

# Document Pack



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**TUESDAY, 16<sup>TH</sup> APRIL 2019**

**TO: ALL MEMBERS OF THE DYFED POWYS POLICE AND CRIME PANEL**

I HEREBY SUMMON YOU TO ATTEND A MEETING OF THE **DYFED POWYS POLICE AND CRIME PANEL** WHICH WILL BE HELD IN THE **COUNTY HALL, HAVERFORDWEST AT 10.30 AM, ON FRIDAY, 26TH APRIL, 2019** FOR THE TRANSACTION OF THE BUSINESS OUTLINED ON THE ATTACHED AGENDA

*Mark James* CBE

**CHIEF EXECUTIVE**



PLEASE RECYCLE

<b>Democratic Officer:</b>	<b>Jessica Laimann</b>
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# DYFED POWYS POLICE & CRIME PANEL

## 14 MEMBERS

### CARMARTHENSHIRE COUNTY COUNCIL - 3 MEMBERS

- |    |            |              |               |
|----|------------|--------------|---------------|
| 1. | COUNCILLOR | KEN HOWELL   | (Plaid Cymru) |
| 2. | COUNCILLOR | JIM JONES    | (Independent) |
| 3. | COUNCILLOR | JOHN PROSSER | (Labour)      |

### CEREDIGION COUNTY COUNCIL - 3 MEMBERS

- |    |            |                  |                           |
|----|------------|------------------|---------------------------|
| 1. | COUNCILLOR | LLOYD EDWARDS    | (Welsh Liberal Democrats) |
| 2. | COUNCILLOR | KEITH EVANS      | (Independent)             |
| 3. | COUNCILLOR | ALUN LLOYD JONES | (Plaid Cymru)             |

### PEMBROKESHIRE COUNTY COUNCIL - 3 MEMBERS

- |    |            |                |                            |
|----|------------|----------------|----------------------------|
| 1. | COUNCILLOR | MICHAEL JAMES  | (Independent)              |
| 2. | COUNCILLOR | STEPHEN JOSEPH | (Independent Unaffiliated) |
| 3. | COUNCILLOR | ROBERT SUMMONS | (Conservative)             |

### POWYS COUNTY COUNCIL - 3 MEMBERS

- |    |            |                |                            |
|----|------------|----------------|----------------------------|
| 1. | COUNCILLOR | DAVID O. EVANS | (Independent)              |
| 2. | COUNCILLOR | LES GEORGE     | (Welsh Conservative Party) |
| 3. | COUNCILLOR | WILLIAM POWELL | (Welsh Liberal Democrats)  |

### CO-OPTED INDEPENDENT MEMBERS - 2 MEMBERS

- |    |                           |
|----|---------------------------|
| 1. | PROFESSOR IAN ROFFE       |
| 2. | MRS HELEN MARGARET THOMAS |

# AGENDA

1. APOLOGIES FOR ABSENCE AND PERSONAL MATTERS
2. DECLARATIONS OF INTEREST
3. TO SIGN AS A CORRECT RECORD THE MINUTES OF THE MEETING HELD ON THE
  - 3.1 25TH JANUARY 2019 5 - 12
  - 3.2 15TH FEBRUARY 2019 13 - 18
4. MATTERS ARISING FROM THE MINUTES (IF ANY)
5. QUESTIONS ON NOTICE FROM PANEL MEMBERS TO THE COMMISSIONER - NONE RECEIVED
6. QUESTIONS ON NOTICE FROM MEMBERS OF THE PUBLIC - NONE RECEIVED
7. DRUG RELATED OFFENCES 19 - 66
8. FRAUD AND CYBERCRIME 67 - 76
9. DECISIONS TAKEN BY THE COMMISSIONER 77 - 84
10. PANEL ANNUAL REPORT 2018-19 85 - 102
11. FORWARD WORK PROGRAMME 103 - 108
12. EXCLUSION OF THE PUBLIC

THE REPORTS RELATING TO THE FOLLOWING ITEM ARE NOT FOR PUBLICATION AS THEY CONTAIN EXEMPT INFORMATION AS DEFINED IN PARAGRAPH 12 OF PART 4 OF SCHEDULE 12A TO THE LOCAL GOVERNMENT ACT 1972 AS AMENDED BY THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) (VARIATION) (WALES) ORDER 2007. IF, FOLLOWING THE APPLICATION OF THE PUBLIC INTEREST TEST, THE COMMITTEE RESOLVES PURSUANT TO THE ACT TO CONSIDER THESE ITEMS IN PRIVATE, THE PUBLIC WILL BE EXCLUDED FROM THE MEETING DURING SUCH CONSIDERATION.
13. COMPLAINT AGAINST THE POLICE AND CRIME COMMISSIONER 109 - 170



## DYFED POWYS POLICE AND CRIME PANEL

Friday, 25 January 2019

**PRESENT:** Councillor A. Lloyd-Jones (Chair);

**Carmarthenshire County Council Members:**

Councillors K. Howell and J. Jones;

**Ceredigion County Council Members:**

Councillors L. Edwards and K. Evans;

**Pembrokeshire County Council Members:**

Councillor S. Joseph;

**Powys County Council Members:**

Councillors D. Evans and L. George;

**Independent Members:**

Prof. I. Roffe;

Mrs. Helen Thomas;

**Also in attendance:**

Councillor J. Prosser (Carmarthenshire County Council);

**In attendance from the Office of the Police and Crime Commissioner:**

Mr. D. Llywelyn, Police and Crime Commissioner;

Ms. B. Peatling, Chief Financial Officer;

Mrs. C. Morgans, Chief of Staff;

**The following Officers were in attendance:**

R. Edgecombe, Legal Services Manager;

L. Morris, Senior Press Officer;

K. Thomas, Democratic Services Officer;

J. Laimann, Assistant Democratic Services Officer;

**Chamber, County Hall, Carmarthen - 11.15 am - 2.40 pm**

**1. APOLOGIES FOR ABSENCE AND PERSONAL MATTERS**

Apologies for absences were received from Councillors Michael James (Pembrokeshire County Council), William Powell (Powys County Council) and Robert Summons (Pembrokeshire County Council).

The Chair extended condolences to Councillors Lloyd Edwards (Ceredigion County Council) and Jim Jones (Carmarthenshire County Council).

**2. DECLARATIONS OF INTEREST**

There were no declarations of personal interests.

**3. TO SIGN AS A CORRECT RECORD THE MINUTES OF THE MEETING HELD ON THE 16th NOVEMBER 2018**

**UNANIMOUSLY RESOLVED** that the minutes of the meeting of the Dyfed Powys Police and Crime Panel held on the 16<sup>th</sup> November 2018 be signed as a correct record.

#### **4. MATTERS ARISING FROM THE MINUTES (IF ANY)**

##### **4.1. Minute 4.4 - Agenda Item, Police Accountability Board**

In response to a question from the Panel, the Police and Crime Commissioner advised that the data analysis for the recent staff survey had been completed and results could be made available to the Panel shortly.

##### **4.2. Minute 5 - Agenda Item, Question to the Panel by A.T., Carmarthenshire**

With regard to the Panel's query to the Home Office, Members were advised that the Home Office would not comment in principle on an increase in independent membership. Instead, the Home Office had stated that the Panel would have to recruit additional Co-opted Members and then seek Home Office approval for individual appointments. The Lead Officer advised that, since the Panel would not be able to change its membership arrangements without the Home Office's approval in principle, this would mean putting individuals through a recruitment process without knowing whether they might be appointed.

**UNANIMOUSLY RESOLVED that Independent Membership be scheduled as an agenda item for the next Panel meeting.**

#### **5. QUESTIONS ON NOTICE FROM PANEL MEMBERS TO THE COMMISSIONER**

##### **5.1. QUESTION FROM COUNCILLOR LES GEORGE**

###### **Question by Councillor Les George:**

"During the course of attendance to many activities in my ward I am approached regularly about serious and disturbing incidents of rural crime.

It is reported to me that there are continuous rustling of livestock, theft of all terrain vehicles, increasing incidents of fly tipping and the worrying of sheep, especially this time of year. These problems alone are blighting the lives of decent people in the rural areas but find they are now also experiencing serious vandalism on an organised basis from groups who are opposed to livestock farming.

As Commissioner can you give the Panel assurances that you will make sufficient funds available to the Chief Constable to tackle these problems? What steps will you take to ensure the Chief Constable and his officers give these problems high priority?"

###### **Response by the Police and Crime Commissioner:**

The Commissioner advised that the Chief Constable was the Lead for Wales in relation to wildlife crime and rural affairs and had a thorough understanding of the issues in question. They had launched a Rural Crime Strategy in 2017 which focussed on improving the two-way communication with rural communities in response to an identified trend of underreporting to the Police Force. The Force had also scheduled strategic rural crime meetings in the four unitary authorities that Panel Members were welcome to attend. In addition, the Force had established a full-time specialist rural crime team in December 2018, which was working alongside the experienced North Wales team. The Commissioner

emphasised that the Force would develop further collaboration that would hopefully extend to an all-Wales response to rural crime. A recent success of the Dyfed-Powys Rural Crime Team, which had been publicised on social media, was the uncovering of an illegal slaughter facility with the help of good community intelligence. The Commissioner concluded that he was assured that the Force's response to rural crime had improved recently but was seeking further improvements in the future.

In response to Panel queries, the Commissioner advised that the Rural Crime Team was engaging with local farming communities on crime prevention and mental health support.

## **5.2. QUESTION FROM COUNCILLOR WILLIAM POWELL**

It was noted that as Councillor William Powell had sent his apologies he would be provided with a written response to his question. The Chair read out the question on his behalf.

### **Question by Councillor William Powell:**

“Irrespective of how the Brexit situation evolves over the next few weeks and months, several senior police figures have warned of the potential for a significant impact to be felt by police forces across the UK including disruption to transport and public services and the risk of civil unrest. What are you doing as Commissioner to ensure that Dyfed-Powys Police is as prepared as it can be for all eventualities, whether they be a ‘no-deal Brexit’ at the end of March, a delay of Brexit to some future date, a further referendum or even the cancellation of Brexit?”

### **Response by the Police and Crime Commissioner:**

The Commissioner responded that he received regular updates from the temporary Assistant Chief Constable who chaired the local resilience forum. The forum was undertaking specific Brexit planning exercises with partners. The Commissioner advised that Brexit preparations were especially crucial with regard to the Fishguard and Pembroke ports. He stated that the Force Gold Group and the Tasking and Coordinating Groups were ensuring that specific resources were available during the critical period post 29<sup>th</sup> March 2019 and a Force mobilization plan was in place. The Commissioner concluded he was reassured that the Force was doing everything it could to prepare for Brexit. The Force was also feeding into planning at National Coordination Centre and had received funding from the Centre for a Chief Inspector post to coordinate Brexit preparations. The Commissioner acknowledged that there was a danger for resources to be taken out of Dyfed-Powys and redistributed to the South East as part of a mutual aid relationship. He would be liaising with the Chief Constable on lobbying activities in relation to this issue.

## **5.3. QUESTION FROM PROFESSOR IAN ROFFE**

### **Question by Professor Ian Roffe:**

“Recent reports have indicated that some commissioners are orienting resources towards low-level crime in response to public demand, at the expense of more serious and organised crime. Can the Commissioner provide assurance that the resource allocation for Dyfed Powys is suitably balanced?”

### **Response by the Police and Crime Commissioner:**

The Commissioner advised that press reports alleging that commissioners were ignoring serious and organised crime were mainly generated by an interview with the Director General of the National Crime Agency. This had been followed up by a letter to PCCs in which the Director General clarified that the headline “bears no reflection” to the interview she gave. The Director General was of the opinion that serious and organised crime was often hidden and that lower-level crime could therefore be perceived by the public as having a higher priority and that law enforcement was “not staying ahead of the curve”.

The Commissioner advised that while it was ultimately within the Chief Constable’s remit to decide how resources were utilised, protecting communities from serious harm and disrupting serious and organised crime was one of the key priorities set out in his Police and Crime Plan (Priority 3 refers). The Commissioner stated further that he was meeting quarterly with Community Safety Partnership Managers and that his staff was being informed on the Force’s approach towards these issues in Serious and Organised Crime Boards in the four unitary authorities. The Commissioner advised that an update on the Force’s demand profile work, which analysed where resources were deployed, had reassured him that resources were balanced appropriately. The Chief Officer Group would be continuing to assess this balance in consultation with Senior Officers and further iterations of the demand work would be taking place within the calendar year.

## **6. QUESTION ON NOTICE TO THE COMMISSIONER FROM P.D.R., CARMARTHENSHIRE**

### **Question by P.D.R:**

“When I recently tried to complain to Dyfed-Powys Police about a multimillion pound fraud being carried on in the area I was directed to Action Fraud. Does this mean that Dyfed-Powys Police lack the resources to investigate such crimes? What is the Commissioner doing to ensure Dyfed-Powys Police is being properly resourced to protect residents from such frauds?”

### **Response by the Police and Crime Commissioner:**

The Commissioner clarified that the forwarding of fraud reports to Action Fraud for analysis and assessment was a national policy requirement and therefore did not reflect any lack of resources to investigate such crimes in Dyfed-Powys. He advised that the majority of fraud offences were committed from outside of the Dyfed-Powys area and, once reported to Action Fraud, were either investigated on a national level or forwarded to the host force of the perpetrators. Dyfed-Powys Police received only report packages in relation to fraud offences that were committed from within the Dyfed-Powys area. The Commissioner advised that he had frequent discussions with the Chief Constable in relation to the resourcing of the Fraud Team and that he had used monies from forfeiture and proceeds of crime activity to fund additional posts within the fraud investigation unit. In addition, he had supported the Operation Signature team, which was working alongside the banking industry and had safeguarded over £1m in the Dyfed-Powys area within twelve months of being in place.

## **7. FAIR FUNDING FOR RURAL POLICING**

The Panel considered a report on funding for rural policing which had been prepared by the National Rural Crime Network in conjunction with the University of



Plymouth. The Panel was advised that the National Rural Crime Network was an organisation of Police and Crime Commissioners and other rural stakeholders aiming to improve rural policing and the extant funding arrangements by central government. The report considered how different funding formulas impacted on different forces and made recommendations regarding future funding arrangements. The Panel was advised that the report had been included on the agenda to provide background information in preparation to its discussion of the Police Precept (Agenda Item 8).

The Commissioner pointed out that while he was supportive of the findings the report was somewhat dated, relying on data from 2015-16. He advised that a National Audit Office report on police funding, published in September 2018, might provide more up-to-date information in relation to the Precept. He suggested that both reports were very critical of the Home Office's current approach to funding rural policing and policing more generally.

In relation to comments about non-crime police services such as safeguarding vulnerable individuals, the Commissioner advised that these services were potentially at risk under current funding settlements.

Several comments were made suggesting that the report showed the extant funding formula to be inadequate and that representations should be made to the Home Office to highlight this and to ensure the Comprehensive Spending Review and the review of the police funding formula were informed by independent expertise. It was suggested that other Welsh Police and Crime Panels could be invited to become involved. The Commissioner stated that his Office would support any activity in this regard and was already engaged in similar lobbying work through the Association of Police and Crime Commissioners. He advised that a representation from the Panel would be timely as the Comprehensive Spending Review was currently at Stage 1, with outcomes expected this autumn, and the revised funding formula was currently at State 2, with outcomes expected the year after.

#### **UNANIMOUSLY RESOLVED**

**7.1. That the Fair Funding for Rural Policing report be noted;**

**7.2. That a representation be made to the Home Office highlighting the problems with current funding arrangements for rural policing and encouraging that the Comprehensive Spending Review and the review of the police funding formula be informed by independent expertise.**

#### **8. POLICE PRECEPT**

The Commissioner presented to the Panel his report on the proposed police precept for 2019/20. The Panel was advised that it could make the decision to either approve, reject, or veto the proposed precept at the meeting and thereafter had to issue a report on its decision to the Commissioner. The decision to approve or reject could be made by a simple majority while a veto vote had to be supported by a two-third majority of the entire Panel membership. This would imply that all ten Panel Members present at the meeting would have to support the veto. It was further advised that if the Panel chose to veto, the Commissioner would not be able to issue the proposed precept and would have to publish a response to the Panel's report, indicating a different proposed precept, by the 15<sup>th</sup> February 2019.

The Panel would not be able to veto the revised proposed precept but could only decide to approve or reject it.

The Commissioner stated that the Mid Term Financial Plan assumed a reduction of £7.9m in the central grant but ultimately relied on a critical unknown figure as a new funding formula would come into effect in 2021/22. He emphasized that the Force had lost £14m (22%) in core funding since the 2010 Comprehensive Spending Review and currently had the lowest precept levels in Wales. He advised that a previous decision to cut the precept by 5% and then freeze the precept had resulted in the use of reserves which had recently faced significant additional pressures from the Home Office pay settlement and the costs incurred in the investigation into the Llangammarch Wells fire.

The Commissioner stated that he had consulted with the public and discussed in detail the Chief Constable's plans for staffing levels, police services and future investment needs in agreeing the Force's budget for 2019/20. He advised that the core components of the budget had led to his recommendation of a police precept of £55.247m with an average Band D council tax property paying £248.56, a level that was 10.7% higher than the 2018/19 level. If accepted by the Panel, this would result in a total budget of £106.897m when combined with central and local funding.

The Commissioner's statement was followed by a presentation on the Panel's Scrutiny of the 2019/20 Police Precept report by the Panel's financial lead.

Amongst the questions/issues raised on the Commissioner's report were the following:

- It was stated that the Commissioner's proposal was recommending a very large precept increase which would have to be borne by a relatively small population of precept payers. The comparatively low wages and low economic activity in the Dyfed-Powys area might make it difficult for some individuals to raise this additional income.
- A comment was made that the use of Band D as a sample band was misleading as the average band for properties in Powys was higher and some people would have to pay £56 per year in addition.
- In response to a query on the potential impacts of a lower precept rate, the Commissioner advised that this could result in a freeze of staff recruitment, a reduction of Police Officers and Police Community Support Officers and a review of the capital investment programme into police stations.
- Several comments were made proposing that the precept increase was acceptable in order to maintain good police services and safety in the Dyfed-Powys area, especially considering recent pressures on reserves.

**RESOLVED that**

- 8.1. The Commissioner's proposal to increase the Dyfed-Powys Police's precept by 10.7% for 2019/20 be endorsed;**
- 8.2. That a note be send to the press explaining the reasoning behind the Panel's decision.**

## 9. DECISIONS TAKEN BY THE COMMISSIONER

The Panel received, for information, a report detailing the decisions made by the Police and Crime Commissioner for the period 12th November 2018 - 15th January 2019.

In response to a request, the Commissioner agreed to provide a report on the newly established Youth Forum and the new youth engagement approach as soon as meaningful data was available. He advised that a likely timeframe for this would be six months.

With regard to procurement, the Commissioner advised that contracts were awarded locally where possible and Dyfed-Powys Police was using the Sell2Wales procurement process. Pressures to prioritise a value-for-money approach were however increasing in the light of recent cuts. The Commissioner agreed to liaise with the Finance Gold Group to try to provide data on how much of the Force's expenditures were spent in the Dyfed-Powys area.

In response to a query, the Commissioner advised that Dyfed-Powys Police had its own Legal Services Team but occasionally used external specialist legal advice.

**UNANIMOUSLY RESOLVED that the report be received.**

## 10. HMICFRS CRIME DATA REPORT

The Panel considered a report on crime data integrity from Her Majesty's Inspectorate of Constabulary, Fire and Resource Services, which was published in December 2018. The Panel was advised that the report was based on the examination of crime reports from October 2017 – March 2018. The report found that, although crime recording by the Force had overall improved since the last inspection in 2014, further improvement were required in areas including sexual offences, public order and violence offences, in particular domestic abuse.

The Commissioner advised that the Force had made considerable moves towards improving crime recording and was aiming for an overall crime recording rate of 95%. It would be considering to put out to tender a new record management system for the Force within the next twelve months.

A query was raised questioning the report's statement that the Chief Officer team was relatively new given that Chief Officers would have been in place for at least 18 months at the time of the inspection. The Commissioner advised that, while this reflected a wider trend of Chief Officers retiring earlier across all forces in England and Wales, he would not describe an 18-month old team as new. In response to a question, the Commissioner confirmed that changes to annual allowances in relation to the pension pot were a main driver of the trend towards earlier retirement.

