

PEEL

Police effectiveness, efficiency and legitimacy 2018/19

An inspection of Dyfed-Powys Police



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What this report contains

This report is structured in four parts:

1. Our overall assessment of the force's 2018/19 performance.
2. Our judgments and summaries of how effectively, efficiently and legitimately the force keeps people safe and reduces crime.
3. Our judgments and any areas for improvement and causes of concern for each component of our inspection.
4. Our detailed findings for each component.

Our inspection approach

In 2018/19, we adopted an [integrated PEEL assessment](#) (IPA) approach to our existing PEEL (police effectiveness, efficiency and legitimacy) inspections. IPA combines into a single inspection the effectiveness, efficiency and legitimacy areas of PEEL. These areas had previously been inspected separately each year.

As well as our inspection findings, our assessment is informed by our analysis of:

- force data and management statements;
- risks to the public;
- progress since previous inspections;
- findings from our non-PEEL inspections;
- how forces tackle serious and organised crime locally and regionally; and
- our regular monitoring work.

We inspected all forces in four areas:

- protecting vulnerable people;
- firearms capability;
- planning for the future; and
- ethical and lawful workforce behaviour.

We consider the risk to the public in these areas important enough to inspect all forces every year.

We extended the risk-based approach that we used in our 2017 effectiveness inspection to the efficiency and legitimacy parts of our IPA inspections. This means that in 2018/19 we didn't inspect all forces against all areas. The table below shows the areas we inspected Dyfed-Powys Police against.

IPA area	Inspected in 2018/19?
Preventing crime and anti-social behaviour	Yes
Investigating crime	No
Protecting vulnerable people	Yes
Tackling serious and organised crime	No
Firearms capability	Yes
Meeting current demands	Yes
Planning for the future	Yes
Treating the public fairly	Yes
Ethical and lawful workforce behaviour	Yes
Treating the workforce fairly	Yes

Our 2017 judgments are still in place for the areas we didn't inspect in 2018/19.

Force in context











	Dyfed-Powys rate	England and Wales rate
999 calls per 1,000 population 12 months ending 30 September 2018	78	171
	Dyfed-Powys rate	Most Similar Forces rate
Recorded crime per 1,000 population 12 months ending 30 September 2018	51	61






Dyfed-Powys workforce

	FTE in post on 31 March 2018	FTE in post on 31 March 2014	Percentage change
Police Officer	1,186	1,123	6%
Police Community Support Officer	145	150	-4%
Police Staff	595	562	6%

	Dyfed-Powys spend	England and Wales spend
Spend per head of population 2018/19 projection	£191	£192

Overall summary

	Effectiveness	 Good	Last inspected
Preventing crime and tackling anti-social behaviour	 Requires improvement	2018/19	
Investigating crime	 Good	2017	
Protecting vulnerable people	 Requires improvement	2018/19	
Tackling serious and organised crime	 Good	2016	
Armed response capability	Ungraded	2018/19	
	Efficiency	 Requires improvement	Last inspected
Meeting current demands and using resources	 Requires improvement	2018/19	
Planning for the future	 Requires improvement	2018/19	

	Legitimacy	 Requires improvement	Last inspected
Fair treatment of the public	 Good	2018/19	
Ethical and lawful workforce behaviour	 Requires improvement	2018/19	
Fair treatment of the workforce	 Requires improvement	2018/19	

HM Inspector's observations

I have concerns about Dyfed-Powys Police's performance in keeping people safe and reducing crime.

The force is good at investigating crime. But it needs to improve how it prevents crime and [anti-social behaviour](#). The neighbourhood policing service it provides to the public is inconsistent.

The force is good at understanding and identifying vulnerability. But I am concerned that officers do not always complete a risk assessment when they respond to reports of domestic abuse. This means that the force may not be adequately protecting [vulnerable people](#).

The force has improved some of its crime-recording processes but has more work to do.

The force needs to understand its current and future demand better. This should help it develop clear plans to make sure it uses its resources efficiently.

I am disappointed to see limited progress since last year in how the force makes sure it treats its workforce fairly. It also has more to do to assure itself that it has the capacity and capability to root out corruption.



Wendy Williams

HM Inspector of Constabulary

Effectiveness



Force in context

	Dyfed-Powys proportion	England and Wales proportion
Proportion of officers in a neighbourhood or response function in post on 31 March 2018	47%	40%

Victim-based crime per 1,000 population 12 months ending 30 September 2018

	Dyfed-Powys rate	Most Similar Forces rate
Violence against the person	18	20
Sexual offences	2	3
Theft Offences / Robbery	15	21
Criminal damage and arson	8	8

Crime Outcomes

12 months ending 30 September 2018

	Dyfed-Powys proportion	England and Wales proportion
Proportion of crimes where action was taken	21%	12%
Proportion of crimes where suspect was identified	57%	41%
Proportion of crimes where victim did not support police action	27%	21%

How effectively does the force reduce crime and keep people safe?



Good

Summary

We found that Dyfed-Powys Police is good at reducing crime and keeping people safe. The force needs to improve how it prevents crime and anti-social behaviour.

The force should improve its focus on crime prevention. It should also check how well prevention tactics work.

The force needs to make sure it protects the public from crime consistently.

We found that Dyfed-Powys Police needs to improve how it protects vulnerable people.

The force is good at understanding and identifying vulnerability. But it does not always complete a risk assessment when it attends a domestic abuse incident. This means the force may not be giving vulnerable victims the best protection.

The force is good at supporting vulnerable victims. It exchanges information with other organisations which help and support victims.

In 2017 we judged the force as good at investigating crime. In 2016 we judged it to be good at tackling [serious and organised crime](#).

Preventing crime and tackling anti-social behaviour



Requires improvement

Dyfed-Powys Police requires improvement in preventing crime and anti-social behaviour.

It is still working on its future strategy for neighbourhood policing. We found some areas where the force has clear future plans. One example is rural policing, where it has developed a strategy and introduced rural crime teams. But other parts of neighbourhood policing do not have clear goals.

The force has an inconsistent approach to prevention work. It often takes neighbourhood officers away from prevention activities to cover response work. This is a way of providing the service the area needs. But it suggests the force doesn't have enough officers doing neighbourhood policing.

The force is improving problem-solving and crime prevention through its crime and harm reduction units. We saw some good examples of problem-solving, but not in all parts of the force.

The force knows what threats its communities face and lists them in its control strategy. The force works well with other organisations. It meets with them regularly and carries out joint operations. This means it can protect the public effectively.

But we did not see the force checking prevention tactics to see how well they work so it may miss out on lessons about what works. The force cannot publicise effective practice if it does not know what works well.

Areas for improvement

- The force should ensure it has a clear strategy for neighbourhood policing that is understood at all levels of the force.
- The force should ensure that there is sufficient capacity to carry out neighbourhood policing activities in line with its strategic approach.
- The force should adopt a structured and consistent problem-solving process to enable it to tackle crime and anti-social behaviour more effectively.
- The force should evaluate and share effective practice routinely, both internally and with other organisations, to improve its prevention of crime and anti-social behaviour.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Prioritising crime prevention

Dyfed-Powys Police requires improvement in prioritising crime prevention. The force is developing its future strategy for neighbourhood policing. We found some areas where it had given a clear indication of future intentions and plans. One example is rural policing. It has developed a strategy and introduced rural crime teams. But other parts of the neighbourhood policing strategy lacked clear direction. And there was an inconsistent approach towards prevention activities. The workforce does what it feels best, rather than the force setting out its expectations for the workforce. It is also evident that the neighbourhood policing workforce is not fully resourced. Officers find themselves taken off neighbourhood work to cover response work. This happens frequently in some areas. This is, of course, necessary to manage the incoming demand, especially in the more rural areas. But it means that neighbourhood activities, such as community engagement and crime prevention, are not always taking place.

