

**MONDAY, 17 FEBRUARY 2020**

**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 - HAVERFORDWEST AT 10.30  
AM, ON FRIDAY, 21ST FEBRUARY, 2020** FOR THE TRANSACTION  
OF THE BUSINESS OUTLINED ON THE ATTACHED AGENDA

*Wendy Walters*

**CHIEF EXECUTIVE**



**PLEASE RECYCLE**

<b>Democratic Officer:</b>	<b>Jessica Laimann</b>
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Wendy Walters Prif Weithredwr, *Chief Executive*,  
Neuadd y Sir, Caerfyrddin. SA31 1JP  
*County Hall, Carmarthen. SA31 1JP*

<p style="text-align: center;"><b>DYFED POWYS POLICE &amp; CRIME PANEL</b> <b>14 MEMBERS</b></p>
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**CARMARTHENSHIRE COUNTY COUNCIL - 3 MEMBERS**

- |    |            |                 |               |
|----|------------|-----------------|---------------|
| 1. | COUNCILLOR | KEN HOWELL      | (Plaid Cymru) |
| 2. | COUNCILLOR | JOHN PROSSER    | (Labour)      |
| 3. | COUNCILLOR | EMLYN SCHIAVONE | (Plaid Cymru) |

**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 |

# **A G E N D A**

- 1. APOLOGIES FOR ABSENCE AND PERSONAL MATTERS**
- 2. DECLARATIONS OF INTEREST**
- 3. QUESTIONS ON NOTICE FROM PANEL MEMBERS TO THE COMMISSIONER - NONE RECEIVED**
- 4. QUESTIONS ON NOTICE FROM MEMBERS OF THE PUBLIC - NONE RECEIVED**
- 5. ANTI-SOCIAL BEHAVIOUR** 5 - 22
- 6. RURAL AND WILDLIFE CRIME** 23 - 36
- 7. DEEP DIVE REVIEW - VICTIM WITHDRAWAL** 37 - 100
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## DYFED-POWYS POLICE AND CRIME PANEL 21<sup>ST</sup> FEBRUARY 2020

### ANTI-SOCIAL BEHAVIOUR

#### Recommendations / key decisions required:

To receive a report from the Police and Crime Commissioner regarding the delivery of the Police and Crime Plan in respect of anti-social behaviour.

#### Reasons:

The Members of the Panel have identified this issue as one of the priorities that they wish to scrutinise during the year.

Report Author:

Cllr William Denston Powell

Robert Edgecombe

Designation:

Panel Champion

Lead officer

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**EXECUTIVE SUMMARY  
DYFED-POWYS POLICE AND CRIME PANEL  
21<sup>ST</sup> FEBRUARY 2020**

**ANTI-SOCIAL BEHAVIOUR**

Cllr William Denston Powell has agreed to act as the lead panel member on this priority and the Panel has determined that its objectives in relation to this priority are:

1. To have an understanding of the level of Anti-Social Behaviour in Dyfed-Powys and the impact that it has upon people's lives
2. To satisfy itself 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
3. To identify whether there needs to be changes in the way that Anti-Social Behaviour is dealt with and make appropriate recommendations to the Commissioner.

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

1. What is Anti-Social Behaviour and how is it distinguished from crimes which cause harassment, alarm or distress to the public
2. How is Anti-social behaviour recorded in Dyfed-Powys and what do those records show is the current level of ASB and the recent trends
3. What does the Police and Crime plan say about Anti-Social Behaviour
4. How is the plan implemented in relation to this issue (A) through operational policing (B) through commissioned services and (C) through collaborative working?
5. How does the Commissioner monitor the effectiveness of that implementation?
6. 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?
7. Where the monitoring has identified that the implementation is not meeting the Commissioner's expectations, what he is doing to address the situation.

**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**

<b>Title of Document</b>	<b>File Ref No.</b>	<b>Locations that the papers are available for public inspection</b>
<b>Host Authority File</b>	<b>LS-0511/58</b>	<b>County Hall Carmarthen</b>

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**Report from the  
Police and Crime Commissioner for Dyfed-Powys  
To the  
Dyfed-Powys Police and Crime Panel**

## **Anti-Social Behaviour**

**February 2020**

## Introduction

Within the 2017-21 Police and Crime Plan, the Police and Crime Commissioner (PCC) set out his intention to prioritise the prevention of crime and anti-social behaviour (ASB) under Priority 1: Keeping our Communities Safe. This includes a commitment to work with police and partners to:

- Provide an effective, coordinated and timely response to ASB
- Promote collaborative problem-solving approaches to tackling crime, ASB and other preventable demand
- Consider opportunities to reduce the fear of crime and ASB, particularly amongst the vulnerable and to provide information to the public on how to prevent themselves from becoming a victim

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

## National Picture

The Anti-Social Behaviour, Crime and Policing Act 2014 defines anti-social behaviour as:

- (a) conduct that has caused, or is likely to cause, harassment, alarm or distress to any person,
- (b) conduct capable of causing nuisance or annoyance to a person in relation to that person's occupation of residential premises, or
- (c) conduct capable of causing housing-related nuisance or annoyance to any person.

Nationally, reports of ASB are on the rise. In the year ending December 2018 the Crime Survey for England and Wales<sup>1</sup> estimated that 37% of respondents had experienced or witnessed ASB in their local area (defined as within a 15-minute walk of the respondent's home). This is the highest percentage recorded since this data was first collected.

ASB can often be symptomatic of more serious behaviour involving crime. For example drug gangs taking over or '*cuckooing*' a property to sell drugs generates a great deal of anti-social behaviour and can also be a symptom of serious violence and drug offences.

The Anti-Social Behaviour, Crime and Policing Act 2014 streamlined the previous tools and powers to deal with anti-social behaviour down to just six, which were

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<sup>1</sup> Office for National Statistics 2019a

designed to be quicker to obtain and more flexible. In addition the legislation also introduced the ASB Case Review, more commonly called a Community Trigger, enabling victims to hold their local agencies to account.

The Community Trigger threshold is outlined below:

- 3 complaints of ASB from same person within 6 months
- 5 complaints from different individuals about same location, person or problem within 6 months
- 1 Hate Incident/Crime within 6 months
- Consideration will be given if the above is not met to the persistence of ASB, harm or potential harm caused and the adequacy of the agency or agencies responses.

Each complaint made within one month of the incident and application for the review made within 6 months of the 1<sup>st</sup> complaint (S.104)

If the above threshold is met, victims can activate the Community Trigger and a multi-agency case review must be held to discuss the case and seek to resolve the anti-social behaviour.

The 2014 Act also includes the Community Remedy designed to give a voice to communities, where victims will have a say in the punishment of the offender.

## **Dyfed Powys picture**

The Data Driven Insights report produced by Dyfed Powys Police for Quarter 1 of 2019/20 illustrates a downward trajectory, with a reduction of 16% in ASB incidents during the year ending June-19 in comparison to the same period of the previous year (11,290 vs. 13,422 incidents). Reductions in ASB appear evident throughout all four counties.

The breakdown in incident type for this period shows 76% were recorded as nuisance, 19% as personal and 5% environmental. Further analysis clearly identifies the influence of seasonal variation, with increased volumes of recorded ASB incidents during summer months and decreased volumes during winter.

Divisional comparison identifies the largest volume of ASB incidents in Carmarthenshire followed by Pembrokeshire, Powys and finally Ceredigion (4483, 2816, 2253 and 1738 respectively). When population figures were considered ASB incidents per 1000 population again were highest in Carmarthenshire and Pembrokeshire (25.7 and 24.4 respectively).

The same report for Quarter 2 continues to demonstrate a downward trajectory with a reduction of 20% in ASB incidents for the year ending Sep-19 in comparison to the same period of the previous year (10,365 vs. 13,006 incidents). This reduction continues to be evident in all four counties.

Divisional comparisons remain the same as the previous quarter with the largest volume in Carmarthenshire followed by Pembrokeshire, Powys and Ceredigion (4206, 2503, 2064 and 1592 respectively).

However, the Data Driven Insights report only presents data based on ASB incidents. In May 2018 additional qualifiers were introduced to flag environmental, nuisance or personal ASB issues within other crimes or incidents. Data from the Force's Qlikview system shows a reduction of 2535 in total ASB incidents recorded during 2018 and 2019 calendar years. For the period from May 2018 (when the qualifiers were introduced) until end of December 2019 the total number of incidents closed with an ASB qualifier was 2366. It is therefore evident that the apparent reduction in ASB incidents may not be totally reflective of activity. The introduction of the ASB qualifier ensures that Neighbourhood Policing Teams (NPTs) are still able to identify and address the underlying ASB issues within more serious criminal behaviour.

Data from the Crime Survey for England and Wales<sup>2</sup> shows that the public perception of having experienced or witnessed ASB in Dyfed Powys is decreasing over time and is lower than the national average.

With regard to victim support, a THRIVES risk assessment is undertaken by the Force Control Centre for each ASB incident recorded. If this receives a score of 13 or higher, the officer will complete a nationally agreed ASB risk assessment with the victim. This information is all entered onto MAVIS (multi agency vulnerability information system) where medium and high risk cases trigger an automatic referral to Goleudy support service, which is funded by the Police and Crime Commissioner. The risk assessment is repeated within a schedule of 7, 14 or 21 days for low, medium and high risk cases respectively.

The Crime and Harm Reduction Unit (CaHRU) based in Police Headquarters manage ASB on a daily basis and have a risk management register in place to escalate issues of concern. On division there are now Police Community Support Officers based in each Neighbourhood Policing Team with dedicated ASB Coordinator responsibilities: 5 in Carmarthenshire, 4 in Pembrokeshire, 3 in Powys and 3 in Ceredigion. These roles report to the local NPT Sergeants and then into

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<sup>2</sup> The Crime Survey for England and Wales has measured crime since 1981. Used alongside police recorded crime data it is a valuable source of information for the government about the extent and nature of crime in England and Wales.

CaHRU. A monthly Neighbourhood Governance meeting is held internally chaired by the Superintendent with the ASB portfolio.

The Force have recently introduced a victim satisfaction survey for victims of ASB. This is sent out electronically following each incident report received by the Force Control Centre. The survey commenced in November 2019 and the first set of results are currently awaited. This is intended to run for at least a 12 month period with results being reported both to the Regional Steering Group and the Force's Performance and Outcomes Board. The PCC will be requesting regular updates on the issues emerging from the survey in order to ensure the data is utilised to improve service delivery.

## **Work of the Police and Crime Commissioner for Dyfed-Powys**

### ***Oversight and independent assurance***

The Commissioner maintains oversight of the Force's response to antisocial behaviour via attendance at the quarterly Regional ASB Steering Group and via data provided through the Performance and Outcomes Board. ASB also features within the Force Performance reports at the Policing Accountability Board.

During the November 2019 Policing Accountability Board the PCC focussed in particular on how ASB incident analysis is taken into consideration when formulating the Neighbourhood Policing Team rotas, given that incidents increase during the period between 15:00 – 21:00. The PCC was informed that greater emphasis is now placed on predictive work and forward planning. The new NPT structure also focuses on establishing the root cause of ASB within a locality in order to reduce incidents on a longer-term basis in the area. It was recognised that the ongoing work of School Liaison officers would potentially ensure that the ASB figures continue to reduce over time.

ASB also featured in Policing Board in December 2019 with a focus in particular on the recent NPT restructure. The report to Board highlighted that after a period of recent reality testing Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) have reported that they are satisfied with progress made and that neighbourhood policing within Dyfed Powys is moving in the right direction. The Force HMICFRS Liaison Officer has indicated that the Force would receive a grading of 'good' if they were to be formally inspected at this present time. However, HMICFRS have stated that the Force's understanding and implementation of problem solving still needs further development.

Recent activity at the Regional ASB Steering Group has included scrutiny from the Office of the PCC (OPCC) regarding the provision of victim support within ASB

cases, in particular to understand whether there are low risk cases with identified vulnerability or needs that could benefit from Goleudy support services. A process is being developed for a number of additional questions to be included in the officer assessment that will identify any case where intervention is required. The meeting has also identified a lack of awareness amongst officers regarding the support services available via Goleudy. This accords with findings from a recent independent review and will be addressed via an action plan within Goleudy and supported by engagement and communications from the OPCC.

### ***Community Trigger***

In April 2019 the outgoing Victims' Commissioner Baroness Newlove published the last report of her time in office, focussed on ASB. It included the following recommendations pertinent to the Community Trigger process:

- A statutory requirement for Local Authorities, Police and Crime Commissioners and Police Force Areas to provide accurate information on the Community Trigger on their websites.
- Empower victims of ASB by informing them about their entitlement to activate the Community Trigger when responding to the second complaint within a six-month period (ie - before they meet the threshold of three complaints).
- A statutory requirement for Local Authorities to measure and monitor ASB cases and the use and outcomes of the Community Trigger and report them annually on their website.
- A statutory requirement for agencies to respond to recommended actions from the Community Trigger (including providing full reasons when recommendations cannot be actioned) and monitor progress in ASB resolution.
- Community Trigger investigations and panel meetings to be chaired by an appropriately trained independent lead. Community Trigger meetings should not be chaired by the agencies responsible for investigating the original ASB complaints.
- Currently, if a victim does not agree with the outcome of a Community Trigger, PCCs can act as arbitrator but many choose not to. An independent local arbitrator for Community Trigger appeals should be appointed within each local authority area to deal with escalated complaints about the Community Trigger.
- Victims of ASB must be given the opportunity to attend and tell the Community Trigger panel in person about their experience of ASB and the effect it has had on them.

Both the report from Baroness Newlove and subsequent correspondence from the new Victims' Commissioner Dame Vera Baird QC highlight the potential role that

PCCs could play in coordinating the multi-agency process and acting as final arbitrators of the Community Trigger.

The number of Community Triggers in Dyfed Powys is low, with only 2 in 2018 and 1 in 2019. An additional 2 in 2019 were proposed; 1 victim was provided with the application but chose not to return it and 1 returned application did not meet the criteria for a trigger process.

The process has recently been reviewed by Dyfed Powys Police and partner agencies, however at present partner agencies are reluctant to take on the administration of the process due to lack of resources. This means that CaHRU are responsible for administration of the triggers, which follows the process below:

- Request for trigger via 101
- Application sent to the applicant via email or post
- Receipt of trigger application via set mailbox
- Acknowledgement of application sent to the applicant
- Notify Single Point Of Contact on division of the trigger application
- Request data from agencies involved
- Collate the data and share with Community Safety Partnership (CSP) managers to make a collective decision as to whether or not the criteria is met
- Notify applicant of whether or not they have met the criteria
- If trigger is activated, local panel meeting to be arranged. The chair will be agreed on a case by case basis and will represent a different agency to those that have been involved in responding to the case
- Applicant will be invited to attend the start of the meeting or provide an impact statement
- Inform the applicant of the outcome of the trigger meeting and provide the details of the appeal process (via the PCC)
- All agencies to publish Community Trigger stats annually

The Force website currently contains only brief guidance regarding the Trigger and the PCC has recommended that this be updated with more comprehensive information. The application process is also published on the Dewis website<sup>3</sup> and an online application is being produced to link with the new Single Online Home platform for Police Forces. The process will be published on Local Authority websites with guidance for the public. Flowcharts are available internally for staff to follow.

The appeal process for Community Triggers will essentially be a desktop review and will not involve hearings or meetings with the victims. The role of the PCC will

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<sup>3</sup> <https://www.dewis.wales/the-place-for-wellbeing-in-wales>

be to consider due process and ensure that the Dyfed Powys Anti-Social Behaviour Steering Group has properly and effectively undertaken a review. In considering a community trigger escalation, the PCC can either:

1. Uphold the appeal and refer the case back to the Dyfed Powys Anti-Social Behaviour Steering Group asking them to consider a particular process, policy or protocol not previously considered;
2. Determine that the Dyfed Powys Anti-Social Behaviour Steering Group has reviewed the case, considering all relevant policies, process and protocols satisfactorily in line with its Community Trigger procedure.

There is no further escalation of an appeal at this point for the individual, the PCC's decision is final. However, the PCC has endorsed a recommendation for the appointment of a Community Trigger Officer or Ombudsman by the Home Office, who would then have oversight of the process undertaken by both the Force and the OPCC.

### ***Awareness and partnership working***

The PCC meets quarterly with Community Safety Partnership managers to discuss a number of shared priorities. ASB is often discussed at this meeting and the PCC is proactive in offering financial support where possible to enable timely and effective interventions across the Force area. Some examples of this are included later in this report.

Partnership Chief Inspectors are also present at these meetings, allowing the PCC to scrutinise and challenge the multi-agency operational activity being undertaken to tackle ASB at a local level.

The PCC and Chief Constable regularly hold public meetings across the Force area where they engage with local communities to discuss the pertinent issues being experienced and their commitment to tackling crime and ASB.

The PCC is hosting his annual St David's Day conference on 6<sup>th</sup> March 2020, which will focus on Policing in a rural setting; this will provide an excellent opportunity to raise awareness of the experience of ASB in communities within Dyfed Powys.

### ***Engagement Activity***

The PCC and his office have attended a number of engagement events focussed on supporting and addressing ASB issues within local communities:



- Family activity day and visit to St. Paul's family centre, Tyisha. This offered support to the residents and discussions with partner agencies to try and combat ASB in the area.
- Family activity day with Llwynhendy and Pemberton Forum. This provided support and activities to the children and residents who are faced with ASB in their communities. It also offered the opportunity for networking and building relationships to help tackle the problem.
- Meeting with Dyfodol Powys Futures and youth workers to discuss the new Neighbourhood Policing Team (NPT) structure and how it will assist with tackling ASB.
- The PCC attended a public meeting in Llanwrtyd Wells to discuss an ongoing ASB problem. He introduced the new NPT structure and local NPT officers to the attendees. They offered reassurance to the residents that they were aware of the ASB problem, had taken action and were monitoring the situation. The residents were reminded how important it was for them to report any incidents to the police and not to suffer in silence.
- Multi-agency event in The Corn Exchange, Welshpool, meeting organisations who undertake valuable work with young people to help prevent ASB.
- Various activities surrounding the visit of the Knife Angel statue to Newtown. The PCC worked closely with Newtown Youth Club and the Newtown Integrated Family Centre to provide activities such as Street Games and Youth Pop up sports for young people in the area.
- Visit to the VC Gallery in Haverfordwest regarding a project for some young people involved in ASB within the town centre. The Commissioner will be following up with a second visit to the VC Gallery during a Community Engagement Day in February.