**UNANIMOUSLY RESOLVED that the report be noted.**

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CHAIR

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DATE

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## DYFED POWYS POLICE AND CRIME PANEL

Friday, 15 February 2019

**PRESENT:** Councillor A. Lloyd-Jones (Chair);

**Carmarthenshire County Council Members:**

Councillors J. Jones and J. Prosser;

**Ceredigion County Council Members:**

Councillor L. Edwards;

**Pembrokeshire County Council Members:**

Councillors M. James and S. Joseph;

**Powys County Council Members:**

Councillors D. Evans, L. George and W. Powell;

**Independent Members:**

Prof. I. Roffe;

Mrs. Helen Thomas;

**In attendance from the Office of the Police and Crime Commissioner:**

Mr. D. Llywelyn, Police and Crime Commissioner;

Mrs. C. Morgans, Chief of Staff & Monitoring Officer;

**Also in attendance as observers from the Office of the Police and Crime Commissioner:**

Ms C. Gayther, Compliance and Performance Manager;

Mr. J. Tansley, Student Intern;

**The following Officers were in attendance:**

R. Edgecombe, Legal Services Manager;

L. Morris, Senior Press Officer;

J. Laimann, Democratic Services Officer;

M. S. Davies, Democratic Services Officer

**County Hall, Llandrindod Wells, Powys, 10.30 am – 12.30 pm**

**1. APOLOGIES FOR ABSENCE AND PERSONAL MATTERS**

Apologies for absence were received from Councillors Keith Evans (Ceredigion County Council), Ken Howell (Carmarthenshire County Council) and Robert Summons (Pembrokeshire County Council).

**2. DECLARATIONS OF INTEREST**

There were no declarations of personal interests made at the meeting.

**3. QUESTIONS ON NOTICE**

The Chair advised that no questions on notice from Panel Members or members of the public had been received.

#### **4. PANEL PRIORITY 3 - REVIEW OF THE POLICE AND CRIME PLAN: RESPONSES FROM CEREDIGION, PEMBROKESHIRE AND POWYS**

Having invited the unitary authorities in the Dyfed-Powys area to give their views on a number of points in relation to the review of the Police and Crime Plan, the Panel considered responses from Ceredigion, Pembrokeshire and Powys County Councils. The Panel was advised that Carmarthenshire County Council had not been invited to provide a written response because the Executive Board Member for Community Safety had given evidence in relation to the Police and Crime Plan at a previous meeting (Item 11 of the meeting on the 16<sup>th</sup> November 2018 refers).

In response to a query regarding Ceredigion County Council's response, the Commissioner advised that his Office and the Police Force were attending the Public Services Board and Community Safety Partnership meetings on a regular basis to minimise the risk of duplication.

The Commissioner expressed his disappointment with the response from Pembrokeshire County Council written by the Chair of the Safer Pembrokeshire Community Safety Partnership. The letter suggested there were shortcomings in relation to how the Police and Crime Plan approached serious and organised crime and in relation to how the Commissioner engaged with the Community Safety Partnership (CSP). The Commissioner advised that Priority 3 of the Police and Crime Plan covered serious and organised crime, including drug-related crime like 'county lines', as a key issue. In relation to CSP, the Commissioner stated that he had made deliberate efforts to strengthen collaboration since early 2017, was meeting CSP managers on a quarterly basis and had made funding available for CSP activities, including £34k for work on online bullying in Pembrokeshire. The Commissioner further pointed out that, in his letter, the Chair of Safer Pembrokeshire had acknowledged that he had not been able to consult with CSP partners and that the content may therefore not reflect the view of all partners. At Panel Members' request, the Commissioner agreed to send a copy of his response letter to the Panel.

With regard to the response from Powys County Council, the Commissioner advised that his Office was considering to provide an additional £40k to tackle the issues of 'county lines'. He cautioned that efforts to make savings through co-locating Police and Council Services may not always be long-term sustainable and might result in reduced police visibility.

**UNANIMOUSLY RESOLVED that the responses be received.**

#### **5. PANEL PRIORITY 3 - REVIEW OF THE POLICE AND CRIME PLAN**

Prof Ian Roffe provided the Panel with a report on the review of the Police and Crime Plan outlining the context of the Plan, review activities by the Panel and the current status of the Plan. The Panel was advised that the Police Reform and Social Responsibility Act 2011 placed a statutory duty upon the Commissioner to review the Police and Crime Plan in light of any recommendations made by the Panel.

The Panel thanked Prof Roffe for his extensive and informative report. The Commissioner's suggestion that the Chief Constable attend a Panel meeting later

this year to provide Members with an operational perspective on the delivery of the Plan was welcomed by the Panel.

**UNANIMOUSLY RESOLVED that the report on the review of the Police and Crime Plan be received.**

## **6. PANEL PRIORITY 2 - POLICE ACCOUNTABILITY BOARD**

Mrs Helen Thomas provided the Panel with a report on the Police Accountability Board meeting held on the 12th February 2019 at Ysgol Dyffryn Aman, Ammanford. The Commissioner's engagement with Sixth Form pupils at the meeting was positively mentioned. The Panel thanked Mrs Thomas for her thorough and informative report.

**UNANIMOUSLY RESOLVED that the report on the Police Accountability Board held on the 12th February 2019 be noted.**

## **7. PANEL PRIORITY 2 - HOW THE POLICE AND CRIME COMMISSIONER HOLDS THE CHIEF CONSTABLE TO ACCOUNT**

Councillor William Powell provided the Panel with a report on how the Police and Crime Commissioner holds the Chief Constable to account. The report was appended with a list of criteria in relation to exempt information as set out in Sections 21-44 of the Freedom of Information Act, Schedule 12A of the Local Government Act 1972 and Section 13 of the Police Reform and Social Responsibility Act. It was noted that, while the Police Accountability Board meetings were held in public and more recently also webcast, the Panel had expressed concern about the non-disclosure of reports relating to these meetings. The report therefore recommended that the Commissioner adopt the criteria set out on the appendix. Panel Members thanked Councillor Powell for his extensive and insightful report.

**UNANIMOUSLY RESOLVED**

**7.1. To note the report;**

**7.2. To recommend to the Commissioner that he formally adopt the proposed criteria for the publication of Police Accountability Board papers.**

## **8. HMICFRS REPORT ON POLICING AND MENTAL HEALTH**

The Panel considered an HMICFRS report on Policing and Mental Health, published in November 2018 and appended with the Welsh Government's Mental Health Crisis Care Concordat. The report described the current role of police forces in dealing with people with mental health problems and set out five main recommendations. The Panel was advised that the item had been tabled to inform the Panel's future work in response to Members voicing concern over the issue of policing and mental health on several occasions.

Several comments were made stating that capacity issues and long travel times to 'places of safety' were putting a strain on people with mental health problems and their families. It was suggested that additional places of safety should be provided to avoid having to retain individuals with mental health issues in police custody without supervision from trained professionals.

The Commissioner advised that the Chief Constable was the national lead on mental health issues and was aware of the issues regarding places of safety.

Resources had been put in place to continue the Mental Health Triage Scheme of Police Officers and professionals from the Hywel Dda University Health Board. The Commissioner also advised that he was lobbying HMI and the Welsh Government to use additional mental health funding to ease pressures on police services.

**UNANIMOUSLY RESOLVED that the report be noted.**

## **9. NATIONAL RURAL CRIME SURVEY**

The Panel considered a report on the National Rural Crime Survey 2018. The report was published by the National Rural Crime Network, an organisation of Police and Crime Commissioners and other rural stakeholders aiming to improve rural policing and its central government funding arrangements. The report identified ten key findings relating to public perceptions and fear of crime, under-reporting of crime and the perceived lack of support and understanding.

The Commissioner advised that the Dyfed-Powys Force had not taken part in the survey due to its cost implications, however the Force's Rural Crime Strategy had been informed by local research undertaken by Aberystwyth University.

A number of questions and comments were raised in relation to the report, including the following:

- Panel Members suggested that there was a need for increased police presence in rural areas to tackle problems such as livestock rustling. The Commissioner responded that the Rural Crime Team was working in collaboration with the North Wales force to address these issues. A comment was made welcoming the Force's engagement with rural communities at events such as livestock markets.
- It was suggested that the Commissioner could raise awareness of the fact that farming communities may be in need of additional mental health and welfare support after Brexit.
- A comment was made suggesting that improved road infrastructure, such as the Newtown bypass, had the negative side effect of making rural areas more easily accessible to criminals from outside. The Commissioner responded that the Force was using an extensive automatic number plate recognition system and intelligence links with the North Wales Rural Crime Team to tackle this problem.
- With regard to the issue of communicating and establishing intelligence links with a dispersed rural population, the Commissioner responded that the Force was using a Dyfed-Powys Police messaging service alongside other social media such as Facebook and Twitter.

**UNANIMOUSLY RESOLVED that the report be noted.**

## **10. IOPC OPERATIONAL ADVICE NOTE**

The Panel considered an operational advice note from the Independent Office for Police Conduct (IOPC). The note was intended to support police and crime panels in handling complaints and conduct matters recorded against police and crime commissioners. The Panel was advised that relevant legislation had not changed since 2012 and that the note was for information only.



**UNANIMOUSLY RESOLVED** that the IOPC operational advice note be received.

\_\_\_\_\_  
**CHAIR**

\_\_\_\_\_  
**DATE**

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## DYFED-POWYS POLICE AND CRIME PANEL 26/04/19

### DRUG RELATED OFFENCES

#### Recommendations / key decisions required:

To note the report from the Police and Crime Commissioner regarding this issue and make such recommendations to the Commissioner as the Panel considers appropriate.

#### Reasons:

The Police and Crime Commissioner has asked that he be permitted to present a report to the Panel on this issue.

Report Author:

Cllr Alun Lloyd-Jones

Robert Edgecombe

Designation:

Panel Chairman

Lead officer

Tel No.

01267 224018

E Mail Address:

rjedgeco@carmarthenshire.gov.uk

**EXECUTIVE SUMMARY**  
**DYFED – POWYS POLICE AND CRIME PANEL**  
**26/04/19**

**DRUG RELATED OFFENCES**

The Police and Crime Commissioner has requested that he be permitted to present a report to the Panel in relation to this issue.

Drug related crime is a feature of several of the priorities in the Police and Crime Plan and directly links to the Panel's own priority for 2019-2020 of anti-social behaviour as well as the 5 themes that the Panel wishes to focus of during the year, namely;

1. Crime prevention
2. Domestic and sexual abuse
3. Mental Health
4. Fraud and Cybercrime
5. Rural and Wildlife Crime

At the Policing Accountability Board on the 12<sup>th</sup> February 2019 it was noted that from January 2018 to December 2018 a total of 1558 drugs offences had been recorded an increase of 7% on the previous year. Of these offences, 85% were for possession offences and 15% for drug trafficking. Drugs offences accounted for 9% of the total crime in the force area.

**DETAILED REPORT ATTACHED?**

**YES**

**Section 100D Local Government Act, 1972 – Access to Information**

**List of Background Papers used in the preparation of this report:**

**THESE ARE DETAILED BELOW**

Title of Document	File Ref No.	Locations that the papers are available for public inspection
Host Authority File	LS-0511/44	County Hall Carmarthen

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**Police and Crime  
Commissioner for Dyfed-Powys**

**Deep Dive Scrutiny Review**

**into**

**Dyfed-Powys Police's**

# **Approach to tackling illegal drugs**

**April 2019**

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## 1.0 Executive Summary

In light of the responsibility of the Police and Crime Commissioner (PCC) to scrutinise the effectiveness of Dyfed-Powys Police (the 'Force'), the rise in Organised Crime Groups (OCGs), as well as both the public interest and increase in recent national press, the Office of the Police and Crime Commissioner (OPCC) undertook a 'deep dive' scrutiny review into the effectiveness of the Force in addressing the issue of illegal drugs throughout Dyfed and Powys. The review found that:

The Police and Crime Plan 2017-2021<sup>1</sup> highlights the PCC's priority areas in relation to serious organised crime. The PCC committed to "*identify and dismantle organised crime groups and work with others to disrupt organised crime activity, in particular the trafficking and supply of class A drugs*". There has been extensive work undertaken to address the issue of illegal drugs in the Dyfed-Powys area. This is demonstrated by the rise in trafficking offences between 2016 and 2018; with an increase of 49% over this period. This increase is resultant from a series of drug disruption operations; targeting those individuals involved in the supply of class A drugs, as well as those who form part of an OCG. These operations culminated in the arrest and charge of 117 individuals (not including operations Regent and Cryptic), with a combined sentence of 421 years and 5 months, along with the seizure of £23.6 million of class A drugs (Heroin and Cocaine).

There is a need for a closer working relationship between the police and substance misuse providers, ensuring that there is a consistently applied protocol, aimed at addressing the supply and demand for class A substances. Previous examples of this are found in the joint working undertaken to identify key themes surrounding the rise in drug related deaths in 2015 and 2016, which reported several lessons to be learnt by partners.

There is need for substance misuse services to be used more by police officers to both identify and address offending behaviour. The use of the Test on Arrest processes could be greater, with a need for better IT systems being in place to allow this process to be as effective as possible. Current recording practice does not allow for this process to be as effective as possible and focuses on class A substances. A more holistic approach is needed, consisting of greater utilisation of the Pathfinder scheme and an increase in conditional cautions and adult community resolutions where engagements with diversionary programmes are conditions. Other key findings from an internal Dyfed-Powys Police report (June 2017)<sup>2</sup> focuses on the increase in needle and syringe exchange programme

<sup>1</sup> [Police and Crime Commissioner for Dyfed-Powys - Police and Crime Plan 2017-2021](#)

<sup>2</sup> [Heroin Problem Profile - Dyfed-Powys Police - June 2017](#)

users. The report identifies the doubling of the number of syringes being dispensed to heroin users across Pembrokeshire and Powys.

Drug Consumption Rooms (DCRs) in other countries have led to a number of positive outcomes. The evaluation of the Copenhagen model found their use reduced drug related litter and nuisance, provided a safer injecting environment, allowed access to hard to reach drug users as well as increasing the access to treatment and support services. It is recommended that both the Police and Crime Commissioner and Chief Constable review the effectiveness of DCRs, with a view of their potential impact within Dyfed-Powys and their alignment with current policing practice.

The Welsh Strategy for Substance Misuse promotes a focus on improving health and well-being for our population, and not just substance misuse. There is a need for a whole system approach to this work, linking with all partners and across agencies to build resilience within individuals as a protective factor.

Police Intelligence as a theme was regularly raised by police officers and PCSOs. The communities of Dyfed-Powys provide drug related intelligence to police officers, however this is often not detailed enough to form actionable intelligence. This can lead to a lack of public confidence, a perception that the police are not acting on intelligence they are provided and ultimately a reduction in intelligence being provided.

Police officers also refer to the process of charging individuals with drug related offences as long winded and often they feel unable to charge individuals who are arrested in a timely manner. This appears to be two-fold; the need for controlled substances to be submitted for external testing and the need for mobile phone devices to be submitted to the Digital Crime and Cyber Unit (DCCU). During the course of this review the process for substances testing in police custody was reviewed, resulting in specially trained police officers now being able to test substances using Home Office approved Evidential Drug Identification Testing (EDIT) process. A pilot was also being delivered in Pembrokeshire, with a Digital Media Investigator based within this area. This was aimed at reducing the time required for mobile phone examination. It is recommended that this pilot is evaluated to show any benefits and to assess a possible Force-wide rollout.

The Police and Crime Commissioner therefore recommends the Force:

1. Engages with partners at an early planning phase when delivering drug disruption operations to ensure maximum 'buy-in' from all partners, including partner agencies such as CrimeStoppers to run intelligence gathering campaigns within localised drug hot spot areas.
2. Develops a consistent 'drug supply and treatment' protocol between Dyfed-Powys Police and specialist substance misuse providers.

3. Provides an update on the Test on Arrest action plan created as part of the 2017 Continuous Improvement event, to include:
  - i. ensuring that all police officers are aware of the importance of the Test on Arrest process and the part it plays in accessing substance misuse treatment;
  - ii. implementing an electronic process for the recording of Test on Arrest occurrences, allowing easy extraction of this information and comparison against trigger offences in each division;
  - iii. creating an electronic flagging system to notify custody staff when an individual is arrested for a trigger offence; and
  - iv. implementing a means of electronic transfer of referrals to substance misuse providers following a positive test.
4. Implements the Pathfinder scheme across the Dyfed-Powys area, providing a robust operational structure that supports referral to the scheme and the introduction of a two-tier out of court disposal model.
5. Reviews the effectiveness of Drug Consumption Rooms with a view of their potential impact within Dyfed-Powys, in terms of reducing drug related harm.
6. With the support of the PCC, engages with the Area Planning Board in support of the wider prevention agenda, in delivering a truly cross-organisation approach.
7. Ensures that best practice highlighted within the 'Drug Related Deaths Key Learning Points' work is embedded into Force practice.
8. Reviews the outcomes following the use of stop and search, to ensure that these are being appropriately and consistently applied and are in line with Force policy.
9. Conducts an evaluation of the use of Digital Media Investigator's pilot in Pembrokeshire to identify possible benefits of a Force-wide rollout.

## 2.0 Outcome

This review contributes to the Police and Crime Plan<sup>3</sup> by supporting priorities:

- Tackle the harm caused by substance misuse (Priority 1 – Keeping our communities safe)
- Work with communities and partners to disrupt serious and organised crime activity (Priority 3 – Protecting our communities from serious threats)
- Ensure that the public receive a visible and accessible service (Priority 4 – Connecting with communities)

The review aimed to identify:

1. The Force's current response to tackling illegal drug use;
2. The Force's effectiveness in tackling illegal drug use;
3. The consistency to which the Force drug policy is applied;
4. The impact on local communities of the Force's approach to tackling illegal drug use; and
5. Local drug treatment services and their effectiveness.

Through:

- a. Identifying the current Force strategy in addressing class A drug use across Dyfed-Powys;
- b. Identifying the uptake of processes used to identify and treat those affected by substance misuse;
- c. Identifying the level of resources being deployed in direct response to illegal drug use;
- d. Highlighting areas of good practice and any areas where improvements could be made; and
- e. Seeking the views of both the public as well as service users on illegal drugs and the Force's effectiveness in addressing them.

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<sup>1</sup> <http://www.dyfedpowys-pcc.org.uk/en/the-commissioner/the-police-and-crime-plan/>

## 3.0 Situation

### 3.1 Background

There were a number of factors that prompted this review, namely:

- The emergence of Serious Organised Crime (SOC) and county lines issues across the Dyfed-Powys Police Force area.
- The Dyfed-Powys Police Control Strategy contains 'class A drugs & psychoactive substances.'
- During both the 2018 Royal Welsh Agriculture Society show and the Pembrokeshire Agricultural Society show, the public were canvassed as to what they felt the Police and Crime Commissioner should scrutinise. Tackling illegal drug use was top of their list.
- National debate regarding possible reclassification of some drugs, in particular cannabis, including the use of cannabis-based products for medicinal use.
- Some Police and Crime Commissioners across the UK are supportive of Drug Consumption Rooms.

### 3.2 UK Drug Laws

There are three main pieces of legislation that regulate the availability of drugs in the UK:

- Misuse of Drugs Act (1971)
- The Medicines Act (1968)
- The Psychoactive Substances Act (2016)

#### 3.2.1 Misuse of Drugs Act

The intention of this Act is to prevent the non-medical use of certain drugs. Drugs which are covered under this act are known as 'controlled drugs'. The law defines a series of offences in relation to drugs including: unlawful supply, intent to supply, import or export as well as unlawful production. The Misuse of Drugs Act also prohibits the unlawful possession. In order to be able to enforce these laws, the police have powers to be able to stop, detain and search people on 'reasonable suspicion,' if they believe them to be in possession of a controlled drug. A table detailing the different drug classes, along with the possible custodial sentences can be found in Appendix A.

### 3.2.2 Psychoactive Substances Act 2016

The Psychoactive Substances Act received Royal Assent on 28<sup>th</sup> January 2016 and came into force on 26<sup>th</sup> May 2016. The Act applies across the UK and makes it an offence to produce, supply, offer to supply, possess on custodial premises, import or export psychoactive substances; that is, any substance intended for human consumption that is capable of producing a psychoactive effect. The maximum sentence for this would be 7 years imprisonment.

The Act carries certain exemptions which exclude legitimate substances such as food, alcohol, tobacco, nicotine, caffeine and medical products from the scope of the Act. It also exempts controlled drugs which remain covered by the Misuse of Drugs Act 1971. The Act also provides provision for civil sanctions including prohibition notices and orders as well as providing the police powers to stop and search persons, vehicles and vessels, enter and search premises with a warrant and to seize and destroy psychoactive substances.

The Crime Survey for England and Wales (CSEW) has asked questions on certain aspects of New Psychoactive Substances (NPS) use since 2014/15. Evidence suggests there may be a high prevalence of NPS use amongst the prison population and homeless community. As these groups are not captured in the CSEW, the overall use of NPS is likely to be under reported and under estimated across the entire UK population.

Key findings from the CSEW in relation to NPS is that their overall use has not changed in the last year (2017/18), with approximately 0.4% of adults aged 16 to 59 using NPS in the last year. This equates to approximately 121,000 adults. This figure remains consistent with 2016/17, however a slight reduction from 2015/16 (0.5%). The more concerning findings relate to the age demographic of those adults using NPS, with around half aged between 16 and 24 years old. The likelihood of someone taking NPS increases if they visit a pub or nightclub, consume alcohol or use another drug<sup>4</sup>. This makes this age group the most at risk of exposure to NPS.