The force has introduced crime and harm reduction units. These units support an improved approach towards problem-solving and crime prevention. The force has trained officers and police community support officers (PCSOs) in effective problem-solving. But we found this knowledge throughout the workforce was variable.

Protecting the public from crime

Dyfed-Powys Police needs to improve some elements of how it protects the public from harm. The force has reviewed its control strategy to ensure that it focuses on vulnerability. It identifies important threats as:

- class A drugs and new psycho-active substances;
- cyber-crime;
- child sexual exploitation and child sexual abuse; and
- domestic abuse.

The force also identified cross-cutting themes of mental health, vulnerability and [county lines](#). Some good examples show that the force understands threats in its communities. We saw that it has identified county lines activity in Powys. The force and local partners took positive action to address this under Operation Regent, a drugs operation that was linked to organised crime groups.

Daily management meetings consider specific community tensions and the threats posed on that day or week. However, it wasn't always clear how the priorities in the control strategy informed workforce activity.

Dyfed-Powys Police has good relationships with partners and exchanges information to help with crime prevention. It does this through multi-agency meetings. Operation Heirloom is a recent example. The force worked with holiday parks, activity centres and campsites to reduce anti-social behaviour over the summer holiday period.

The force has an easy-to-use database, so the workforce can solve problems in the community. We reviewed this during inspection fieldwork and we saw some good examples of problem-solving with analysis and responsibility. But most of the problem-solving plans lacked supervision, data and partnership involvement. This was an area for improvement in 2016. The force needs to provide a more structured and consistent approach to problem-solving.

The force uses the OSARA (outcomes, scanning, analysis, response and assessment) problem-solving model and the workforce has been trained in this. We saw the model used in a large-scale initiative, Operation Arrowhead in Carmarthenshire, to reduce quadbike thefts. But OSARA seems to have less of an effect for lower-level problem-solving and there is little evidence of people taking responsibility.

Other types of activity include pre-planned seasonal campaigns such as Operation BANG, which targets anti-social behaviour during Halloween and bonfire night. The force runs campaigns during Freshers Week at the start of the academic year for universities in the force area.

During Operation Lion the force worked with partners to prevent crime and anti-social behaviour in Tenby during peak tourist season in the summer.

The force has a cyber-crime unit which has engaged with schools to raise awareness of cyber-crime. It held a focus group in one school to get advice from students on the types of apps that young people use, to help it keep pace with new technology.

While the force prevents crime through a range of operations and tactics, we could not see how it evaluates these activities. Evaluation could allow it to learn lessons, find out what works and promote effective practice. This was an area for improvement in 2016. For example, the force learned lessons about county lines drugs activity during Operation Regent in Powys. But it is unclear whether it has since used these lessons to address similar problems in other parts of the force area.

Investigating crime



Good

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2017 effectiveness inspection has been carried over.

Protecting vulnerable people



Requires improvement

Dyfed-Powys Police requires improvement in how it protects vulnerable people. We found that the force has made improvements since our last inspection. But the force needs to make sure it carries out risk assessments for all domestic abuse incidents, so it can protect people as soon as possible.

The force is good at understanding and identifying when people are vulnerable. Call handlers assess the caller's vulnerability to decide how quickly the person needs help. We found the force makes the right decisions in these assessments.

Mental health practitioners and ambulance service staff work in the force's communication centre. This means there is a joint approach to vulnerable people when they first contact the police.

The force exchanges [safeguarding](#) information with health services and other police forces.

Dyfed-Powys Police uses legal powers to protect victims of domestic abuse. The force has improved its use of [domestic violence protection notices and domestic violence protection orders](#) since 2017.

The force manages dangerous and prolific offenders well. It has introduced a public protection hub to improve information exchange and partnership working in offender management.

The force is good at supporting vulnerable victims. It gets feedback from them and uses this information to improve its services.

Cause of concern

It is a cause of concern to HMICFRS that Dyfed-Powys Police is failing to risk assess all incidents of domestic abuse. This means that opportunities to intervene and take appropriate action at the earliest opportunity are being lost; this includes missed chances to identify coercive and controlling behaviour, other persons at risk in the household such as children and escalation in the scale of violence. This puts vulnerable people at risk.

Recommendations

- The force should immediately take steps to ensure that officers carry out a risk assessment for every incident of domestic abuse, including verbal arguments.
- These assessments should be effectively supervised, quality assured and should be checked for compliance.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Understanding and identifying vulnerability

Dyfed-Powys Police is good at understanding and identifying vulnerability. Protecting vulnerable people is an important priority for the force. This is outlined in the [police and crime commissioner's](#) (PCC's) police and crime plan and in the chief constable's force priorities. The force uses the Code of Practice for Victims of Crime definition of vulnerability.

During our inspection we heard that the force had recently trained all frontline officers and [staff](#) in how to identify vulnerability, and we found good understanding in this area. The force does not have a specific vulnerability strategy, but it is working well with partner agencies to identify vulnerability. Initiatives include joint training and improved information exchange. One specific example is its work with a homelessness charity with staff who talk with children who have previously gone missing from home.

Some, but not all, of the workforce understands hidden vulnerability and the associated risk. We found both knowledge and awareness of modern slavery and child sexual exploitation during inspection fieldwork.

When a member of the public first contacts the force communication centre, they get assessed for vulnerability. The force uses an assessment known as THRIVES (threat, harm, risk, investigation opportunities, vulnerability of the victim, the engagement level and safeguarding). Call handlers have scripts for certain incident types, including female genital mutilation, slavery, fraud, abduction, missing people and honour-based violence.

We found that call handlers showed empathy towards callers on the 999 and 101 phone lines. They provided appropriate advice and guidance. We found call handlers were good at asking effective questions to get information about vulnerability that might not be immediately obvious. Response times were appropriate to the risks that had been identified through the THRIVES process.

Responding to incidents

The force requires improvement at responding to incidents that involve vulnerable victims. Specifically, we were concerned about how effectively it assesses risk to victims of domestic abuse. The force responds to incidents involving vulnerable people in a timely manner. Mental health partners and members of the Welsh Ambulance Service Trust work in the force communication centre. This provides a joint approach for vulnerable people when they first contact the police.

When attending incidents, officers have two methods for assessing risk. The first is a [multi-agency referral form](#) (MARF). This form is used when there are concerns about children and/or adults. The second method for assessing risk is a [domestic abuse, stalking and harassment](#) (DASH) risk assessment form. This is a national risk-assessment tool used for domestic abuse incidents.

The workforce understands how to use the MARF and the process is well established. But not all the workforce understands when to use the DASH. Our crime data integrity inspection found that where no crime was recorded, there was no DASH assessment. The force invited a peer review which identified similar issues. In response, the force made changes to the supervision and quality assurance of DASH risk assessments in September 2018. The completion of DASH risk assessments was an area for improvement in 2017.

Following our inspection fieldwork, we asked the force to conduct a further review of its DASH completion rates. This review reported a 90 percent completion rate, but also showed that some incidents were inappropriately categorised. The force does not complete a DASH risk assessment for all reported incidents of domestic abuse, such as a verbal argument, where a risk assessment may not be carried out at all. Additionally, there is confusion about what a domestic incident is. This is disturbing. It means that vulnerable victims may not be appropriately identified, supported and safeguarded.

We found evidence that immediate safeguarding information is exchanged with partner agencies. The force exchanges safeguarding information about people with mental ill health with children services, mental health services and GPs. It exchanges information with other forces to safeguard victims of domestic abuse.

Limited information on support organisations is provided to vulnerable people. We found some examples of neighbourhood policing teams providing information, but this was inconsistent throughout the force.

The force provides a [mental health triage service](#) run with Hywel Dda University Health Board. Mental health practitioners work in the force communication centre and this cover is now provided seven days a week. The force is working out how to collect data on, and evaluate the benefits of, the triage service. The workforce

spoke positively of the way this triage service was improving the response to vulnerable people.