### ***Commissioned services***

The PCC commissions a first point of contact service for all victims of crime, known as Goleudy. This is in accordance with both the statutory duties of a PCC and the terms and conditions of the Victims' Grant received from the Ministry of Justice (MOJ). However, the PCC recognises that victims of ASB also require significant support and that the delineation between crime and ASB is often arbitrary, with victims experiencing both on an interchangeable basis.

For this reason the PCC took the decision to expand Goleudy's services to include victims of ASB from April 2018. This decision bridged the gap in service for victims and enabled seamless support to be offered whether dealing with a victim of crime

or anti-social behaviour, with cases often being interlinked. This replaced a part of the service previously provided by Gwalia, which included the coordination and multi-agency problem solving to reduce ASB issues within the Force area. This contract came to an end on 31<sup>st</sup> March 2018 at which point the enforcement and problem-solving activity was taken on by the Force via the CaHRU and the victim support was inherited by Goleudy. The PCC funds this element of the service from the core commissioning budget (£130,000) as victims of ASB are not eligible for MOJ grant funding. This demonstrates the PCC's commitment to supporting victims of ASB and echoes another recommendation from Baroness Newlove's report, regarding amending the Victims' Code to afford ASB victims the same entitlements as victims of crime when they have reached the threshold required to activate the Community Trigger.

When a victim is taken through the risk assessment by the attending officer, they will be asked if they wish to receive support. If they consent and are assessed as medium or high risk their details will be referred to Goleudy. The exception to this are cases where a Hate Crime/incident is involved, in which case the referral goes straight to Victim Support who provide the national Hate Crime support service as part of their MOJ contract.

The PCC recognises that the risk assessment does not necessarily reflect the vulnerability of the victim and that individuals who are assessed as low or standard risk may well have needs that could be addressed by a support service. This is borne out in the referral figures, with ASB referrals representing less than 1% of total referrals to Goleudy. Only 304 victims were referred during 2018/19 and 149 for the first half of 2019/20. 40% of those referred in the most recent quarter did not engage as they stated they didn't feel they needed any support.

As referenced earlier in the report, this has been raised as a concern and has led to the introduction of a brief additional question set for officers to assess the needs of the victim as well as the risk; this will help to provide a more informed approach to identifying the victims who are in most need of support.

### ***Grant funding***

The PCC has recently provided funding for laptops to enable the team of ASB Coordinators to embed themselves with partner agencies on an ad-hoc basis. Co-location with partner agencies is recognised as best practice in neighbourhood policing and should result in information sharing at the earliest opportunity, with demand being addressed before issues become embedded and in need of a longer term response. The Coordinators regularly attend multi agency meetings away from police stations and require immediate access to police systems in order to effectively support and encourage an early intervention approach to problem solving. This delivers a targeted approach to best safeguard our communities by identifying and addressing any necessary risk at the earliest opportunity.

The Commissioner has also awarded over £50,000 of grant funding to community organisations who offer support or alternative activities within communities where ASB may be an issue. Below are some examples:

#### *£1560 to Saundersfoot Youth Club*

A local community Youth project held in the Regency Hall, Saundersfoot for 11-16 year olds from the village and the catchment area. The project provides a weekly session including games and activities to help provide engagement opportunities for the young people to keep them off the streets.

#### *£9732 to Dyfodol Powys Futures to deliver Reaching Out/Estyn Allan*

Helping to build positive futures with vulnerable young men 16 – 25years, for whom other sources of support have failed.

#### *£9850 to The VC Gallery to deliver Riverside Voice*

To engage in a grassroots series of events over a period of a year to empower under 25 year olds with an aim to cut antisocial behaviour and crime in the Haverfordwest area in a targeted approach to detached youth work with key trained partners.

#### *£5215 to Milford Haven Port Authority to deliver Under the Bridge 2019*

A project that aims to tackle anti-social behaviour, improve public/community safety, challenge negative perceptions and provide young people aged 11-18 with engaging activities in a safe environment.

#### *£10,000 to Hafren, The Entertainment Venue to deliver a Creative Youth Intervention Project*

The project will involve working in collaboration with Powys Youth Service via the Youth clubs. These are located in Newtown and Welshpool and attract young people from the wider surrounding area.

### *£10,000 to Dr Mz for Youth Engagement*

To offer a safe place for young people to meet and interact with qualified staff and volunteers to provide support and information on any issues they may face.. These activities will help young people become more self-sufficient and build their confidence and self-esteem. We aim to give them an alternative to negative pursuits that occur through boredom and lack of belonging.

## **Conclusion**

The Commissioner is making positive progress under each strand of his commitment to keep our communities safe.

The Commissioner's website and press activity ensures that the public are provided with information regarding the support available to them should they become a victim but more importantly, information on how to keep themselves safe and prevent antisocial behaviour escalating to levels that impact upon communities.

The engagement activity undertaken by the Commissioner and his office allows frequent opportunities for raising awareness of antisocial behaviour and its effect on individuals and communities. This also allows the Commissioner to understand the individual experiences of the services provided by the Force, commissioned parties and partner agencies. This insight allows the Commissioner to identify the improvements required regarding how victims of antisocial behaviour are treated and supported throughout their journey. Through his work with partners and his influence over commissioned services, the Commissioner is able to drive forward these improvements.

His position as appellant body for the Community Trigger allows victims of antisocial behaviour a voice to ensure they are treated appropriately when they feel that they haven't received the adequate level of service provision.

The Commissioner's financial commitment to service provision ensures a vital network of support services for those experiencing antisocial behaviour. His grant funding to community groups based within Dyfed-Powys also provides essential diversionary activities and support for young people which assists in preventing antisocial behaviour within communities.

The Commissioner continues to work locally with Community Safety Partnerships to ensure antisocial behaviour is recognised and addressed. The Commissioner's role as Chair of the All Wales Policing Group and membership of the Policing Partnership Board for Wales also enable a platform for discussion at a national level with other Police and Crime Commissioners and relevant government officials.

## DYFED-POWYS POLICE AND CRIME PANEL 21<sup>ST</sup> FEBRUARY 2020

### RURAL AND WILDLIFE CRIME

#### Recommendations / key decisions required:

To receive a report from the Police and Crime Commissioner regarding the delivery of the Police and Crime Plan in respect of rural and wildlife crime.

#### Reasons:

The Members of the Panel have identified this issue as one of the key themes that they wish to scrutinise during the year.

Report Author:

Cllr Les George

Robert Edgecombe

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**EXECUTIVE SUMMARY  
DYFED-POWYS POLICE AND CRIME PANEL  
21<sup>ST</sup> FEBRUARY 2020**

**RURAL AND WILDLIFE CRIME**

Cllr Les George 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”.

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 the 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.

**DETAILED REPORT ATTACHED?**

**YES**

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

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**THESE ARE DETAILED BELOW**

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<b>Host Authority File</b>	<b>LS-0511/58</b>	<b>County Hall Carmarthen</b>

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**Report from the  
Police and Crime Commissioner for Dyfed-Powys  
To the  
Dyfed-Powys Police and Crime Panel**

## **Rural Crime**

**February 2020**

## Introduction

The area served by Dyfed-Powys Police is geographically the largest police force area in England and Wales covering 52% of the landmass of Wales: It is predominately a rural area, with a few localised areas of dense urban population.

Within the 2017-21 Police and Crime Plan, the Commissioner set out his intention to work closely with Dyfed-Powys Police and partners to develop a better understand rural and wildlife crime and the impact of this on our rural communities.

The Commissioner made a commitment to working with rural communities, and both the Commissioner and Chief Constable committed fully to understanding the needs and requirements of their rural and farming communities.

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

## National Rural Crime Picture

In 2018, the National Police Chief's Council (NPCC) produced the 'Rural Affairs Strategy 2018-2021', in which they state that "*Wildlife Crime and Rural Affairs form a significant part of policing. The types of rural crimes seen across the UK vary from all types of farm crime to fly tipping.*"<sup>1</sup>

The Rural Affairs Strategy indicates that there has been as rise in rural crime (1) due to a fall in the number of farms and the collapse of the rural close-knit communities, and (2) that "*modern transport links now enable thieves to steal farm machinery and move it to mainland Europe in a matter of hours*"<sup>2</sup>.

The 6 'Operational Rural Affairs Priorities' noted in the Rural Affairs Strategy are:

- (1) Farm machinery, plant and vehicle theft;
- (2) Livestock offences;
- (3) Fuel theft;
- (4) Equine crime;
- (5) Fly tipping; and
- (6) Poaching<sup>3</sup>.

The Strategy also recognises that "*police forces also face regional and local variations in rural crime*"<sup>4</sup>. This could perhaps explain why there does not appear

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<sup>1</sup>Rural Affairs Strategy, page 3

<sup>2</sup>Rural Affairs Strategy, page 3

<sup>3</sup>Rural Affairs Strategy, page 8

<sup>4</sup>Rural Affairs Strategy, page 3

to be a national definition adopted by all police forces; some have developed their own definition, whilst others have not.

Indeed, the National Rural Crime Network states, *"we feel a tightly-defined definition may be counterproductive as it would run the risk of excluding some crime types. We are therefore concerned with all crime and anti-social behaviour occurring in rural areas."*<sup>5</sup>

## **Dyfed-Powys Police Rural Crime Picture**

In 2017, after consultation with the public and following research undertaken in partnership with Aberystwyth University, the [Dyfed-Powys Rural Crime Strategy](#) was renewed. The Commissioner and Chief Constable launched the Strategy at the Winter Fair in Llanellwedd on 27 November 2017.

The Strategy, which covers the period of 2017-2021, does not provide a definition for the term 'Rural Crime' – an all-Wales decision – but it does highlight and explain the many challenges and areas to be considered when policing crime in rural areas: Farm and agricultural crime, heritage crime, wildlife crime, business and food crime, protecting vulnerable people, rural isolation, tourism, road safety, and serious and organised crime. It therefore covers more of a variety of challenges than the NPCC's Rural Affairs Strategy. Dyfed-Powys Police are aware of nationally-set priorities, such as those within the NPCC's Rural Affairs Strategy, but local priorities are also set.

The Dyfed-Powys Rural Crime Strategy supports the priorities set out in the Commissioner's Police and Crime Plan, with a clear focus on responding to the above challenges through prevention, intelligence, enforcement and reassurance.

Reporting on its 2018/19 Inspection of Dyfed-Powys Police, HMICFRS identified rural policing as an area where the Force has clear future plans, in its Rural Crime Strategy and Rural Crime Teams.

Each member of the Rural Crime Teams received specialist training to enable them to effectively police rural crime and deal with rural challenges. Four Police Constables and six Police Community Support Officers (PCSOs) from across the Force area currently make up the four Rural Crime Teams. They are line managed by the Neighbourhood Policing Sergeant in their area, and work closely with their local Neighbourhood Policing Teams to provide regular contact with their rural communities.

Due to the lack of definition of 'rural crime', it is difficult to quantify rural incidents dealt with by the Rural Crime Teams. Having said that, the Rural

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<sup>5</sup><https://www.nationalruralcrimenetwork.net/why/rural-crime/>

Crime Teams are able to review all incidents tagged to them on an in-house IT system. Linked to this system, they are then able to access performance statistics on their 'Farm', 'Wildlife' and 'Other' rural incidents. At the time of writing (11 February 2020), 2,677 incidents classed as 'Farm', 'Wildlife' and 'Other' had been dealt with by the Rural Crime Teams since February 2019, when the in-house system was developed. Incidents classed as 'Other' include off-roading in forestry, heritage crime, suspicious vehicles/scrap metal, mental health/isolation, and multi-agency calls i.e. RSPCA assistance calls.

Given the obvious complexity of rural crime, partnership work is vital, and joint-working between the four Welsh forces is essential in tackling rural crime and the impact it has on the farming community. It has successfully proven to provide a platform for shared knowledge as well as the capability for cross-border police operations targeting rural crime. Both North Wales and Gwent Police have dedicated Rural Crime Teams. South Wales, arguably the least rural Welsh force, does not have a dedicated Rural Crime Team, but does target rural crime.

As well as working with other forces, the Rural Crime teams work closely with partners such as Natural Resources Wales, and regularly attend events within their communities in order to engage with residents of rural areas and discuss local matters. They also have a strong presence on social media; sharing information, appealing for information and providing updates to their local communities. They appear to be well established within the communities they serve, and positive news stories linked to their work regularly appear in the press and on social media.

On a national level, they partake in the National Rural Crime Day / Week of Action every year, and are kept abreast of important national issues.

The Rural Crime Strategy has been implemented and the Rural Crime Teams appear to be respected and have good standing in their local areas. Therefore, now may be an opportune time to take stock of where Dyfed-Powys Police is with this area of police work.

The Force is already taking steps to evaluate aspects of policing rural crime. For example, the Chief Inspector leading on Rural Crime has been asked to bring the Rural Crime Officers together, to get their feedback on how they believe they are working, and to evaluate the current process.

The Superintendent leading on Rural Crime recently attended a partnership meeting with Welsh Government and Natural Resources Wales. The Minister for Rural Affairs expressed interest in how the four Welsh forces approach rural crime, and discussions were held around piloting a post of All-Wales Coordinator for policing rural crime.

The Commissioner's Office will continue to monitor Dyfed-Powys Police's approach to policing rural crime and any developments in this area.

## **Work of the Police and Crime Commissioner for Dyfed-Powys**

### ***Oversight and independent assurance***

One way in which the Commissioner and his team monitor and maintain oversight of the Force's work is via attendance at numerous Governance Groups.

There is no longer one specific meeting that discusses rural crime; as was established by the Rural Crime Strategy. Instead, it is covered within the Neighbourhood Governance Policing Board, where rural policing activity is discussed and evaluated.

By attending the Neighbourhood Policing Governance Board, Officers within the OPCC are privy to discussions on current and future plans in relation to policing rural crime. This information is brought back to the PCC so that he remains abreast of all updates and discussions.

### ***Engagement Activity and Partnership Working***

Clearly set out within the Police and Crime Plan is the Commissioner's intention to work with both the police and partners to develop a better understanding of our rural communities and to deliver a policing service suitable to their needs.

Within the Rural Crime Strategy, the Commissioner emphasises that: *"At the heart of understanding the full impact that rural crime carries, will be open and honest dialogue with victims such as residents, farmers and agricultural businesses."*

The Commissioner has hosted/attended events and commissioned consultations based on rural crime, in order to develop this understanding, and to provide local communities with important information on matters such as crime prevention and services available to them.

Partnership working has proven vital in this activity, and below are just some examples of the engagement activity which has or is soon to take place.

### ***Rural Crime Study***

The Commissioner's Office worked alongside Aberystwyth University researchers to launch the Rural Crime Study in 2017. The study asked for details about farms and farmers' experiences of farm-related crimes, and sought views on police attitude towards thefts from farms and their trust in their local communities, the police and the legal system. Key findings suggested that whilst

there was general satisfaction with Dyfed-Powys Police, there was a perception that the investigation and prosecution of farm and rural crime was not being adequately and/or appropriately resourced. Initiatives modelled on other force areas, such as dedicated rural crime officers with specialist knowledge were welcomed. These findings informed the renewal of the Dyfed-Powys Rural Crime Strategy.

In 2019, the Commissioner funded a follow-up study by the researchers at Aberystwyth University, where farmers and other key stakeholders were asked to share their experiences of farm-related crime, police attitudes towards farm crime, and the effectiveness of crime prevention measures in rural areas. This study was launched at the 2019 Royal Welsh Show. The results of which will be presented to attendees at the Commissioner's Rural Crime Conference on 6 March 2020.

### **Rural Crime Forum**

At the Royal Welsh Show in 2018, the Commissioner welcomed a panel of experts to his Rural Crime Forum, which sought to consider whether enough is being done to tackle rural crime.

The panel consisted of six members from key stakeholders and commentators, including Natural Resources Wales, North Wales Police, Farmers Union of Wales, Chief Constable Mark Collins of Dyfed-Powys Police, the Wales lead for Wildlife Crime and Rural Affairs, Gwent Police, and the veteran agriculture broadcaster and journalist, Anna Jones.

The audience used the opportunity to raise pertinent questions, with the main topics including fly tipping, modern slavery and specifically County Lines, which sees drug gangs exploiting young and vulnerable people in rural areas.

At the time, the Commissioner stated: *"The Rural Crime Forum is an excellent opportunity to listen to the concerns of the agricultural and rural community, and to gain a true insight into the complexities of rural crime here in Dyfed-Powys and the rest of Wales."*

### **Rural Crime Event, Carmarthen Mart**

In October 2018, the Commissioner was represented at a Rural Crime Event in Carmarthen Mart, where the focus was on mental health in rural settings. It was an opportunity to start building relationships with organisations such as Tir Dewi (who provide help and support for farmers in crisis across West Wales), DPJ Foundation (who support people in rural communities with mental ill-health, especially men in the agricultural sector) and RABI (financial support to farming people in hardship of all ages).

### ***Rural Crime Prevention Event***

In April 2019, the Commissioner attended the 'Rural Crime Prevention Event' in Whitland where he engaged with partners and members of the public on crime prevention. The Commissioner also took the opportunity to spread the message of crime prevention and rural crime issues further by being interviewed from the event by Aled Rhys Jones from Radio Cymru.