The 2017/18 CSEW also reported on the use of Nitrous Oxide (known as laughing gas) within the last year. Whilst Nitrous Oxide is included within the Psychoactive Substances Act, this is still legal to be sold for legitimate purposes. As with other NPS, use of Nitrous Oxide is most prevalent in adults aged 16 to 24 with 8.8% reporting using an NPS at some point during the previous year. When genders are compared, men are more likely to have used nitrous oxide than women (2.9% compared to 1.8%). Whilst this figure may seem low, this still equates to 758,000 individuals in the UK having used this substance over the last year.

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<sup>4</sup> *Drug Misuse: Findings from the 2017/18 Crime Survey for England and Wales*

### 3.3 National Drug Use

Whilst the overall trend of drug use amongst adults aged 16 years to 59 years has seen a steady decline since 1996<sup>5</sup>, the use of class A drugs amongst 16 to 24 year olds has been on the increase since 2011/12. In addition to the use of class A drugs, the use of cannabis was the most commonly used drug in 2017/18 with 7.2% of adults aged 16 to 59 having used during this time.

The use of powder cocaine remained the second most prevalent substance used among adults aged 16 to 59. Whilst the overall trend for powder cocaine use amongst 16 to 59 year olds has seen a decline from 2003/04 to the current year, this is less stable when compared against 16 to 24 years olds, where the use of powder cocaine has fluctuated far more. Since 2012/13 there has been a general increase in its use, with approximately 6% of those aged 16 to 24 having used powder cocaine during 2017/18.

#### 3.3.1 Access to illegal drugs

The 2017/18 CSEW considered the ease in which respondents felt that they were able to access drugs. Around one third of adults aged 16 to 59 felt that it would be 'very easy' or 'fairly easy' for them to obtain illegal drugs within 24 hours; comparatively a third of those asked stated that they would find it 'fairly difficult' to obtain drugs. 40% of male respondents stated they could access drugs 'easily' within 24 hours. As expected, those who had taken drugs in the last year were twice as likely to report being able to easily access drugs than those who had not taken drugs before.

The above is echoed when looking at the ease of being able to access NPS, with those aged 16 to 24 years old feeling more able to access NPS than the wider age group of 16 to 59 year olds.

### 3.4 National Legalisation

Within the UK, legislation regarding cannabis use has changed as of the 1<sup>st</sup> November 2018. Previous to this date almost all cannabis-based medicinal products were based as Schedule One drugs, meaning that they were deemed to have no therapeutic value. Any drugs classed as Schedule One drugs could not be legally prescribed in the UK without a special licence from the Home Office.

The law change came after the Home Secretary called for an urgent review into cannabis-based medicinal products. Recommendations from the Advisory Council on the Misuse of Drugs (ACMD) and the UK's Chief Medical Advisor were

<sup>5</sup> Home Office – Drug Misuse: Findings from the 2017/18 Crime Survey for England and Wales



accepted, meaning there is no longer a requirement for doctors to seek approval from an expert panel in order for patients to access medicines. However any decision to prescribe would have to be made by a specialist doctor and not a General Practitioner. Each decision to prescribe must be based on its individual merits and cannabis-based products must only be prescribed when the patient has a special clinical need that cannot be treated by licenced medicinal products.

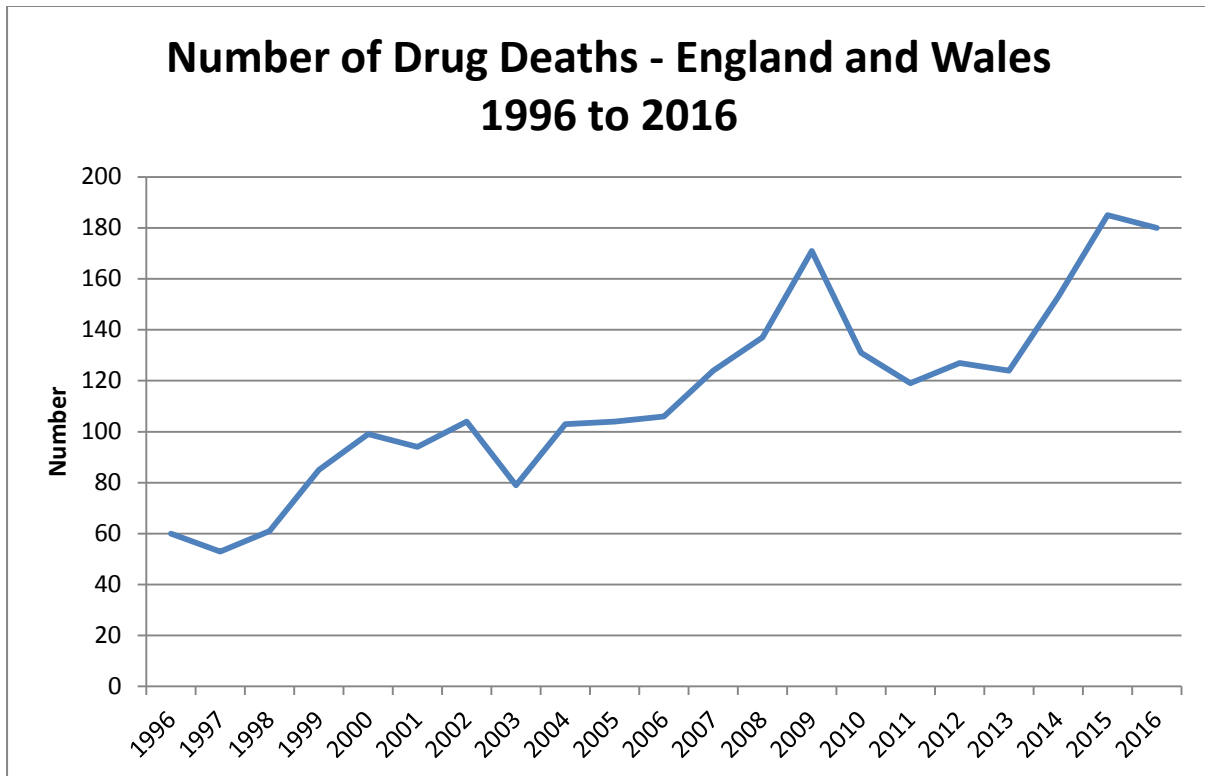
It should be noted that upon changing the laws in relation to the above, the Home Secretary has made a clear comment that this would not affect the laws relating to non-prescribed cannabis, where the penalties for possession and supply remain unchanged. At the time of writing this report the Police and Crime Commissioner for Dyfed-Powys continues to discuss this issue with both national and local lobbying groups who are calling for the legalisation of cannabis as well as the ability to be able to grow cannabis for personal medicinal use.

### **3.5 Financial and Social Impact of Illegal Drugs**

The cost of illegal drugs in the UK is made up of many factors including the cost to the health service, the cost of enforcement, the cost of deaths linked to illegal substances as well as drug related crime.

Overall the total number of people taking drugs in the UK has decreased steadily since the turn of the century; figures have remained fairly static since 2009. Whilst this is promising to see such a decrease, the mortality rate for drug users in England and Wales has steadily risen since 1996, with the highest number of deaths involving illegal drugs in England and Wales being registered in 2016 (2,593 deaths). Whilst the rate for female drug users has seen a steady rise, the number of male drug deaths has increased sharply over the three years leading to 2016, where it was recorded as 67.1 deaths per million population. Public Health England noted that there had been a particular rise in the deaths related to heroin and morphine usage.

The picture in Wales follows a similar pattern, with a sharp increase in drug related deaths from 2003 to 2016, seeing the annual figure rising by more than double, from 79 in 2003 to 180 in 2016.



In a 2016 report<sup>6</sup>, the Advisory Council on the Misuse of Drugs (ACMD) compared drug related misuse and opioid-related deaths in the UK and noted a rise in Wales of 23% between 2012 and 2015. The report concluded that this is largely due to an ageing cohort of heroin users with complex health and social needs. This is supported by ONS data<sup>7</sup>, highlighting an increase in the number of drug related deaths among 40-70 year olds between 2012 and 2016, relative to other age groups.

Due to an increase in the number of drug related deaths during the period November 2015 to October 2016, a significant piece of collaborative work was undertaken between Dyfed-Powys Police and Hywel Dda Health Board to address the issue. This involved a multi-agency approach to identify key lessons being learnt from these tragic deaths. The aim of this work was to implement Welsh Government guidance on the review of fatal and non-fatal overdoses. Progress against this action plan was overseen by the Area Planning Board, Treatment and Harm Reduction Group and multi-agency Drug Related Task & Finish group. These groups identified the impact that prison release can have on individuals and the risk that returning to drug use after release can pose, contributing to the risk of drug related overdoses. HM Prison & Probation Service (HMPPS) recognise the issues that drugs cause within the prison setting and how this can permeate beyond the prison walls and back into the community. The HMPPS National Prison Drugs Strategy aims to restrict supply, reduce demand and build

<sup>6</sup> *Advisory Council on the Misuse of Drugs - Reducing Opioid-Related Deaths in the UK*

<sup>7</sup> *ONS - Deaths related to drug poisoning in England and Wales: 2016 registrations*

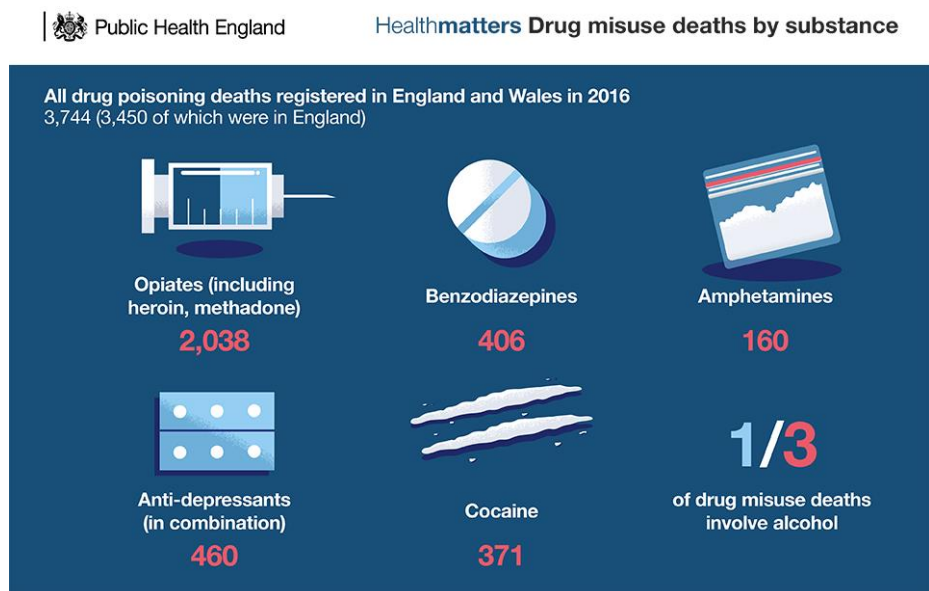
recovery by creating tailored strategies within each prison with clear actions and responsibilities. This aims to not only create safer prisons, but also to disrupt the activity of organised crime groups and criminal gangs who often exploit vulnerable persons in the community.

The availability of housing also plays an important part of this process, as well as the availability of adequate substance misuse support services to support those leaving prison. Without this, the risk of drug related overdoses and drug related deaths are far greater. Amongst the key findings of the 'Drug Related Deaths Key Learning Points' work were issues which were particularly pertinent to criminal justice partners. These include:

- individuals having had multiple contacts with criminal justice services including direct contact with the police and associate crime patterns;
- the need for breaches to be enforced and that in some cases a recall to prison can even be a protective factor; and
- access to mental health and other support services within prison.

There is a need for the actions and key learning points from this work to be embedded into normal policing practice.

The below shows the breakdown of all drug poisoning deaths registered in England and Wales in 2016:



Drug misuse and drug dependency can lead to a range of harms for drug users including; poor physical and mental health (and ultimately death), unemployment, homelessness, family breakdown and criminal activity. Whilst

<sup>8</sup> Public Health England - Health matters: preventing drug misuse deaths

this impacts the drug user, there are also known effects to those people close to the user, as well as the wider society. The Home Office estimated that in 2010/11, the cost of illicit drugs in the UK was £10.7 billion per year. This is broken down into 4 key areas:

- Health Service use – 8%
- Enforcement – 10%
- Deaths linked to eight illicit substances – 28%
- Drug related crime – 54%

Across the UK, OCGs produce, supply and distribute illegal drugs across our communities. There will undoubtedly be other smaller examples where illegal drugs are produced by individuals for personal use, however comparatively these are on a much smaller scale.

### 3.6 International Comparators to Drugs Approaches

To fully understand how best to approach and tackle illegal drug use and supply in Dyfed-Powys, it is key to further understand how drugs policy is delivered in other countries and some of the factors that affect illegal drug consumption within their communities. The Home Office reported on several different approaches to drug policy in their International Comparators report, published in October 2014<sup>9</sup>. These approaches are summarised below:

#### 3.6.1 Drug Consumption Rooms

Drug Consumption Rooms (DCRs) are medically supervised facilities where drug users are able to bring their own illegally acquired drugs, to use under careful supervision and away from public spaces. These facilities can operate on several different models however their general features include:

- screening or assessment of users upon entry;
- provision of sterile equipment, such as needles;
- availability of medically trained staff;
- consent and co-operation of local police; and
- connections with other services such as treatment and counselling.

Key to note is the focus to provide a safe environment for their drug consumption to be medically supervised and monitored. It aims to reduce the potential of drug related overdoses resulting in Drug Related Deaths (DRDs). Their secondary purpose is to have direct access with drug users to offer drug treatment advice, with a direct referral link to drug treatment services.

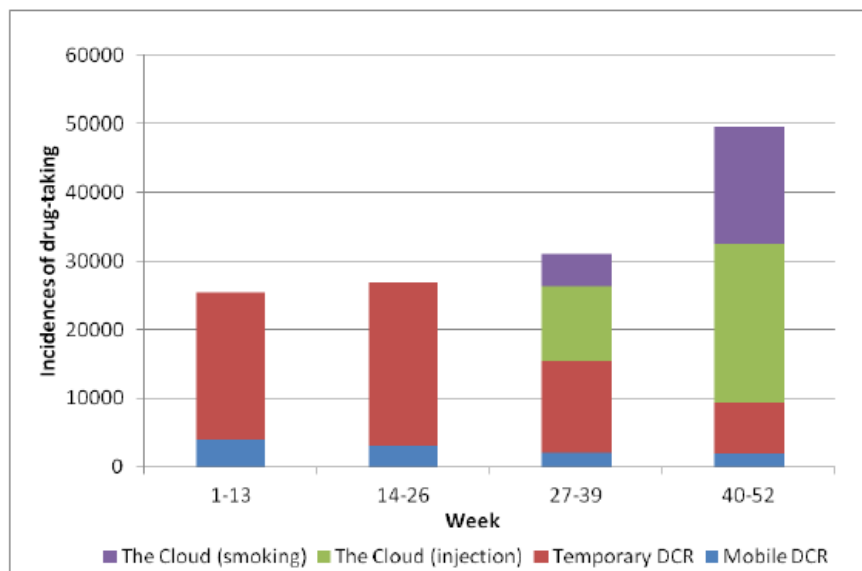
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<sup>9</sup> Home Office - Drugs: International Comparators

The Home Office conducted a detailed review of the DCRs located in Copenhagen. The consumption market in Copenhagen differs somewhat to that in Wales, with cocaine being the most prevalent substance and heroin far less so. This was reflected in the number of users accessing the DCRs, with the below being reported during a year period, across the different DCRs across Denmark:

- Approximately half of the overall users were not from Copenhagen, with many people travelling considerable distances to access this service.
- Much of the capacity is used by a small number of regular users.
- The demand for smoking facilities is outstripping supply.
- Demand for the facilities has grown considerably, and at the end of the year period was stable at 3,800 visits per week.

The below chart shows the rise in DCRs in Copenhagen during the year period:



**Figure 4.1: Incidences of drug-taking in Copenhagen's DCRs during 2013**  
(Source: City of Copenhagen, Dept of Social Services)

DCRs are common in many countries across the world including, Switzerland, Denmark, Canada, Germany, Australia, the Netherlands, Norway, Spain and Luxembourg.

An evaluation of DCRs was conducted as part of the European Monitoring Centre for Drugs and Drug Addiction's (EMCDDA) report on Hard Reduction: evidence, impacts and challenges<sup>10</sup>. This report concluded that there was generally enough evidence to support the below key benefits of DCRs:

<sup>10</sup> <http://www.dldocs.stir.ac.uk/documents/EMCDDA-monograph10-harm%20reduction.pdf>

- **Reduce public drug use and associated nuisance**

The use of DCRs had the effect of reducing public consumption of drugs and public nuisance during their opening hours, with local residents campaigning for longer opening hours. The research also found that there was no evidence of a rise in acquisitive crime, however there was some small scale drug dealing in the local area.

- **Provide a safer injecting environment**

The report found that DCRs provided a lower risk, safer environment for people to inject drugs in their communities and those using illegal substances reported engaging less in risky injecting behaviour due to the DCR facility.

- **Target difficult, hard to reach drug users**

The DCRs were successful in allowing access to hard to reach drug using communities, principally street users and more long term users. The report found no evidence that the DCR promoted new users into injecting.

- **Increased access to social, health and drug treatment services**

The report found that DCRs increased access to drug treatment services and also reduced the stigma regarding drug addiction.

At the time of writing this report, a bill is in the process of being considered in Parliament to legalise the use of consumption room type facilities within the UK. The 'Supervised Drug Consumption Facilities Bill 2017-2019' received its first reading in the House of Commons on the 14<sup>th</sup> March 2018. If the Bill were to be passed it would result in amendments being made to the Misuse of Drugs Act 1971 along with the requirement for annual reporting by the Secretary of State; detailing the level of drug related deaths, incidences of on-street injecting and level of discarded needles amongst other requirements. This Bill demonstrates a move towards a more preventative and treatment based approach to supporting those affected by substance misuse, and the impact this can have on the wider social community.

### 3.6.2 Heroin Assisted Treatment

Heroin Assisted Treatment (HAT) is similar to the concept of a DCR, however is purely for the safe injecting of heroin. This facility allows heroin users, assisted by medically trained staff, to safely inject pure heroin under careful supervision. These facilities are primarily to treat those individuals who are entrenched in drug use and dependent on heroin, where other drug treatments have been ineffective.

HAT facilities require regular injecting of diamorphine to patients, with some requiring multiple injections per day over the course of a programme. These

facilities differ to DCRs in this respect, in that the grade of drugs administered are medical grade and therefore there is a greater degree of supervision required, ensuring that diamorphine is not diverted to the black market. This coupled with the frequency of the injection programme makes HAT facilities an expensive treatment.

The main difference between the DCRs and HATs is that HAT facilities focus less on a recovery from addiction but more on a focus to move towards other goals such as a reduction in the use of illegal substances, reduction in offending patterns, improved health and social functioning. The Home Office report<sup>11</sup> studied a HAT in Switzerland '*aimed to create stability in users' lives by establishing a structure around the regular appointments and facilitating contact with social services and wider health advice and support*'.

Since the introduction of HATs in Switzerland in 1994, the UK has trialled this treatment method in three sites across England (London, Brighton and Darlington) in 2009. The UK trials found that the treatment had health benefits for those in the trial, but also that acquisitive crime fell on average by two thirds – from approximately 40 to 13 crimes per month, per individual<sup>12</sup>.