Officers we spoke to understood the importance of safeguarding vulnerable people when dealing with suspects, particularly when deciding whether to arrest or to use [voluntary attendance](#). To protect vulnerable victims, arrests are made when appropriate in accordance with the Police and Criminal Evidence Act. The force domestic abuse arrest rate has risen to 46 percent, which is positive because this was an area for improvement in 2017.

Supporting vulnerable victims

The force is good at supporting vulnerable victims. Neighbourhood policing teams are involved in the safeguarding of vulnerable people in their communities. Examples include safeguarding visits to high-risk domestic abuse victims to provide security kits which include door jams and window alarms. Another example is the visits made by PCSOs to elderly victims of scam mail to give crime prevention advice and reassurance.

The workforce has responded positively to a new dedicated neighbourhood policing team briefing page on the force information system. This has improved access to relevant information such as details of vulnerable victims and high-risk offenders. These details inform patrol plans and safeguarding visits.

The force uses legal powers to protect victims of domestic abuse. It has seen an increase in the use of domestic violence protection notices and domestic violence protection orders since 2017. This is encouraging because it was an area for improvement in 2017. It also uses [Clare's Law](#) and pre-charge [bail](#). But the workforce does have problems accessing some of this data.

Partnership working is an area of strength for Dyfed-Powys Police. The force has a central referral unit which co-ordinates the exchange of information with partners to safeguard and protect vulnerable people.

The force introduced a public protection hub 18 months ago to improve information provision and partnership working in offender management. In this hub there are offender management teams like [MAPPA](#), [ViSOR](#) and [integrated offender management](#), victim protection teams like [multi-agency risk assessment conferences](#) (MARACs), and staff from the national probation unit. The unit co-ordinates offender management activity force-wide. Mental health partners work from the hub once a week to exchange information and make joint decisions for the effective management of offenders.

The force administers and chairs MARACs. Police and partner agencies make referrals into the MARAC. We observed a well-run MARAC during our inspection fieldwork. A wide range of the force's partners attended. We saw both the police and partner agencies contributing to and making decisions. The force refers all high-risk domestic abuse cases into the MARAC process and refers cases where there are any escalating concerns.

While the force recognises the importance of feedback from victims, we found limited examples of it seeking and using this feedback to improve services. It has started

working with a victim of child sexual exploitation to improve workforce understanding and victim services. The force is working with independent sexual violence advisers in the sexual assault referral centre to better understand the reasons why victims withdraw complaints. This feedback will inform the force's future response to sexual offences. It sought feedback from victims of domestic abuse during a force-wide operation to prevent domestic abuse over the summer period. The lack of victim feedback means that the force cannot be confident that the service it provides is meeting the needs of vulnerable people.

Dyfed-Powys Police manages dangerous and prolific offenders well. Officers and staff in the public protection hub co-ordinate offender management force-wide, working with partner agencies to safeguard vulnerable people. The force uses nationally recognised risk assessment processes to manage offenders. We found that offender manager caseloads are reasonable. A small number of offender visits were overdue at the time of our inspection fieldwork. But these are addressed efficiently through effective scrutiny and governance.

The force uses additional or ancillary orders and other powers effectively to protect the public. It has increased the use of serious harm prevention orders since 2017.

The force briefing system provides information about dangerous and prolific offenders for frontline officers. We found a good level of knowledge of high-risk perpetrators and high-risk victims among the frontline officers and staff that we spoke to.

The force is proactive in its approach to identifying those who share indecent images of children online. The policing online indecency team monitors and enforces offences of indecent images of children through the use of specialist software.

Tackling serious and organised crime



Good

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2017 effectiveness inspection has been carried over.

Armed policing

We have previously inspected how well forces provide armed policing. This formed part of our 2016 and 2017 effectiveness inspections. Subsequent terrorist attacks in the UK and Europe have meant that the police service maintains a focus on armed capability in England and Wales.

It is not just terrorist attacks that place operational demands on armed officers. Threats can include the activity of organised crime groups or armed street gangs and all other crime involving guns. The [Code of Practice on the Police Use of Firearms and Less Lethal Weapons](#) makes forces responsible for implementing national standards of armed policing. The code stipulates that a [chief officer](#) be designated to oversee these standards. This requires the chief officer to set out the firearms threat in an [armed policing strategic threat and risk assessment](#) (APSTRA). The chief officer must

also set out clear rationales for the number of armed officers (armed capacity) and the level to which they are trained (armed capability).

Understanding the threat and responding to it

Dyfed-Powys Police operates joint arrangements with Gwent Police and South Wales Police to provide armed policing. This means that the standards of training, armed deployments and command of armed operations are assured in all three forces.

The force has a good understanding of the potential harm facing the public. Its APSTRA conforms to the requirements of the code and the [College of Policing guidance](#). The APSTRA is published annually and is accompanied by a register of risks and other observations. The [designated chief officer](#) reviews the register frequently to maintain the right levels of armed capability and capacity.

All armed officers in England and Wales are trained to national standards. There are different standards for each role that armed officers perform. The majority of armed incidents in Dyfed-Powys police area are attended by officers trained to an [armed response vehicle](#) (ARV) standard. However, incidents sometimes occur that require the skills and specialist capabilities of more highly trained officers.

The availability of specialist officers in the Dyfed-Powys police area, in addition to the support available from South Wales and Gwent Police, means that the force has sufficient specialist capability. The force's capabilities align well with the threats and risks identified in its APSTRA.

Working with others

It is important that effective joint working arrangements are in place between neighbouring forces. Armed criminals and terrorists have no respect for county boundaries. As a consequence, armed officers must be prepared to deploy flexibly in the knowledge that they can work seamlessly with officers in other forces. It is also important that any one force can call on support from surrounding forces in times of heightened threat.

This is an area where Dyfed-Powys Police performs well. Close working between the three Welsh forces means that armed officers can deploy quickly and efficiently in the region.

We also examined how well prepared forces are to respond to threats and risks. Armed officers in Dyfed-Powys Police are trained in tactics that take account of the types of recent terrorist attacks. Also, the force has an important role in designing training exercises with other organisations that simulate these types of attack. We found that these training exercises are reviewed carefully so that learning points are identified and improvements are made for the future.

We found that Dyfed-Powys Police regularly debriefs incidents attended by armed officers. However, it does not identify best practice and areas for improvement on every occasion. We recommend that the force reviews operational debriefing procedures. This will help ensure that opportunities to improve are not overlooked.

Efficiency



Force in context

	Dyfed-Powys spend	England and Wales spend
Spend per head of population 2018/19 projection	£191	£192

Spend per head of population by category

2018/19 projection

	Dyfed-Powys spend	England and Wales spend
Visible frontline	£84	£65
Non-visible frontline	£49	£62
Frontline Support	£18	£17
Business support	£37	£41
Other	£4	£8

How efficiently does the force operate and how sustainable are its services?



Requires improvement

Summary

Dyfed-Powys Police requires improvement in how it meets demand and uses resources.

The force needs to have a better understanding of demand and what affects it, so that it can use its resources efficiently.

The force has achieved good savings in the past and can show the improvements from some of its investments. But it needs to review the efficiency of all its investments.

Dyfed-Powys Police needs to improve how it plans for the future.

The force is improving its understanding of what the public expects, which will help it plan for future demand.

It needs to improve its plans for future workforce needs. Replacing officers who have left with another of the same rank, without considering changing skills requirements, means its workforce may lack important skills for the future.

Dyfed-Powys Police needs to improve its financial planning. It will have to make savings when its financial [reserves](#) are at their lowest. The force needs to test the risks of its plans.

Meeting current demands and using resources



Requires improvement

Dyfed-Powys Police requires improvement at meeting current demands and using resources.

