the coming months. The force has included public-facing police staff and special constables in the PVP training coverage, which is seen as good practice. All packages are Centrex-accredited products.

### **Work in progress**

- The force has recognised a need for training at all levels in relation to offender management and MAPPA issues. It has employed a consultant with expertise in MAPPA to review and identify training gaps in relation to offender management and MAPPA among both police and probation staff. This process has involved dip samples of case files and ViSOR records, staff interviews and focus groups to establish the relevant training requirements of practitioners, supervisors, managers and MAPPA chairs.
- While it is accepted that there is no current national guidance on the maximum time between completing a new RM2000 static risk assessment for ViSOR nominals and updating this, there was no corporacy of approach, as evidenced by dip-sample: one had not been re-assessed for almost four years, another for three years. The force highlighted this as a problem in an internal review conducted at the same time as this inspection, and will be implementing a new approach as force policy.

### **Areas for improvement**

- The force has a comprehensive policy in place for the risk management of known PDPs falling outside MAPPA. However, there are no systematic mechanisms in place to proactively identify such persons already known to police or partner agencies but not currently identified as a PDP. Such a development would provide a robust link to homicide prevention.
- The inter-operability of IT systems, a common concern nationally, causes some problems in Dyfed-Powys. A person being risk-managed through MAPPA appears as an informant (caller) on the command and control system or as a witness, victim or even a suspect on a crime record, and yet there is no system to ensure that the relevant SOLO would always be made aware, in order to consider dynamic reassessment of risk. Without inter-operability in areas of risk, a process ought to be considered that maximises every opportunity to dynamically assess ongoing risk.

## Protecting Vulnerable People – Missing Persons

GRADE	GOOD
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### National grade distribution

Excellent	Good	Fair	Poor
1	21	21	0

### National contextual factors

Each year, thousands of people are reported to police as missing. Many have done so voluntarily and are safe from harm, whether or not they return home. But a number are vulnerable, because of age or health concerns, and the police service has developed well-honed systems to respond swiftly and effectively to such cases. For obvious reasons, missing children arouse particular concern, and many forces deploy 'Child Rescue Alert' to engage the media in publicising such cases. Key good practice in this framework are early recognition of critical incident potential, effective supervision of enquiries, the use of NIM problem profiles and other intelligence techniques to analyse repeat locations (eg, children's homes), and the use of an IT-based investigation tracking system such as COMPACT.

### Contextual factors

The joint ACPO/NCPE guidance on the management, recording and investigation of missing persons was one of the first of the current generation of national doctrine to be published, and is now well embedded into force business. The management of missing persons investigation is owned operationally by divisional commanders, with an HQ-based detective superintendent providing a policy lead on behalf of chief officers. The force has systems and processes in place to ensure adequate supervision and ongoing review of missing person investigations.

The specific comments in this section should be read in conjunction with those contained in the generic PVP section of the report.

### Strengths

- A clear accountability framework leads up to ACPO level; the ACC provides the strategic lead and direction in terms of missing persons.
- The force has implemented policy and procedures that are compliant with the ACPO/NCPE guidance.
- All high-risk vulnerable missing persons reports are reviewed and overseen by duty inspectors, and a superintendent is made aware of the circumstances.
- Duty inspectors are responsible for reviewing and raising actions in respect of all missing persons, and there is a robust handover procedure.

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- Control room staff have a training day built into their rota, and have been provided with specific training tailored to missing persons.
- Control room staff have access to a database which prompts specific questions to ask in relation to calls concerning missing persons.
- The force has systems in place to ensure timely risk identification and assessment. All missing person reports are brought to the immediate attention of the control room inspector, who numbers actions on the command and control system to manage the initial investigation in conjunction with the bronze inspector.
- The force systematically reviews missing persons in accordance with the policy and guidelines. The internal audit and review functions regularly check compliance with policy and guidelines.
- Missing persons enquiries are standing agenda items at daily divisional management meetings, divisional tasking meetings and force tasking where appropriate.
- The development of partnerships with psychiatric hospitals to provide a joint strategy for patients missing from their premises is at an early stage.
- The force has developed table-top exercises to help raise bronze inspectors' awareness of risk assessment.