### ***Farmers Union Wales Event***

In May 2019, the Commissioner attended an evening arranged by Councillor Lloyd Edwards and members of the Police and Crime Panel, at the Moody Cow in Llwynycelyn. The event was chaired by Councillor Alun Lloyd Jones, and the Commissioner sat on a Panel with Member of Parliament for Ceredigion, Ben Lake and Chief Constable Mark Collins. The Force's Rural Crime Team Officers were also present, and it was a great opportunity to discuss rural crime with members of the Farmers' Union of Wales (FUW).

### ***No Cold Calling Area Initiative Launch***

In October 2019, the Commissioner attended the launch of a new cold calling initiative at a local farm in Carmarthenshire. The Rural Crime Team had linked in with Trading Standards to ensure that farms be included under 'cold calling' legislation: If anyone is seen coming to farm property uninvited, where the 'No Cold Calling Area' sign is displayed, they can be reported to the police and action could be taken against them. The hope is that the signs, and this knowledge, will stop criminals attending farms to acquire information on farm equipment present etc., and therefore prevent the theft of said equipment. The Commissioner was instrumental in spreading this message on crime prevention.

### ***Moving Rural Carmarthenshire Forward***

Carmarthenshire County Council's Executive Board has previously unveiled its aspirations to regenerate its rural communities - strengthening local economies, creating jobs and business opportunities and protecting the Welsh language. The Commissioner has been supportive of Moving Rural Carmarthenshire Forward strategy led by Cllr. Cefin Campbell and in October 2019, the Commissioner was represented at an event where the task force launched the Rural Affairs Task Group Report; an opportunity to hear more on the task force's findings. The Commissioner welcomes any future co-operation with the task force to meet objectives for the area.

### ***Rural Crime Conference***

On 6 March 2020, the Commissioner will host his annual St. David's Day Conference. This year, the focus is policing in a rural community. Attendees will

hear inputs on a number of topics such as the challenges of policing in rural and isolated communities, and the challenges of supporting an aging rural population. They will also hear from the founder of the DPJ Foundation, a charity based in Pembrokeshire to support those in rural communities and in agriculture with mental health problems and Aberystwyth University on the results of their second Rural Crime Study with the Commissioner.

### ***Community Link***

Further information on the above-listed Commissioner's engagement activities can be found in his Newsletter, Community Link, on the Commissioner's [website](#).

Through the Community Link, the Commissioner has also provided a number of updates specifically linked to rural crime. It is important to the Commissioner that the public are kept informed on what is happening in their local area.

### ***Central Government funding***

The Commissioner has taken steps to ensure that the Government considers the rurality of the Dyfed-Powys area when decisions are being made on police funding. For example, in December 2018, together with the Chief Constable, the Commissioner travelled to London to meet with MPs to discuss the future of funding of Dyfed-Powys Police, to ensure rural areas are not forgotten when funding levels were being set.

Similarly, during 2019, he lobbied Welsh Government on the issue alongside local MPs / AMs, and as recently as January 2020, met with the new Secretary of State to discuss the matter.

### ***Grant funding***

The Commissioner has also provided funding through his office to assist the police and partners in dealing with crime in rural areas, and its associated problems.

### ***Rural Crime Vehicle for Powys***

In 2019, the Commissioner approved £25,000 of funding for an additional 4 x 4 vehicle for the Rural Crime Team in Powys. Given the vast area covered by Powys' Rural Crime Team, the Commissioner agreed that an additional vehicle for the county would allow the Team to cover their community more efficiently and effectively.



## **Age Cymru**

The Commissioner has twice provided funding for Age Cymru Projects focusing on rural communities; £5,000 for Age Cymru Powys in 2016, and £4,970 for a project covering Carmarthenshire and Pembrokeshire in 2017/18.

This 2016 funding was to help Age Cymru Powys work more closely with the police, enabling officers to better identify those who may particularly vulnerable or isolated, while the 2017/18 funding was used to provide older people with information about online and crime prevention.

## **Conclusion**

Both the Commissioner and Dyfed-Powys Police have made much positive progress in their commitment to working with rural communities in order to fully understand their needs and requirements.

The significant range of engagement activities and partnership working evidenced in this report ensures that the Commissioner and the police are kept up to date with the matters experienced in the more rural areas of the force. There is evidence that the force are already taking steps to evaluate where they are in terms of effectively policing rural crime and other rural challenges faced by our local communities, which is positive and healthy as the Strategy was established over two years ago.

There is also evidence that the Commissioner continues to prioritise and be involved in this area of work, as well as to continue monitoring the force's activities and progress in this field.

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## DYFED-POWYS POLICE AND CRIME PANEL 21<sup>ST</sup> FEBRUARY 2020

### DEEP DIVE REVIEW – VICTIM WITHDRAWAL

#### Recommendations / key decisions required:

To note the report from the Police and Crime Commissioner regarding the findings of the fourth 'deep dive' review undertaken by his office.

#### Reasons:

The Commissioner utilises such reviews as a key mechanism for holding the Chief Constable to account

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**EXECUTIVE SUMMARY  
DYFED-POWYS POLICE AND CRIME PANEL  
21<sup>ST</sup> FEBRUARY 2020**

**DEEP DIVE REVIEW – VICTIM WITHDRAWAL**

The Police Reform and Social Responsibility Act 2011 ('the 2011 Act') places a statutory duty upon a Police and Crime Commissioner to hold the Chief Constable to account for the performance of his statutory duties. The 2011 Act also places a statutory duty upon the Police and Crime Panel to scrutinise how effectively the Commissioner does this.

One of the mechanisms used by the Police and Crime Commissioner to carry out this function is the conducting of 'deep dive' reviews by his office into selected activities of Dyfed-Powys Police. One such review has been undertaken in relation to the issue of victim withdrawal

Panel members are asked to note the report and make such recommendations to the Commissioner as they consider appropriate.

**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**

<b>Title of Document</b>	<b>File Ref No.</b>	<b>Locations that the papers are available for public inspection</b>
<b>Host Authority File</b>	<b>LS-0511/58</b>	<b>County Hall Carmarthen</b>

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### What we did...



Review of Force policy



Review of local and national data



Literature review of existing reports and recommendations



Presentation of victims' views

### Why we did it...



Police and Crime Commissioner (PCC) statutory duty to act as the voice of victims

Individual victims cases highlighted to the PCC

Apparent rise in victim withdrawal for domestic and sexual crimes



Victims a clear priority within the Police and Crime Plan

### The facts:

Increasing trend in application of victim withdrawal outcomes in Dyfed Powys, higher than national average



82.5% of victims who withdrew report being satisfied with the overall experience compared to 75% of victims who remained engaged



85% of generic victims take up Goleudy service, compared to only 17% of domestic abuse victims

Victims engage well with specialist support services: take up rates of over 70%



Mental health features within top 3 reasons for all victim withdrawals

### Our conclusions...

- Victims are a priority for Dyfed Powys Police
- Issues with consistency and accuracy of outcome application
- Significant duplication in victim contact
- Lack of awareness of support services
- Multiple reviews over time have identified same areas for improvement
- Difficult to achieve clarity regarding performance data on victim withdrawal
- Force structure does not enable shared priority setting across departments

### Our top recommendations...

- 1 Consider centralised resource to apply and quality assure crime outcomes
- 2 Provide clarity on the data produced, including how it can be used and shared
- 3 Ensure the support pathway for victims is clear, with consent gained at first point of contact
- 4 Review and implement all recommendations and actions arising from existing victim engagement work
- 5 Ensure clear strategic oversight of victim engagement issues

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



Heddlu Police  
DYFED-POWYS





## Beth wnaethon ni...



Y Adolygu polisi'r Heddlu



Adolygu data lleol a chenedlaethol



Adolygiad llenyddiaeth o adroddiadau presennol ac argymhellion



Cyflwyniad o farn diodefwyr

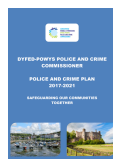
## Pam y gwnaethom hyn...



Dyletswydd Comisiynydd yr Heddlu a Throseddau (CHTh) i weithredu fel llais diodefwyr

Tynnwyd sylw achosion diodefwyr unigol i'r CHTh

Cynnydd amlwg yn nifer y diodefwyr sy'n tynnu'n ôl ar gyfer troseddau rhywiol a domestig



Diodefwyr fel blaenoriaeth glir o fewn y Cynllun Heddlu a Throseddau

## Y ffeithiau:

Tuedd gynyddol mewn gweithredu canlyniadau diodefwyr yn tynnu'n ôl yn ardal Heddlu Dyfed-Powys, uwch na'r cyfartaledd cenedlaethol



Adroddodd 82.5% o ddiodefwyr a dynnodd eu cefnogaeth yn ôl eu bod nhw'n fodlon â'r profiad cyffredinol, o'i gymharu â 75% o ddiodefwyr a oedd dal yn rhan o'r broses



Mae 85% o ddiodefwyr troseddau generig yn ymgysylltu â gwasanaeth Goleudy, o'i gymharu â dim ond 17% o ddiodefwyr cam-drin domestig



Mae iechyd meddwl yn un o'r 3 prif reswm dros ddiodefwyr yn tynnu'n ôl

Mae diodefwyr yn ymgysylltu'n well gyda gwasanaethau cymorth arbenigol: dros 70% yn derbyn cymorth gan y gwasanaethau hyn

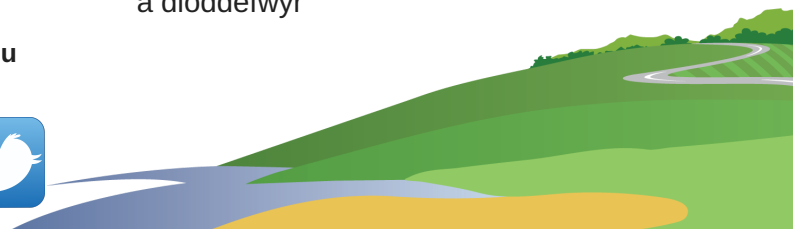
## Ein casgliadau...

- Mae diodefwyr yn flaenoriaeth ar gyfer Heddlu Dyfed-Powys
- Materion o ran cysondeb a chywirdeb gweithredu canlyniad
- Dyblygu sylweddol o ran cyswllt â diodefwyr
- Diffyg ymwybyddiaeth ynghylch gwasanaethau cymorth
- Mae adolygiadau lluosog dros amser wedi nodi'r un meysydd ar gyfer gwella
- Anodd cael eglurder mewn perthynas â data perfformiad ar ddiodefwyr yn tynnu'n ôl
- Nid yw strwythur yr heddlu'n caniatáu gosod blaenoriaethau a rennir ar draws adrannau

## Ein prif argymhellion...

- 1 Ystyried adnodd canolog i weithredu a sicrhau ansawdd canlyniadau trosedd
- 2 Darparu eglurder ar y data a gynhyrchir, gan gynnwys sut y gellir ei ddefnyddio a'i rannu
- 3 Sicrhau bod y llwybr cymorth ar gyfer diodefwyr yn glir, gan gael caniatâd adeg y pwynt cyswllt cyntaf
- 4 Adolygu a gweithredu'r holl argymhellion a chymau gweithredu sy'n deillio o waith ymgysylltu presennol â diodefwyr
- 5 Sicrhau trosolwg strategol clir o faterion ymgysylltu â diodefwyr

I ymweld â'm gwefan ac am fwy o wybodaeth am Heddlu Dyfed-Powys, cliciwch ar y logos isod







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

**Deep Dive Scrutiny Review  
into**

**Victim Withdrawal**  
**within Dyfed-Powys Police**

**December 2019**

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## 1.0 Executive Summary

In light of the responsibility of the Police and Crime Commissioner (PCC) to act as the voice of victims and to scrutinise the effectiveness of Dyfed-Powys Police (the 'Force'), the apparent rise in utilisation of Outcome 14 and 16 for domestic and sexual crimes and individual cases highlighted to the PCC, the Office of the Police and Crime Commissioner (OPCC) undertook a deep dive scrutiny review into victim withdrawal and the utilisation of Outcomes 14 and 16 in particular within Dyfed-Powys Police. The review found that:

It is evident that victims are a priority for the Chief Constable and for Dyfed-Powys Police as a whole with some good examples, as highlighted by the Quality Assurance Panel, of officers giving significant time to investigating incidents and empathy being shown towards victims. However, the review recommends a number of areas where improvements could be made to ensure delivery of the best possible service to victims and to ensure that the Force are truly victim centred.

Issues regarding the clarity of Force policy and the consistency and accuracy of the application of Outcomes bring into question the reliability of the data provided. As this forms the basis of numerous tasking activities within the Force's governance structure, there is a real concern that recommendations and actions may be ill informed. This was also evident in the findings from the scrutiny exercise undertaken by the Quality Assurance Panel, which highlight some confusion by officers regarding the appropriate application of Outcomes.

The current arrangements whereby certain Outcomes are applied by officers on the Crime Management System are only in place due to a lack of resources and officers have received no training to undertake this role. The arrangement does not provide any quality assurance, with no resources available to undertake audit or scrutiny functions. This report recommends that the scope of the current demand work within the Force should include a review of the application of Outcomes, with consideration given to a centralised resource to apply and quality assure crime Outcomes. This would ensure that the Force is delivering consistent practice aligned to national policy, negate the need for officer training, provide documented clear rationale in every case and allow confidence in the subsequent data produced.

It is difficult to achieve clarity regarding the performance data surrounding victim withdrawal. Much of the data is contradictory in nature or relies on so many caveats that it proves unreliable. Reports provided over time do not aggregate or display the data in a consistent manner and therefore make comparisons over time challenging and somewhat meaningless. Consideration of crime figures alone

may distort our understanding of victim behaviour and the service with which they are provided. The Force may therefore wish to consider a truly victim centred approach by focussing on data that is victim based, rather than recorded crimes. The Force should provide clarity on the data produced and its effectiveness and should ensure that the reasons behind performance trends and potential variance from national averages are fully understood and documented.

There are further complexities regarding the data sharing arrangements that accompany this information, which makes scrutiny from the OPCC particularly challenging and does not allow for transparency in demonstrating Force performance. This needs to be addressed as a matter of urgency.

The Force has recognised the impact of lengthy investigations upon victim engagement and has made significant progress in reducing the number of open investigations in excess of 12 months. Further work is required to maintain investigation standards not just with regards to the length of time taken but also in ensuring all procedural best practice is followed and appropriate evidence secured.

Victims engage well with specialist support services. Where withdrawals happen, they are predominantly for very personal reasons rather than being linked to any activity or inactivity by the Force. This is supported by the victim satisfaction data, which shows that the type of Outcome does not influence the level of satisfaction a victim feels regarding their overall experience of the Force. In fact, victims who withdraw are equally, if not more, satisfied with their experience as those receiving other Outcomes. If victims are at the centre of service delivery and are telling us that they are happy with their experience then surely this serves as adequate justification for any variance from the national average regarding application of Outcomes.

The review highlights some interesting trends regarding which agency makes the offer of support, with victims of domestic abuse in particular demonstrating a much lower rate of take up from generic victim services compared to specialist support agencies. This data should be utilised by the Force to ensure that the best support pathway is in place for victims across their criminal justice journey.

Lack of awareness of the support services on offer was repeatedly identified during this review. Without this, we cannot be assured that officers are making accurate and informed offers of service to victims. One of the most significant gaps is in relation to mental health, which has been demonstrated to be a significant factor in almost all victims who withdraw from the investigation. There are numerous services that exist to support individuals in this arena; the Force needs to ensure that both officers and victim services are signposting victims to the appropriate

support to ensure that mental health issues do not impact negatively on the progress of their criminal justice journey.

Numerous reviews and events have already been undertaken within the Force in an attempt to understand the various issues underpinning victim withdrawal. These will have had significant resource implications, whether in terms of actual funding for independent studies or staff time to undertake internal reviews. There are some key trends that emerge over the chronology of the recommendations with multiple reviews identifying the same areas for improvement at various points in time. Appendix C contains a full list of the publications along with their identified issues and recommendations; these are extensive. Actions are allocated to a variety of groups including the Victims' Board or the Domestic Abuse Gold Group and appear in operational action plans. However, these do not translate into informed priorities across departmental work plans at a strategic level: there is no central governance, no system by which the various action owners are held to account and no strategic oversight to inform service improvement.

Issues emerging from continuous improvement events include lack of awareness of support services, duplication of contact with victims, confusion over roles and responsibilities and lack of central coordination for victim feedback. These accord with recommendations from various reviews, including the need for specialist intervention at the earliest possible opportunity, concerns regarding victim updates, lack of clarity within policy and guidance documents and lack of quality assurance or confidence in the application of Outcomes. In turn these issues lead to a disjointed system and a poor service provision to victims.

In order to place victims at the centre of service delivery, the Police and Crime Commissioner therefore recommends that the Force:

1. Consider a centralised resource to apply and quality assure crime Outcomes in order to deliver consistent practice aligned to national policy
2. Provide clarity regarding the data produced and how it can be utilised, in particular how it can be shared with the OPCC and wider audiences
3. Continue the work into reducing lengthy investigations which may impact upon victim engagement
4. Routinely audit the adherence to investigatory procedures likely to impact on victim engagement, including Video Recorded Interviews, Body Worn Video and Closed Circuit Television that the PCC has invested in throughout the Force area
5. Ensure that the support pathway for victims is clear, with consent gained at the first point of contact for all future referrals. To include within this:
  - a. Ensuring that a victims' directory is maintained, with up to date accurate information to signpost victims to agencies providing mental health support and advocacy within our communities

- b. Improved awareness for victims, offenders and officers of the support services available
- 6. Proactively seek feedback from those victims who have withdrawn from investigations in order to inform service delivery
- 7. Review all recommendations and actions arising from existing victim engagement work and provide updates accordingly
- 8. Ensure that Continuous Improvement within the Force is strategically driven to support the control strategy and the Police and Crime Plan. This should include a central repository of information to identify trends and inform service delivery, along with clear guidelines regarding responsibility and accountability for emerging recommendations
- 9. Ensure clear strategic oversight of victim engagement issues, driving forward the cross departmental work required to place victims at the centre of service delivery
- 10. Provide consistent senior representation at local level on Domestic Homicide Review panels and ensure resulting actions are embedded into the appropriate governance and scrutiny structure.