It has examined demand for some types of police service, but not others. This means it has an incomplete picture of the demand for its services and may not be using its resources efficiently.

The force works well with others to meet some demand and provide a better service. This improves efficiency.

Investments have led to improvements, which the force can show in some cases, but not in others. It should review the efficiency of all its investments.

Dyfed-Powys Police is improving its understanding of demand so it can work out what demand it needs to meet first. This means that it directs its resources efficiently. It varies service levels in some areas. The force uses an incident crime allocation team to conduct investigations over the phone, when appropriate. This has improved public satisfaction with the service.

The force is still working out what skills and capabilities it needs, so it cannot assess its skills gap yet.

It has achieved good savings without much effect on service levels. The force has invested these savings in other areas such as IT and technology. But it doesn't always examine the benefits of these schemes. This could mean it is using inefficient technologies.

Areas for improvement

- The force should undertake further work to better understand the current demand for its services, including hidden demand, so it can make best use of its resources to meet the needs of the public.
- The force should review its investments, such as those into its buildings and infrastructure, to assess their impact.
- The force should improve its understanding of the capability and capacity of its workforce, in particular in relation to specialist areas.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Assessing current demand

Dyfed-Powys Police requires improvement in its understanding of demand. It does not have a clear or consistent understanding of the demand for the services it provides. Recently, the force considered demand activity throughout approximately two-thirds of the organisation. This covered six areas:

- neighbourhood;
- response;
- crime investigations department (CID);
- domestic abuse officer;
- dogs section; and
- roads policing.

The force used specialist software and focus groups with frontline staff. This work considered various tasks and activities within each of these six areas. For example, response times to priority one calls, and certain crime types in CID. But it did not fully cover all elements of the demand faced by these six areas. However, it did consider various scenarios, and identified areas of waste and failure in demand. The force has yet to formally study other areas of demand such as digital and cyber-demand, scientific and technical support. But in the digital and cyber-crime unit, we found effective work to understand and respond to patterns of demand.

A daily briefing tool on the force intranet uses data from force systems to provide briefings on crimes and incidents. It states how many officers are working each day to help with demand management.

The force is working to identify hidden demand such as child sexual exploitation and modern-day slavery. We described this work in the 'Protecting vulnerable people' section of this report. But the effect of this demand is not fully understood throughout the force.

There are areas where demand is not being effectively managed. These include victim services and (at the time of our inspection fieldwork) the vetting unit. Also, demand involving domestic abuse may not be sufficiently understood. As mentioned in the 'Protecting vulnerable people' section of this report, the force is not consistently using DASH risk assessments for all reported domestic abuse incidents.

The force needs to develop a full understanding of current demand throughout the whole force rather than just in particular areas.

Understanding factors that influence demand

Dyfed-Powys Police requires improvement in understanding the factors that affect demand for its services. The continuous improvement team has trained practitioners who support departments and business areas in making improvements and changes. They work with teams and consider the processes in place. They identify inefficiencies and duplication of work, and map wasted effort. One example is a traffic review which led to savings in overtime. Another is a review of safeguarding referral work. This led to a reduction in the size of a document used with partner agencies to make it easier to understand.

The continuous improvement team has also held events with officers and staff. It encourages the workforce to map processes and to highlight opportunities for streamlining work.

The force has reduced demand by consulting with partner agencies to revise welfare protocols; now the force receives fewer requests for welfare checks.

This work has increased efficiencies and made savings in some areas. But it has been done on a case-by-case basis. It hasn't yet resulted in a wider understanding of how efficient working practices can reduce overall demand.

During our inspection fieldwork we did not find evidence of the force intentionally suppressing demand.

The force needs to understand the factors that influence demand throughout the whole organisation. Then it can better understand where problems are and deal with them accordingly.

Working with others to meet demand

Dyfed-Powys Police works well with other organisations to try and meet the demand for services. It recognises that it cannot manage demand alone. It has held some demand summits with partner organisations, including local authorities, fire and rescue services and third-sector organisations. This was an area for improvement in 2017. At these summits the force and its partners discuss managing demand and improving the exchange of information. The work is still in an early stage of development.

The force has a variety of collaborative arrangements with police and non-police partners. We saw good evidence of the force's commitment to joint working.

The force conducted its strategic intelligence assessment with partner agencies. This assessment fed into the control strategy which is described in the 'Preventing crime and anti-social behaviour' section of this report.

Dyfed-Powys Police has arrangements for managing some aspects of demand such as mental health triage and ambulance. Partner agencies are also engaged in demand management at a tactical level. One example is the multi-agency referral form (MARF) process. This allows any officer or member of staff to submit concerns to a central referral unit, which will inform the relevant agency. But the arrangements for managing demand efficiently throughout a wider range of partner organisations is

generally limited. And the benefits from these collaborations in managing demand are not routinely quantified.

Innovation and new opportunities

The force can show that it looks externally for some innovation and best practice. There are examples where the force has sought out opportunities for service improvement. One example is the [College of Policing](#) review of the force's response to domestic abuse. And to improve business support functions it looked to:

- private sector expertise;
- research from the University of Wales; and
- other police forces in Wales.

But the force does not always look externally for innovation and best practice.

Investment and benefits

Dyfed-Powys Police understands some of the benefits arising from investments, but it does not conduct evaluations in a consistent way. We saw that it had thoroughly examined the benefits of some changes after putting them in place. But it does not do this every time, even for large investments. For example, the force has recently invested in mobile data devices for frontline uniformed officers. But we found little evidence of attempts to work out what technology officers might need in future to improve productivity and service. A substantial amount of the force's capital programme will be invested in future estate development.

Prioritising different types of demand

The force is building its understanding of demand. It is exploring the effect of reprioritising resources, based on its understanding of current demand.

As mentioned earlier, the force has only considered approximately two-thirds of its current activity. It has taken steps to prioritise its demand using the control strategy. This now has four priorities, down from nine in 2017. The force assesses each priority against the principles of threat, harm and risk as identified earlier in this report. A chief inspector oversees each priority, and the force performance and tasking meeting, led by the assistant chief constable, oversees the priorities as a whole. This aims to ensure that demands are appropriately recognised by holding senior leaders to account. Bids for funding can be made at this meeting if demand warrants it.

The local daily management meeting process helps the force prioritise and meet demand. Each [basic command unit](#) (BCU) hosts a daily management meeting with a chief inspector or superintendent as chair. Demands for the BCU are prioritised and resources are allocated accordingly.

On a day-to-day basis, the force prioritises demand against a THRIVES assessment for vulnerability. The force uses THRIVES in the communication centre at the initial response to a caller and this assessment continues to inform other decision-making processes.

At the start of every shift, operational staff are provided with a bespoke electronic briefing. It informs them of all up-to-date intelligence. Examples of briefing content include offender management, registered sex offenders, controlled drugs, crime reports, anti-social behaviour information and community impact considerations.

Assigning resources to demand and understanding their costs

Dyfed-Powys Police acts to vary levels of service in some areas, but this is limited. A recent example is investment in the incident and crime allocation team. The force placed this team in the force communication centre to determine the most appropriate way to deal with the incident/crime. This includes, where appropriate, investigations over the phone. As a result, it has noted an increase in public satisfaction.

Workforce capabilities

The force is at an early stage in understanding the skills and capabilities it needs now and in the future. At the time of the inspection fieldwork, the force did not have an overall picture of its current skills and abilities. This was an area for improvement in 2017. The force has almost completed an audit of leadership and skills, which should give it this information. This is positive because this was also an area for improvement in 2017. This will be recorded on the force's personnel management system, which we thought impressive during the demonstrations we saw. The force cannot accurately assess its skills gap in specialist areas.