### 3.7 Dyfed-Powys Force Area Context

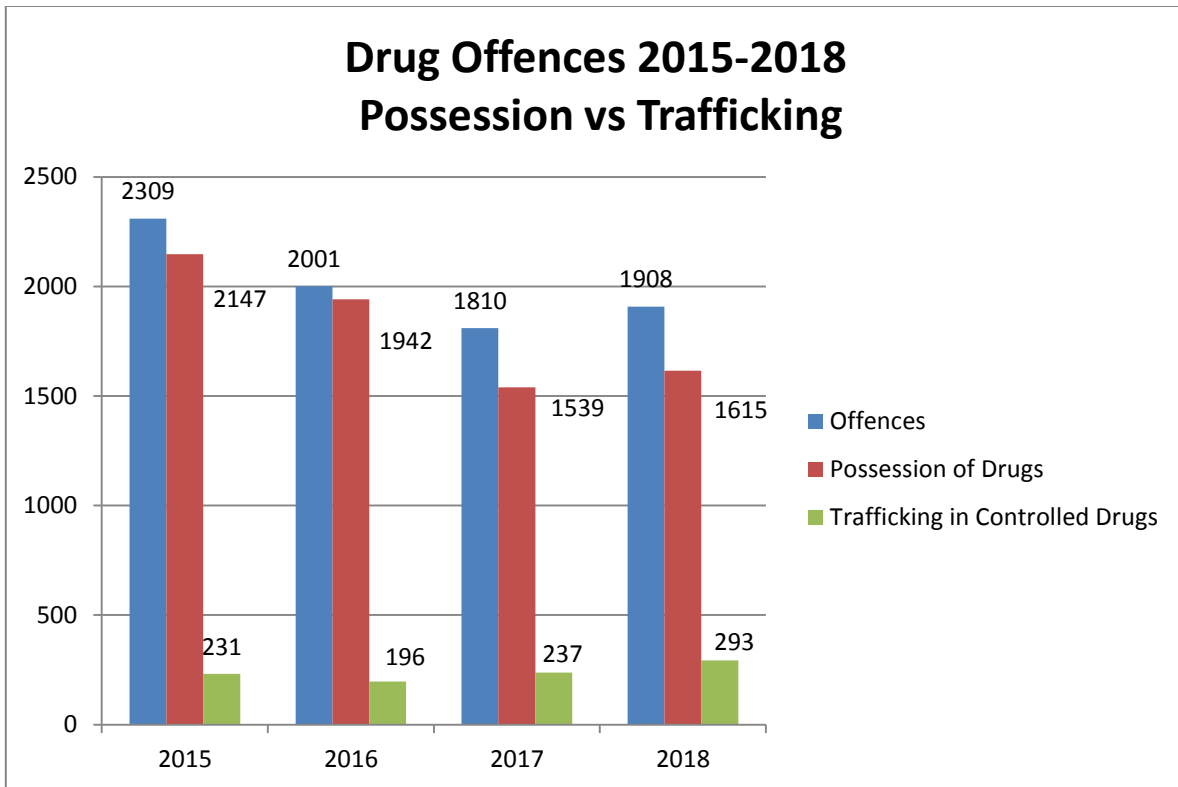
Dyfed-Powys Police has over recent years seen an increase in the emergence of organised crime groups (OCGs) operating county lines activities across the borders of Dyfed and Powys. County lines typically involve a group (not necessarily affiliated as a gang) establishing a network between an urban hub and county location, into which drugs are supplied. The groups target vulnerable persons within the county location, exploiting them regularly to travel between the urban and counties to replenish stock and deliver cash.

County lines issues have resulted in an increase in drug use and supply in certain areas of Dyfed-Powys, predominantly Powys and Llanelli. Dyfed-Powys Police are aware of the impact of these OCGs and county lines activities and the serious violence tactics that these groups can use. These are being addressed via several Force operations, which are detailed later in this review.

The graphs below show the volume of drug offences from 2015 to 2018 in Dyfed-Powys, along with the breakdown of these offences by either possession or trafficking.

<sup>11</sup> Home Office - Drugs: International Comparators

<sup>12</sup> BMJ, (2009), 'Heroin clinics reduce street drug use and crime, shows study'



Whilst overall there has been a reduction in drug offences, an increase can be seen of almost 100 trafficking offences from 2016 to 2018 (196 to 293). The Police and Crime Commissioner’s Police and Crime Plan 2017-2021<sup>13</sup> sets out the Commissioner’s aims at addressing the issue of illegal substances, in particular the threat posed by OCGs and the part they play in the trafficking of class A substances. The above demonstrates an increase in pro-active policing across Dyfed-Powys in direct response to this plan, demonstrated by the increase in trafficking offences being recorded, as well as the volume of drug disruption operations carried out by Dyfed-Powys Police.

In addition and to assist in addressing substance misuse across Wales, Area Planning Boards (APBs) have been established to look to provide consistent planning, commissioning and performance management of substance misuse services. APBs commission a range of services and programmes of work to support those affected by substance and alcohol misuse. For adult services there are two providers contracted across the Force area:

- Kaleidoscope – providing a service in Powys
- Dyfed Drug and Alcohol Services (DDAS) – providing a service across Carmarthenshire, Ceredigion and Pembrokeshire

<sup>13</sup> Police and Crime Commissioner for Dyfed-Powys – Police and Crime Plan 2017-2021



These providers offer an insight into substance misuse trends across Dyfed-Powys, with both providers reporting on drug referrals and trends across the four counties.

### 3.7.1 Cannabis

The use of cannabis remains prevalent within all counties of Dyfed-Powys, with both DDAS and Kaleidoscope reporting a consistency in the referrals into their services. Cannabis has consistently been one of the highest recorded drugs used, with approximately 10% of the referrals being due to cannabis use. These referral levels remain the same when the generic substance misuse services and the criminal justice substance misuse services are compared.

### 3.7.2 Heroin

From police data, Dyfed-Powys identified a number of indicators suggesting an increase in Heroin use<sup>14</sup>. These are detailed below:

- Average increase in purity of Heroin seized at dealer level. This increased from 18.2% in 2014 to 34% in 2016.
- Increase in OCG activity within Dyfed-Powys Force area.
- Increase in drug related violence.
- Increased reports of drug related litter in certain places within the Force area.
- Increase in heroin related overdoses and drug related deaths (rise from 88 heroin or morphine related deaths in 2014 to 166 in 2017).
- Increase in drugs intelligence submissions relating to heroin use and supply of total proportion of all drugs intelligence – 8% to 21%.

The below graph highlights the volume of intelligence logs submitted by Dyfed Powys Police officers between the period September 2017 to August 2018<sup>15</sup>:



<sup>14</sup> Dyfed-Powys Police – Heroin Problem Profile – June 2017

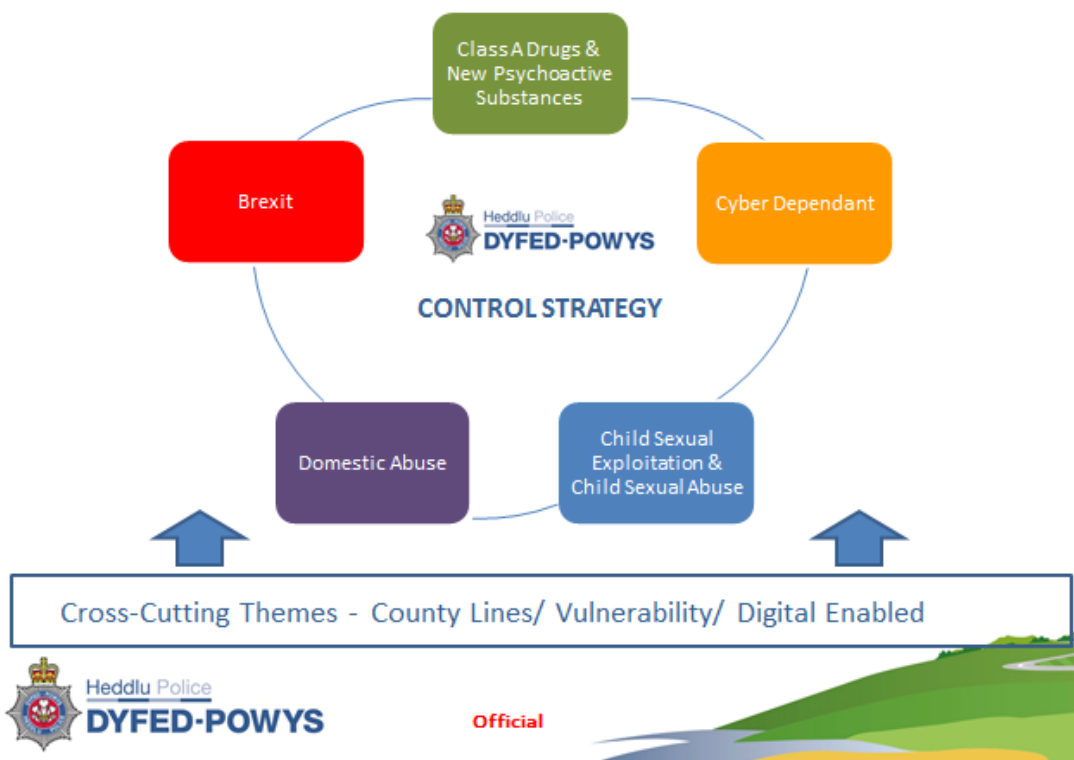
<sup>15</sup> Data produced for Force Tasking and Co-Ordination Board – September 2018

When these intelligence logs are broken down into the counties of Dyfed-Powys, 50% of these relate to Powys, with Carmarthenshire, Ceredigion and Pembrokeshire sharing the remaining Intel logs equally.

### 3.8 Dyfed-Powys Police’s Approach to Addressing Illegal Drug Use

Dyfed-Powys Police operates within a control strategy framework, used to prioritise resources. This is used across the organisation and is reported against regularly.

#### DPP Control Strategy – Revised November 2018



Dyfed-Powys Police use a '4Ps' action plan to form the basis of the approach for all matters within the Control Strategy, with class A drugs & new psychoactive substances (NPS) forming part of this.

This is summarised below:

**Prepare** – This section is aimed at ensuring that relevant intelligence profiles are completed in relation to both County Lines as well as class A substances and NPS.

**Pursue** – This section relates to ensuring that the resources of Dyfed-Powys Police are best placed and best equipped to tackle illegal drug use across our counties.

**Protect** – This section focuses on how those affected are best supported.

**Prevent** – Lastly, this section focuses on the need for education.

### 3.9 Substance Misuse Services

Substance misuse services are commissioned across the Dyfed-Powys Force area via the Area Planning Boards (APB). APBs are statutory boards created to provide accountability, governance and scrutiny of substance misuse strategic planning, performance and financial management of substance misuse services across Dyfed-Powys. These Boards are co-terminus with the Local Health Board boundaries and as such there are two APBs within the Dyfed-Powys; namely Dyfed APB (Pembrokeshire, Ceredigion and Carmarthenshire) and Powys APB.

Within these Boards there are 'Responsible Authorities' and 'Co-opted and Advisory Agencies', as listed below:

Responsible Authorities:

- Dyfed-Powys Police
- Local Authorities
- Health Boards
- Probation
- Fire Service

Co-opted and Advisory Agencies:

- Public Health Wales
- Police and Crime Commissioner's Office
- Youth Offending Services
- Welsh Government

The APBs have four main objectives in relation to substance misuse, these are:

1. Strategic Direction, Progress and Delivery
2. Governance, Scrutiny and Accountability
3. Finance
4. Performance

In addition to the main responsibilities, each APB has key strategic themes which direct the services commissioned via the Board. These include treatment, harm reduction and prevention. Services being delivered via APB funding must fall into one of these categories.

Each APB has commissioned a single point of contact service provider for adult services (young person services are separate), who deliver the main service to the communities of Dyfed and Powys, who are suffering with substance and

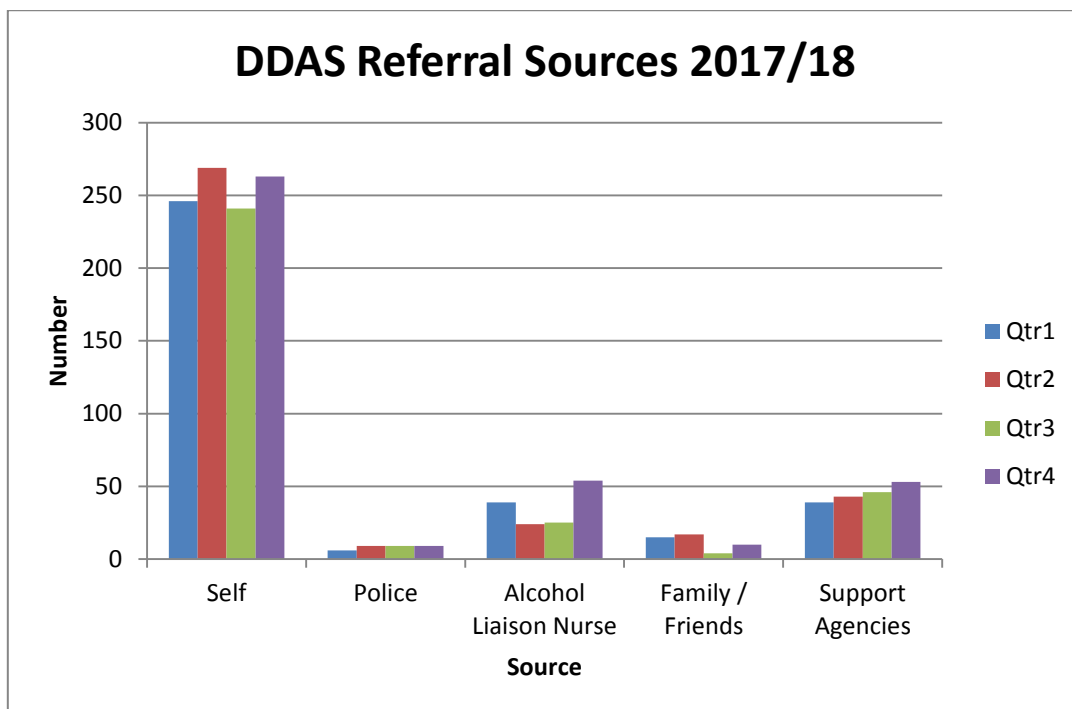
alcohol misuse issues. For Dyfed this contract has been awarded to Dyfed Drug and Alcohol Service (DDAS) and for Powys this is awarded to Kaleidoscope.

### 3.9.1 Dyfed Drug and Alcohol Services (DDAS)

Dyfed Drug and Alcohol Service (DDAS) have provided the main substance and alcohol misuse support service to the communities of Pembrokeshire, Ceredigion and Carmarthenshire since April 2015. The service is co-commissioned by Health, Local Authorities, National Probation Service and the Police and Crime Commissioner for Dyfed-Powys.

### 3.9.2 Referrals to Service Providers – DDAS

During 2017/18 DDAS received 1,856 referrals, resulting in 1,257 assessments being carried out. There are a wide range of entry methods for the DDAS service however the main source of referrals is consistently self-referrals. This equated to 1,019 referrals over the 2017/18 financial year.



The above shows the comparison in police referral figures against the other referral sources. This coupled with the low numbers of conditional cautions suggests an underuse of the substance misuse services in Pembrokeshire, Ceredigion and Carmarthenshire.

### 3.9.3 Kaleidoscope

Kaleidoscope has provided the service for Powys since 2015. The OPCC currently provides funding to this service.

The total referrals to Kaleidoscope during the 2017/18 financial year were 757, averaging 63 referrals per month. As with DDAS, self-referrals were consistently the highest percentage of referral type in Powys averaging 48% over the year, with criminal justice referrals averaging 33% of the total referrals into the service. When these criminal justice referrals are further analysed, police referrals (including arrest referrals) make up 22% of the overall referrals over the year, however the quality of these referrals is often reported to be poor, making engaging with service users incredibly difficult from this referral source.

The outcomes service users achieve is a key measure being monitored, including monitoring problematic substance reductions, the quality of life of each service user, as well as the cases which are closed as 'treatment complete'. During the 2017/18 period, an average of 81.5% of individuals reduced their substance misuse from the commencement of their treatment to the point they exit treatment. The numbers of individuals who failed to attend their appointment also remained positive over this period with less than 20% of individuals failing to attend their appointments, with 96% of individuals receiving treatment within 20 days of referral. These areas are both above the Welsh Government measures, demonstrating the effectiveness of the services in Dyfed-Powys.

### **3.10 Organisational Structures**

Dyfed-Powys Police use a number of different fora to manage resources in tackling illegal drugs. This includes several partners, each with their own role to play in addressing illegal drugs across the Dyfed-Powys force area. From discussions with police officers and police staff there is a general feeling that it can be difficult to effectively police current drugs issues in Dyfed-Powys. Pembrokeshire and Ceredigion officers both highlighted Neighbourhood Tasking Units (NTU) as one of the most effective ways of addressing drugs issues in their divisions. These units consist of a sergeant and a small team of constables, who are given a more defined remit to deal with these issues, and are often used to carry out intelligence gathering and research, as well as executing drug related warrants.

In an effort to address illegal drug use and supply in Dyfed-Powys, there are currently several police led operations active across the force area. These operations all contribute towards the Police and Crime Commissioner's Police and Crime Plan 2017-2021; namely Priority 3 – Protecting our Communities from serious threats. The Serious and Organised Crime Team (SOCT) assist in the management of these operations, providing specific investigation skills into more serious and complex crimes, including organised crime. This team consists of 12 police officers and 1 police staff member, supervised by 2 detective sergeants and a detective inspector, a total of 16 individuals.

At the time of writing this review county lines networks were actively under investigation in the Dyfed-Powys area, through multiple drug disruption operations. To determine the effectiveness of these operations they are reviewed from two separate aspects; the impact of the direct policing of operations, including the number of individuals who were arrested as part of each operation, as well as the quantities of controlled drugs seized. The perspective of substance misuse service providers are also considered, as to the impact they had on the availability and demand for class A substances. The below table, provided by the SOCT, details the impact of these operations during the period 2016 to 2018. It highlights the number of individuals convicted, the combined total of their sentences, as well as the volume of class A drugs seized.

Total number of persons convicted	Total number of years sentencing	Total value of commodity disrupted
<b>117</b>	<b>421 years and 5 months</b> <b>(awaiting sentencing for Op Regent and Op Cryptic)</b>	<b>£23.6 million</b> <b>Class A (Heroin and Cocaine)</b>

When assessing value for money and return on investment it is important to quantify the financial cost of delivering the policing units predominantly delivering serious organised crime and county lines disruption exercises along with the cost of drug disruption operations themselves. These costs are able to be measured in two ways; firstly the staffing costs of SOCT, as well as the spend incurred to deliver the force drug operations

The staffing costs of SOCT total £910,608 per annum. This figure is made up of salary costs for the individuals within this team, including overtime, national insurance and pension contributions.

Spend against drug disruption operations is not easily identified. This is due to police officers and police staff not working solely on these operations and often carrying out additional policing duties within their normal tour of duty. Whilst this limits the full cost of such exercises being identified, it is possible to identify some additional spend for operations where a financial project code is applied. This allows such spend to be easily identified.

Below is a list of the drug disruption operations that have been allocated a project code, along with spend against each:

- Op Siren - £18,232
- Op Regent - £82,385
- Op Rocket - £7,885

- Op Tweed - £6,313
- Op Crossfield - £4,754

Total - £119,569

The above demonstrates the work carried out by Dyfed-Powys Police in response to the issue of illegal drugs in Dyfed-Powys and the emergence of OCGs. There is a need to ensure that those who are affected by drugs are not seen just as offenders, but are provided treatment to be able to address their dependence on class A substances. During Operation Regent, a review was undertaken by Kaleidoscope's Service Manager, identifying the availability and access to class A drugs. The review looked at several areas, including the availability of class A drugs, changes in ingestion methods, and any increase in arrest referrals being made to Kaleidoscope during the period of the operation.

This showed little impact on crime levels along with no change in ingestion methods of substance users. Service user feedback also confirmed that the availability of class A substances had not been affected. This was supported by police officers who stated that other 'lines' were in operation within the area and may have filled any gaps in the market. Whilst Operation Regent resulted in substantial quantities of class A substances being seized, it had not addressed the underlying issues behind why individuals use illegal substance. This must be achieved via joint working between the police and substance misuse service providers. A more consistent and closer working relationship between the police and service providers is needed, however there needs to be a degree of independence from a service provider perspective to ensure maximum engagement from service users.

The Welsh strategy for substance misuse and the three strategic goals within the recently published Hywel Dda Health Board Strategy "Our Future Generations Living Well" (2019)<sup>16</sup> promotes a focus on improving health and wellbeing for our population, not just misuse of substances. This is being translated into the work of the Area Planning Board who have recently recognised the need to develop a wellbeing approach across partnerships and organisations. Prevention approached and building resilience within young people is a protective factor across a number of issues including substance use, risk taking behaviour, county lines, the risk of sexual exploitation and positive mental health. A wider partnership approach to prevention would build on protective factors, resilience building and trauma informed approaches across children, young people, families and communities.

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<sup>16</sup> *A Healthier Mid and West Wales - Our Future Generations Living Well*

### 3.11 Operational Process

Dyfed-Powys Police have processes in place to assist police officers in identifying individuals who they suspect to be in possession of illegal substances, or to test individuals who have been arrested to identify whether illegal substances were a factor in them committing an offence. These include the power to stop and search individuals, as well as the power to conduct drugs testing in custody. In addition, processes are in place to support police officers during the arrest process to enable potential drug related offenders to be charged with drug related crimes. These include the requirement for sampling and testing of substances seized as part of an arrest, or the requirement for electronic devices to be examined, such as mobile phones, in order to elicit information to support a charging decision.

#### 3.11.1 Charging Process

During the review process the issue of charging decisions relating to drug offences were raised by police officers. Police officers reported that the process of charging individuals who were found to be in possession of illegal drugs or involved in the supply of illegal drugs was felt to be "long winded", often with individuals being released under investigation for further work to be undertaken. This was considered to be due to the requirement for the seized substances to be tested for identification purposes, as well as the need for mobile devices to be examined. This process was highlighted during discussions with police officers and examples were provided which caused them frustrations. Officers felt that the ability to be able to test substances within custody would reduce the need to release individuals and could have led to a speedier charging decision.