## 2.0 Outcome

This review contributes to the Police and Crime Plan<sup>1</sup> by supporting the following priorities:

- Improve public confidence in Dyfed-Powys Police (Priority 1 – Keeping our communities safe)
- Identify those who are at risk of victimisation or repeat victimisation... through better information sharing between agencies (Priority 2 – Safeguarding the Vulnerable)
- Commission victim support services that offer emotional and practical help to victims of domestic and sexual abuse to help them cope and recover from their experience and to support them to achieve the best possible outcome through the criminal justice system (Priority 2 – Safeguarding the Vulnerable)
- Support victims of the most serious crimes to cope with and recover from their experience (Priority 3 – Protecting our communities from serious threats)
- Ensure that the public receive an accessible and responsive service (Priority 4 – Connecting with communities)

The review aimed to identify:

1. Whether the Force's utilisation of Outcomes 14 and 16 for domestic and sexual crimes is in line with national trends and whether the rationale for any performance deviations is understood and accepted
2. Whether the application of the above Outcomes identifies any issues with Force practice or the wider criminal justice journey
3. Whether the Force are utilising all opportunities to ensure timely and effective prosecutions
4. The Force's effectiveness in retaining the engagement of victim support for investigations
5. The extent to which recommendations from reviews commissioned within Force are monitored and governed
6. The extent to which continuous improvement outcomes drive improvement in service delivery

Through:

1. Identifying the current Force policy for utilisation of Outcomes 14 and 16
2. Identifying the trends in performance regarding application of Outcomes, both local and national

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

3. Undertaking a literature review of existing reports and continuous improvement events and the extent to which recommendations have been actioned
4. Presenting the views of victims and the Force's effectiveness in addressing them
5. Highlighting areas of good practice and any areas where improvements could be made.

## 3.0 Situation

### 3.1 Background

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

- The PCC has a statutory duty to act as the voice of victims
- The PCC has recently held an audience with individual victims of domestic abuse, sexual violence and stalking where concerns have been raised with their experience of the criminal justice system
- The PCC commissions both universal and specialist support services to ensure victims are appropriately supported from the point of crime throughout their criminal justice journey
- The Chief Constable's priorities issued in early 2018 included "to improve victim satisfaction and confidence in Policing" and "to support and protect the most vulnerable in our communities"
- Dyfed-Powys Police identified in their Performance and Outcomes Board in July 2019 a concern regarding the high proportion of Outcome 14/16 applications in domestic and sexual crimes
- Dyfed-Powys Police have internally commissioned a number of reviews over recent years to understand the application of particular Outcomes but have yet to provide a definitive explanation
- Dyfed-Powys Police have invested in a domestic abuse review, resulting in a number of key developments within Force operational strategies aimed at providing a better service to victims of domestic and sexual abuse
- The introduction of the Violence Against Women, Domestic Abuse and Sexual Violence (VAWDASV (Wales)) Act 2015 placed the areas of domestic and sexual abuse under increased scrutiny from government.



## 3.2 Context

### 3.2.1 National context

The National Crime Recording Standards (NCRS) were introduced in 2002, with the aim of ensuring consistency between Forces and a more victim oriented approach.

In 2014, Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) published the report 'Crime-recording: Making the victim count'<sup>2</sup> which probed the question "To what extent can police-recorded crime information be trusted?" This followed on from an inspection commissioned by the Police and Crime Commissioner for Kent, which found that more needed to be done before the public could be confident that the crime figures published by the Force were as accurate as they should be. From this the HMICFRS Crime Data Integrity Inspections were initiated.

In October 2019<sup>3</sup>, the Ministry of Justice (MOJ) updated Police and Crime Commissioners regarding the action being taken nationally to support victims of rape. This included work across government and external agencies to identify priority areas. The National Criminal Justice Board has prioritised effective engagement between the system and victims/witnesses as one of their preliminary areas of focus following a national increase in application of the 'evidential difficulties, suspect identified – victim does not support prosecution' Outcome. The MOJ are currently building an evidence plan for a potential deep dive project on victim and witness engagement to consider the over-arching question "How can we improve victims' and witnesses' experiences of the criminal justice system so that they feel more able to progress with their case?"

The PCC has provided initial feedback to the Association of Police and Crime Commissioners (APCC) regarding the findings and recommendations of this Dyfed-Powys report and will keep a watching brief over the developments of the national work in order that any emerging best practice can be considered.

### 3.2.2 Dyfed-Powys context

Calls for service to Dyfed-Powys Police have remained relatively stable over recent years with very little fluctuation in annual volumes. However, various changes in administrative process and recording practices appear to have had notable

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<sup>2</sup> Crime-recording: making the victim count. The final report of an inspection of crime data integrity in police forces in England and Wales. November 2014 HMIC

<sup>3</sup> Letter to PCCs 23<sup>rd</sup> October 2019 from Victoria Atkins MP, Minister for Safeguarding and Vulnerability and Minister for Women and Wendy Morton MP, Parliamentary Under-Secretary of State for Justice

impacts on the volume of crimes being recorded. Some of these are noted in Appendix A.

Prior to April 2013 official statistics regarding crimes focussed on detections. From April 2013, the Home Office introduced the new Outcomes framework and from April 2014, police forces have supplied data to the Home Office on a set of 21 Outcomes that can be applied to crimes following their investigation.

The HMICFRS inspection of Dyfed-Powys in 2014 included a focus on Outcomes applied to out of court disposals. Outcomes did not feature in the most recent round of Crime Data Integrity Inspections. However, it is likely that they will feature in the next round of inspections. It should be noted that the most recent HMICFRS inspection, which considered NCRS audit Outcomes, determined the Force as requiring improvement in terms of data integrity.

Historically, there has been insufficient capacity within the Crime Audit Team to undertake any audits on the application of Outcomes. As a temporary measure, Outcomes have been included in the monthly audits focussing on NCRS, rape and domestic crimes.

The Force recognise that there is some work to do in relation to the accuracy of the Outcomes applied. In other Welsh Forces, a centralised unit exists to quality assure crimes and apply Outcomes. A decision was taken in Dyfed-Powys that due to lack of resources, officers would apply their own Outcomes. Officers apply certain Outcomes, 14 and 16 being amongst these, via the Crime Management System but no training was delivered to officers to support this decision. The Force Crime Registrar has submitted a training prioritisation request to include Outcomes on the training programme. This has also featured as a recommendation following a number of reviews, as detailed in the remainder of this report.

### **3.3 Policy and guidance**

At the October 2019 meeting of the Strategic Crime Recording User Group, it was agreed that Outcome application is inconsistent within Dyfed-Powys. An action was noted for the Force Crime and Incident Registrar to re-circulate the Outcome policy to Sergeants across the Force.

Appendix B provides an extract from Dyfed-Powys *Crime Outcomes guidance document updated April 2019*, along with definitions from the Home Office Outcome framework, iQuanta and Qlkivew performance tools. The Force guidance is not only contradictory within itself but also when compared to the definitions utilised in other Home Office documentation.

Whilst subtle, these differences in definitions raise a question as to the reliability of the application of Outcomes within Dyfed-Powys. It is recommended that the internal Force guidance should be reviewed to ensure that it provides absolute clarity to officers regarding the utilisation of Outcomes and furthermore that it is in alignment with definitions used within both internal and national performance publications.

There are also examples where data taken from the Crime Management System does not support Policy, for example the findings from the scrutiny exercise undertaken by the Quality Assurance Panel (see section 3.4.3) highlight some confusion by officers regarding the appropriate application of Outcomes.

### **3.4 Dyfed-Powys data**

What has become clear through the research undertaken to compile this report is that it is very hard to find the single source of truth. Much of the data is contradictory in nature or relies on so many caveats that it is unreliable as a source on which to base actions and recommendations. Reports provided over time do not necessarily aggregate or display the data in a consistent manner and therefore make comparisons over time challenging and somewhat meaningless. There are further complexities regarding the data obtained by the Force from the iQuanta system and the data sharing arrangements that accompany this information.

In addition to this, there are a number of contextual issues that must be understood when considering the data. These include a significant increase in 3<sup>rd</sup> party reporting, which makes it difficult to engage a victim in the investigation from the outset. Therefore consideration of crime figures alone may distort our understanding of victim behaviour and the service with which they are provided. Current performance data focusses on the number of crimes recorded, which does not equate to the same number of victims. The Force may wish to consider a truly victim centred approach by focussing on data that is victim based.

The Force will need to give further consideration to this area in order to provide some clarity on the data produced and its effectiveness. The Force need to be assured that the reasons behind the variance from national averages and trends in performance are fully understood and documented. Furthermore, the issue regarding the sharing of data with the OPCC and wider audiences needs to be addressed as a matter of urgency, in order to allow transparency in the reporting and scrutiny of Force performance.

### 3.4.1 Proportion of crime with Outcome 14 or 16 applied

Data on proportion of crimes with varying Outcomes applied is presented within the Data Driven Insights reports provided by the Performance and Governance Team. However, as outlined above, there are some concerns regarding the data sourced from iQuanta and to what extent this can be more widely shared. Therefore, the data below is taken from the Police recorded crime and Outcome open data tables provided by the Home Office<sup>4</sup>.

The table contains figures showing the proportion of crimes with Outcomes 14 and 16 applied, for a number of crime types. These include total crime, Rape and Other sexual offences. The national data available does not include any breakdown of domestic related crimes and therefore the table below includes the violence with injury sub category of Violence Against the Person crimes by way of providing some form of proxy measure.

The data clearly demonstrates an increasing trend in the application of Outcome 14 and 16 across total crime within Dyfed-Powys. The proportion is also significantly higher than the national figure. This accords with the data provided within the Data Driven Insights reports, although the reports do not contain any narrative to explain this variance.

For sexual offences in particular Dyfed-Powys is, on the whole, higher than the national average. However, both Rape and Other sexual offences show a slight decrease over time in the proportion of Outcome 14 and 16 applied.

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<sup>4</sup> Police recorded crime and Outcomes open data tables. Published 25 April 2013. Last updated 17 October 2019. <https://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables>

Area	2016/17	2017/18	2018/19	Q1 19/20
Total crime recorded as Outcome 14 and 16				
Dyfed-Powys	22.34%	27.07%	30.69%	33.66%
National	17.6%	21.01%	23.35%	21.18%
Sexual offences: Other				
Dyfed-Powys	30.14%	34.51%	27.77%	27.73%
National	26.23%	28.84%	28.70%	21.98%
Sexual offences: Rape				
Dyfed-Powys	56.25%	44.38%	47.17%	38.28%
National	42.19%	45.94%	43.62%	29.01%
Violence Against the Person (violence with injury)				
Dyfed-Powys	39.26%	39.98%	41.09%	39.23%
National	34.33%	38.54%	40.24%	35.82%

Figure 1: Crimes with Outcome 14 and 16 applied. Taken from Police recorded crime and Outcome open data tables, last updated 17<sup>th</sup> October 2019

### 3.4.2 Quality Assurance Panel scrutiny exercise

The Commissioner's Quality Assurance Panel (made up of independent residents) review crimes and incidents on a regular basis. In October 2019, the Quality Assurance Panel looked at a selection of 14 domestic-related cases in order to review how victims had been supported and communicated with throughout their case. The main feedback is captured below.

Members considered there may be some confusion about the appropriate application of Outcomes which may require clarification internally. They did not however consider this to be detrimental to the delivery of support for victims. Once an Outcome was applied, the Panel considered that the Police's internal scrutiny of Outcome application via supervisors was very good within the 14 cases reviewed.

It was felt that in the main, victims were well supported and were offered support from both the Police and other external agencies. It was felt that officers were giving significant time to investigating the incidents and empathy was shown

towards the victims. It also appeared that there was a reliance on the police to prompt and encourage a response from other agencies to support victims.

The Panel noted that within the majority of cases actions and rationales were well documented and the reasons for victim withdrawal were captured where appropriate. However, this was only captured within the body of text on the crime management system and required detailed screening of each case. Members urged the need for evidence of rationale for decisions be thoroughly documented, for example capturing a victim's wish to withdraw support within their statement. They therefore proposed that a question to prompt officers to explain why a victim withdrew would ensure a detailed and clear rationale that is easily retrievable for data capture or analysis. This, combined with a structured method of capturing feedback from support services, could provide vital insights for the Force to understand if officers or other agencies could do more to secure victims' support throughout an investigation.

The Panel also wished to note that the victims' choice to withdraw their support for investigations was not necessarily a sign of police failure, as officers were unable to control the victims' decisions.

Support services had been offered to 10 out of the 14 victims. The Panel considered that every effort should be made to secure a contact agreement with the victim to agree how and when they wish to be updated on the progress of the case. This should be coupled with the offer of referral to relevant support services in every case.

One case positively documented that CCTV footage had been considered but was not available to support the investigation. The Panel identified no other cases where the information recorded could evidence that either Body Worn Video (BWV), CCTV or victim video interview recording had been used or considered. This may be an opportunity for further consideration in order to secure ongoing support from victims, or to be able to continue with pursuing prosecution without the victims' support.

### **3.5 Support Services**

The PCC commissions a number of victim support services to ensure that victims are offered timely and effective assistance to help them cope and recover from the effects of a crime. This includes

- Goleudy, the victim and witness service, who will make contact with all victims in the immediate aftermath of the crime being reported
- New Pathways who provide a specialist service to victims of sexual abuse. This includes crisis support for those undergoing forensic medical

examinations as a result of the crime and ongoing Independent Sexual Violence Advocacy to help victims through the criminal justice process

- An Independent Domestic Violence Advocacy (IDVA) service jointly commissioned with the 4 local authorities across the Force area. This provides specialist support to domestic abuse victims assessed as high risk.

A dip sample of data from New Pathways for the period 1<sup>st</sup> April 2018 to 31<sup>st</sup> March 2019 showed the below:

- Carmarthen Sexual Abuse Referral Centre (SARC) received a total of 216 referrals. 95% of these accepted support.
- Newtown SARC received a total of 99 referrals, of which 99% took up support.
- Bow Street, Aberystwyth SARC received a total of 45 referrals, of which 96% took up support.

This shows that when offered specialist support, victims predominantly engage with the support service. During the period 1<sup>st</sup> September 2018 to 31<sup>st</sup> August 2019, from an active caseload of 622 clients there were a total of 43 (6.9%) withdrawals from the New Pathways service. The reasons for withdrawal provided by the victim are listed below:

Reason	Number of cases
Police took too long	1
Didn't think the case would go anywhere/ felt there was no evidence	3
Consented to sex – story changed	2
Client does not wish to pursue complaint	4
Can't cope with investigation	4
Life is too busy / too much going on	3
Unknown	5
Anxiety	1
Wished to remain friends/partners with suspect	2
Didn't want to put family through it	1
Only wanted suspect warned	2
Reason not provided by victim	15

Figure 2: Reasons for victim withdrawal from New Pathways service

Of those who withdrew, there were equal numbers of acute and non-acute presentations. The majority of offences (70%) were rape, with the remainder sexual assault. The cases were predominantly referred via Police (88%) so had reported the crime. 95% were female and 84% were aged 18 and over.

Detailed data is not yet available from the IDVA service, but approximately 30% of referrals fail to engage at first point of contact, with reasons including:

- The victim has other existing support mechanisms
- The victim doesn't feel support is necessary or relevant
- The victim is uncontactable, not responding to phone calls or letters

A further 10% (approximately) of clients disengage later in the support journey and this is usually because they feel that they have achieved what they wanted from the service (e.g. support to attend court) and don't feel they need the support any longer. This may be slightly prior to the point at which the IDVA would have naturally exited them from the service.

Domestic abuse victims assessed as standard or medium risk who provide feedback as part of Dyfed-Powys' victim satisfaction surveys are asked whether they were offered support by Goleudy and whether or not they accepted. Recent data over a 3 month period reveals the following:

- 54 victims should have been referred to Goleudy following standard or medium risk domestic abuse incidents.
- 27 (50%) reported that they weren't told about Goleudy.
- Of the 24<sup>5</sup> (44%) who were offered a referral, only 4 took up support (17%). This included general advice, emotional support and crime prevention equipment. However, the victim accepting crime prevention equipment was left feeling dissatisfied as they felt they needed a follow up call after the equipment was installed.
- Those who didn't take up the offer of support either stated that they felt they didn't need help at all or that the service wasn't what they needed. However, no further information was provided regarding what they felt would have assisted them.

This shows that half of the victims surveyed weren't appropriately informed or offered support by the officer at the time of the incident, with only 17% of victims referred to Goleudy choosing to take up the support.

During the year 1<sup>st</sup> April 2018 to 31<sup>st</sup> March 2019, the Goleudy victim and witness service received a total of 26,656 referrals for victims of all crimes. Of those, 15% refused the service on offer. Reasons for this are outlined below:

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<sup>5</sup> 3 did not answer that particular question



Reason	Number	Percentage of total refused
Not affected by the crime	1902	46.9%
Having support from family/agency	874	21.6%
Reason not given	733	18.1%
Refused other	456	11.2%
Don't feel like a victim	78	1.9%
Not supporting prosecution	11	0.3%
Cultural Difference	1	0.02%
Total	4055	100%

Figure 3: Reasons for victim non-engagement with Goleudy service

The above demonstrates a take up rate of 85% for victims of all crime for Goleudy's service. However, only 17% of domestic abuse victims offered the same service accepted the offer. Take up rates for offer of service from New Pathways are 97% and approximately 70% for the IDVA service. This suggests that whilst domestic and sexual abuse victims are engaging with support at specialist stage, they do not feel they require the generic interventions offered at first point of contact.