More efficient ways of working

The force has a good record for achieving savings. It has re-invested in some areas. Most of its service reductions have been within the force and have had a minimal effect on services to the public. The force has achieved its savings plans and has invested in areas to improve outcomes. The force does not systematically evaluate the full benefits of change programmes. Examples are mobile data, [body-worn video](#) cameras and CCTV. The force has a few examples of where it has adapted the resources to meet changes in demand (vetting backlogs and traffic processing). There is some evidence of moving investment within functions but less of moving resources to areas of higher priority.

Working with others

Dyfed-Powys Police works well with a wide range of partner organisations. One example that stands out in this respect is the work of the cyber-crime unit. More than 25 forces have visited it and it has given more than 100 presentations to partners. It helps organisations to address gaps in their access to technology. But the force doesn't always evaluate the internal benefits of these collaborations.

The force uses Welsh Government collaborative procurement arrangements to achieve better value for money. We found good examples of HR integration between the four Welsh forces.

Using technology

Dyfed-Powys Police is making significant investments in many IT projects and systems. The force's ICT strategy for 2018–24 provides overarching strategic direction for its IT projects. However, this is not always consistent.

The force has already invested in mobile technology for its officers and staff. In 2017, once this new technology was in use, the force reviewed it. The force found no increase in officer time away from the station and the review did not include an analysis of costs or benefits.

The force has also invested in technology to fight crime and increase productivity. But it cannot always quantify the benefits. Examples of such technology include body-worn video cameras and CCTV.

We found that the force's IT systems don't help staff to access, and make effective use of, risk information quickly. But staff can give feedback on their experience of using the force's technology and that user feedback is acted on.

The force has made good use of its investment in telematics. This has allowed it to work out how much it could save on fleet costs and improved driver behaviour. The force is reviewing its records management system as part of the IT strategy.

Planning for the future



Requires improvement

Dyfed-Powys Police requires improvement in how well it plans.

The force should improve how it works out what demands it will have to meet in future. This will help it to put resources in the right place.

The force is improving its understanding of what the public expects. It is also working with other organisations. This will improve its ability to plan for the future.

Dyfed-Powys Police needs to improve how it prioritises its use of resources. Community engagement is a force priority, but it is still working out how it will do this. The force could make faster progress with this priority.

The force needs to improve its plans for future workforce needs. It should examine the effect of its various programmes. This would help it to recognise success and see how it can improve.

It needs to improve its financial planning. The force needs to ensure its plans are robust even if the assumptions it has made prove incorrect. This would allow it to reduce the effect of a worst-case scenario.

Dyfed-Powys Police plans to improve in future but needs to be more ambitious. It should make sure it has the skills and resources to meet possible future needs.

Areas for improvement

- The force should do more work to make sure its assumptions in relation to future demand are based on sound evidence and analysis, so it can allocate resources effectively.
- The force should analyse the benefits of its programmes of work to make sure that it can clearly map their impact. This will allow it to recognise success and identify capacity that will improve its ability to invest in other areas of business.
- The force should develop individual career pathways linked to its succession planning.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Assessing future demand for services

Dyfed-Powys Police requires improvement in identifying and assessing likely future demand. In general, the force does not understand future demand well. The force does anticipate changes in some demand. It has identified areas of new and emerging future demands for its services such as mental health, public protection, cyber-crime and digital. But the data and assumptions that bring this together for the whole force are not evident. The risk is that the force may divert resources into potential areas of future demand based on localised data rather than assessing the position force-wide.

The force recognises that it is less well-advanced in its understanding of hidden demand. But it expects this to be manageable because it experiences low demand from crimes such as modern-day slavery and honour-based violence. The force has noted that some aspects of hidden demand are driven by capacity restrictions in other agencies.

The annual [management of risk in law enforcement](#) (MoRiLE) process ensures that the force identifies, assesses and prioritises new and emerging issues. MoRiLE is a process for prioritising risk. The inclusion of new psycho-active substances on the control strategy is good evidence of this.

Dyfed-Powys Police has a system called QLIKVIEW which helps it monitor demands and make forecasts about likely future demands. The data available is updated each day and includes: crime, incident, domestic and stop search. The system outlines trends from reported crimes but there is limited evidence to show that it is informing force plans.

The force needs to be rigorous in harnessing the potential of new technology. It has recognised that some innovations, such as GPS tags, victim safety devices and alcohol testing tags, can reduce offending. They may also be more cost-effective than typical policing tactics such as surveillance and curfew checks.

Understanding public expectations

Dyfed-Powys Police is trying to better understand public expectations and requirements. But it is too early to gauge the extent to which it has identified and met these. The force is currently undertaking a community consultation exercise, Operation Cynefin. This assesses how it can most effectively understand and communicate with its communities. For example, in 2017 the force identified that nearly one-third of its calls were requests for information or advice. It is developing its website to make information easily available to the public. This should reduce the number of calls.

The force's [medium-term financial plan](#) includes the results of annual budget consultations. This includes questions about growth, where most respondents wanted more neighbourhood officers and staff. It also included areas of reduction, where people wanted road safety and youth diversion projects. There is no evidence, beyond this consultation exercise, that public expectations are influencing the force's future plans.

The force is acting early in consulting with holders of firearms licences about an expected peak in re-licensing in 2020. Survey work through the Countryside Landowners' Association and British Association of Shooting and Conservation is in progress. Local universities will help analyse the results.

Prioritising

Dyfed-Powys Police needs to improve how it prioritises its use of resources. The force is relatively clear about its organisational priorities. But it is less clear about how these link to the PCC's priorities, through the police and crime delivery plan, and public expectations. The force recognises the need to consult with the PCC and interested parties about service changes. But the evidence of this happening in practice is limited. Community engagement is one of the four priorities of the police and crime delivery plan to 2021. The force is still working out how it will engage with its communities.

Future workforce

The force needs to improve how it plans its future workforce needs. The force's workforce projections over the next four years are based on the anticipated numbers of officers leaving the force. It adjusts numbers for increases in capacity for domestic abuse, public protection, cyber-crime, managing dangerous offenders and armed policing. The force has a workforce and talent management strategy with detailed annual training plans for the period to 2021. It intends to build into its medium-term plans robust career pathways and training plans. These plans will encourage uniformed officers to apply for specialist posts and will consider direct entry.

We welcome these ambitions, but the force needs to show evidence of achieving its plans. And it needs to show how these lead to operational and performance benefits.

Finance plans

Following its 2010 consultation about revaluing public-sector pensions, the government announced, in 2016 and 2018, reductions in the discount rate it uses to set contribution rates for the unfunded public service pension schemes. These include the police service pension scheme. A lower discount rate will result in higher contribution rates for the employer. The official notification of a lower rate in September 2018 did not allow PCCs time to include the effect of this in their financial planning. In December 2018, the government announced a pension grant for 2019/20 for each PCC. It allocated funding to each force to specifically help the police pay for these increased costs in the next year. PCCs must now plan for how they will finance the increased costs in the following years, assessing the effect on their officer numbers and their ability to provide effective and efficient services.

The force needs to improve its financial planning. The force's medium-term financial plan assumes 5 percent annual increases in the police precept and 3 percent annual vacancies in budgeted police officer and staff numbers. It is also assuming a 4 percent reduction in grant in 2021/22. The combined effect of these assumptions brings with it a measure of risk. The force should undertake sensitivity analysis and identify ways to reduce this risk.

Between 2018/19 and 2021/22, the force plans to draw £3.6m from reserves to balance annual revenue budgets. The force's general and specific reserves are projected to fall from £20.5m in 2018/19 to £7m in 2021/22. This leaves the force with reduced financial security. This is particularly the case given that it must make £5.6m of savings by 2021/22 when the level of reserves is lowest.

The force should stress-test its financial resilience in the later years of its medium-term plan for potential financial and operational risks. This should identify steps to take if operational and other pressures arise alongside delays in achieving the required level of savings.