The National Crime Agency (NCA) provides national guidance used by the Dyfed-Powys Health and Safety Committee to feed into Force guidance to police officers, aimed at mitigating the risk to police staff and officers. In March 2017, restrictions were placed on police officers in testing illegal substances, due to an increased risk of the presence of Fentanyl. This guidance has been under continual review and during the process of this report the restrictions on testing illegal substances has been removed. This now allows specifically trained police officers and staff to test substances without the need for these to be submitted for further analysis. This is carried out by use of Evidential Drug Identification Testing (EDIT) process, making use of Home Office approved drug testing kits. This process is supported by National Police Improvement Agency (NPIA) guidance<sup>17</sup>, along with Dyfed-Powys Police guidance on the submission of drugs<sup>18</sup>. It should be noted however, that for cases of suspected possession with intent to supply, there would still be a requirement for further analysis of seized

<sup>17</sup> *Guidance for Evidential Drug Identification Testing in Police Stations*

<sup>18</sup> *SSU Drugs Submission Guidance – Revised February 2019.*



substances. This is due to courts requiring weight and purity information to make correct sentencing decisions.

In addition to the above, the forensic examination of mobile phone devices was raised during discussions with police officers. Pembrokeshire was highlighted as piloting a 'Digital Hub', consisting of a dedicated Digital Media Investigator being based within one of the stations in Pembrokeshire. This practice was sighted as positive, giving police officers far speedier access to digital cyber-crime analysis, in order that mobile phone examinations could be accessed more readily. It was not clear whether this practice was to be replicated across the Force area.

### **3.11.2 Stop and Search**

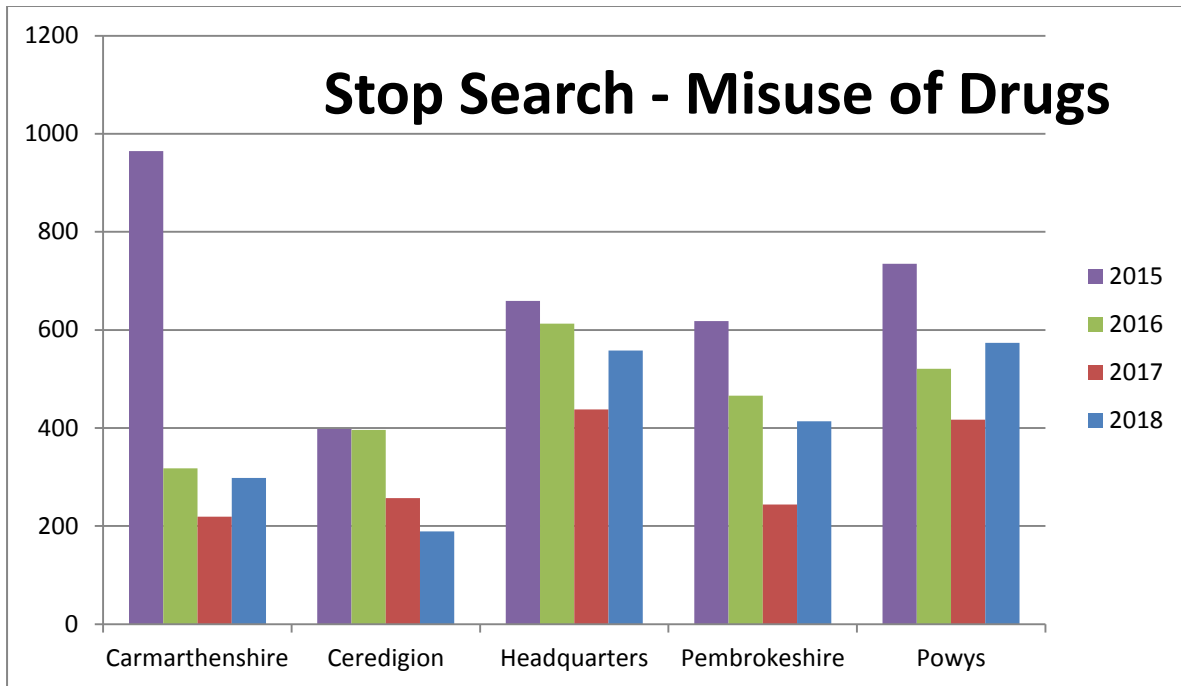
The police have the power to stop and search people only where there are reasonable grounds to do so.

There are processes in place for police officers to follow to ensure that stop and search is used effectively and in a non-discriminatory manner. Each time a stop and search is carried out a record must be made, including the time, date and location of each stop search. Officers should also record the encounter using their Body Worn Video. This ensures that there is a record of where and when this power is being used.

During 2017/18 Dyfed-Powys carried out a total of 2,235 stop searches compared to 960 in Gwent, 1,593 in North Wales and 6,788 in South Wales. Similarly, drug related stop searches followed a similar pattern.

Since 2015, the number of searches has steadily decreased year on year until 2018 where all have seen a rise in number, with the exception of Ceredigion. During a focus group in Ceredigion, it was suggested that a lack of confidence of police officers who are younger in service has resulted in less searches being conducted, with a lack of 'street craft' being cited as a potential factor in the drop in figures. This issue was being addressed through additional supervision and support.

The below graph shows the total searches conducted from 2015 to 2018:



During the focus groups in Ceredigion it was raised that there were plans to commence a Stop and Search Mentor Scheme. The intention of this scheme is to improve police officer confidence in identifying opportunities to use stop search powers.

A review was also undertaken of the outcomes following stop and searches conducted during 2017 and 2018. This showed that a total of 3,572 stop searches were conducted over the two year period, under the power of Section 23 of the Misuse of Drugs Act 1971, with 1,315 resulting in a controlled substance being found (36.8% success rate). Conditional cautions and simple cautions were used infrequently in 2017 however in comparison the 'no further action' disposal method was used in an average of 13.5% positive searches across the Force, with the highest use in Ceredigion with 23.3%. This disposal method saw a large increase across in 2018, with an average of 30% across the Force area. This appears contradictory and requires further investigation, given that this relates to stop searches where illegal drugs were identified and no action was taken. This coupled with the lack of use of conditional cautions suggests possible missed opportunities to refer individuals into substance misuse treatment.

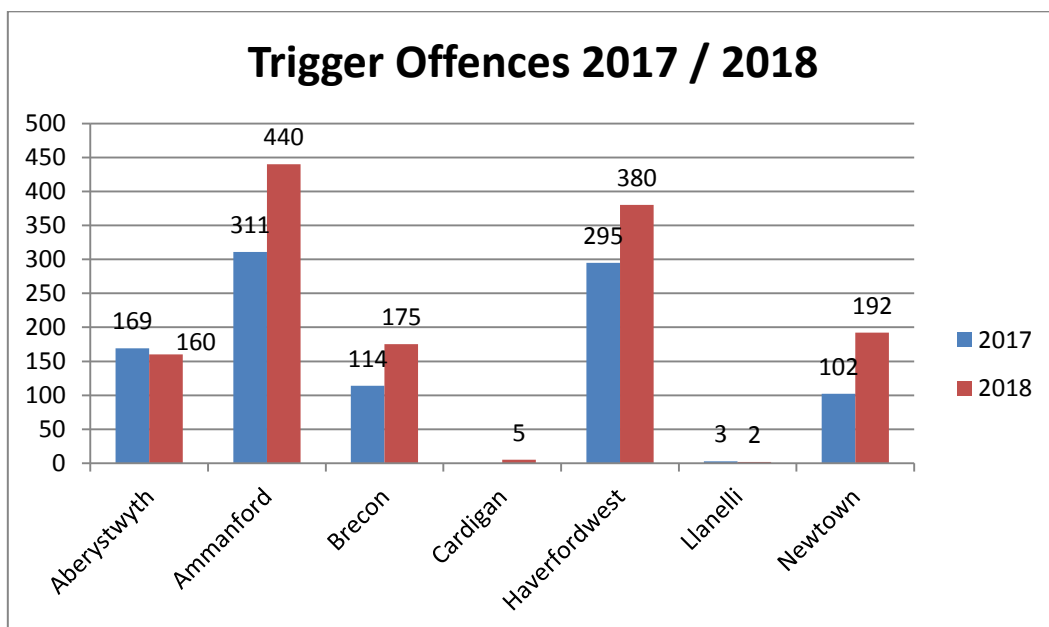
The breakdown of the outcomes for positive drug searches for 2017 & 2018 can be found in Appendix B.

### 3.11.3 Test on Arrest

Dyfed-Powys Police operate a drug testing on arrest scheme at several of the custody suites across the Force area. This provides powers to test detainees for the purpose of identifying class A substances. This is done in accordance with the Police and Criminal Evidence Act 1984<sup>19</sup> (PACE), Section 63B as amended by the Drugs Act 2005. This act allows groups of detainees to be tested for class A substances based on their offence. These offences are known as ‘trigger offences’ and are listed within Schedule 6<sup>20</sup> of the Criminal Justice and Courts Services Act 2000.

Within Dyfed-Powys the drug testing on arrest process mirrors the national guidance laid down by the Home Office in their document ‘Operational Process Guidance for Implementation of Testing on Arrest, Required Assessment and Restriction on Bail’<sup>21</sup>. Within the Home Office guidance, reference is made to custody officers and other custody staff being aware of the Drug Intervention Programme. Whilst this reference is outdated, there remains a need awareness of current substance misuse strategies and services, and what impact testing individuals for drug use can have on reducing offending patterns and crime in general.

Over the 2017 and 2018 calendar years there was a general rise in the number of trigger offences being processed at each custody suite, with the exception of Aberystwyth.



<sup>19</sup> Police and Criminal Evidence Act 1984

<sup>20</sup> Criminal Justice and Courts Services Act 2000 – Schedule 6

<sup>21</sup> Operational Process Guidance for Implementation of Testing on Arrest, Required Assessment and Restriction on Bail

When drug related trigger offences only are compared, the reduction from 2017 to 2018 in Aberystwyth is starker.

Currently, the process for recording tests is not effective, with manual records maintained in each custody suite. Additionally, the process of referring individuals into treatment is not efficient, with no means to forward referrals electronically, resulting in a paper based system being utilised. This poses issues in the ability to evaluate the effectiveness of this process and whether it is being fully utilised.

The Heroin Problem Profile of 2017<sup>22</sup> recommended that there were issues of underuse of the test on arrest process as well as a need for this process to be audited to ensure it could be monitored and evaluated on a regular basis. This is also supported by recommendations from a continuous improvement event which took place in January 2017. The action plan from this event outlined several of the comments made within this report.

### 3.11.4 Drug Offence Outcomes

A review of the outcomes for drug offences over the 2017 and 2018 calendar years was undertaken as part of this study. 30% of the outcomes in 2017 were cannabis warnings, reducing slightly to 25% in 2018. The next most prevalent were summons (13%) and adult caution (13% and 12% respectively for 2018). Adult conditional cautions and adult community resolutions were used infrequently in both years. Adult conditional cautions made up just 1% of the overall outcomes for drug offences in both 2017 and 2018, with adult community resolutions increasing from 1% in 2017 to 3% in 2018. Comparatively, standard adult cautions made up 14% of the total outcomes in 2017 and 12% in 2018.

Conditional outcomes and adult community resolutions act as important routes to divert individuals into substance misuse treatment, with a condition of their arrest being to engage with substance misuse treatment services. The lack of these outcomes also suggests an underuse of substance misuse services.

Similar to that of test on arrest, the Heroin Problem Profile (2017) also recommended that conditional cautions was an underused means of referring into treatment. This remains the case. The proposed withdrawal of simple cautions and a move to a two-tier approach to out of court disposal methods would increase the opportunities for police officers to refer individuals into substance misuse treatment services.

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<sup>22</sup> *Heroin Problem Profile – Dyfed-Powys – June 2017*

An example of the effectiveness of conditional cautions is highlighted by DDAS, with an individual arrested for a drug related offence who was referred into treatment as part of their conditional caution. The individual had not previously engaged with substance misuse services and was a regular user of amphetamine, amongst other drugs. Through engagement with DDAS they were able to engage in a number of activities, one of which being blood borne virus (BBV) screening, assisting their diagnoses of hepatitis C for which they were able to access treatment.

### **3.12 Intelligence & Communication**

During the course of this review a recurring theme raised by police officers was the public's perception of what constitutes actionable intelligence. Police officers and PCSOs report that they are regularly provided information from members of the public which directly relate to either known drug users or areas of high drug activity. The issues however, appear to be one of content and detail. Police officers are often provided information which is too vague to obtain a warrant for drug activity and are only then able to log an intelligence submission detailing what they have been told.

This has led to police officers being approached on multiple occasions by members of the public who perceive that the police are not acting upon the information they have been provided. This could impact on the level of intelligence being provided by members of the public and public confidence in the police. This is supported by consultation undertaken as part of this review, where individuals commented that they had provided information to the police in the past, however to their knowledge, nothing was ever done. In addition, some residents also felt that they would not provide information to police on drug users in their communities, for the fear of retribution.

There is a need for Dyfed-Powys Police to work with partners agencies to deliver a localised, targeted drug intelligence gathering campaign. This would allow specific intelligence to be gathered in known drug hot spot areas, maximising the impact that drug related intelligence can have. This would offer members of the public a means of providing drug related intelligence within specific areas, allowing the police to be able to build a comprehensive understanding of drug related activity within given areas, and to be able to act upon it.

### **3.13 OPCC Pathfinder Diversionary Scheme**

The Police and Crime Commissioner funds a Pathfinder Diversionary Scheme pilot which commenced in April 2018. The proposal for the scheme was a

culture-changing initiative that seeks to tackle the root causation of offending and associated health and community related issues. The scheme is a multi-agency programme, seeking to address offending behaviour at a much earlier stage in an individual's offending journey. Individuals identified as the highest risk of offending are excluded from the programme and are dealt with via traditional criminal justice disposals.

Within 24-72 hours of their release from custody (under investigation), participants will meet with a specialist assessor who will complete an in-depth risk/needs assessment to determine what has contributed to their offending. From the risk/needs assessment, the assessor will agree with the individual a contract to engage.

The contract will list up to 5 conditions:

- ✓ Not to re-offend for the duration of the 4 month contract (offending condition – mandatory)
- ✓ To take part in Restorative Justice approach if asked (victim's condition)
- ✓ Intervention to address critical pathway of need 1 (Pathway condition)
- ✓ Intervention to address critical pathway of need 2 (Pathway condition)
- ✓ Intervention to address critical pathway of need 3 OR take part in 18-36 hours of volunteering.

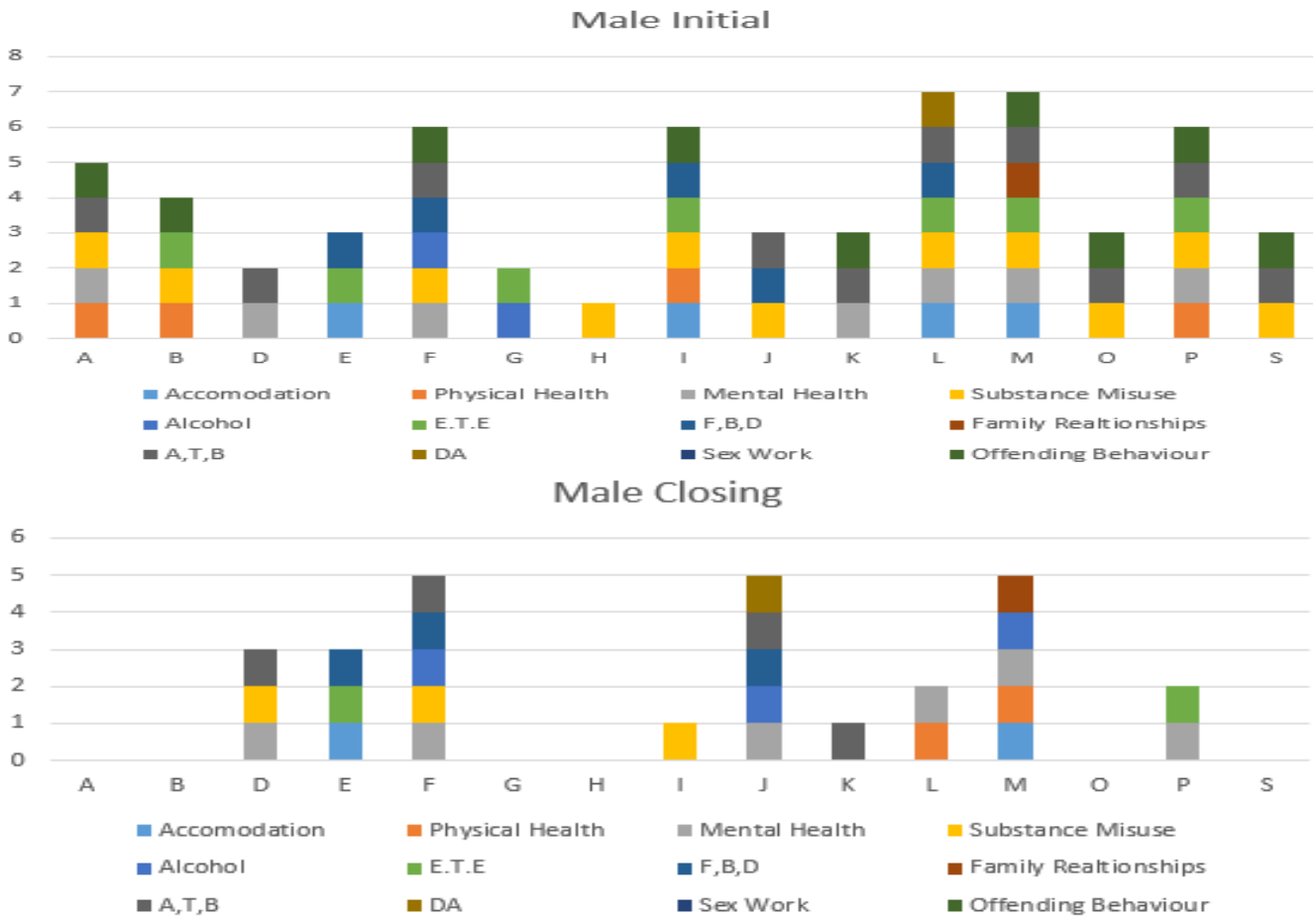
The interventions will last as long as required; the 4 months diversionary scheme contract will merely be the gateway into services and will be dependent on individual need and the services on offer.

Between September 2018 and November 2018 a review of the scheme was carried out to assess the effectiveness of the pilot period and to look to provide an evidence base for a decision on the future of the scheme. The review focused on the period of April 2018 to November 2018.

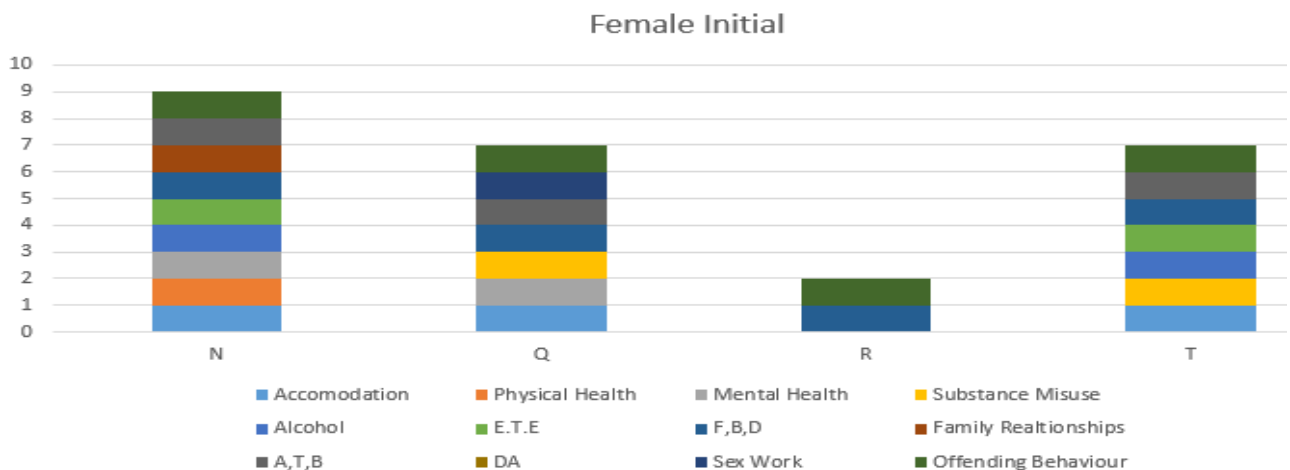
Overall the scheme saw an initial low uptake of referrals. When comparing genders this was consistent between male and female offenders, with both being on average 5 per gender, per month. The lack of take-up of the scheme was initially attributed to a lack of awareness of the scheme amongst officers, as well as confusion over the eligibility criteria. Given the above, a concerted effort was made to promote the scheme locally within Pembrokeshire which resulted in a doubling of the number of referrals that were received during the months of September, October and November. This resulted in a significant increase in the number of male offenders being referred to the scheme.