### 3.6 Victim feedback

The Force survey domestic abuse victims and victims of general crime but don't currently survey victims of sexual assault. The dip sampling does not exclude by Outcome, so a cross section of Outcome types are included within the sample set. The graph below<sup>6</sup> demonstrates the high satisfaction levels reported by victims who have withdrawn support for surveys conducted in the period to January 2019 (based on a sample of 125 victims).

What is important to note from this is that for Outcomes 14 and 16, a high proportion of victims reported being satisfied with their whole experience. In fact, victims who withdraw appear to be as satisfied with their experience as those receiving other Outcomes.

The graph below shows that 80% of victims with an Outcome 14 reported being satisfied, with 85% of victims with an Outcome 16 being satisfied.

<sup>6</sup> Note the below graphs are taking from data on the Force's Qlikview system hence the reference to declined and withdrawn support for Outcome definitions.

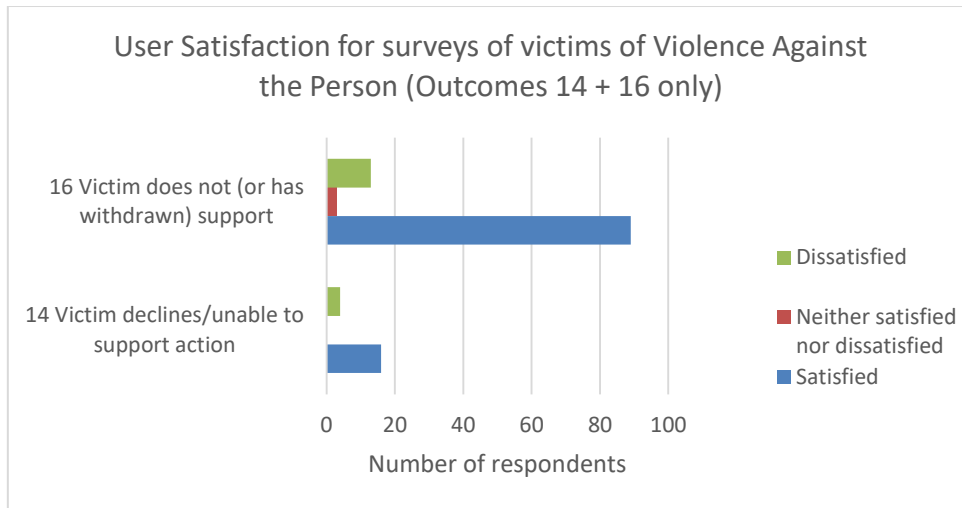
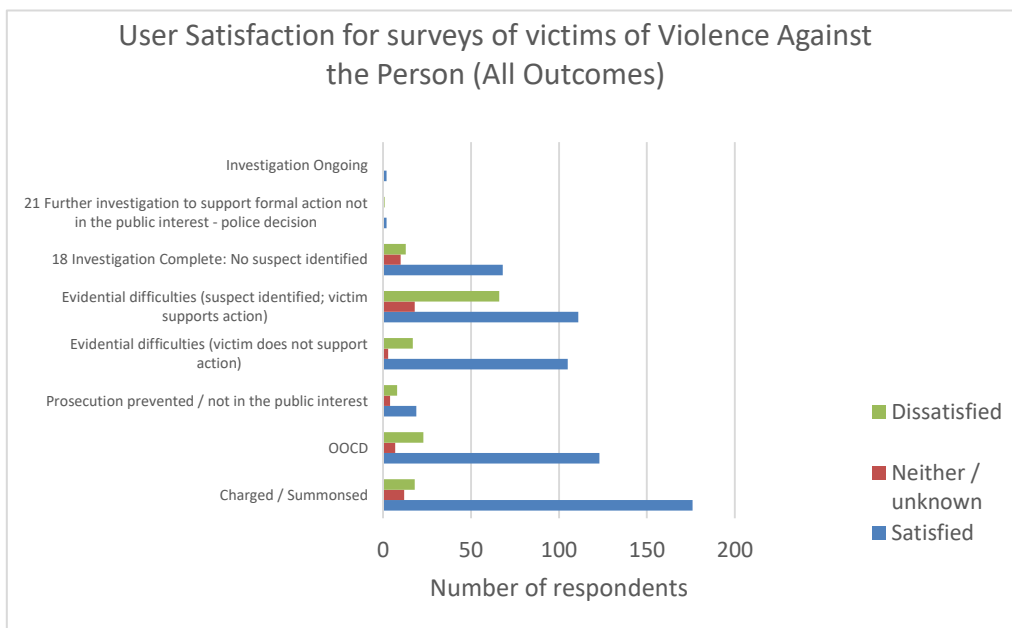


Figure 4: User satisfaction for surveys of victims of violence against the person conducted up until January 2019 (for crimes reported in October 2018) Outcomes 14 and 16 only

The graph below shows the number of respondents satisfied for other Outcome categories; overall 75% of these victims are satisfied with their entire experience.



Figures 5: User satisfaction for surveys of victims of violence against the person conducted up until January 2019 (for crimes reported in October 2018) All Outcomes

Victim surveying of domestic abuse cases (where the victim has stayed in contact) reveals the following feedback/recommendations received from victims:

- More assistance for the victim in collecting evidence
- Sending officers jointly with a mental health advisor
- Officers should be more aware of what services they can offer to the victim

- Incidents should be dealt with fully in the first instance. If they are not, this causes failure demand and a heightened risk to the victim when they have to report another incident "police didn't do anything originally and it then got worse".
- One particular feedback which resonates anecdotally with feedback from service providers is "I phoned them to remove my partner from the premises but instead they charged him and took him away, I didn't want that".

### 3.7 Continuous Improvement events

A number of victim based continuous improvement events have been held over recent years, outlined below:

- Victims' journey 2 events plus a specific domestic abuse victims' journey
- Domestic Abuse x 2
- Victim Satisfaction
- Sexual Offences (children)
- Sexual offences victim pathway workshop (adults)

A continuous improvement event held in September 2017 focussing on Victim Satisfaction highlighted an issue regarding there being no central repository for information. It listed numerous places where victim feedback currently sits including:

- DIS-SAT system used to record instances of customer dissatisfaction / complaints
- Victim Satisfaction Surveys
- Professional Standards Department
- Public Service Bureau
- Force Control Centre
- Frontline officers
- Victims Right to Review
- We Care feedback
- Customer complaints direct to departments
- Goleudy (both victim and witness care)
- Social media
- Police and Crime Commissioner's Office
- Out of Court Disposal Scrutiny Panel

A potential solution of a central repository was proposed to collate all feedback. This action plan was owned by the Superintendent holding the portfolio at the time but this particular action has never been resolved.

Issues raised at the sexual offences event for children held in November 2017 included that support pathways were not clear, for example officers were not

aware of what support is available for victims and Goleudy were not aware of who else is supporting the child whilst they are supporting the parents. This action plan was reported to the Victims' Board to consider solutions.

Some identified issues and resulting actions from the domestic abuse mapping event held in January 2019 include:

- Duplication between Goleudy, Criminal Investigation Department, Domestic Abuse Officers etc. regarding referrals to other departments. At a meeting in mid-October to discuss support provided to victims of domestic abuse this was identified as still being an issue.
- Not all safe numbers for victims were being pulled through from mobile data terminals into the Crime Management System. Whilst this is now much improved, it still remains an issue with data for the August 2019 domestic abuse victim satisfaction surveys reporting 24% (185) of records with no safe telephone number.
- Confusion over whose responsibility it is to update the victim, resulting in numerous agencies contacting victims. This action was allocated to the Victims' Champion in Force but remains an outstanding issue for resolution.

The above actions have been allocated to a variety of groups including the Victims' Board, the Domestic Abuse Gold Group and the Domestic Abuse Best Practice Framework for courts. However, there is no central location where the various action owners are held to account and no strategic oversight to inform service improvement.

Action plans from the above events are owned by the sponsor and it is for the sponsor to identify the appropriate forum for reports and updates. There is no central strategic direction driving the work of the Continuous Improvement team and resulting action plans are not reported via any central governance structure within the Force. This means that trends emerging across events both over time and across departments are not identified resulting in duplication of effort and failure to progress on key actions.

### **3.8 Previous reports and reviews within Dyfed-Powys**

The Force have commissioned a number of reviews both internally and externally regarding victim engagement. The below section explores the learning and recommendations emerging from these exercises.

#### **3.8.1 Insights from Victims<sup>7</sup>**

A research project was undertaken in 2016 by the University of South Wales to understand the underlying reasons for reporting or non-reporting of rape and

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<sup>7</sup> Historical reporting of sexual offences to Dyfed-Powys Police undertaken by Professor Colin Rogers, The International Centre for Policing and Scrutiny, University of South Wales 2016

sexual assaults. This research was endorsed by the PCC who provided £11,038 of funding to enable the research to be undertaken.

Initially, 30 victims agreed to take part but only 17 finally provided feedback. Therefore caution should be urged regarding the limited number of participants. Nonetheless, their feedback is important to assist with informing service improvements.

The main reason for individuals not reporting sexual offences at the time of their occurrence was that the victim thought that no-one would believe them. This was closely followed by the fact that they were too embarrassed to report the matter and that they were afraid of the perpetrator. The perception that a major reason for not reporting the incident in the first place may have been a lack of confidence in the police was not found to be major factor in the decision making of victims.

The main reasons for reporting the incidents at a later date were related to the support shown to victims by other people. This included family, friends and co-workers who encouraged and supported the victim. This accords with other findings where the victim seeks the support and comfort of close family immediately following such an incident, rather than contacting the police or other agencies to report.

Those individuals who stated they had been dealt with by Victim Support<sup>8</sup> seemed to suggest that they did not receive adequate support at the time of the event or in subsequent times. It was suggested that the advice and support offered was generic and not really helpful for the individual concerned. Feedback included:

- *"A more specific signposting to the right type of support is required. All I had was a Victim Support card and a phone number"*
- *"I chose not to phone the general number because I wanted a specific advisor"*
- *"Some initial advice helpful but not afterwards, no counselling offered until after the court case, as this was policy"*

New Pathways received mixed feedback within the report, ranging from *"Brilliant on the night and later counselling very helpful but only 16 months after the attack"* to *"Had to travel 2 hours each way to a building which was not wheelchair accessible. When New Pathways opened up their Newtown branch it was much, much better. Halved the travelling & the support given there was superb"*.

There were some very poor experiences of the New Pathways service; some of these relate to the availability of therapeutic counselling, *"Only started counselling 2 years after the incident"*, which is a recognised failing in the current system and

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<sup>8</sup> Victim Support historically provided the first point of contact victim service that is now undertaken by Goleudy

one which the Police and Crime Commissioner has raised regularly with partners and government officials.

Recommendations from the study included:

- Family and friends should be encouraged to ensure the victim reports the matter.
- Specialists should be utilised as soon as possible at the scene in order to reduce criticisms of first responders. This includes staff from New Pathways.
- The victim should be provided with information or briefed about the 'journey' that needs to be undertaken within the Criminal Justice System as soon as is reasonably practicable.

This review supports the theory posed earlier in the report that generic service support does not offer the service required by victims of sexual assault and that they require a specialist intervention at the earliest possible opportunity.

The recommendations were presented to the Crown Prosecution Service and internally within the Force to the Criminal Investigation Department. As a result some actions were incorporated into the tactical action plan for the rape and sexual offences portfolio. However, this plan sits at an operational level and currently has no direct reporting link to any strategic plan to provide oversight or linkages across to other departments.

### **3.8.2 Review of Outcome 16<sup>9</sup>**

In September 2017 the Collaboration and Efficiency team undertook a review of Outcome 16 usage and application for domestic abuse crimes. This piece of work originated after it was identified that Dyfed-Powys Police significantly increased their use of Outcome 16s on Domestic Crimes.

The review demonstrated that the Force were twice as likely to use Outcome 16 for a violent offence in September 2017 than they were in April 2014. Dyfed-Powys was also higher than its most similar group of Forces for application of Outcome 16 to all crimes and for cases of Violence Against the Person.

The review included county based audits of standard risk domestics in May and June 2017. The main areas for improvement highlighted by the audits are included below:

- Recording that the appropriate investigations have taken place, such as house to house enquiries and interviewing of witnesses
- Supervisors not challenging some of the investigative decisions by their

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<sup>9</sup> Outcome 16: Evidential difficulties: suspect identified; victim does not support further action. Collaboration and Efficiency. September 2017

staff; therefore victimless prosecutions not being identified where appropriate

- Some evidential opportunities being missed. For example, body worn video and / or 999 evidence was not being recovered on all occasions
- Officers not always recording a signed pocket note book entry or on the MG11 to support that the victim no longer wishes to pursue a complaint
- When a victim stated they no longer wished to support the investigation, no further work has taken place
- Lack of signposting to support agencies
- The rationale for recording the Outcome 16 wasn't always fully recorded on the crime log
- Time lags in the investigation: however, investigation work regarding 6 months and 12 months plus is now underway and successfully reducing timescales

The review highlighted some key investigative concerns but also reinforced the issues raised in the continuous improvement events regarding lack of signposting to support agencies and concerns regarding victim updates. The recommendations from the review were reported to the senior management team within the Criminal Investigation Department but it is unclear what action has been taken to address the recommendations. It is understood that some actions were incorporated into the tactical action plans; however as outlined above there is no central strategic oversight of this plan or the ability for it to inform cross-departmental work.

### **3.8.3 Outcome 16 Review<sup>10</sup>**

In September 2018, a review of Outcome 16 by the Performance and Governance Team analysed data in the period April 2014 to August 2018. The report notes as one of its more significant findings that the Force applies the largest rate of Outcome 16<sup>11</sup> for total crimes when compared to both its most similar group of Forces and the national average across total crime figures. It is the third highest across the Forces in England and Wales.

Nationally, Dyfed-Powys is the seventh highest Force with regards to the rate of applied Outcome 16 for violence against the person crimes, standing above the national average and the Most Similar Group of Forces. These findings mirror those demonstrated in the review undertaken by the Collaboration and Efficiency team a year prior.

While the data is unclear as to why rates of applied Outcome 16 have been increasing over time, or whether it will continue to increase, the potential inverse

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<sup>10</sup> Outcome 16 Review September 2018 Performance and Governance Team

<sup>11</sup> It should be noted that this review utilised the description of Outcome 16 that is provided within Force guidance, i.e. evidential difficulties: suspect identified; victim does not support further action

correlative relationship between Outcome 18 and Outcome 16 is an association that requires exploration (the Force's application of Outcome 18: *No Suspect Identified* is the lowest amongst 39 Forces who provided data). The review recommended further investigation into the use and suitability of Outcome 16 by means of crime audit examination in order to fully understand its frequent application. As identified at the outset of this report, the lack of clarity around definitions used within the Force for Outcome 14 and 16 in particular may be contributing to this.

#### **3.8.4 Rape and Serious Sexual Offences Review<sup>12</sup>**

Also in September 2018, the Performance and Governance Team undertook a review to highlight areas of delay in order to improve the victim journey in rape and serious sexual offences and provide a better service to victims. The review focussed on cases that had been open for 12 months or more.

The average time it took for a victim interview after the offence was reported was 6 days; the main delays noted were due to mental health and a lack of co-operation with the police. Once a victim interview had taken place on average it took 39 days to arrest or interview a suspect; historic cases saw the biggest delays as suspects had moved out of the Force area and took longer to locate.

The most notable findings from the review pertained to length of time taken for submission and analysis processes within the Digital Communications and Cybercrime Unit (DCCU) and delays within the file submission process; for example the average time taken to submit a case for pre-charge advice was 46 weeks and to submit to Crown Prosecution Service (CPS) was 46 weeks. The turnaround time from the CPS on a first time submission was 10 weeks, with case files being returned from the CPS for further work an average of two times per file.

The PCC's recent investment in new equipment and technology to enhance the Force's cyber-crime capacity will help to address some of these issues. The funding has helped to increase the specialist capacity for examining digital devices and introduce triaging methods to prioritise devices where there is the best chance of recovering evidence. This is essential in cases of domestic and sexual abuse where victims are at increased risk of disengaging during lengthy investigations.

#### **3.8.5 Outcome 16 Review<sup>13</sup>**

In November 2018, a more detailed review of Outcome 16 was undertaken by Inspector Diane Davies with the aim of reviewing the accuracy of Outcome 16

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<sup>12</sup> Rape and Serious Sexual Offences Review September 2018 Performance and Governance Team

<sup>13</sup> Outcome 16 Review November 2018. Author: Diane Davies



finalisations. The report stated that Dyfed-Powys police stands above the national average for Outcome 16 finalisation and is the highest within its Most Similar Group, again mirroring the position stated in numerous previous reports.

The review found substantial evidence of named suspects not being spoken with by police, in the majority of cases no rationale was applied to the decision not to engage with the suspect. Evidence is available within the sample set where the named suspect has gone on to commit further alleged offences including domestic related offences against the same victim. The reports states that failure to engage the suspect is a failed intervention opportunity and highlights lack of consistent consideration for victimless prosecution.

A further finding related to the inaccurate recording of Outcome 16 finalisations. Based on a sample set of 60 cases finalised as Outcome 16, 21 (35%) were assessed to be inaccurately finalised.

Compliance with the Victim Code of Practice (VCOP) was tested within the review. Over 50% of the data set (34 cases) were assessed to be non-compliant; this was noted in the review as particularly frustrating given that it is an area that has been reported on previously with limited improvement.

Some of the key recommendations emerging from the work are included below:

- Force Crime and Incident Registrar (FCIR) to update policy on requirements for Outcome 16 finalisation. Force policy currently requires written confirmation from the victim not supporting a prosecution. This policy is not routinely adhered to and is in conflict with accepted working practices.
- VCOP lead to develop an action plan for improved performance.
- FCIR to develop a single page crib sheet for staff summarising each available Outcome.
- FCIR to provide bespoke training and awareness on Outcomes to Crime Data Integrity (CDI) Champions.
- THRIVES to be prioritised on the force Training Needs Analysis
- Performance manager to consider whether Force Control Centre (FCC) staff should develop questioning skills using more open style questions.