Leadership and workforce development

At one level, the force's succession planning is good. The force knows the number of police officer retirements that are likely in the next four years and the potential loss of skills. What is less evident are the actions to address this. Much depends on the outcomes of the skills audit that was in progress during our inspection. And much depends on the force's new personal development process.

The force's chief officer team holds succession planning events twice a year. But these are focused solely on meeting numbers at a particular rank, with no consideration for changing skills requirements. There is no evidence of force-wide succession planning for police staff. This was an area for improvement in 2017.

The force has a talent management scheme for career development. The scheme is designed for ranks up to inspector and the police staff equivalent. Those inducted on a talent scheme stay on it for 24 months and may visit local businesses as part of their personal development. This is positive progress in an area that was identified for improvement in 2017.

Ambition to improve

Dyfed-Powys Police has some plans in place for future improvement but needs to be more ambitious. Financial plans are built on generally sound planning assumptions and subject to standard scrutiny and challenge arrangements. The emerging issue of police pensions, as outlined above, presents an additional risk at a time when reserves will become strained.

The force has identified its savings for the coming financial year. It has confirmed these are achievable before the end of the financial year. Longer-term planning to realise the force's 2025 vision is some way off.

The force has configured its estates strategy to simple asset replacement. It has yet to be configured to meeting future needs. The force needs to ensure it understands its future demand and the resources, skills and assets it will need.

Legitimacy



Force in context

Comparison of Dyfed-Powys workforce ethnicity with local population

as of 31 March 2018

	Dyfed-Powys proportion	Local population proportion
Black, Asian and minority ethnic as % of those with stated ethnicity	1.1%	2.0%
White as % of those with stated ethnicity	98.9%	98.0%
Not Stated as % of total	18.0%	

	Dyfed-Powys proportion	England and Wales proportion
Proportion of female officers in post as of 31st March 2018	32%	30%

Stop and search by ethnicity

12 months ending 31 March 2018

Dyfed-Powys
disproportionality

**Stop and Search likelihood of
BAME individuals compared to
white individuals**

0.9

**Stop and Search likelihood of
Black or Black British individuals
compared to white individuals**

1.8

Dyfed-Powys
rate

**Number of stops and searches
per 1,000 population**

4.3

England and Wales
rate

4.8

12 months ending 31 March 2018

How legitimately does the force treat the public and its workforce?



Requires improvement

Summary

Dyfed-Powys Police requires improvement in how legitimately it treats the public and its workforce.

The force is good at treating the public fairly. Its policies emphasise fairness and respect. The force values community engagement but could address community concerns more effectively by evaluating all its engagement activities.

The workforce understands how and when to use force and stop and search. The force needs to collect more data to monitor its use of these powers.

Dyfed-Powys Police requires improvement in behaving ethically and lawfully. The force needs to improve how it spots and manages risk of corruption. It also needs to make sure it has enough people and resources to do this work.

The force is good at encouraging ethical decision-making. Leaders promote the force's code of ethics and the workforce feels leaders set an ethical tone.

Dyfed-Powys Police requires improvement in how fairly it treats its workforce. Leaders are open to feedback. However, although the force acts on feedback, it doesn't always tell the workforce what it has done. Some members of the workforce feel that poor performance is dealt with inconsistently.

The force is good at looking after its workforce's wellbeing, but needs to improve how it selects for leadership roles. The workforce doesn't believe the selection process is always open and accessible.

Treating the public fairly



Good

Dyfed-Powys Police is good at treating the public fairly. Its policies on contact with the public emphasise fairness and respect. The force is improving how it communicates with groups or individuals who are harder to reach.

The force values working with the community. But it does not assess all its community activities. This would help it to address the concerns of the community more effectively.

The workforce has varying levels of understanding of [unconscious bias](#). Not all have received effective training.

All PCSOs have training on being 'dementia friendly'. Call handlers have training in communicating with people with learning difficulties.

The workforce understands how and when to use force and the powers of stop and search. But Dyfed-Powys Police needs to improve how it monitors use of these powers. More data would help it to closely examine the use of these powers. Good monitoring will help the force identify and understand trends and unfairness. Then it can reassure any community or group concerned that they will get fair treatment.

The force has effective arrangements for the external scrutiny of use of force and stop and search. But it needs to further develop feedback on problems identified.

Areas for improvement

- The force should ensure it monitors a comprehensive set of data on its use of force to enhance its understanding of fair and effective use of this power.
- The force should ensure it monitors a comprehensive set of data on its use of stop and search to enhance its understanding of fair and effective use of these powers.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Treating people fairly and respectfully

Leaders in Dyfed-Powys Police foster an organisational culture that values engagement with local communities. The police and crime delivery plan emphasises the importance of 'fairness and respect in all that we do'.

Force policies relating to interaction with the public, such as those for domestic abuse and hate crime, emphasise fair decision-making and respectful treatment. If leaders understand the importance of this, the workforce is more likely to do so.

The force uses a range of formal and informal channels to engage with its communities. In this way it finds out about local concerns, develops an appropriate response and tells the public about the results. This includes regular chief constable and PCC public engagement events. The force uses social media, too. Chief officers and other senior staff all have Twitter accounts, which they use to engage with members of the public. There are also more traditional engagement methods such as:

- Police and Communities Together (PACT) meetings;
- beat surgeries;
- ‘cuppa with a copper’; and
- ‘walk abouts’ with partners in housing estates.

A recent engagement project, Operation Cynefin, is helping the force to evaluate the success of engagement methods in different communities. The results of this should help develop the force’s engagement and policing priorities in both rural and urban areas. But these initiatives are developing in isolation with little consistency throughout the force. A more structured and co-ordinated approach would ensure that the force addresses community concerns more effectively.

We heard examples of the force tailoring its approach to improve communication with groups or individuals who are traditionally harder to reach. For example, it has started a youth forum. And it has engaged with the Polish community in Llanelli. We saw it considering communication needs of members of the public through Operation Pegasus. This is a scheme that enables people with learning disabilities or communication difficulties to register their details with the police. The stored information helps call handlers to communicate more effectively with people. The force has special constables and police volunteers who help to create a link between the police and local communities.

The workforce has varying levels of understanding of unconscious bias. Not all have received effective training. Officers and staff in relevant roles have received specific unconscious bias training which forms part of stop and search training and this has raised awareness in most frontline officers. However, we found PCSOs and enquiry office staff with limited understanding of the potential effect of unconscious bias on their interactions with the public.

The force provides all its PCSOs with dementia-friendly training. It trains its call handlers in communicating with people with learning difficulties. We heard from staff who have found this training helpful in improving their conversations with vulnerable people.

Using force

The workforce understands the fair and appropriate use of force. All officers receive use of force training as part of officer safety training. In some parts of the force, supervisors give feedback to individuals and teams about their use of force, but this was not consistent. Dyfed-Powys Police is planning to increase the level of line-manager supervision of use of force forms once the process for mobile devices has received a technical fix. The force records and submits data on use of force in line with [National Police Chiefs’ Council](#) requirements.

Dyfed-Powys Police needs to improve how it monitors the use of force by its officers. A regular meeting about use of force reviews data on this. It has recently considered more detailed information about use of force to improve its understanding. But this needs to be developed even further to make sure it includes all of the data available for scrutiny.

Examples of where it needs better data are in the use of force against people from black, Asian and minority ethnic (BAME) backgrounds, and the age of those people subject to force. Dyfed-Powys Police acknowledges that its processes to examine and understand this data are still maturing. It has effective arrangements for the external scrutiny of use of force and stop and search. The force has designated school community police officers and is involved in the All Wales Schools Liaison Programme. Lessons include information on [stop and search powers](#).

The quality assurance panel, which is led by the PCC, is made up of members of the community. This group has primarily scrutinised stop and search. But it has recently started to examine use of force. The panel reviews a selection of use of force and stop and search forms along with the associated body-worn video camera footage.