### **Work in progress**

- Dyfed-Powys Police, in collaboration with Gwent Police, is actively engaged in the procurement of a dedicated IT system for recording and investigating missing persons. Two companies have tendered, and purchase is imminent; this IT solution is expected to be in place by autumn 2007 and could well address a number of the areas for improvement set out below.
- A partnership project with the children's charity Barnardo's is being developed to intervene more effectively with young persons who repeatedly go missing. Barnardo's aims to provide a confidential service to repeat young missing persons, focusing on risks, keeping safe, exploring the cause of going missing and what the worker and young person can do together to address the cause.
- Not all control room staff have received training on their roles and responsibilities in respect of missing persons procedures; this will be delivered in future training rounds.

### **Areas for improvement**

- All student officers receive a half-day training session covering a number of the National Occupational Standards for police officers. The session includes immediate actions and initial risk assessment. Newly promoted or long-term acting sergeants and inspectors also receive specific training on their supervisory responsibilities in respect of missing persons enquiries. However, there is no current training for officers already in post if they have not been captured by this training programme.
- Control room staff had no general awareness of Child Rescue Alert.
- The use of the force command and control system to record investigation actions in relation to missing persons is recognised as inadequate but has served the force as an interim solution, pending purchase of a bespoke package.

- Missing person investigations cannot easily be accessed by intelligence staff in order to undertake meaningful analysis and to feed NIM-based products; they are, however, raised at tactical tasking meetings.
- The missing persons policy and guidance, although comprehensive, is lengthy and some benefit could be obtained from communication of a brief synopsis, to ensure that relevant staff and officers understand the issues and know what is expected of them.

## **Appendix: Glossary of Terms and Abbreviations**

### **A**

ABC	activity-based costing
ABE	Achieving Best Evidence
ACC	assistant chief constable
ACPO	Association of Chief Police Officers
APA	Association of Police Authorities

### **B**

BCU	basic command unit
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### **C**

CATS	case administration tracking system
CDO	custody detention officer
CRISP	Cross-Regional Information Sharing Project
CSU	customer service unit

### **D**

DARAG	domestic abuse risk assessment group
DV	domestic violence
DVO	domestic violence officer

### **F**

FME	forensic medical examiner
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### **H**

HMI	Her Majesty's Inspector
HMIC	Her Majesty's Inspectorate of Constabulary

HOOCR	Home Office Counting Rules
HR	human resources
<b>I</b>	
liP	Investors in People
IS&T	information systems and technology
<b>L</b>	
LAPD	leadership, accountability, professionalism and delivery
LSCB	local safeguarding children board
<b>M</b>	
MAPPA	multi-agency public protection arrangements
MARAC	multi-agency risk assessment conference
MSF	most similar force(s)
<b>N</b>	
NCPE	National Centre for Policing Excellence
NCRS	National Crime Recording Standard
NIM	National Intelligence Model
NPWS	neighbourhood policing ward score
NSIR	National Standards for Incident Reporting
<b>P</b>	
PAT	professional assistance template
PCSO	police community support officer
PDP	potentially dangerous person
PDR	personal development review
PNC	Police National Computer
PPU	public protection unit

PVP protecting vulnerable people

**Q**

QoSC quality of service commitment

**S**

SARC sexual assault referral centre

SGC specific grading criteria

SMART specific, measurable, achievable, realistic and timed

SMB strategic management board

SOLO sex offender liaison officer

SPI statutory performance indicator

**T**

TTCG tactical tasking and co-ordination group

TRiM trauma risk management

**V**

ViSOR Violent and Sex Offenders Register