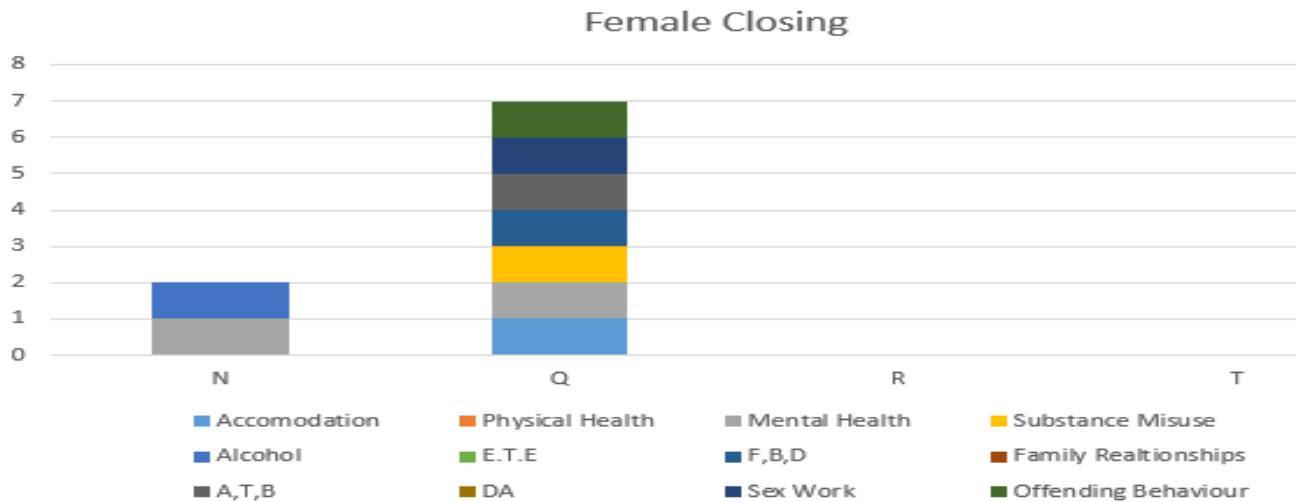
As mentioned earlier in this section, each individual taken onto caseload will be assessed to identify their needs and will be supported through a 4 month support package. Each person undertakes an initial assessment, followed by one at the close of their programme. This identifies any changes in their offending behaviour and identified risks. By November there had been 20 individuals

successfully complete their 4 month programme and their needs assessment are displayed below:



There was a 56% reduction in the identified needs of male offenders completing the scheme, with 12 of the 19 males closing assessments showing less identified needs that their opening assessment. The comparison data for female offenders is shown below:





The female data shows a reduction of 64%, with 75% of the females reducing their needs from the opening assessment to the closing assessment.

The re-offending levels of individuals were also assessed, with 15% re-offending post scheme. It should, however, be noted that due to the brief period post scheme it is not clear how robust this is, however it shows an overall reduction in criminogenic needs for individuals engaging with the Pathfinder programme.

When reviewing the scheme with a specific focus on substance misuse there was a 76% reduction in substance related needs identified. Given the complexity of substance misuse, not all individuals will have their needs met, however the scheme offers a vital entry point to support and treatment at an early stage.

As indicated the referrals to this scheme were lower than expected, although those engaging had their needs met and reduced. For the scheme to be maximised, Dyfed-Powys Police must provide a robust operational model to support effective referral for low level offenders.

## 4.0 Consequences

### Partnership working

The perceived gap in adequate partnership working between the Police and substance misuse service providers means there is a lack of a consistent joint approach in how those affected by substance misuse are treated. Whilst there is clearly a lot of positive engagement taking place with partners in terms of addressing drug problems across Dyfed-Powys, there is a need for more work with specific substance misuse services. Due to the lack of a consistently applied joint 'drug supply and treatment' protocol between Dyfed-Powys Police and the substance misuse treatment providers, this hampers the ability to provide a consistent and sustainable joint approach. The implications of this may result in a lack of:



- joined up approach to consistently address drug related issues;
- resources available when planning drug disruption operations; and
- suitable support and advice on the most effective means of addressing drug related matters.

### **Stop and Search**

The reduction in the level of stop searches conducted in Ceredigion leaves a potential gap in identifying individuals who may be in possession of illegal substances as well diverting them into treatment. This coupled with a perception of drug related intelligence not being acted upon could impact the ability for a comprehensive drug intelligence picture to be formed in this area.

The lack of use of conditional cautions and adult community resolutions as a means of disposal methods and rise in 'no further action' outcomes reduces the opportunities to refer individuals into substance misuse treatment. The implications of this may result in:

- potential for reduced drug related intelligence picture;
- possible increase in drug related activity due to reduction in proactive stop searches; and
- missed opportunities to refer individuals into treatment for assessment and identification of criminogenic needs.

### **Test on Arrest**

The current IT systems which support the test on arrest process are not adequate and result in a lack of suitable oversight of this process. The current manual process leaves gaps in testing with potential for offenders not receiving suitable testing if they are arrested for a trigger offence. Additionally, the nature in which these test occurrences are recorded, and subsequent information passed to partners is outdated and requires improvement. The quality of arrest referrals often requires further detail and can lead to poor quality information being passed to substance misuse providers and a lack of clear oversight of the process as a whole. The implications of this may result in:

- lack of treatment being offered to suitable offenders;
- substance misuse services spending exhaustive amounts of time attempting to contact service users due to missing details on arrest referral forms;
- potential for repeat offenders, resulting in additional demand for police officers; and
- difficulty in quality assuring process, including ensuring that data is effectively and safely transferred to substance misuse providers.

## **Intelligence**

The lack of understanding of how the police use intelligence and what constitutes 'actionable intelligence' can have an impact of public confidence in the police. The current understanding of this area results in drug related intelligence being given to police officers, with the public perception being that this is not being acted upon. The implications of this may result in:

- lack of public confidence in the police in terms of their ability to act upon drug related intelligence;
- reduction in the volume of drug related intelligence provided to police officers by members of the public; and consequently.
- reduced understanding of the local drug intelligence picture.

## **5.0 Actions**

Upon consideration of the information obtained as part of this review, the Police and Crime Commissioner requests that the Chief Constable considers the following recommendations.

1. Engages with partners at an early planning phase when delivering drug disruption operations to ensure maximum 'buy-in' from all partners, including partner agencies such as CrimeStoppers to run intelligence gathering campaigns within localised drug hot spot areas.
2. Develop a consistent 'drug supply and treatment' protocol between Dyfed-Powys Police and specialist substance misuse providers.
3. Provide an update on the Test on Arrest action plan created as part of the 2017 Continuous Improvement Event, to include:
  - i. Ensure that all police officers are aware of the importance of the Test on Arrest process and the part it plays in accessing substance misuse treatment.
  - ii. Implement an electronic process for the recording of test on arrest occurrences, allowing easy extraction of this information and comparison against trigger offences in each division.
  - iii. Create an electronic flagging system to notify Custody staff when an individual is arrested for a trigger offence.
  - iv. Implement a means of electronic transfer of referrals to substance misuse providers following a positive test.
4. To implement the Pathfinder scheme across the Dyfed-Powys area, providing a robust operational structure that supports referral to the scheme and the

introduction of a two-tier out of court disposal model.

5. To review the effectiveness of Drug Consumption Rooms with a view of their potential impact within Dyfed-Powys, in terms of reducing drug related harm.
6. Police and Crime Commissioner and Chief Constable to engage with the Area Planning Board in support of the wider prevention agenda, in delivering a truly cross organisation approach.
7. Ensure that best practice highlighted within the Drug Related Deaths Key Learning Points work is embedded into Force practice.
8. To review the outcomes following the use of stop and search, to ensure that these are being appropriately and consistently applied and are in-line with Force policy.
9. To conduct an evaluation of the use of Digital Media Investigator's pilot in Pembrokeshire to identify possible benefits of a Force-wide roll out.

## 6.0 Review

### 6.1 Aims

This body of work sought to identify:

1. The Force's current response to tackling illegal drug use;
2. The effectiveness of the Force's approach to tackling illegal drug use;
3. The consistency to which the Force drug policy is applied;
4. The impact on local communities of the Force's approach to tackling illegal drug use; and
5. Local drug treatment services and their effectiveness.

Through:

- a. Identifying the current Force strategy in addressing class A drug use across Dyfed-Powys;
- b. Identifying the uptake of processes used to identify and treat those affected by substance misuse;
- c. Identifying the level of resources being deployed in direct response to illegal drug use;
- d. Highlighting areas of good practice and any areas where improvements could be made; and
- e. Seeking the views of both the public as well as service users on illegal drugs and the Force's effectiveness in addressing them.

## 6.2 Conclusion

The impression formed through this review is that Dyfed-Powys Police understand the issues faced by the communities of Dyfed and Powys in terms of the effect of illegal drugs and the impact of Organised Crime Groups (OCGs). This is demonstrated in the inclusion of both class A substances and OCGs in the Force's current control strategy, as well as the extensive work carried out in terms of drug disruption operations. This is evidenced by the number of individuals arrested and charged, as well as the quantities of illegal drugs seized during these operations. Whilst this is clearly positive, it has not resulted in less class A substances being available throughout our communities, nor has it affected the demand for such substances.

Substance misuse support services offer proven results in the reduction of both offending behaviour and substance/alcohol misuse needs, however these are underused. The underuse of the Test on Arrest process as well as referrals into substance misuse treatment by way of conditional caution can lead to repeat offenders not receiving the treatment they require to fully assess their needs and can increase demand on front line officers. There is a need for greater awareness amongst police officers of the services and processes available to them, in terms of supporting those with substance misuse needs. In addition to awareness, there is a need for a robust support structure to be in place to allow police officers greater opportunity to refer individuals into the Pathfinder scheme in a more seamless and efficient manner. It is recognised that this process is underutilised, however further work is required to ensure that the Force's IT systems are effective in supporting police officers in their role.

Lastly, there is a need to review other drug related approaches from both within and outside of the United Kingdom. The rise in drug related deaths clearly has a huge impact on both the local public as well as causing financial and social harm within Wales. These tragic occurrences also have a significant impact on already stretched public services. The use of Drug Consumption Rooms must be reviewed in terms of their effectiveness in reducing drug related harm and their effect on engaging hard to reach drug users.

In light of the above, the Police and Crime Commissioner is committed to monitoring the Chief Constable's progress against the recommendations set out within this review, through regular reviews of progress through the Policing Board.

## Appendix A – Drug Classification and Sentencing Information

Class	Drug	Possession	Supply and production
A	Crack Cocaine, Cocaine, ecstasy (MDMA), Heroin, LSD, magic mushrooms, methadone, methamphetamine (crystal meth)	Up to 7 years in prison, an unlimited fine or both	Up to life in prison, an unlimited fine or both
B	Amphetamines, barbiturates, cannabis, codeine, ketamine, methylphenidate (Ritalin), synthetic cannabinoids, synthetic cathinones (e.g. mephedrone, methoxetamine)	Up to 5 years in prison, an unlimited fine or both	Up to 14 years in prison, an unlimited fine or both
C	Anabolic steroids, benzodiazepines (diazepam), gamma hydroxybutyrate (GHB), gamma-butyrolactone (GBL), piperazines (BZP), khat	Up to 2 years in prison, an unlimited fine or both (except anabolic steroids - it's not an offence to possess them for personal use)	Up to 14 years in prison, an unlimited fine or both
Temporary class drugs*	Some methylphenidate substances (ethylphenidate, 3,4-dichloromethylphenidate (3,4-DCMP), methylnaphthidate (HDMP-28), isopropylphenidate (IPP or IPPD), 4-methylmethylphenidate, ethylnaphthidate, propylphenidate) and their simple derivatives	None, but police can take away a suspected temporary class drug	Up to 14 years in prison, an unlimited fine or both

*\*The Government can ban new drugs for 1 year under a 'temporary banning order' while they decide how the drugs should be classified*

## Appendix B - Outcomes Following Drug Related Stop Searches






	Outcome of Search	Carmarthenshire	Ceredigion	Headquarters	Pembrokeshire	Powys	Grand Total	Average
2017	A no further action disposal	8.4	23.3	9.7	13.2	12.8	12.2	13.5
	Arrest	14.0	16.4	13.4	10.3	16.3	14.2	14.1
	Article found - detailed outcome unavailable	30.8	28.8	32.3	35.3	41.1	34.0	33.7
	Caution (simple or conditional)	6.5	4.1	6.5	0.0	6.4	5.4	4.7
	Community resolution	4.7	0.0	0.0	7.4	0.7	1.8	2.5
	Khat or Cannabis warning	24.3	13.7	25.8	26.5	17.7	22.3	21.6
	Penalty Notice for Disorder	1.9	2.7	8.8	0.0	2.8	4.5	3.2
	Summons / charged by post	9.3	11.0	3.2	5.9	2.1	5.3	6.3
	Suspect arrested	0.0	0.0	0.5	1.5	0.0	0.3	0.4
2018	A no further action disposal	36.1	40.4	18.5	41.9	19.1	27.2	31.2
	Arrest	23.5	24.6	28.6	17.1	36.0	27.4	25.9
	Caution (simple or conditional)	5.0	3.5	3.4	4.3	5.1	4.2	4.2
	Community resolution	2.5	0.0	0.0	2.6	2.2	1.4	1.5
	Khat or Cannabis warning	22.7	24.6	37.0	24.8	25.3	28.6	26.9
	Penalty Notice for Disorder	3.4	0.0	8.8	0.0	4.5	4.7	3.3
	Summons / charged by post	6.7	7.0	3.8	9.4	7.9	6.5	7

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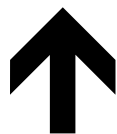
### What we did...

-  Review of data
-  Face to face consultation with substance misuse service users
-  Online public opinion survey
-  Focus groups with officers and staff
-  Engagement with service providers

### Why we did it...

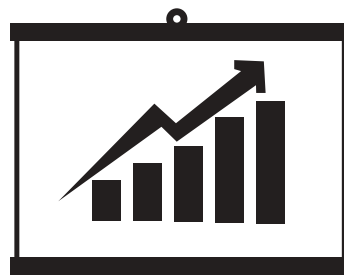
-  Dyfed-Powys residents highlighted illegal drugs as their biggest concern
-  Priority within the Police and Crime Plan 2017-2021
-  Dyfed-Powys Police targeting of drug related organised crime.
-  National debate regarding the reclassification of illegal drugs
-  Increasing interest in the viability of Drug Consumption Rooms

### The facts:



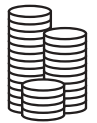
128% increase in drug related deaths in Wales in 13 years

**49% rise in trafficking offences in Dyfed-Powys from 2016 to 2018:**



117 persons convicted and £23.6 million of class A substances disrupted as part of drug operations in Dyfed-Powys between 2016 and 2019

PCC invested £435,000 into substance misuse treatment and diversionary activities last year



Police referrals into substance misuse services make up less than a quarter of all referrals

82% of individuals in treatment reduced their substance misuse



Pathfinder diversionary scheme reduced reoffending risk factors by 60%

### Our conclusions...

- Dyfed-Powys Police is pro-active in tackling illegal drug trafficking;
- Substance misuse treatment and diversionary activities are underutilised by Dyfed-Powys Police;
- Dyfed-Powys Police IT systems need to assist police officers in referring individuals into support services;
- There is a need for partners to explore the feasibility of Drug Consumption Rooms to address the impact of drug related harm on the residents of Dyfed and Powys

### Our top recommendations...

- 1 Engage with partners at an early planning phase of drug disruption operations
- 2 Develop a consistent working protocol between Dyfed-Powys Police and substance misuse providers
- 3 Implement the Pathfinder scheme across the whole of Dyfed-Powys
- 4 Implement the two-tier out of court disposal model
- 5 Review the potential impact of Drug Consumption Rooms on the communities of Dyfed-Powys

To visit my website and for more information on Dyfed-Powys Police click on the logos below



Heddlu Police  
**DYFED-POWYS**





Craffu Dwys

Ebrill 2019

## Beth wnaethon ni...



Adolygu data



Ymgynghori â defnyddwyr gwasanaethau camddefnyddio sylweddau wyneb yn wyneb



Arolwg ar-lein o farn y cyhoedd



Grwpiau ffocws gyda swyddogion a staff



Ymgysylltu â darparwyr gwasanaethau

## Pam y gwnaethom hyn...



Dywedodd preswylwyr Dyfed-Powys mai chyffuriau anghyfreithlon oedd eu pryder mwyaf

Blaenoriaeth yng Nghynllun Heddlu a Throseddau 2017-2021



Mae Heddlu Dyfed-Powys yn targedu troseddau trefnedig sy'n gysylltiedig â chyffuriau



Dadl genedlaethol ynghylch aiddosbarthiad chyffuriau anghyfreithlon

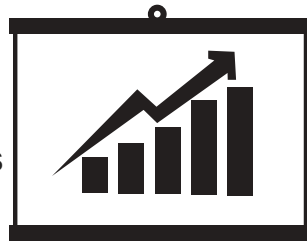
Diddordeb cynyddol yn ymarferoldeb Ystafelloedd Cymryd Cyffuriau

## Y ffeithiau:



Gwelwyd cynnydd o 128% yn nifer y marwolaethau sy'n gysylltiedig â chyffuriau yng Nghymru mewn 13 mlynedd

**Gwelwyd cynnydd o 49% yn nifer y troseddau masnachu yn Nyfed-Powys rhwng 2016 a 2018**



Mae 117 o unigolion wedi'u heuogfarnu, a gwerth £23.6 miliwn o sylweddau dosbarth A wedi'i aflonyddu, fel rhan o ymgyrchoedd cyffuriau Dyfed-Powys rhwng 2016 a 2019



Y llynedd, buddsoddodd y CHTH £435,000 mewn gweithgareddau dargyfeirio a thriniaethau camddefnyddio sylweddau

Mae cyfeiriadau gan yr heddlu i wasanaethau camddefnyddio sylweddau'n cyfrif am lai na chwarter o'r holl gyfeiriadau



Mae 82% o'r unigolion sy'n derbyn triniaeth yn lleihau eu defnydd o sylweddau

Lleihaodd y cynllun braenaru dargyfeiriol y ffactorau risg ar gyfer aildroseddau o 60%



## Ein casgliadau...

- Mae Heddlu Dyfed-Powys yn gweithredu'n rhagweithiol yn erbyn masnachu mewn cyffuriau anghyfreithlon;
- Mae gweithgareddau dargyfeiriol a thriniaethau ar gyfer camddefnyddio sylweddau'n cael eu tanddefnyddio gan Heddlu Dyfed-Powys;
- Mae angen i systemau TG Heddlu Dyfed-Powys gynorthwyo swyddogion heddlu o ran cyfeirio unigolion i wasanaethau cymorth;
- Mae angen i bartneriaid archwilio i ddichonolrwydd Ystafelloedd Cymryd Cyffuriau er mwyn mynd i'r afael ag effaith niwed sy'n gysylltiedig â chyffuriau ar breswylwyr Dyfed a Phowys

To visit my website and for more information on Dyfed-Powys Police click on the logos below



Heddlu Police  
**DYFED-POWYS**



## Ein prif argymhellion...

- 1 Ymgysylltu â phartneriaid yn gynnar yn y cam cynllunio wrth gyflwyno ymgyrchoedd ar gyfer aflonyddu ar gyffuriau
- 2 Sefydlu protocol gweithio cyson rhwng Heddlu Dyfed-Powys a darparwyr gwasanaethau camddefnyddio sylweddau
- 3 Gweithredu'r cynllun braenaru ledled Dyfed-Powys
- 4 Gweithredu'r model dwy haen ar gyfer gwarediadau y tu allan i'r llys
- 5 Adolygu effaith bosibl Ystafelloedd Cymryd Cyffuriau ar gymunedau Dyfed-Powys

## DYFED-POWYS POLICE AND CRIME PANEL 26/04/19

### THEMATIC REPORT – FRAUD AND CYBERCRIME

#### Recommendations / key decisions required:

To note the report from the Police and Crime Commissioner regarding Fraud and Cybercrime and identify any further actions arising from it.

#### Reasons:

The Members of the Panel have identified Fraud and Cybercrime as one of the themes that they wish to focus on in 2019-2020

Report Author:

Professor Ian Roffe

Robert Edgecombe

Designation:

Panel Champion

Lead officer

Tel No.