The force acknowledges that the membership of this panel is not as representative of the community as it could be. But it does provide independent challenge to the force. The PCC is setting up a youth forum to obtain feedback from young people.

Feedback from the panel goes to the use of force governance group which, in turn, can change and improve processes. The quality assurance panel also publishes the results of its scrutiny on the PCC's website.

Using stop and search powers

The workforce understands the ethical use of stop and search. The force has provided online training to ensure officers understand how to use the power fairly and respectfully. This is positive because it was an area for improvement in 2017.

We reviewed a representative sample of 227 stop and search records to assess the reasonableness of the recorded grounds. We found that 85 percent of those records contained reasonable grounds. This was an area for improvement for the force in 2017. Our assessment is based on the grounds recorded by the searching officer and not the grounds that existed at the time of the search.

All stop and search records go to a line manager and there is a section for supervisor comments. We heard from some officers who had received feedback from their supervisors about the quality of their records, but this was not consistent. The force needs to continue to improve how it monitors stop and search.

The use of force meeting also reviews stop and search data. It has recently changed the data and information it uses in its scrutiny of stop and search. The force considers data on age and ethnicity. But it acknowledges that the dataset should include other factors such as:

- the frequency of the item sought being found; and
- a comparison between use of drug search powers for possession only and for supply offences.

The force's scrutiny identified a trend in officers using the wrong statutory power of search for some drugs cases. The force remedied this by giving additional guidance to the officers concerned.

The scrutiny also identified disproportionality in the use of stop search powers on people from BAME backgrounds. The force has not yet finished the work that has been started to understand the reasons for this disparity. No information has been publicised to reassure communities, nor has the disparity been addressed. Therefore, the force has not complied with our 2017 legitimacy recommendation that all forces should:

- monitor and analyse comprehensive stop and search data to understand reasons for disparities;
- act on those; and
- publish the analysis and the action by July 2018.

The force's arrangements for external scrutiny of stop and search are described above.

In 2017 we identified that the force needed to ensure it has external scrutiny groups at force and local levels, which should have a diverse membership that represents all communities, including young people. Members should also receive sufficient training to be able to challenge leaders with confidence. While the quality assurance panel does not have a diverse membership, the [independent advisory group](#) now does.

Ethical and lawful workforce behaviour



Requires improvement

Dyfed-Powys Police requires improvement in behaving ethically and lawfully.

It is good at encouraging its workforce to make ethical decisions. Leaders in the force promote the code of ethics. Training for newly promoted sergeants and inspectors includes ethical dilemmas.

The force has a whistleblowing policy. It also has a programme of random drug-testing against substance misuse.

The force does not monitor applicants to see if they belong to certain protected minority groups. This means that the force cannot tell if its vetting decisions are fair to applicants from these groups.

Dyfed-Powys Police needs to improve how it spots and manages corruption risk. The force now monitors its mobile devices, along with other IT equipment. This will help the force to make sure that the workforce is using data appropriately. But it will add to the [counter-corruption unit](#)'s workload. The force needs to make sure it has enough people and resources to do this work.

The force manages business interests and gifts and hospitality well.

Areas for improvement

- The force should ensure that its counter-corruption unit:
 - has enough capability and capacity to counter corruption effectively and proactively; and
 - can fully monitor all of its computer systems, including mobile data, to proactively identify data breaches, protect the force's data and identify computer misuse.
- The force should monitor vetting decisions to identify disparities and disproportionality (e.g. BAME groups), and to reduce them where appropriate.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Maintaining an ethical culture

Dyfed-Powys Police is good at promoting ethical decision-making at all levels. But there are areas where it could improve this.

Leaders in the force promote the code of ethics. Examples include the chief constable's roadshows, the whistleblowing policy and random drug-testing for substance misuse. We heard from the workforce that the chief officers are good at setting an ethical tone and this is permeating through the workforce.

The workforce can access policies on the intranet. These policies are all equality impact assessed. All new policies have a certification of compliance with the code of ethics.

Dyfed-Powys Police has an [ethics committee](#) which meets monthly. It gets referrals from the force through the intranet. At the time of our inspection fieldwork the ethics committee was co-chaired by a police inspector and by an external academic. When it receives the referrals, the committee decides whether a topic constitutes an ethical issue. If it does, it commissions further research and obtains legal advice, if needed, to determine the response. Recent examples of topics the committee has advised on that have led to changes to policy and practice include the:

- consistent application of uniform policy about visible tattoos; and
- recruitment and selection process.

The force acknowledges that some ethical dilemma referrals take longer than appropriate to resolve. This is in part due to the infrequency of other meetings to which the ethics committee needs to refer specific issues, such as the people's board which meets quarterly. More recently, due to high levels of operational demand, low attendance at the ethics committee has meant that there are too few members to make a formal decision and this has caused delays.

The force also needs to improve how it communicates the work of the ethics committee, and the outcome of the committee's deliberations. Not all members of the workforce knew about the committee.

Training for newly promoted sergeants and inspectors includes ethical dilemmas. But we found that supervisors don't discuss ethical dilemmas with their own teams to reinforce the workforce's understanding of ethical issues.

The force has vetting procedures in place to ensure only appropriate people are employed. But there have been backlogs in vetting renewals. During our inspection fieldwork, we found that the force had substantially reduced the number of staff who do not have the correct level of vetting clearance for their role.

In line with our recommendation from 2016, the force cleared its vetting backlog in full by the end of December 2018. This is a positive achievement and the force must ensure it keeps working to prevent future backlogs.

Dyfed-Powys Police can't single out applicants with [protected characteristics](#) during vetting, so it can't identify potential disparities in its processes. The make-up of the force is not fully representative of its local BAME communities. However, the force is representative of its Welsh-speaking population. The force's positive action officer has a strategy and delivery plan for the force to engage with local communities. This might encourage more applicants from under-represented groups for officer and staff roles.

The force complies with its obligations to give details to the College of Policing for the barred and advisory lists. This stops people who have left the service under investigation or who have been dismissed from re-joining the police or working in law enforcement.

The force has effective channels for regularly clarifying and reinforcing acceptable and unacceptable behaviours. One method is banners on desktop computers which reinforce messages about ethics and professional standards. Another is Film Friday. This is a monthly piece to camera with a chief officer providing important messages, for example about the introduction of the substance misuse random drug-testing policy.

The force has a learning the lessons group. This considers the lessons learnt from local incidents and complaints. It also explores external material such as bulletins from the [Independent Office for Police Conduct](#) (IOPC). Learning from this group has already influenced some changes to practice. The group published the first issue of its quarterly bulletin during our inspection. This is encouraging. The force must now make this a regular communication so that it consistently and regularly reinforces expected standards.

We found the workforce has a good understanding of acceptable standards of behaviour.

Tackling corruption

The force requires improvement in how it identifies and manages organisational corruption risks. But we found some areas of effective practice.

The anti-corruption unit does respond to reactive intelligence. But we found limited evidence of proactive intelligence being developed or proactive work to seek out corruption intelligence.

At the time of our pre-inspection insight work in July 2018 the force did not have a current counter-corruption strategic threat assessment or control strategy. However, by the time of our inspection fieldwork one had been prepared. Such an assessment, maintained over some years, should help to identify the main corruption threats in a systematic manner. This should enable the force to identify trends and patterns in corruption as they develop. This should support the force to intervene to prevent corruption and/or reduce corruption threats more effectively.

We found the management of business interests to be effective, particularly the internal communications to raise awareness of the requirement for the workforce to register potential business interests. We saw some evidence of dip-sampling for compliance.

Gifts and hospitality are managed well. A clear system is in place and the workforce is aware of it.