A number of the recommendations mirror those provided within the report from the Collaboration and Efficiency team a year prior. These include full exploration of the potential for victimless prosecutions, ensuring victims provide a signature as evidence of their withdrawal of support, rationale for application of Outcome 16 not always being present/accurate and time lags in investigations. The review also provides earlier evidence of the findings outlined at the outset of this report regarding lack of clarity within guidance documents and policy not being adhered to.

Whilst some of the recommendations have been addressed via the work to reduce the length of investigations and the introduction of the vulnerability desk, there are many issues outlined in the report which resonate with recommendations from other reviews and reports and remain unresolved.

### 3.8.6 Sexual Offences Review<sup>14</sup>

In January 2019, a review of sexual offences was undertaken by the Performance and Governance Team. The review included analysis of 1649 sexual offences recorded and finalised between January 2014 and November 2018.

The review looked at the top 3 reasons identified for cases closed with Outcomes 14, 16 or 18. Victim did not want police contact and mental health featured within the top 3 reasons in nearly all age categories. The tables below show the reasons provided for the application of Outcomes.

Reasons for Outcome 14 finalisations	Percentage
1- <b>Did not want police contact</b> (Has either refused to give a statement, video interview or does not want to go to court/support prosecution )	44%
2- <b>Mental Health</b> (Victim does not want investigation to start/ go any further as it is impacting their mental health )	28%
3- <b>Did not perceive themselves to be a victim of crime</b> (Only wants the crime reporting/ wants words of advice given)	14%
4- <b>No victim disclosures, reported by a 3rd party</b> (Reported by school, health professional or family member )	9%
5- <b>Want the school or support services to deal</b> (Most common in child on child cases parents of both parties want the school to deal with the incident)	5%

Figure 6: Reasons for finalisation with Outcome 14

Reasons for Outcome 16 finalisations	Percentage
1- <b>Did not want police contact</b> (Has either refused to give a statement, video interview or does not want to go to court/support prosecution )	53%
2- <b>Mental Health</b> (Victim does not want investigation to start/ go any further as it is impacting their mental health )	22%
3- <b>Did not perceive themselves to be a victim of crime</b> (Only wants the crime reporting/ wants words of advice given)	15%
4- <b>Want the school or support services to deal</b> (Most common in child on child cases parents of both parties want the school to deal with the incident)	6%

<sup>14</sup> Sexual Offences Review January 2019 Performance and Governance Team

5- <b>No victim disclosures, reported by a 3rd party</b> (Reported by school, health professional or family member )	4%
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Figure 7: Reasons for finalisation with Outcome 16

Victims who stated their mental health as a reason for not continuing to support an investigation has become more prevalent in many recorded sexual offences especially in young people.

## 3.9 National reviews

### 3.9.1 The London Rape Review<sup>15</sup>

In July 2019, the Mayor of London Office for Policing and Crime published the London Review of Rape Cases, which studied 501 allegations of rape from April 2016. Within this review they considered factors affecting victim withdrawal. Some of the main findings are outlined below.

Of 501 cases studied, 58% of victims withdrew the allegation. The strongest predictors of withdrawal and police No Further Action decisions were procedural characteristics. Withdrawal was the most common form of attrition. Victims who withdrew did so soon after reporting and the majority within the police investigation stage.

Reasons for victim withdrawal were complex and often interrelated. There were typically multiple reasons given for withdrawal, the most common being:

- The stress and trauma caused or exacerbated by the investigation, particularly because of having to talk in detail about the incident
- A desire to move on from what had happened, often intensified by feeling surprised and overwhelmed by the process of official police investigation
- Concern for their own safety, or for the perpetrator's own situation, particularly in cases with a domestic abuse overlap where the victim's priority was often to put an end to the harmful behaviour, rather than a prosecution
- The act of reporting in and of itself being enough, with reasons for reporting focusing on wanting to get the incident off their chest or seeing reporting as their civic duty (in terms of providing relevant information and intelligence)
- Not having wished to report the rape in the first place, particularly in cases where the report was made within the context of the Domestic Abuse, Stalking and Harassment risk assessment

<sup>15</sup> The London Rape Review: A review of cases from 2016. Published July 2019 by the Major of London's Office for Policing and Crime

It was clear from the research that procedural characteristics, such as the administration of an Early Evidence Kit (EEK), which enables the officers to preserve forensic evidence from the victim, have an effect on victim withdrawal. Victims who were administered an EEK were 2 times less likely to withdraw.

It is also notable that if the victim participated in a Video Recorded Interview (VRI), withdrawal was six times less likely. However, it often took many attempts for the VRI to be completed and victims commonly withdrew before it took place. The report recommended routine reviews of whether VRIs were offered and whether victims are getting all the support they need to participate.

Having multiple officers in charge of the case predicted a higher likelihood (x8) of victim withdrawal. Victims typically liaised with the Sexual Offences Investigative Trained officer rather than the officer in charge throughout the investigation.

The only victim characteristic that predicted victim withdrawal was gender: male victims were three times less likely to withdraw compared to female victims. The presence of witnesses made victim withdrawal significantly less likely (x2), along with cases where the victim sustained an injury (x2). Victims who reported their rape in response to the DASH questions asked when police attended a domestic abuse call were three times more likely to withdraw than victims who reported by other means.

### **3.10 Domestic Homicide Reviews**

The responsibility for undertaking Domestic Homicide Reviews sits with Community Safety Partnerships (CSPs), with guidance provided by the Home Office. This is currently out of alignment with Safeguarding processes for conducting Serious Case Reviews and has raised some challenges at a Dyfed-Powys level regarding where accountability and oversight of the resulting action plans should sit. The PCC currently receives no formal communication from CSPs regarding either the review process or the action plans, which often contain recommendations for the Force.

Whilst CSPs are required to report action plans to the Home Office for approval, there is no central repository where plans are reviewed to identify trends in lessons learned or to provide wider recommendations at a national or strategic level. Progress against action plans should be reviewed regularly by CSPs, however there is no evidence of this happening routinely at local Partnership meetings.

The Mid and West Wales Regional VAWDASV Strategic Board have recently recommended that the learning from DHRs be included in the Regional VAWDASV Communications Strategy. It would be beneficial for the Force to provide consistent senior representation at local level on DHR panels and to ensure

resulting actions are embedded into the appropriate governance and scrutiny structure.

## 4.0 Consequences

### **Performance**

It is difficult to achieve clarity regarding the performance data surrounding victim withdrawal. Much of the data is contradictory in nature or relies on so many caveats that it is unreliable. Reports provided over time do not necessarily aggregate or display the data in a consistent manner and therefore make comparisons over time challenging and somewhat meaningless. Without confidence in the data, it cannot be used as a reliable source on which to base actions and recommendations. It also leads to wasted resources in attempting to provide an understanding and justification for apparent performance trends or variances from the national picture.

There are further complexities regarding the data sharing arrangements that accompany this information. At present it is unclear what data can be shared between the Force and the OPCC and what is available to be published. This makes scrutiny from the OPCC particularly challenging and does not allow for transparency in demonstrating Force performance.

### **Process, policy and guidance**

It is imperative that internal Force policy provides an accurate, consistent guide for officers in line with the guidance provided by the Home Office. If officers are unclear on definitions Outcomes will not be correctly or consistently applied. This not only creates an issue in terms of compliance but also raises significant questions regarding the integrity of the data on which operational decisions and recommendations are based.

There is a more fundamental consideration here regarding the Force's process for application of Outcomes. As highlighted in the report, other Welsh Forces utilise a centralised unit to quality assure crimes and apply Outcomes. This difference in approach could potentially explain the variance between Dyfed-Powys performance when compared against national and Most Similar Force figures.

### **Victim contact**

It is evident from the research undertaken for this report that there are concerning levels of duplication between departments and services with regards to who is supporting and updating victims. This leads to two equally unpalatable scenarios; either a victim who is left with no support and no information or a victim who is bombarded with confusing phone calls from a host of agencies or individuals with no clarity regarding roles and responsibilities. It is confusing enough for a victim

to navigate the criminal justice system without adding additional layers of unnecessary duplication.

### **Support services**

The Commissioner has a duty to provide services to ensure that victims are appropriately supported from point of report throughout their criminal justice journey. Victims are more likely to remain engaged with investigations if their needs are met in terms of assisting them to cope and recover from the impact of the crime. It is vital therefore that frontline officers are aware of all available services in order to ensure that the offer of service to victims is timely and accurate. Victims need to feel informed about the services on offer and be able to access them not just at point of report but also at any future time if they so wish. The Force also need to be clear on the support pathway being offered to victims at all stages of their criminal justice journey.

### **Mental Health**

Mental Health features within the top 2 reasons for all victim withdrawals. Whilst training for Sexual Offences Investigative Trained Officers includes an input on both mental health and the role of Independent Sexual Violence Advisors, there is a significant gap for victims with mental health issues that are undiagnosed and fall below any clinical thresholds regarding where they can be signposted for support. Goleudy staff have recently highlighted mental health training, in particular handling of victims with suicidal intent, as a key priority.

Despite investment by the Police and Crime Commissioner into the provision of a comprehensive victims' directory, this is no longer available on the Goleudy website. This has resulted in a significant gap for either victims or officers to locate appropriate support services that can offer mental health advocacy. There are many support services within our communities that are available to anyone requiring support. Following discussion with the Criminal Justice Department, a link to Dewis Cymru is now available which should go some way to addressing this gap. Provision of this support would not only help victims to better cope with the impact of a crime but would also increase the likelihood of them remaining engaged with the criminal justice system.

### **Informed and prioritised work plans**

It is evident that the Continuous Improvement function within the Force is not centrally driven in alignment with the Force priorities or Control Strategy. Outcomes do not appear to be governed and therefore there is no confidence that recommendations identified within these events are being used to drive service improvement. The team are a valued asset within the Force and the commitment from not just the team but all the attendees at each event is evident. However, there is a very real risk of resources being utilised inappropriately and duplication of time and effort.

Anecdotal feedback from attendees reveals a sense of frustration regarding the lack of transparency and accountability for actions identified within the events. A pertinent example is the fact that the deep dive undertaken by the PCC into tackling illegal drugs in April 2019 established the same recommendations regarding Testing On Arrest as had been identified in a continuous improvement event held two years prior. Had these recommendations been addressed, the deep dive would have revealed a very different picture.

One of the current areas for improvement within the HMICFRS action plan relates to compliance with the Victims' Code of Practice for fraud investigations. A victim satisfaction survey has been suggested to address this, with PCSOs reviewing a dip sample of vulnerable victims and relatives to obtain feedback on the service provided. This was proposed to commence in August 2019. The proposed action provides no clarity regarding how this process will align with existing functions to ensure consistency and avoid duplication, where these results will be fed back and how the Force will ensure that they are utilised alongside other information to inform service provision.

### **Strategic Oversight**

The report identifies a clear gap in strategic oversight of victims' experiences. Whilst many of the recommendations arising from previous reviews and events are fed into action plans at the tactical or operational level, this does not appear to translate easily into strategic planning. The Force operates a Vulnerability Action Plan which feeds into the National Police Chiefs Council (NPCC) national action plan. Earlier in 2019, a response to Dyfed-Powys following a national benchmarking exercise noted that there were numerous pockets of good work being undertaken but with a lack of strategic oversight. Whilst victim issues are discussed both at the Victims and Witness Board and the Strategic Vulnerability Board, these Boards are not structured in a way that enables them to inform the priorities of departments such as Corporate Communications, Learning and Development etc. which are vital to delivering what is required.

## **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. Consider a centralised resource to apply and quality assure crime Outcomes in order to deliver consistent practice aligned to national policy
2. Provide clarity regarding the data produced and how it can be utilised, in particular how it can be shared with the OPCC and wider audiences

3. Continue the work into reducing lengthy investigations which may impact upon victim engagement
4. Routinely audit the adherence to investigatory procedures likely to impact on victim engagement, including Video Recorded Interviews, Body Worn Video and Closed Circuit Television that the PCC has invested in throughout the Force area
5. Ensure that the support pathway for victims is clear, with consent gained at the first point of contact for all future referrals. To include within this:
  - a. Ensuring that a victims' directory is maintained, with up to date accurate information to signpost victims to agencies providing mental health support and advocacy within our communities
  - b. Improved awareness for victims, offenders and officers of the support services available
6. Proactively seek feedback from those victims who have withdrawn from investigations in order to inform service delivery
7. Review all recommendations and actions arising from existing victim engagement work and provide updates accordingly
8. Ensure that Continuous Improvement within the Force is strategically driven to support the control strategy and the Police and Crime Plan. This should include a central repository of information to identify trends and inform service delivery, along with clear guidelines regarding responsibility and accountability for emerging recommendations
9. Ensure clear strategic oversight of victim engagement issues, driving forward the cross departmental work required to place victims at the centre of service delivery
10. Provide consistent senior representation at local level on Domestic Homicide Review panels and ensure resulting actions are embedded into the appropriate governance and scrutiny structure.

## 6.0 Review

### 6.1 Aims

This body of work sought to identify:

1. Whether the Force's utilisation of Outcomes 14 and 16 for domestic and sexual crimes is in line with national trends and whether the rationale for any performance deviations is understood and accepted
2. Whether the application of the above Outcomes identifies any issues with Force practice or the wider criminal justice journey
3. Whether the Force are utilising all opportunities to ensure timely and effective prosecutions
4. The Force's effectiveness in retaining the engagement of victim support for investigations



5. The extent to which recommendations from reviews commissioned within Force are monitored and governed
6. The extent to which continuous improvement Outcomes drive improvement in service delivery

Through:

1. Identifying the current Force policy for utilisation of Outcomes 14 and 16
2. Identifying the trends in performance regarding application of Outcomes, both local and national
3. Undertaking a literature review of existing reports and continuous improvement events and the extent to which recommendations have been actioned
4. Presenting the views of victims and the Force's effectiveness in addressing them
5. Highlighting areas of good practice and any areas where improvements could be made.

## 6.2 Conclusion

The review has served to highlight a number of key areas for improvement for the Force to ensure it is delivering the best possible service to keep victims engaged within the criminal justice process. It is clear that victims are a priority for the Chief Constable and for Dyfed-Powys Police as a whole. However, the report suggests that the Force are not truly victim centred.

Issues with the clarity of Force policy and the consistency and accuracy of the application of Outcomes bring into question the reliability of the data provided. This is compounded by the fact that there is currently no quality assurance or scrutiny of Outcome application. Much of the data is contradictory in nature or relies on so many caveats that it is unreliable.

Victims engage well with specialist support services, with reported withdrawals revealing personal reasons rather than being linked to any activity or inactivity by the Force. This is supported by the victim satisfaction data, which shows that victims who withdraw appear to be as satisfied with their experience as those receiving other Outcomes.

The review highlights some interesting trends regarding which agency offers the support, with victims of domestic abuse in particular demonstrating a much lower rate of take up from the Goleudy service (17%) when compared to victims of all crimes offered a service by Goleudy (85%). Take up rates for the offer of service from a specialist support agency such as New Pathways are 97%, with 70% engaging with IDVA services.

Lack of awareness of the support services on offer was also repeatedly identified during this review. This is despite numerous awareness raising activity undertaken by the OPCC with regard to commissioned services including press articles, tasking meetings, internal bulletins and production of aide memoires for officers. Clearly there remains a gap in the knowledge and awareness of officers. Without this, we cannot be assured that officers are making accurate and informed offers of service to victims in order to ensure maximum engagement.

An important gap with regards to support services on offer is in relation to mental health. This has been demonstrated to be a significant factor in almost all victims who withdraw from the investigation. However, victims report anxiety and similar challenges which are below any diagnosable threshold for access to mental health services. There are numerous services which exist to support individuals in this arena including those provided by Samaritans and Mind and the Force needs to ensure that both officers and victim services are signposting victims to the appropriate support agencies.

Numerous reviews and events have already been undertaken in the Force's attempt to understand the issue of victim withdrawal, with significant resource implications. There are some key trends that emerge over the chronology of the recommendations with multiple reviews identifying the same areas for improvement at various points in time. It appears that there is no central oversight of the recommendations to emerge from such reviews or events. Therefore, whilst actions are included in operational or tactical action plans they do not translate into informed priorities across departmental work plans at a strategic level in order to influence service delivery.

The Police and Crime Commissioner is committed to monitoring the Chief Constable's progress against the recommendations set out within this review through regular progress updates provided to Policing Board.

## Appendix A – Additional context for increase in crime recording

The below have collectively contributed to increases in volumes of crime recorded:

- In April 2014 the new Outcomes framework removed detection rates, in turn removing performance pressures resulting in more crimes being recorded.
- Following the Crime Data Integrity Inspection in 2014 there was a significant push on accurate crime recording and processes.
- In December 2015 a new offence of 'engaging in Controlling/Coercive behaviour in an intimate family relationship' contrary to the Serious Crime Act 2015 Sec 76 commenced and was recorded as 105A Assault without injury.
- The Incident Crime Allocation Team (ICAT) was introduced in April 2017, with responsibility for the investigation of certain crime categories in order to assist front line police officers. A change in crime recording process followed in May 2017.
- In April 2018 the Vulnerability Desk was introduced to review domestic related incidents to ensure accurate recording of crime and Domestic Abuse Stalking and Harassment (DASH) booklets.

## Appendix B – Crime Outcomes Policy

The below is taken from Dyfed-Powys *Crime Outcomes guidance document updated April 2019*, which is available via the Force Crime Registrar's page of the intranet.