01267 224018

E Mail Address:

rjedgeco@carmarthenshire.gov.uk

**EXECUTIVE SUMMARY**  
**DYFED – POWYS POLICE AND CRIME PANEL**  
**26/04/19**

**THEMATIC REPORT – FRAUD AND CYBER CRIME**

During 2018-2019 the Panel conducted a public consultation regarding which elements of the Police and Crime Plan it should treat as a priority for 2019-2020. Of the 490 responses received 23% identified anti-social behaviour as a topic that they wished the Panel to prioritise.

Professor Ian Roffe has agreed to act as the lead panel member on this issue and the Panel has determined that its objective in relation to this theme is;

“To satisfy itself that the implementation of the Police and Crime Plan in relation to this theme is effective and contributing to the delivery of the overall priorities set out in the Police and Crime Plan”.

Fraud and cybercrime is specifically referred to in several of the priorities set out in the Commissioner’s Police and Crime Plan

The Panel has therefore requested that the Commissioner present a report addressing the following points;

1. What does the Police and Crime Plan say about that theme and how does it relate to the priorities in the plan?
2. How is the plan implemented in relation to the theme (A) through operational policing (B) through commissioned services and (C) through collaborative working?
3. How does the Commissioner monitor the effectiveness of that implementation?
4. What has the monitoring told the Commissioner about the effectiveness of that implementation, in particular whether it is or is not meeting his expectations and contributing to the delivery of the priorities in his plan?
5. Where the monitoring has identified that the implementation is not meeting the Commissioner’s expectations, what he is doing to address the situation.

<b>DETAILED REPORT ATTACHED?</b>	<b>YES</b>
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**Section 100D Local Government Act, 1972 – Access to Information**

**List of Background Papers used in the preparation of this report:**

**THESE ARE DETAILED BELOW**

Title of Document	File Ref No.	Locations that the papers are available for public inspection
Host Authority File	LS-0511/44	County Hall Carmarthen

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**Police and Crime  
Commissioner for Dyfed-Powys**

**Dyfed-Powys Police**

## **Fraud and Cyber Crime**

**April 2019**

## Introduction

The Police and Crime Plan places a focus on fraud and cyber-crime issues within Priority 3: Protecting our communities from serious threats, as detailed below.

Dyfed-Powys is a very safe and secure place to live. Improved connectivity can benefit rural communities greatly but this does not come without consequences. There is a growing trend of criminals taking advantage of the trusting nature of people through the internet.

I will work with the Chief Constable to:

- Support investment in the Dyfed-Powys Police Digital Communications and Cyber-Crime Department;
- Raise awareness of cyber-crime through the provision of specialist training to officers and staff and the promotion of community cyber-crime champions; and
- Work with partners to educate people on how to protect themselves from cyber-crime and where to go if they become a victim, with a particular focus on the most vulnerable

The purpose of this report is to demonstrate progress made to date.

## National Picture

48% of all crime committed within the UK is fraud, with a large proportion of fraud involving organised crime groups targeting the elderly and vulnerable within our communities.

11 forces in England and Wales were recently inspected and on 2<sup>nd</sup> April 2019 HMICFRS published a report – 'Fraud: Time to Choose' – An inspection of the police response to fraud.

The key findings in this national report were:

- **Vulnerable victims receive a good service, but most victims do not** – In particular, vulnerable victims generally get good care and advice on how to protect themselves. Other victims are often given confusing and misleading advice about how, (or if) their case will be investigated and how it is progressing.
- **Significant problems were found at all levels with the way fraud is currently investigated**, including numerous examples of inefficient and ineffective processes. There are unacceptably wide variations in the quality of case handling and prioritisation, unnecessary delays in the system and a lack of proactive targeting of fraudsters, with little evidence of forces trying to prevent or restrict them from committing further offences.



- Identified throughout the report, Police and Crime Commissioners and Chief Constables must place fraud within a hierarchy of competing demands presented by different crime types. However, it leaves **forces with a very weak understanding**.

Examples of good practice within the report:

- There are pockets of good prevention work - locally-fed fraud prevention work and examples of the police and private sector working well together.

The HMICFRS report did not specify any particular forces.

### **Dyfed-Powys Police Area**

Dyfed-Powys has a financial crime team managed by a Financial Crime Supervisor. This team consists of 11 people, 4 Financial Investigators, 1 Financial Intelligence Officer, 1 Financial Analyst, 2 Fraud Detective Constables, 1 Fraud Investigator, 1 Fraud Financial Investigator and 1 Fraud Safeguarding Officer.

A standardised national initiative was introduced in March 2018 to identify and support vulnerable victims of fraud; this is known as Operation Signature. With the support of the Police and Crime Commissioner Dyfed-Powys adopted this initiative. Not all forces have done so. The initiative provides preventative and supportive measures intended to identify and support vulnerable victims of fraud. An important strand of Operation Signature is its wider messaging and prevention advice, working with statutory and voluntary agencies to influence change. The aim of Operation Signature is to work together to ensure that:

Police deliver an excellent quality of service to vulnerable victims of fraud. Vulnerability is identified at the earliest opportunity and those requiring additional support are referred to suitable partner agencies. Available investigative opportunities are pursued in line with the Fraud Investigation Model and Force / National policies and procedures. Preventative measures are identified and implemented, with an emphasis on maximizing protection for the victim and reducing the risk of repeat victimization.

Since Operation Signature came into being in March 2018 there have been 407 referrals in Dyfed-Powys. 58 of these have been classified as high risk and 95 medium risk. There have also been 57 referrals from financial institutions for high risk victims.

The Fraud Safeguarding Officer role within the Financial Crime team is a post that was introduced in October 2018 to assist with the delivery of Operation Signature and has been funded by the PCC. Not all forces in the UK have such a post in place.

Since the commencement of this role the officer has directly engaged with 45 high risk victims, provided presentations in relation to Operation Signature within the community on 14 occasions and spent 4 days on the Regional Cyber Bus when it visited our Force area. The bus was Welsh Government funded and visited all 22 unitary authorities in Wales. Its aim was to equip people and businesses with the knowledge and skills they need to recognize the signs of cyber-crime.

- **Investment**

Cyber-crime continues to present major challenges for all police forces. The rapid changes in technology and the ever increasing use of digital and cyber related devices by the public and criminals put ever more people at risk of becoming victims of crime. In response, as part of the 2017/18 precept and budget setting Dyfed-Powys introduced a dedicated cyber-crime unit and invested £300k in additional analytical, training and examining skills to further enhance its capability and to strengthen its approach to cyber-crime.

The PCC has funded 50% of the Fraud Safeguarding Officer role from October 2018 to March 2019 at a cost of circa £9,000. This has increased to 100% funding from April this year through to October at a cost of circa £18,000 when this will then be reviewed.

- **Awareness and Partnership Working**

The PCC's annual St. David's Day conference on 1<sup>st</sup> March 2019 was focussed on Fraud and Cyber-crime. The conference was attended by over 70 people with a cross section of the community and partners represented. Information was presented from the Financial Crime Team and the Digital Communications and Cyber-crime Unit (DCCU) which raised awareness amongst the attendees of the scale of the threat posed by cyber-crime and detailed the numbers and types of people affected and what preventative measures can be put in place to safeguard against this.

There were also presentations from Get Safe On-Line, TARIAN, the Regional Organised Crime Unit, a lecturer in computer security from the University of South Wales and the Children's Commissioner for Wales.

Two "Safeguarding your Business" events have been hosted by Dyfed-Powys Police with support from the Police and Crime Commissioner, one in conjunction with Pembrokeshire College on 19<sup>th</sup> November 2018 and a further event in conjunction with Aberystwyth University on 10<sup>th</sup> April 2019. Both events were funded by the Modern Day Slavery Transformation Unit, funding which was secured by the External Funding Advisor from within the Office of the Police and Crime Commissioner.

The events were aimed at raising awareness amongst the local business communities of how organised criminals can target businesses and what they can do to prevent being targeted and how to respond if they are. These roadshows had experts on hand to guide owners through the complex issues they may face. These included:

Dave Griffiths from the National Crime Agency who discussed blackmail and product contamination

Chris Phillips from the Regional Organised Crime Unit, Cyber-crime team who provided expert advice on how to prevent a business becoming a victim of cyber-crime or cyber fraud

Paul Callard from Dyfed-Powys Police Financial Crime Team who gave advice about how to protect businesses from internal employee fraud

Dr Sue Hurrell from the Commercial Directorate of the Welsh Government and Jenni Edwards an industry leader in modern slavery and ethical trade who advised on how to ensure businesses and their suppliers use ethical supply chains and avoid exploitation of labour

Both events were attended by over 50 local businesses with the majority citing further understanding of how to protect a business as their main reason for attending the events. 100% of attendees stated they would recommend the event to others with 90% ranking the event as excellent.

It is intended that further such events will be held in other areas of the Dyfed-Powys area in due course.

## **Conclusion**

In early April HMICFRS published a report – ‘Fraud: Time to Choose’ – which states that there are problems at a UK level in the way in which fraud is currently investigated, and forces in general have a weak understanding of its demands.

Meanwhile, it is pleasing to note that Dyfed-Powys Police is ahead of the national picture when it comes to tackling fraud and supporting vulnerable people. Operation Signature has been recognised nationally as best practice by the National Police Chiefs’ Council.

Whilst confident that progress is being made in support of this particular element of Priority 3: Protecting our communities from serious threats, it is without doubt that more can be done to support the increasing number of victims of Fraud and Cyber-crime. A recent Needs Assessment of Commissioned Services has highlighted this as a particular area of focus and work is ongoing to consider how this can be addressed to best effect.

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## DYFED-POWYS POLICE AND CRIME PANEL 26/04/19

### DECISIONS TAKEN BY THE COMMISSIONER

#### Recommendations / key decisions required:

To consider the decisions made by the Commissioner and make such report or recommendations as the Panel thinks fit.

#### Reasons:

The Panel has a statutory duty to do this.

Report Author:

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**EXECUTIVE SUMMARY  
DYFED – POWYS POLICE AND CRIME PANEL  
25/01/19**

**DECISIONS TAKEN BY THE COMMISSIONER**

Section 28(6) of the Police Reform and Social Responsibility Act 2011 requires the Panel to review or scrutinise decisions made and actions taken by the Police and Crime Commissioner in connection with the discharge of his functions and make reports and recommendations to the Commissioner in relation to the discharge of those functions.

Any such reports or recommendations must be published by the Panel.

**DETAILED REPORT ATTACHED?**

**YES**

**Section 100D Local Government Act, 1972 – Access to Information**

**List of Background Papers used in the preparation of this report:**

**THESE ARE DETAILED BELOW**

Title of Document	File Ref No.	Locations that the papers are available for public inspection
<b>Host Authority File</b>	<b>LS-0511/40</b>	<b>County Hall, Carmarthen</b>

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**Decisions made by the Commissioner (including those made at Policing Board) 16<sup>th</sup> January 2019 – 26<sup>th</sup> April 2019**

Title & Summary	Date
<p><b>The PCC awards the Automatic Number Plate Recognition (ANPR) contract to Civica Ltd</b></p> <p>The Commissioner, in consultation with the Chief Constable, approved a decision to renew the ANPR contract with Civica Ltd at a cost of £190,000 in the first year, and £165,000 for the following four years. Civica Ltd is a global IT-based services partner in digital solutions, software applications and managed services.</p>	29 <sup>th</sup> of Jan
<p><b>The PCC approved a review of the Out of Courts Disposal Panel's (OCDP) Terms of Reference</b></p> <p>This decision relates to the review of the membership of the OCDP as shown in the Panel's 'Terms of Reference. Following a discussion within the last meeting, the Commissioner approved a decision to amend the membership of the OCDP to include a Chief Inspector of Partnerships instead of a Chief Superintendent.</p>	2 <sup>nd</sup> of April
<p><b>The Commissioner, with the Chief Constable's agreement, approved the Joint Corporate Governance Framework for 2019/20</b></p> <p>The Commissioner approved an OPCC review of the Current Governance Framework in consultation with Dyfed-Powys Police. The Framework has been updated for 2019/20 to reflect changes to legislation and internal governance arrangements. Prior to approval, consultation relating to the Framework was undertaken with key stakeholders, the Corporate Governance Group and the Joint Audit Committee.</p>	8 <sup>th</sup> of April
<p><b>The PCC approved a decision for Dyfed-Powys Police to express an interest in a Pilot run by the Independent Custody Volunteers Association (ICVA)</b></p> <p>The Commissioner, in consultation with the Chief Constable, approved a decision for Dyfed-Powys Police to proceed with expressing an interest in a Pilot run by ICVA which will allow ICVs to review custody records of those who have been identified as vulnerable in order to get a better insight into the totality of care extended to vulnerable Detained Persons (DPs), considering their full journey through custody.</p> <p>The Pilot would mean that DPP provides the OPCC with a list of detainees who have attended custody in the previous week who are children or whose records are flagged as having mental health concerns. The OPCC will choose a number of custody records for scrutiny which have been redacted of personal information, and ICVs will come into the office in pairs to read the selected records. The ICVs will answer specific questions about the record and give</p>	9 <sup>th</sup> of April

<p>their perception of the treatment of detainees, flagging particularly good or worrying care. The OPCC will analyse the reports from ICVs and use them alongside regular reports to raise any relevant problems with their police force for resolution.</p>	
<p><b>The PCC awards the purchase of Mobile Device Management (MDM) to Vodafone and the purchase of Blackberry MDM on a two year contract for Dyfed-Powys Police to Vodafone</b></p> <p>The Commissioner, in consultation with the Chief Constable, approved a decision to award the purchase of MDM and Blackberry MDM to Vodafone on a two-year contract for Dyfed-Powys Police.</p>	<p>9<sup>th</sup> of April</p>
<p><b>The PCC approved a decision to extend the Pathfinder Scheme of 3 months</b></p> <p>The Pathfinder Scheme is aimed at identifying the root causation of low level offending behaviour for it to be addressed at an early stage of an individual’s offending journey. The Commissioner confirmed a contract extension of a 3 month period from April 2019 to June 2019 with current provider Gwalia, which will be provided at no additional costs. The extension is required to allow the Pathfinder Scheme’s update to be maximised as well as to evaluate other possible options in terms of service delivery.</p> <p>The Commissioner previously approved a <a href="#">decision</a> on the 4<sup>th</sup> of December 2017 to commit to a pilot of the wider custody triage approach in Dyfed-Powys from April 2018. The scheme allowed for delivery of the main stages outlined in the Women’s Pathfinder business case (assessment, referral, support/intervention and coordination) and provided the early intervention and prevention services referred to, focussing on all eligible offender cohorts.</p>	<p>12<sup>th</sup> of April</p>
<p><b>The PCC approved a decision to provide funding of £6920 for the 2019/20 financial year to the Eiriol project.</b></p> <p>The Eiriol project has provided mental health advocacy since 2003 and in 2018 worked with over 500 individuals, some of which had recently been released from prison and encountered issues such as lack of secure housing, not being registered with a GP and not receiving mental health support.</p> <p>The project will provide focus groups with prison leavers to build a cases for the evidence of need. These groups will provide information to identify the risk of reoffending to create a full project design. This will then be used with a small number of prisoners due for release, and will aim to reduce the risk of re-offending upon release.</p> <p>The Commissioner will provide funding of £6920 for the 2019/20 financial year toward the project to help it achieve its aims.</p>	<p>12<sup>th</sup> of April</p>

<p><b>The PCC approved a decision to donate £250 toward the youth organisation Dr M'z</b></p> <p>The Commissioner approved a decision to donate £250 towards the youth organisation Dr M'z who will be running a volunteer event. Dr M'z deliver a service to young people within Carmarthenshire and support and empower them to reach their potential and become fully integrated members of society.</p>	12 <sup>th</sup> of April
<p><b>The PCC approved a donation of £500 toward the 'Speak Out' conference</b></p> <p>The Commissioner approved a donation of £500 to assist PCSO Ryan Jones in the development of the 'Speak Out' conference based in Aberystwyth University. The event will challenge behaviours and perceptions with regards to anything that can be recorded under 'hate'. The PCSO will work with the university's LGBT Officer on the event and they plan on having over 50 people in attendance and some key note speakers.</p>	12 <sup>th</sup> of April
<p><b>The PCC approved a contribution of £40,000 towards the Criminal Investigation Department (CID) to support the implementation of Operation Moose</b></p> <p>The Commissioner approved a decision to contribute £40,000 towards the implementation of a drugs specific covert operation in Powys, managed by the CID. The contribution is come from the Forfeiture budget and will allow the force to deliver an effective covert operation targeting specific criminals within Dyfed-Powys who are having a negative impact on the communities around the drugs arena.</p> <p>The contribution by the Commissioner will assist Dyfed-Powys Police to educate partners about the prevalence and the signs of organised crime, raising awareness and learning from the shared experiences of those affected will enable the continued fight to tackle and dismantle organised crime groups and the reduction in harm.</p>	12 <sup>th</sup> of April
<p><b>The PCC approved the donation of £500 from the Sale of Property budget towards the 2 Wish Upon a Star charity</b></p> <p>The Commissioner approved a decision to donate £500 to the charity 2 Wish Upon a Star who won the Partnership Award in March 2019's Pembrokeshire Awards. The charity provides bereavement support for families who have suddenly and tragically lost a child or young adult aged 25 years and under.</p> <p>Dyfed-Powys Police regularly work with the charity who is aiming to ensure that every emergency department in Wales has a suitable bereavement suits for families and that bereavement boxes are available to families in these hospital and that support is available. The charity also provides counselling and training.</p>	12 <sup>th</sup> of April

<p><b>The PCC approved a decision to make £100,000 available to the communities of Dyfed-Powys to apply for under the Commissioner’s Community fund process</b></p> <p>The Commissioner approved a decision to launch the new Commissioner’s Community Fund for 2019. The objective of the programme is to support the implementation of the Dyfed-Powys Police and Crime Plan’s priorities, aiming to supplement activity already underway across the communities of Dyfed-Powys.</p> <p>To assist in meeting the priorities and vision of the PCC’s Police and Crime Plan, he has made a funding programme available for the community to apply to.</p>	12 <sup>th</sup> of April
<p><b>The PCC approved a contribution of £5000 towards the Digital and Cyber Crime Unit (DCCU) and Criminal Investigation Department (CID) to support the investigation of drugs operations</b></p> <p>The Commissioner approved a decision to contribute £5000 towards the DCCU from the Forfeiture budget to assist in the speed tracking of mobile phone units to an external agency to analyse and investigate. Due to a back log of mobile investigations via the DCCU, some key drugs investigations are being delayed; therefore the PCC has made the decision to contribute £5000 from the Forfeiture budget, which is to be spent specifically on drugs related activity in-Force. The contribution will allow CID to outsource the analysis of the mobile phone specifically related to key drugs operations, leading to a speedier verdict on charging.</p>	12 <sup>th</sup> of April
<p><b>The PCC approved the contribution of £1000 towards the cost of running a sign language course for officers</b></p> <p>The Commissioner approved a decision to contribute £1000 towards the implementation of an internal sign language course for officers. A request was received from PCSO Adam Foale having dealt with a situation whereby he had struggled to communicate with a deaf member of the public. The course will be run in Aberystwyth Police Station and will run over a course of 8-10 weeks with one session a week being delivered.</p>	12 <sup>th</sup> of April

## DYFED-POWYS POLICE AND CRIME PANEL 26/04/19

### DRAFT PANEL ANNUAL REPORT FOR 2018-2019

#### Recommendations / key decisions required:

To approve the report prior to publication

#### Reasons:

The Panel has resolved to publish an annual report each year

#### Report Author:

Cllr Alun Lloyd-Jones

Robert Edgecombe

#### Designation:

Panel Chairman

Lead officer

#### Tel No.

01267 224018

#### E Mail Address:

[rjedgeco@carmarthenshire.gov.uk](mailto:rjedgeco@carmarthenshire.gov.uk)

**EXECUTIVE SUMMARY  
DYFED – POWYS POLICE AND CRIME PANEL  
16/11/18**

**DRAFT PANEL ANNUAL REPORT FOR 2018-2019**

In 2018 the Panel resolved to publish an annual report each year, setting out its activities during the preceding year and aims and objectives for the following year.

The attached draft report has been prepared in accordance with the instructions of Panel members and details;

1. Any changes to Panel membership
2. Activities undertaken during the year
3. Any complaints against the commissioner that have been dealt with
4. The Panel's performance against its objectives for 2018-2019
5. The Panel's proposed objectives for 2019-20

**DETAILED REPORT ATTACHED?**

**YES**

**Section 100D Local Government Act, 1972 – Access to Information**

**List of Background Papers used in the preparation of this report:**

**THESE ARE DETAILED BELOW**

Title of Document	File Ref No.	Locations that the papers are available for public inspection
Host Authority File	LS-0511/43	County Hall Carmarthen

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# DYFED-POWYS POLICE AND CRIME PANEL – ANNUAL REPORT 2018-2019

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## CONTENTS:

1. Chairman's foreword
2. Changes to Panel Membership
3. Our role
4. Review of the Year
5. Our objectives for 2019-2020
6. Conclusion

## 1. Chairman's foreword

I am delighted to be able to introduce the second Annual Report of the Dyfed-Powys Police and Crime Panel.