This guidance is contradictory within itself but also when compared to the definitions utilised in other Home Office documentation. For example, Page 1 of the guidance states as below:

### Outcomes applied by Officers via CMS

*Outcome 14 – Evidential difficulties – Named suspect NOT identified - **victim does not support***

*Outcome 16 – Evidential difficulties – Named suspect – **victim does not support***

The above Outcomes are in line with the Outcomes bulletin released by the Home Office in July 2019<sup>16</sup>. However, further within the Force's guidance document it states:

*Outcome 14 Evidential Difficulties (Victim based) - Named Suspect NOT identified*

*The crime is confirmed but **victim either declines or is unable to support further police investigation** to identify the offender*

*If the victim tries to identify the suspect without success and the suspect cannot be identified by other means another Outcome type should be considered. This Outcome can also be used if the Suspect is known by a nickname only but their full identity cannot be established.*

*Where the victim declines to identify the suspect a signed PNB or statement should be obtained from the victim where possible.*

*If the victim declines to complete a statement or sign a PNB this should be included in the decision making rationale.*

- *Document the reasons why further action is prevented in the CMS Enquiries.*
- *Scan any supporting documentation that documents the victim's refusal or inability to support further investigation onto CMS.*

*Outcome 16 Evidential difficulties – Victim based*

<sup>16</sup> Crime Outcomes in England and Wales: year ending March 2019. Statistical Bulletin HOSB 12/19

***A Named Suspect has been identified but **the victim does not support (or has withdrawn support for) Police action.*****

*This Outcome would be used where CPS determine that despite there being a named suspect nevertheless there is insufficient evidential opportunity to secure a realistic prospect of a conviction. This includes crimes where the victim does not support Police action from first contact (but the suspect is named) and where support is initially given but later withdrawn.*

*In certain circumstances prosecution can still take place without the victim supporting the prosecution e.g. serious offences and domestic incidents. If this is the case then another Outcome type should be used as appropriate.*

*Where the victim declines to support Police action a signed PNB or statement should be obtained from the victim where possible.*

*If the victim declines to complete a statement or sign a PNB this should be included in the decision making rationale.*

- *Ensure an identified or named suspect record is attached to the crime record (contact CRB to update if necessary).*
- *Document the reasons why further action is prevented in the CMS Enquiries.*
- *Scan any supporting documentation that documents the victim's refusal or withdrawal of support further investigation onto CMS.*
- *If the victim declines to complete a statement or PNB this should be endorsed in the CMS.*

The descriptions contained in the boxes above align with the original guidance provided by the Home Office<sup>17</sup> when the Outcomes framework was established in 2014. These are also the definitions used within iQuanta.

On the Force's performance management tool Qlikview, the description of the Outcomes are as below:

- Outcome 14 victim declines/unable to support action
- Outcome 16 victim does not (or has withdrawn) support

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<sup>17</sup> Crime Outcomes in England and Wales 2014/15 Statistical Bulletin 01/15

## Appendix C – Recommendations and issues emerging from existing reviews

Review	Author / Sponsor	Date	Recommendations / Issues identified	Update
Victims' journey 2 Continuous Improvement events plus a specific domestic abuse victims' journey	Detective Chief Superintendent for Criminal Investigation Department and Assistant Director of Criminal Justice	March 2016	<ol style="list-style-type: none"> <li>1. Dyfed Powys Police (DPP) to set up central mailbox for defence applications in order that all notices are received in one place. DPP to notify Crown Prosecution Service (CPS) of all applications. Her Majesty's Courts and Tribunal Service (HMCTS) to ensure proper compliance with Criminal Procedure Rules. Defence representatives on Local Criminal Justice Board (LCJB) and Summary Justice Performance Group to ensure all Defence Solicitors are made aware of the issue and proposed solution.</li> <li>2. Sexual offences to be automatically referred to New Pathways by police at point of report.</li> <li>3. Raise Officer awareness of importance of informing Independent Sexual Violence Advisors (ISVAs) of cases with No Further Action</li> <li>4. Insufficient info re the risk assessment undertaken for Restorative Justice – process to be reviewed</li> <li>5. Inform staff in Witness Care Unit that HMCTS are to be copied into emails. Amend letter introducing Citizens Advice Witness Service (CAWS) to make it clearer who to contact.</li> <li>6. Not enough pre-trial visits being arranged Potential to pay expenses for pre-trial visits</li> <li>7. Requirement for special needs to be considered to be included as part of training to be rolled out for all officers re: special measures and vulnerability.</li> </ol>	

			<ol style="list-style-type: none"> <li>8. CPS to look at potential of including charge information to CAWS</li> <li>9. Information provided to victim re: video link can cause confusion Training being rolled out to Officers. CPS offered assistance with this.</li> <li>10. Refer people to the Help Hub website which can be kept up to date.</li> <li>11. Consider possibility of personalised letters to increase Restorative Justice self-referrals</li> <li>12. Probation and Witness Care to agree best referral method for victims requiring victim liaison support.</li> <li>13. Late results for Remand Offenders (4.30pm Friday) – Probation to look at the number of occurrences.</li> <li>14. Mental Health Duty to Victims &amp; Partners (Victim Contact Scheme) - what is the number of cases that this affects within DPP</li> <li>15. CPS/HMCTS will look at why some restraining orders are not being forwarded on to witness care</li> <li>16. More conversations required with lawyers about releasing witnesses.</li> <li>17. Restorative Justice criteria – too rigid &amp; limiting the number of self-referrals? OPCC to look at potential for expanding the criteria.</li> <li>18. Reiterate to Officers to update the Crime System when victim has been updated. Is there an IT fix?</li> <li>19. Restraining Orders. Use the wording of the Restraining Order written by District Judge Richard Williams.</li> <li>20. Summons &amp; Conduct money for victims / witnesses to attend court. Look into reverting back to organising transport for the witness rather than issuing conduct. Conduct money is not currently provided by external forces.</li> <li>21. Responsibility for victim during the trial. Need a Protocol regarding differing responsibilities for various roles</li> </ol>	
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<p>Insights from Victims</p>	<p>University of South Wales</p>	<p>2016</p>	<ol style="list-style-type: none"> <li>1. The support provided by family and friends who were aware of the victims allegations should be acknowledged by the criminal justice system (CJS) agencies and family and friends should be encouraged to ensure the victim reports the matter.</li> <li>2. With regard to the police, officers should be reminded that previous complainants should be treated as if they were first time victims, thus obviating the criticisms regarding previous contact with the police shaping their perceptions of victims.</li> <li>3. The police should highlight the fact that victims stated that they (the police) would believe them in order to encourage others to do likewise.</li> <li>4. The support provided by family and friends who were aware of the victims allegations should be acknowledged by the CJS agencies and family and friends should be encouraged to ensure the victim reports the matter.</li> <li>5. An overreliance on the influence of the media to encourage such incidents to be reported through publication of high profile cases may be misplaced. It may be better to utilise media to encourage families to support reporting of such offences.</li> <li>6. At initial point of contact, the police should be aware of the sensitive nature of the incident and treat the victim with all due respect. Specialists should be utilised as soon as possible at the scene in order to reduce criticisms of first responders. This includes staff from New Pathways.</li> <li>7. Similarly, the victim should be provided with information or briefed about the 'journey' that needs to be undertaken within the Criminal Justice System as soon as is reasonably practicable. This will manage individual's perceptions and help avoid any future conflict.</li> <li>8. The role of the CPS and the courts should be clearly explained to victims who have difficulty in separating the functions of both agencies. Much criticism of the whole procedure was levelled at these two agencies.</li> </ol>	
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			<p>9. Policy should ensure a clear and consistent partnership procedure for dealing with victims of such offences, including an understanding of the role of different agencies, and where they should be introduced into the procedure for the benefit of the victim.</p>	
Review of Outcome 16	Collaboration and Efficiency Team	September 2017	<ol style="list-style-type: none"> <li>1. Officers were not always carrying out full enquiries to support the investigation, for example is Body Worn Video being utilised at all opportunities?</li> <li>2. Pocket Notebooks weren't always signed by the victim that they did not wish to support the investigation</li> <li>3. Supervisors not challenging some of the investigative decisions (or lack of) by their staff - are victimless prosecutions being identified where appropriate?</li> <li>4. Lack of signposting to support agencies</li> <li>5. Work not being reallocated when appropriate - victim becomes disillusioned</li> <li>6. Voluntary Interview as opposed to arrest - does this mean longer wait times for a suspect to be interviewed and therefore a prosecution being delayed</li> <li>7. Time lags in the Investigation</li> </ol>	
Victim Satisfaction Continuous Improvement Event	Superintendent holding the portfolio	September 2017	<ol style="list-style-type: none"> <li>1. Central repository required to collate all feedback information: feedback via different avenues</li> <li>1. Give Force Control Centre (FCC) access to Crime Management System (CMS) permission to update - only in certain circumstances</li> <li>2. Resources available need to be fully explained to FCC/officers e.g Track my Crime, more promotion needed</li> <li>3. Pressure on call handlers to answer as many calls quickly as possible, causing data integrity issues</li> <li>4. Victim consent questions on Mobile Data Terminals are confusing. Incomplete information going to Goleudy</li> <li>5. Lack of updates to victims, biggest cause of dissat. Ensuring victims are updated as and when agreed</li> </ol>	

			<ol style="list-style-type: none"> <li>6. We Care - are we continuing with this? Guidance is required around the We Care initiative: When should it be issued? What point of investigation? To whom?</li> <li>7. Too much info to be provided (leaflets) e.g victim of crime leaflet, We Care card</li> <li>8. Service recovery unclear - more clarity on who should deal with problem. Public Service Bureau work office hours - if complaint after 6pm where then?</li> <li>9. Victim updated via tasking not working, tasking for supervisors requires amending</li> <li>10. Free text responses not being analysed at present. Losing valuable information and context</li> </ol>	
Sexual Offences (children)	Superintendent holding the portfolio	November 2017	<ol style="list-style-type: none"> <li>1. First Attendance policy to be developed to address lack of clarity re who incident is allocated to, creation of safeguarding referrals etc.</li> <li>2. Feedback to Regional Safeguarding Board re timeliness of information provided by some partners e.g. Education or Health</li> <li>3. Issues re provision of paediatric service for medical exams - Feed into Sexual Abuse Referral Centre (SARC) meeting and query risk register: <ul style="list-style-type: none"> <li>• Child has to travel to Swansea /Cardiff to SARC.</li> <li>• Lack of funding for SARCs in rural areas.</li> <li>• Travelling time for Paediatrician or Forensic Medical Examiner (FME). They may be hours away and examination may be delayed until next day.</li> <li>• If both the suspect in custody and the victim need a medical examination, DPP don't have enough FMEs available to deal with both.</li> </ul> </li> <li>4. Criminal Investigations Department Training to attend Rape Steering Group. Other potential improvements include: <ul style="list-style-type: none"> <li>• Witness Impact Booklet training to new recruits</li> <li>• Training days for established officers, especially response.</li> <li>• Train the trainer days using a specialist trainer</li> </ul> </li> </ol>	

			<ul style="list-style-type: none"> <li>• Communication</li> </ul> <ol style="list-style-type: none"> <li>5. Feedback joint working / training suggestions to Social Services. Other potential improvements include:             <ul style="list-style-type: none"> <li>• Clarity or guidance on what support is there for the child.</li> <li>• Joint training for Joint Investigation Unit / Protecting Vulnerable People and social workers to help build rapport.</li> </ul> </li> <li>6. Policy re use of Intermediaries needs to be clarified.</li> <li>7. Feed into Rape Steering Group meetings and Video Interview Meetings with courts to look at best practice and what went wrong.</li> <li>8. Establish email groups of specialists to share best practice.</li> <li>9. Other potential improvements include:             <ul style="list-style-type: none"> <li>• Refresher training in planning for specialist interviewers.</li> <li>• Child supporters to be available for the video interview.</li> <li>• Planning and preparation training / refresher training</li> <li>• Planning for the interview - prepping room and deciding on the best way to proceed</li> <li>• Make better use of Interview Advisers for complicated cases. Publicise who they are.</li> <li>• Best practice training.</li> <li>• Monitors - training for all officers on equipment &amp; clearly defined guidance on role of monitors.</li> <li>• Equipment - earpieces for communication with monitor rather than going out.</li> <li>• Reviews of interview room - checklist for housekeeping</li> </ul> </li> <li>10. Victims' Board to consider solutions: Clarity is required over support and referrals, a clear picture of who is providing what support and why.</li> </ol>	
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			<ul style="list-style-type: none"> <li>• No clarity on who is main child support at each stage</li> <li>• Goleudy is not always aware of who else is supporting the child.</li> <li>• Officers are not always aware of what support is there for the child.</li> <li>• Goleudy do not have child trained officer.</li> <li>• Query whether it is explained to the child / parents who is providing what support.</li> <li>• It is often GPs who refer young victims for support and the GPs often don't know who to refer to.</li> <li>• There is no statutory obligation for any particular organisation to fund counselling.</li> </ul> <ol style="list-style-type: none"> <li>11. IT fix for Case Prep / Digital Portal to flag as child victim and get notifications to Pre Charge Advisors.</li> <li>12. Reintroduce Rape and Serious Sexual Offences unit attachment for new Detective Inspectors.</li> <li>13. Criminal Justice board to discuss out of court disposals (child on child) via Youth Bureau process. If not suitable, how do we ensure opportunity to support victim?</li> <li>14. Criminal Justice board to discuss time limits post-charge to complete further work requests. There is a 14 day limit to provide additional material (Officer In Case gets 7 days) which has implications later for Judiciary.</li> <li>15. Regional Safeguarding Board to discuss impact of changes to Bail arrangements and implications for safeguarding.</li> </ol>	
Outcome 16 Review	Performance and Governance Team	September 2018	<ol style="list-style-type: none"> <li>1. By means of crime audit examination, further investigation into the use and suitability of Outcome 16 is recommended to fully underpin the mechanism surrounding its frequent application.</li> <li>2. While an inverse correlative relationship may exist between volumes of Outcome 16: <i>Victim Does Not (or has withdrawn) Support</i> and Outcome 18: <i>No Suspect</i></li> </ol>	

			<i>Identified</i> , further research is required to further examine this association.	
Rape and Serious Sexual Offences Review	Performance and Governance Team	September 2018	<ol style="list-style-type: none"> <li>1. A multi-agency continuous improvement event focusing on the end to end process should be held for all parties to understand their role in the delays and to drive improvements</li> <li>2. A review of work processes within the Digital Communications and Cyber-crime Unit (DCCU) should be commissioned in an attempt to reduce the significant time taken in both the submission and analysis processes.</li> <li>3. A demand review of the DCCU should be initiated before the end of 2019 to understand fully the workloads within the unit, how they could be mitigated and issues that should feed into the 2019 Force Management Statement</li> </ol>	
Outcome 16 Review	Diane Davies	November 2018	<ol style="list-style-type: none"> <li>1. Performance manager to consider whether Force Control Centre (FCC) staff should develop questioning skills using more open style questions.</li> <li>2. FCC staff to develop the Investigation element of THRIVES to include early identification and preservation of forensic evidence.</li> <li>3. FCC staff to ensure that the correct victim details are captured on Storm, particularly where a parent makes a 3rd party report on behalf of a child.</li> <li>4. Force Crime Incident Registrar (FCIR) to update policy on requirements for Outcome 16 finalisation</li> <li>5. FCIR to develop a single page crib sheet for staff summarising each available Outcome.</li> <li>6. FCIR to provide bespoke training and awareness on Outcomes to Crime Data Integrity (CDI) Champions.</li> <li>7. CDI Champions to promulgate awareness of Outcomes and in particular key message that there is no "preferred Outcome".</li> <li>8. CDI Champions to identify and feedback to FCIR any internal processes or impediments to consistent and accurate application of Outcomes.</li> </ol>	

			<ol style="list-style-type: none"> <li>9. Performance and Outcomes Board to monitor Outcomes data and action any trend that suggest potential anomaly.</li> <li>10. Victims Code Of Practice Lead to develop an action plan for improved performance.</li> <li>11. THRIVES to be considered on the force Training Needs Analysis and training prioritised.</li> <li>12. Crime Recording and Investigation policy to include an expectation that named suspects will be seen by police and exceptions require a rationale to be recorded.</li> <li>13. Consider development of a multi-agency Joint Audit Task and Finish Group to review sample sets of Domestic Incident cases particularly where there is a child in the household.</li> <li>14. The Crime Recording User Group to consider a Task and Finish Group to probe and understand the high incidents of skeleton records as a result of Domestic Crimes and reduce the bureaucracy attributed.</li> <li>15. Consider a Qlikview tab to highlight open cases over 6 weeks old to be raised at Daily Management Meetings</li> <li>16. Local Performance Meetings to consider open cases over 3 months</li> <li>17. Protecting Vulnerable People Unit lead to discuss with Regional Safeguarding Board CYSUR and agree protocol for sexual activity involving children and young people over 13 and under 16 years.</li> </ol>	
Sexual Offences Review	Performance and Governance Team	January 2019	No recommendations made. Key findings include prevalence of mental health as reason for victim withdrawal.	
Domestic Abuse	Assistant Director of	January 2019	<ol style="list-style-type: none"> <li>1. Mandatory questions for Goleudy not completed by officer- question to be reviewed, need authorisation.</li> </ol>	