2018-2019 has again been a busy year for the Panel. The ever increasing demands on our police, together with cuts in central funding means that appropriate decision making by the Police and Crime Commissioner is more important than ever. As such my colleagues and I continue to be committed to holding the Police and Crime Commissioner for Dyfed-Powys to account for the performance of his statutory functions and also supporting him to deliver to the public an efficient and effective service.

For the first time the Panel has looked not just at policing in Dyfed-Powys, but also the wider remit of the Commissioner in relation to commissioned services such as victim support.



*Cllr. Alun Lloyd-Jones*

*(Panel Chairman)*

## **2. Changes to Panel Membership**

There has been one change to the membership of the Panel during the year, when Councillor Eryl Morgan from Carmarthenshire was replaced by his fellow Carmarthenshire Councillor John Prosser.

On behalf of my fellow Panel members I would like to thank Councillor Morgan for his valuable contribution to the work of the Panel since he was first appointed in 2017.

During the year there was much public and press comment regarding the overall composition of the Panel, in particular the under-representation of women, younger people and members of the BME community. Ultimately however the Panel itself has no control over who is nominated by the four local authorities in the force area to be members of the Panel. The Panel does however have control over who is nominated as independent/co-opted members. During the last public recruiting exercise in 2016 we received two applications from women, one of whom was appointed.

Further information regarding the Panel Members can be found at Appendix 1.

## **3. Our role:**

The functions of the Police and Crime Panel are to;

1. Review the Police and Crime Commissioner's police and crime plan
2. Review the Police and Crime Commissioner's annual draft budget, with the power to veto the level of precept.
3. Deal with certain complaints against the Police and Crime Commissioner or his deputy.
4. Scrutinise decisions and actions taken by the Police and Crime Commissioner
5. Review the appointment or removal of the Chief Constable and the appointment of certain senior staff in the Police and Crime Commissioners office

6. Support the Commissioner in the performance of his statutory functions
7. Make reports or recommendations to the Commissioner
8. Review the Commissioner's conduct

The statutory functions of the Police and Crime Commissioner are;

1. Setting the priorities for Dyfed-Powys Police;
2. Publishing a Police and Crime Plan;
3. Engaging with Communities and representing the public's voice on policing matters;
4. Working closely with community safety and criminal justice partners;
5. Supporting victims and bringing people to justice;
6. Commissioning services to make communities safer and to support the vulnerable;
7. Appointing and, if necessary, dismissing the Chief Constable;
8. Dealing with complaints and disciplinary matters against the Chief Constable;
9. Holding the Chief Constable to account; and
10. Setting the annual Police budget and precept level

**Neither the Panel, nor the Police and Crime Commissioner has any role in the management of operational policing by Dyfed-Powys Police. Operational Policing is the responsibility of the Chief Constable.**

#### **4. Review of the year:**

The Panel held 5 formal meetings during the year. The dates of those meetings and links to the agendas, reports and minutes are below.

18<sup>th</sup> May 2018

<http://www.dppoliceandcrimepanel.wales/home/meetings/2018/18th-may/>

27<sup>th</sup> July 2018

<http://www.dppoliceandcrimepanel.wales/home/meetings/2018/july-27-2018/>

16<sup>th</sup> November 2018

<http://www.dppoliceandcrimepanel.wales/home/meetings/2018/16th-november/>

25<sup>th</sup> January 2019

<http://www.dppoliceandcrimepanel.wales/home/meetings/2019/january-25-2019/>

15<sup>th</sup> February 2019

<http://www.dppoliceandcrimepanel.wales/home/meetings/2019/february-15-2019/>

During the year the Panel scrutinised the Commissioner in relation to a wide variety of topics including;

1. Serious violent crime
2. Rural crime
3. Mental health
4. Youth offending

## **Complaints against the Police and Crime Commissioner**

The Police and Crime Panel must record any complaint against the Commissioner that it receives. However the Panel has only very limited powers to deal with these complaints and cannot ‘investigate’ any complaint that has been made. The Panel is obliged to refer any serious complaint (i.e. a complaint of criminal misconduct) to the Independent Office for Police Conduct (IOPC) and has no power to compel the Commissioner to take any remedial action in respect of a complaint.

During the year the Panel recorded 2 complaints against the Police and Crime Commissioner from members of the public. One of these complaints was concluded during the year and resulted in no further action being taken. The second complaint was carried over to 2019-2020.

## **Panel priorities for 2018-2019**

In its annual report for 2017-2018 the Panel identified 4 priorities for the following year, each of which related to a statutory function of the Panel.

The priorities and outcomes achieved are set out below:

Priority 1	What we did	Our Objective	The Outcome
Scrutiny of the proposed police precept	<p>Reviewed the end of year accounts for 2017-2018</p> <p>Publicly questioned the Commissioner about those accounts.</p> <p>Received a briefing from the Police and Crime Commissioner and his Chief Financial Officer regarding the financial status of Dyfed-Powys Police and the demands upon it.</p> <p>Received information on the non-police services procured by the Commissioner</p>	To ensure Police and Crime Commissioner’s finances are being properly managed and that the people of Dyfed-Powys are receiving value for money from the Police Precept	<p>The Commissioner proposed a significant increase in the precept to address cuts in Home Office funding and increased financial demands upon his budget.</p> <p>The Panel noted that Dyfed-Powys Police had not been able to operate within its allotted budget during 2017-2018 but that this was largely due to unforeseen ‘one off’ incidents beyond the Commissioner’s control.</p> <p>The Panel also noted that the performance of Dyfed-Powys police was rated as generally good, that non-police services</p>

	Held a hearing to consider the proposed precept and made a recommendation to the Police and Crime Commissioner		<p>procured by the Commissioner were generally performing well and that the cost to council tax payers of the service that they received was lower than elsewhere in Wales.</p> <p>The Panel therefore recommended that the Commissioner formally adopt his proposed precept.</p> <p><b>The Commissioner accepted that recommendation</b></p>
<b>Priority 2</b>	<b>What we did</b>	<b>Objective</b>	<b>Outcome</b>
Scrutinise how the Police and Crime Commissioner holds the Chief Constable to account	<p>Observed meetings of the Policing Accountability Board</p> <p>Reviewed and scrutinised Agendas and Reports considered at the Policing Accountability Board</p> <p>Questioned the Commissioner about how he holds the Chief Constable to Account.</p>	To ensure that the Police and Crime Commissioner was holding the Chief Constable to account in a thorough and robust manner for the delivery of the Police and Crime Plan and the operational policing decisions that he(the Chief Constable) makes.	<p>The Panel were satisfied that there was clear evidence that the Police and Crime Commissioner was robustly challenging the Chief Constable where it was appropriate to do so.</p> <p>However, whilst the Panel accepted that the Commissioner performed this function in an open and transparent manner, it recommended that the Commissioner improve this further by publically adopting a criteria to determine when the public would be excluded from Policing Accountability Board meetings.</p> <p><b>The Commissioner agreed to consider implementing that recommendation</b></p>

Priority 3	What we did	Objective	Outcome
Scrutinise the impact of the Police and Crime Plan	<p>Received reports from the Police and Crime Commissioner regarding the implementation of the Police and Crime Plan</p> <p>Received and noted relevant reports from HMICFRS/other regulators and questioned the Police and Crime Commissioner regarding them</p> <p>Sought the views of the 4 unitary authorities in the force area</p>	To ensure that the priorities in the Police and Crime plan continue to be fit for purpose and that their implementation is achieving the stated aims.	<p>There was clear evidence that the Police and Crime Plan Priorities continue to be supported by key Stakeholders and the public</p> <p>There was clear evidence that the operational performance of Dyfed-Powys police continues to support those priorities</p> <p>There was clear evidence that the commissioning strategies pursued by the Commissioner continues to support those priorities.</p> <p><b>In light of the above no recommendations were made to the Commissioner</b></p>
Priority 4	What we did	Objective	Outcome
Improve public awareness of the role and responsibilities of the Police and Crime Panel	We engaged directly with the public and their elected representatives to inform them of our work and seek their views on Policing and Crime in Dyfed-Powys.	To make more people aware of what we do and why we do it.	<p>During the year;</p> <p>490 people responded to our public consultation</p> <p>Webcasts of our meetings were viewed 226 times</p> <p>Our website was visited 1468 times</p> <p>8 questions were submitted by members of the public for consideration</p> <p><b>In light of this public engagement, during 2019-2020 the Panel will focus on issues identified by the public as being their priorities.</b></p>

## 5. OUR PRIORITIES FOR 2019-2020

Based upon the results of the public consultation conducted in 2018-2019 the Panel has determined that in addition to continuing the existing priorities relating to the setting of the police precept and increasing public awareness of and engagement with the Panel, it would also prioritise an examination of how the Commissioner seeks to address Anti-Social Behaviour issues.

Therefore our priorities for 2019-2020 will be

PRIORITY 1	OBJECTIVE	WHAT WE WILL DO	INTENDED OUTCOME
Scrutiny of the Police Precept	To ensure Police and Crime Commissioner's finances are being properly managed and that the people of Dyfed-Powys are receiving value for money from the Police Precept	<p>Review the end of year accounts for 2018-2019.</p> <p>Publically question the Commissioner about those accounts.</p> <p>Receive a briefing from the Police and Crime Commissioner and his Chief Financial Officer regarding the financial status of Dyfed-Powys Police and the demands upon it.</p> <p>Receive information on the non-police services procured by the Commissioner</p> <p>Hold a hearing to consider the proposed precept</p>	That the level of precept set for 2020-2021 is appropriate having regard to all the circumstances.



PRIORITY 2	OBJECTIVES	WHAT WE WILL DO	INTENDED OUTCOME
Anti-social behaviour	<p>To have an understanding of the level of Anti-Social Behaviour in Dyfed-Powys and the impact that it has on people's lives</p> <p>To satisfy ourselves that the Police and Crime Plan gives appropriate weight to the issue and is being implemented in such a way as to deal with it effectively</p> <p>To identify whether there needs to be any changes in the way that Anti-social behaviour is dealt with and make appropriate recommendations to the Commissioner.</p>	<p>Ask the Commissioner to provide the Panel with specific information regarding this issue</p> <p>To invite key stakeholders to give their views to the Panel</p> <p>Seek the views of the public</p> <p>Seek examples of best practice from elsewhere</p>	That the approach being taken by the Commissioner is effectively dealing with issues of anti-social behaviour in the force area and an efficient use of his resources

PRIORITY 3	OBJECTIVE	WHAT WE WILL DO	INTENDED OUTCOMES
Public engagement	To increase public awareness of and improve public engagement with the work of the Panel	<p>Promote the work of the Panel through webcasting and the increased use of social media</p> <p>Take steps to engage with those sections of the public who are unable or do not wish to engage online.</p> <p>Specifically engage with minority groups</p>	That the public are better informed about the work of the Panel and have engaged with the Panel to help hold the Commissioner to account and support him in the performance of his duties.

In addition to these 3 priorities the Panel has identified 5 further issues, prioritised by the public during the consultation exercise conducted in 2018-2019, that it wishes to focus on. Each issue will be a theme of one of the Panel meetings during the year.

These issues are;

1. Crime Prevention
2. Mental Health
3. Domestic and Sexual violence
4. Rural and Wildlife Crime
5. Fraud and Cybercrime

The objective of the Panel in considering these issues is to satisfy itself that the implementation of the Police and Crime Plan in relation to each issue is effective and contributing to the delivery of the overall priorities set out in the Police and Crime Plan.

## **6. CONCLUSION**

As I stated in the conclusion to the Panel's first annual report, policing and crime and disorder matters to everyone. We are fortunate that the Dyfed-Powys Police and Crime Commissioner presides over a service which overall is efficient, effective and responsive to the needs of our communities.

However there can be no room for complacency. Our communities face ever changing and increasingly sophisticated threats which call into question the continued effectiveness of the traditional community policing methods which many of us value so much.

I firmly believe that modern technology can play an important part ensuring that our communities are protected. The welcome introduction of modern digital CCTV systems in several of our towns is just one example of where investment in such technology can help not just in the policing of our local communities but also in the fight against the significant threat posed by serious and organised crime.



The challenge therefore is to ensure that all the services that the Police and Crime Commissioner provides, not just those delivered by Dyfed-Powys Police officers, are as efficient and effective as possible.

I and my colleagues continue to be fully committed to doing our part to ensure that the people of Dyfed-Powys get the services that they need and deserve.

*Alun Lloyd-Jones*



## APPENDIX 1 – MEMBERS OF THE POLICE AND CRIME PANEL

### MEMBERS OF DYFED POWYS POLICE AND CRIME PANEL

NAME	COUNCIL		CONTACT DETAILS
Cllr. John Prosser	CARMARTHENSHIRE		64 Springfields Llanelli Carms. SA15 2DD 01554 403192  email: <a href="mailto:JGProsser@carmarthenshire.gov.uk">JGProsser@carmarthenshire.gov.uk</a>
Cllr. KEN HOWELL	CARMARTHENSHIRE		'Penlan Fawr', Penyboyr, Felindre, Llandysul,, SA44 5JF  01559 370555  <a href="mailto:KenHowell@carmarthenshire.gov.uk">KenHowell@carmarthenshire.gov.uk</a>

Cllr. JIM JONES	CARMARTHENSHIRE		<p>'Tir Gof', 9 Heol Hen, Five Roads, Llanelli, SA15 5HJ</p> <p>01269 860138</p> <p><a href="mailto:TJJones@carmarthenshire.gov.uk">TJJones@carmarthenshire.gov.uk</a></p>
Cllr. ALUN LLOYD JONES	CEREDIGION		<p>Murmur yr Ystwyth, 14 Maes Isfryn, Llanfarian, Aberystwyth, Ceredigion, SY23 4UG</p> <p>01970 623661</p> <p><a href="mailto:alun.lloydjones@ceredigion.gov.uk">alun.lloydjones@ceredigion.gov.uk</a></p>
Cllr. KEITH EVANS	CEREDIGION		<p>'Deganwy', Sunny Hill, Llandysul, SA44 4DT</p> <p>01559 362258</p> <p><a href="mailto:keith.evans@ceredigion.gov.uk">keith.evans@ceredigion.gov.uk</a></p>
Cllr. LLOYD EDWARDS	CEREDIGION		<p>13 Maes Seilo, Penrhyncoch, Ceredigion, SY23 3FL</p> <p>07375498571</p> <p><a href="mailto:lloyd.edwards@ceredigion.gov.uk">lloyd.edwards@ceredigion.gov.uk</a></p>
Cllr. DAVID EVANS	POWYS		<p>Hafan Gymreig, Bryntirion Lane, Rhayader, Powys, LD6 5LT</p> <p>01597 810298</p> <p><a href="mailto:cldr.david.evans@powys.gov.uk">cldr.david.evans@powys.gov.uk</a></p>

Cllr. LES GEORGE	POWYS		'The Mill', Pontdolgoch, Caersws, Powys, SY17 5JE  01686 688231  <a href="mailto:cllr.les.george@powys.gov.uk">cllr.les.george@powys.gov.uk</a>
Cllr. WILLIAM POWELL	POWYS		Middle Genffordd, Penbont Road, Talybont, Brecon LD3 0EH  07703 112113  <a href="mailto:cllr.william.powell@powys.gov.uk">cllr.william.powell@powys.gov.uk</a>
Cllr. MICHAEL JAMES	PEMBROKESHIRE		'Bronllwyn', 7 Grove Terrace, St Dogmaels, SA43 3ER.  01239 614020  <a href="mailto:Cllr.mike.james@pembrokeshire.gov.uk">Cllr.mike.james@pembrokeshire.gov.uk</a>
Cllr. ROBERT SUMMONS	PEMBROKESHIRE		19 West Street, Rosemarket, Milford Haven, Pembrokeshire, SA73 1JH  01646 600827  <a href="mailto:cllr.rob.summons@pembrokeshire.gov.uk">cllr.rob.summons@pembrokeshire.gov.uk</a>
Cllr. STEPHEN JOSEPH	PEMBROKESHIRE		105 Charles Street, Milford Haven, Pembrokeshire, SA73 2HW  07789 685035  <a href="mailto:cllr.stephen.joseph@pembrokeshire.gov.uk">cllr.stephen.joseph@pembrokeshire.gov.uk</a>

IAN ROFFE	CO-OPTED MEMBER		Greenlands, Clarach, Aberystwyth, Ceredigion, SY23 3DT  01970 820537  <a href="mailto:i.roffe@btinternet.com">i.roffe@btinternet.com</a>	
HELEN THOMAS	CO-OPTED MEMBER		16 Maes Yr Ysgol, Peniel, Carmarthen, SA32 7BT 01267 235824 <a href="mailto:Helent072@gmail.com">Helent072@gmail.com</a>	16 Maes Yr Ysgol, Peniel, Carmarthen, SA32 7BT 01267 235824 <a href="mailto:Helent072@gmail.com">Helent072@gmail.com</a>

## DYFED-POWYS POLICE AND CRIME PANEL 26/04/19

### DRAFT FORWARD WORK PROGRAMME

#### **Recommendations / key decisions required:**

To approve the draft forward Work Programme and thereafter keep it under regular review.

#### **Reasons:**

To assist the Panel to deliver the objectives set out in its annual report.

Report Author:

Cllr. Alun Lloyd-Jones

Robert Edgecombe

Designation:

Panel Chair

Lead officer

Tel No.

01267 224018

E Mail Address:

[rjedgco@carmarthenshire.gov.uk](mailto:rjedgco@carmarthenshire.gov.uk)

**EXECUTIVE SUMMARY  
DYFED – POWYS POLICE AND CRIME PANEL  
26/04/19**

**DRAFT FORWARD WORK PROGRAMME**

To assist the Panel in using its time effectively, the attached draft forward work programme has been prepared in accordance with panel member's instructions.

The Panel is ask to approve the draft programme and thereafter keep in under review at each meeting.

**DETAILED REPORT ATTACHED?**

**YES**



**Section 100D Local Government Act, 1972 – Access to Information**

**List of Background Papers used in the preparation of this report:**

**THESE ARE DETAILED BELOW**

Title of Document	File Ref No.	Locations that the papers are available for public inspection
Host Authority File	LS-0511/44	County Hall Carmarthen

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## FORWARD WORK PROGRAMME – 2019-2020

### PANEL MEETINGS

April 2019	July 2019 (AGM)	October 2019	January 2020	February 2020
Drug related Offences (Report from PCC)	PCC's Annual Report <i>NB. At the request of the PCC it is proposed that the Chief Constable also be in attendance</i>	Report from August Accountability Board	Approval of Precept	Rural and Wildlife crime (Report from the PCC)
Fraud and Cybercrime (Report from PCC)	Mental Health (Report from PCC) <i>NB. At the request of the PCC it is proposed that the Chief Constable also be in attendance</i>	Domestic and sexual abuse (Report from the PCC)	Report from November Accountability Board	Anti-social behaviour (report from the PCC)
Panel Annual Report and objective setting	Report from May Accountability Board	Anti-social behaviour (Call for evidence)	Crime prevention (Report from the PCC)	Anti-social behaviour (Call for evidence)
Decisions made	Decisions made	Decisions made	Decisions made	Decisions made
Forward Work Programme	Forward Work Programme	Forward Work Programme	Forward Work Programme	Forward Work Programme
Complaint against the PCC	Appoint Chair & Vice-Chair		Anti-social behaviour (Call for evidence)	
	Feedback from Ceredigion Rural Crime Event in May			
	Anti-social behaviour (Call for evidence)			

## FORWARD WORK PROGRAMME – 2019-2020

### WIDER PANEL ACTIVITIES

APR 2019	Panel Meeting							
MAY 2019	Accountability Board	Ceredigion Rural Crime Event <i>(organised by Cllr Lloyd Edwards)</i>						
JUNE 2019								
JULY 2019	Panel AGM	Policing Governance Conference						
AUGUST 2019	Accountability Board							
SEPTEMBER 2019	Policing & Mental Health Conference							
OCTOBER 2019	Panel meeting							
NOVEMBER 2019	Accountability Board	Annual PCP Conference						
DECEMBER 2019	Finance Summit							
JANUARY 2020	Panel meeting							
FEBRUARY 2020	Panel meeting							
MARCH 2020	Panel training day	PCC St David's day conference	WLGA led All-Wales PCP event					

# Agenda Item 13

By virtue of paragraph(s) 12 of Part 4 of Schedule 12A of the Local Government Act 1972 as amended by the Local Government (Access to Information) (Variation) (Wales) Order 2007.

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By virtue of paragraph(s) 12 of Part 4 of Schedule 12A of the Local Government Act 1972 as amended by the Local Government (Access to Information) (Variation) (Wales) Order 2007.

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