	Criminal Justice		<ol style="list-style-type: none"> <li>2. Quality of Domestic Abuse Stalking and Harassment (DASH) submission – being addressed via Domestic Abuse (DA) Review</li> <li>3. Secure mail issue. Not all DA referrals are coming through to the Independent Domestic Violence Advisors (IDVA) – Legal mail updated</li> <li>4. Potential duplication between Goleudy, Criminal Investigation Department, Domestic Abuse Officers (DAOs) etc in respect of referrals to Neighbourhood Tasking Unit</li> <li>5. Time taken from complaint to charge impacting on victim &amp; support agencies – early investigation advice and Digital Comms and Cybercrime Unit intervention</li> <li>6. Crown Prosecution Service (CPS) Direct wrongly advising officers that they should make a caution decision without referring to CPS Direct first – addressed via Directors Guidance to Charging</li> <li>7. CPS Action Plans - not all points being actioned by the officer – Plan in place, compliance monitored</li> <li>8. Not all safe numbers are being pulled through from Mobile Data Terminals onto Crime Management System. Estimate only 50% of data being pulled through. IT working on fix</li> <li>9. Where there have been protracted enquiries, supporting agencies and DAOs are not automatically updated when No Further Action / Caution is administered - query automatic process from Police National Computer.</li> <li>10. Confusion over whose responsibility it is to update victim, resulting in numerous agencies contacting victim</li> <li>11. CPS file-review deadlines not always met. Long delays in advice re: Special Measures- CPS to prioritise</li> <li>12. Postal Requisition - safeguarding concerns for victim- Review process and letters</li> <li>13. Late requests from CPS to Witness Care Unit (WCU) to warn victim to attend court. Leaves little time for WCU to get hold of victim and make necessary arrangements.</li> </ol>	
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			<ol style="list-style-type: none"> <li>14. Pembs/Ceredigion IDVAs no longer receive updates regarding High Risk cases in Court – WCU to resolve</li> <li>15. Misuse of IDVAs by both Defence and Prosecution to be raised via Specialist Domestic Violence Court (SDVC)</li> <li>16. Haverfordwest Magistrates Court - issues with layout. To be picked up by SDVC</li> <li>17. Victim use of Video Link or screens in court – Officers to explain to victims via Special Measures</li> <li>18. Speed of updates to victim. Victim sometimes see the result on social media before receiving the official update. Open court - no control over attendees</li> <li>19. Outcomes of Saturday Remand Courts not picked up by WCU until Monday: Single Point Of Contact to be identified in Ops Room</li> <li>20. Processes re: sentencing. Criminal Justice Department to feed back to Local Criminal Justice Board</li> <li>21. Restraining Order: Sometimes the victim doesn't receive a copy - Courts to provide update</li> </ol>	
Domestic Abuse process mapping	Domestic Abuse Review lead officers	May 2019	<ol style="list-style-type: none"> <li>1. Review numbers of Domestic Abuse Stalking and Harassment (DASH) forms coming in from third parties and missing information as no DASH recorded internally and linked to Crime</li> <li>2. Look at Crime Data Integrity issues</li> <li>3. Check if any synergy between vulnerability hub &amp; Crime Recording Unit /Multi Agency Risk Assessment Conference (MARAC)</li> <li>4. Check if Force Intel Bureau (FIB) are missing some Domestic Abuse (DA) Victims/repeat victim information</li> <li>5. Crime Audit Team to look at changes to opening codes</li> <li>6. Force Crime Registrar (FCR) to give details of the audits i.e. fields\areas looked at</li> <li>7. Crime Audit Team to look at capacity to increase audits</li> <li>8. Comms to officers to explain process and possible delays to them getting information from DA desk</li> </ol>	



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|  |  |  | <ol style="list-style-type: none"> <li>9. Communication re clarity on responsibilities between various desks (Firearms, Intel, FIB)</li> <li>10. Information sharing agreement with Probation; intelligence sharing, markers etc.</li> <li>11. Review and refine briefing document, decide what information needed for Crown Prosecution Service from briefing package</li> <li>12. Desk to tell officers if there are immediate issues before package is completed</li> <li>13. Review disputes</li> <li>14. Need to understand increase in MARAC referrals - need a better threshold as to what goes into MARAC and what doesn't</li> <li>15. Comms needed re DASH for under 16s when there doesn't need one</li> <li>16. Need quality of DASH to feed into a central repository - learning the lessons and on Basic Command Units</li> <li>17. Can Crime Audit Team send improvements they are seeing in relation to children details, firearms etc</li> <li>18. Check repeat victim issue - booklets not being updated - officers need to contact Crime Recording Bureau to update it.</li> <li>19. Comms to officers to check questions re arrest made, appropriate action to mitigate risk etc. prior to leaving scene</li> <li>20. Look at realigning the performance meetings to ensure DA is being covered</li> <li>21. Comms re the purpose and importance of officers having to complete the DASH</li> <li>22. Need to Quality Assure the Risk Assessments</li> <li>23. Check for missing data and turn the auto forward off so a button has to be pressed to share info</li> <li>24. VAWDASV Regional Board to pick up issue of sharing information between different Local Authorities</li> <li>25. Check to see what is being sent out by the system regarding vulnerable adults/dependants</li> </ol> |  |
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			<p>26. Check Pregnancy field being shared</p> <p>27. FCR to ensure that adult dependants are not removed from the dependants section</p> <p>28. Clarify average number going to MARAC and average cost</p> <p>29. FCR /Crime Audit to sit with Desk to Quality Assure</p> <p>30. Task and finish group to be set up to sort out functions of the desk - DA Champions, desk to tweak functions.</p>	
Sexual offences victim pathway workshop (adults)	Chief Inspector with portfolio and Office of the Police and Crime Commissioner.	July 2019	<ol style="list-style-type: none"> <li>1. Future SARC sites identified through regional project- Aberystwyth, Swansea, Cardiff. Concerns raised regarding loss of provision in Carmarthen where there is currently 24 hour A&amp;E provision close to SARC. How will this work at Aberystwyth? To be raised at Regional Project Board</li> <li>2. All victims will now be interviewed by PIP2 trained Detective Constable (College of Policing change). Role of Sexual Offences Trained Officer (SOTO) has changed. Review of demand and number of SOTOs to be undertaken.</li> <li>3. Roles of all involved (SOTO, Crisis Worker, Independent Sexual Violence Advisor, Goleudy, Citizens Advice Witness Service) to be clearly explained in training inputs, particularly Criminal Investigation Department training, and also clarity around provision to enable officers to manage victims expectations eg. Expect a wait for counselling services</li> <li>4. Provision of Health part of examination has been addressed at regional level. If particular issues arise locally in the meantime, to be raised through Rape and Serious Sexual Offences group.</li> <li>5. New Pathways to consider the lone working policy and the impact this is having. Already developing work via GP practices etc. to achieve more outreach locations.</li> <li>6. Goleudy to support families of child victims, but children and adult Sexual Offence victims to be supported by New Pathways exclusively.</li> </ol>	

			<ol style="list-style-type: none"> <li>7. Goleudy IT system to automatically feed through to update Crime Management System that Goleudy have had contact (record that contact made, but no detail of discussion) - Goleudy to address with IS&amp;T. To be noted manually in the interim</li> <li>8. Legal issues to be addressed - will not allow victim details to be sent directly to New Pathways at present.</li> <li>9. Confusion around who will provide what contact, and how often</li> <li>10. Officer In Case to make it very clear in victim's contract what information / how often they will provide, and explain what contact and support will be provided by New Pathways.</li> <li>11. Communications to all officers regarding victim contract and management of expectations</li> <li>12. In light of above changes, Force policy to be reviewed and updated</li> </ol>	
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Heddlu Police  
**DYFED  
POWYS**

Mark Collins QPM  
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30<sup>th</sup> January 2020

Mr. Dafydd Llywelyn,  
Police & Crime Commissioner,  
Dyfed-Powys Police,  
Police Headquarters,  
Carmarthen. SA31 2PF

Dear Commissioner,

I would like to take this opportunity to acknowledge the deep dive review that has been completed by you and your department into the Force's approach to monitoring Victim's withdrawal which as you know is one of my main priorities for the force in respect of improving victim satisfaction and confidence in policing.

I would like to assure you that we will continue to build on our performance and T/ACC Roderick has appointed Supt Ifan Charles to lead on the Force Gold Group.

For your information, the following points will be progressed:

- A Force Action Plan will be compiled in February 2020 pulling together the points and recommendations raised in the Victims Withdrawal Review.
- This will be overseen by a Force Gold Group which will be convened in February 2020
- Monthly updates will be provided at Policing Board on the Force Action Plan
- A presentation will be made at the Policing Board in May as to progress on the Force Action Plan.

I will ensure that the force now works closely with your office to ensure that the identified recommendations within the report are worked through at both a strategic and operational level, and provide a planned course of action moving forward.

Should you wish to discuss this with me in the meantime, please do not hesitate to contact me.

Yours sincerely,

Mark Collins,  
Chief Constable.

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## DYFED-POWYS POLICE AND CRIME PANEL 21<sup>ST</sup> FEBRUARY 2020

### 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:

Robert Edgecombe

Designation:

Legal Services Manager

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01267 224018

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rjedgeco@carmarthenshire.gov.uk

**EXECUTIVE SUMMARY  
DYFED-POWYS POLICE AND CRIME PANEL  
21<sup>ST</sup> FEBRUARY 2020**

**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-0511/58</b>	<b>County Hall, Carmarthen</b>

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**Decisions made by the Commissioner (including those made at Policing Board) 28<sup>th</sup> of January 2020 – 14<sup>th</sup> of February 2020**

Title & Summary	Date
<p><b>The Commissioner agreed that Dyfed-Powys Police should take part in the second phase of the Independent Custody Observers Pilot.</b></p> <p>The Commissioner agreed the decision for Dyfed-Powys Police to take part in the second phase of the Independent Custody Observers Pilot. The Dyfed-Powys Independent Custody Visiting scheme is currently taking part in a national pilot being led by the Independent Custody Visiting Association (ICVA). Split into 2 phases, the first phase commenced in September 2019 and allows Independent Custody Visitors to review the custody records of those identified as vulnerable to get a better insight into the care extended to vulnerable detained persons.</p> <p>Phase 2 will commence in January 2020 and will include some changes to Independent Custody Visitors' visits to custody. They will be able, with the consent of the detainees, to review the booking in and release procedures within custody. They will also answer specific questions on these procedures with a focus on the wellbeing of detainees and their rights.</p>	29 <sup>th</sup> January
<p><b>The Commissioner agreed a contribution of £1,250 toward Stand Up to Domestic Abuse.</b></p> <p>The Commissioner agreed a contribution of £1,250 toward Stand Up to Domestic Abuse. The sponsorship is made jointly with the Police and Crime Commissioners for South Wales, North Wales and Gwent at a total cost of £5,000.</p> <p>The contribution will go towards funding the 'Jack Sparrow Award' awarded at an event called Victorious on the 26<sup>th</sup> of September 2020 at the Celtic Manor Resort. The event follows on from 2019's 'First Survivor-led Domestic Abuse Conference for Survivors' with all money raised going to help women and children coming out of refuge.</p>	3 <sup>rd</sup> February
<p><b>The Commissioner agreed a contribution towards Participatory Budgeting.</b></p> <p>The Commissioner agreed a contribution towards the Force who will be running a pilot Participatory budgeting event in Newtown. The Force will work with Mutual Gain who will assist in the delivery of the pilot. Mutual Gain are a consultancy agency specialising in running PB events and training. Following the results of the event in Newtown, other events will be rolled out across the Force to assist the Neighbourhood Policing Teams in determining what it is</p>	14 <sup>th</sup> February

the community would like to invest in.

The Commissioner has agreed to commit £140,000 towards the Neighbourhood Policing Teams (£10,000 per Team) to allow them to deliver these events successfully.

## DYFED-POWYS POLICE AND CRIME PANEL 21<sup>ST</sup> FEBRUARY 2020

### FEEDBACK FROM THE POLICING ACCOUNTABILITY BOARD ON THE 17<sup>TH</sup> FEBRUARY 2020

#### Recommendations / key decisions required:

To note the feedback from Panel members who observed the meeting and question the Commissioner as appropriate.

#### Reasons:

Scrutiny of how the Commissioner holds the Chief Constable to account is a key function of the Panel.

Report Author:

Robert Edgecombe

Designation:

Lead officer

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01267 224018

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**EXECUTIVE SUMMARY  
DYFED-POWYS POLICE AND CRIME PANEL  
21<sup>ST</sup> FEBRUARY 2020**

**FEEDBACK FROM THE POLICING ACCOUNTABILITY BOARD  
ON THE 17<sup>TH</sup> FEBRUARY 2020**

The Scrutiny of how the Police and Crime Commissioner holds the Chief Constable to account is a key function of the Panel.

One of the methods by which the Commissioner performs this function is the holding of public Policing Accountability Board meetings.

Panel members regularly attend these meetings as observers to satisfy themselves that the Commissioner is holding the Chief Constable to account appropriately.

The last Policing Accountability Board was held in Tenby on the 17<sup>th</sup> February 2020.

**DETAILED REPORT ATTACHED?**

**No**

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

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## DYFED-POWYS POLICE AND CRIME PANEL 21<sup>ST</sup> FEBRUARY 2020

### MEETING WITH THE DEPUTY FIRST MINISTER

#### Recommendations / key decisions required:

To receive a verbal report from Professor Ian Roffe regarding the meeting

#### Reasons:

Representatives of all the Welsh Police and Crime Panels and the WLGA met the Minister in Cardiff on the 2<sup>nd</sup> January 2020.

Report Author:

Professor Ian Roffe

Robert Edgecombe

Designation:

Panel Vice-Chairman

Lead officer

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01267 224018

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**EXECUTIVE SUMMARY  
DYFED-POWYS POLICE AND CRIME PANEL  
21<sup>ST</sup> FEBRUARY 2020**

**MEETING WITH THE DEPUTY FIRST MINISTER**

Following discussions at the last meeting of the Chairs and Vice-Chairs of the Welsh Police and Crime Panels in 2019, the WLGA agreed to facilitate a meeting between the Panels and the Deputy First Minister, Jane Hutt AM.

The purpose of the meeting was to raise with the Minister concerns about how panel members are appointed and how the panels are funded and in particular that the unique status of the Welsh Panels places them at a disadvantage in comparison with their English counterparts.

The Dyfed-Powys Panel was represented at the meeting by its Vice-Chair, Professor Ian Roffe, who will provide verbal feed back to the Panel at its 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:**

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**Note of meeting between Deputy Minister & Chief Whip and the Police & Crime Panel (PCP) Chairs in Wales, 22 January, 2020, 10:15 AM, Conference Room, Second Floor, Ty Hywel, Cardiff Bay**

**Attendees**

Jane Hutt AM, Deputy Minister & Chief Whip (DMCW)  
Karin Phillips, Deputy Director Community Safety (KP)  
Jayne Phillips, Crime & Justice (JP)

Councillor Colin Mann – Vice Chair Gwent Police & Crime Panel (CM)  
Rachel Morgan, Wales Local Government Association (RM)  
Mel Jehu – Vice Chair South Wales Police & Crime Panel (MJ)  
Professor Ian Roffe – Vice Chair Dyfed Powys Police & Crime Panel (IR)  
Patricia Astbury – Chair North Wales Police & Crime Panel (PA)

1. Welcome & Introductions. DMCW. The meeting was requested by the Chair of the WLGA PCP's in Wales group to discuss the work of the PCPs and discuss the problems with the way panels are constituted in Wales.
2. Each of the PCP chairs gave an overview on their respective panel membership and how they were chosen and appointed.
3. The DMCW asked the group to summarise the main issues faced by PCPs. All agreed that these are:
  - Funding – there had been no uplift to the annual grant received from the Home Office since their inception. This is taken up by expenses and the regular meetings. Panel members often cover their own costs when the budget runs out. There is insufficient to cover training or conferences, and membership turnover increases the need for training. DMCW asked if similar concerns had been raised by English PCPs and if RM was aware of the extent to which LAs in England provide additional funding to PCPs.

**Action Point 1**

RM to provide information on the extent to which LAs contribute to PCPs in Wales and in England and whether similar concerns had been raised about funding levels by English PCPs

- Panel constitution – In Wales, the Panel is not a committee or joint committee of any local authority and in general in Wales’s panels work very well together and positive relationships have developed over time. This means that panels in Wales are unable to utilise resources from the local authority for support if the LA wishes to. In England, Local authorities are free to use their own budgets to resource the Police and Crime Panels as they see fit.
  - Legislation - The legislation to change the status of Panels in Wales is UK Government legislation. Also given that the National Assembly rejected the LCM in 2012 that was required to establish PCPs in Wales in the same way as in England therefore if it was agreed there would be benefit in revisiting the way PCPs in Wales are constituted then the view of the Assembly would need to be sought too.
  - Appointing panel members – given the status of the Panels in Wales, nominated panel members have to be submitted to the Home Secretary for agreement. It can take up to 8 weeks for the agreement to be received. For that period the new member is observing only. Usually the process of securing nominations was not problematic. However in May this year. There are also council elections in England as well as the PCC elections in England and Wales. This could bring a big churn in membership of elected members, added to the time taken by the Home Office to approve nominations.
4. It was confirmed that WLGA provide support to PCPs. For example the WLGA meet regularly with PCP chairs twice a year. WLGA had had a good relationship with the previous Home Office Crime Director, and are aiming to establish this with the current director.
  5. DCMW asked that RM work with the four Chairs to produce a short note summarising the issues and what they suggested could be done to address them. The paper should highlight where the situation in England differs and why. KP would raise the issues with the Home Crime Director, Asim Hafeez, with whom she has regular meetings.

## **Action Point 2**

Panel members to draft a paper on the issues and KP would raise with the Home Office Crime Director for Wales

6. There was discussion around the possibility of a representative of the panels attending the Policing & Partnership Board for Wales. DMCW explained the Board is owned by the PCCs and CCs and they have the responsibility for the Terms of Reference and membership; they had invited the FM to chair and he sometimes delegates the role to the DMCW. DMCW suggested the members

could contact Paul Morris, the Head of the Police Liaison Unit to have that discussion.

**Action Point 5**

JP to link the panel members with Paul Morris.

7. DMCW will inform the members of the Policing & Partnership Board for Wales about today's meeting. A paper will be drafted to take to the Policing Board for information.

**Action Point 6**

DCMW to inform the Policing & Partnership Board for Wales of her meeting with the PCP Chairs

8. DMCW suggested today's discussion/meeting could continue between the panel members and officials. DMCW also suggested KP attend one of the meetings convened twice a year with the WLGA and the panel chairs.

**Action Point 7**

RM to invite KP to one of the WLGA PCP meetings

**Action Point 8**

KP and RM will meet and discuss PCPs outside the meeting.

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