The force requires improvement in how it looks for and assesses intelligence about corruption. It regularly and consistently uses IT monitoring in its response to intelligence. But it makes only limited proactive use of its monitoring software. The software in use at the time of the inspection fieldwork did not extend to monitoring all mobile devices. So the force cannot be confident that the workforce's use of data within its systems is appropriate and lawful. The software was extended to all mobile devices on 5 November 2018. While the force can now monitor all mobile devices, this will also bring additional work for the anti-corruption unit. The force needs to ensure sufficient capacity to undertake this important work.

The force has two confidential reporting systems for officers and staff to report internal wrongdoing. The force uses the Safecall service and it also offers the internal Bad Apple confidential online reporting application. The workforce uses both mechanisms to report potential wrongdoing, but we heard mixed views about them. Some people were sceptical about the anonymity of the Bad Apple system. To get the most from this facility, the force needs to raise confidence in the process.

Dyfed-Powys Police is making progress with identifying and tackling the problem of [abuse of position for a sexual purpose](#). But further improvement is needed. The force recognises the abuse of position for a sexual purpose as serious corruption. We reviewed 60 files and the force had referred all relevant cases to the IOPC. The force submitted a plan in 2017 to address our 2016 legitimacy recommendation in this area. Although we recognise the positive work the force has done, it has not

completed all the necessary actions required to comply with the main elements of our recommendation.

The force has now started to proactively monitor IT systems to identify risks related to abuse of position for a sexual purpose. This was made possible through the introduction of software that can monitor mobile devices. Previously such activity has only taken place in response to intelligence received.

The force provides material and briefings to its workforce to ensure they are aware of the problem. It trains supervisors on the warning signs that can indicate if someone is abusing their position for a sexual purpose. We found that the workforce was generally aware of the warning signs of abuse of position for a sexual purpose and knew how to report it.

The force has also educated external organisations. It has sent letters to social services and to health and education partners. These letters describe ways to report concerns about abuse of position for sexual gain.

Dyfed-Powys Police had two areas for improvement following our 2017 legitimacy inspection in relation to complaints. We found that officers and staff investigating complaints have the knowledge and skills to support people who want to complain. Also, the force has improved the quality and timeliness of updates to complainants in line with IOPC guidance.

Treating the workforce fairly



Requires improvement

Dyfed-Powys Police requires improvement at treating its workforce fairly.

Leaders are open to feedback from the workforce. The force acts on the feedback, but it doesn't always tell the workforce what it has done.

Some of the workforce said they would not use the grievance procedure, so the force may not hear about their concerns.

The force needs to improve how it uses its data so that it can understand how fair its workforce thinks it is. It doesn't check data about complaints, recruitment, retention and progression for different staff or officers with protected characteristics. So it does not know if it treats any of these groups differently.

The force is good at looking after its workforce's wellbeing. This means the workforce feels supported, and can continue working or get back to work sooner if they have had to take time off.

Dyfed-Powys Police should continue improving how it manages performance in the workforce. Some members of the workforce feel that supervisors do not always deal with poor performance the same way in all parts of the force. This can result in frustration over unequal treatment. The force has a new performance system which should help improve this.

The force needs to improve how it selects people for leadership roles. It asked the workforce about barriers to promotion. Answers included that the process was not open and accessible.

Areas for improvement

- The force should ensure its grievance procedures are accessible, transparent and perceived by the workforce to be fair.
- The force should ensure that it has effective processes in place to identify and understand the causes of potential disproportionality and to take effective action to address these causes in the:
 - recruitment, retention and progression of its workforce; and
 - treatment of officers and staff with protected characteristics, who are subjected to complaint and misconduct investigations.
- The force should ensure it has effective systems, processes and guidance in place, in which all officers and staff are engaged, to manage individual performance and development.
- The force should ensure that its promotion and selection processes are accessible, transparent and perceived by the workforce to be fair.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Improving fairness at work

Dyfed-Powys Police needs to continue to improve its approach to fairness at work. We found that chief officers are open to feedback from the workforce.

The chief constable encourages direct questions through an 'ask the chief' email address that any of the workforce can use. The workforce sees the chief officer roadshows as an opportunity to meet chief officers and ask questions.

The force encourages feedback through workforce surveys. There was a high response rate of 62 percent to the Durham Culture and Wellbeing Survey that was being carried out during our inspection and we understand it compares favourably with other forces. The full results of this have not yet been released, however early indications were that people are motivated to serve the public and support their communities. It also carries out a health survey, local suggestion schemes, ethics committee and exit interviews. In most areas of the force, local reference groups collate workforce concerns and raise issues with senior managers.

The force does take some action in response to workforce concerns. But some of the workforce did not feel that action was always taken or effectively communicated. For example, the force recently improved the promotion process. But this was not communicated well enough to the workforce. Also, the workforce has an inconsistent understanding of the matters considered by the ethics committee. Some of the workforce think that the force does not always act on the feedback it asks for.

Dyfed-Powys Police needs to do more to ensure that its grievance procedure is perceived as fair and that grievances are resolved satisfactorily in line with the [Advisory, Conciliation and Arbitration Service](#) code of practice. We carried out a review of seven grievance files as part of pre-inspection activities and identified that the force's recording and retention of documents was poor. The force has subsequently reviewed its grievance procedure and it is now contained within the fairness at work policy published in July 2018. The force publicised the results of the review and the fact that the procedure would now be fair and timely. But this was very recent. There is still a lack of awareness of the fairness at work policy. And some members of the workforce feel that they wouldn't use the grievance procedure because they don't see it as fair. This was an area for improvement in 2017. If the workforce is not aware of, or has limited confidence in, the grievance procedure, they will be less likely to use it. So, the force will not have a full understanding of workforce concerns.

The force needs to improve the way it analyses force data to identify issues that affect perceptions of fairness and respect. We found no evidence that the force analyses workforce disparities about complaints and grievances. And we found no arrangements to identify and understand potential disparities in recruitment, retention and progression for different protected characteristics and worker types. This was an area for improvement in 2017.

Dyfed-Powys Police published a progression strategy in May 2018 which described workforce composition and the potential barriers to promotion. It then developed an action plan.

Similarly, the force published a positive action strategy in August 2017. This again analysed workforce composition in terms of protected characteristics. The force developed an action plan for this, too.

These are positive steps, but they are very much a snapshot in time of the issues and do not involve continuing analysis. There is a lack of force data analysis to identify the problems that can affect perceptions of fairness. And there is a lack of workforce information, too. So the force will be unaware of any trends or, potentially, where there may be disparities.

Supporting workforce wellbeing

Dyfed-Powys Police's leaders are good at understanding and promoting the benefits of wellbeing in the force. Wellbeing is a strand of the force leadership and wellbeing strategy and this is monitored by the wellbeing group. Physical and mental wellbeing have equal importance within the force.

The force's [occupational health unit](#) takes account of accredited good practice. It follows NICE guidance on workplace health and meets its Equality Act obligations. The force has signed up to the [Blue Light Wellbeing Framework](#). Supervisors discuss wellbeing with their officers and staff, but these conversations are unstructured. The force's approach to wellbeing support ensures that, on the whole, people feel supported. Officers and staff have access to a range of physical and mental wellbeing support resources, if they need them.

The force is good at identifying and understanding workforce wellbeing issues. The occupational health unit takes wellbeing road shows throughout the force area, covering topics such as mental health.

The force undertakes wellbeing surveys for all members of the workforce. These include additional psychological wellbeing questions for those in specialist roles. This ensures occupational health unit staff are aware of any potential problems, but there is no wider analysis of those results. There is a perception that stress is likely to be the greatest risk. The force does have ways in which it can identify and understand wellbeing concerns, but robust analysis of the data would provide a richer source of information. It would also make it easier to identify trends.

Dyfed-Powys Police is good at taking preventative action to improve workforce wellbeing. As mentioned earlier, it uses road shows to promote wellbeing among the workforce. And supervisors are trained to more effectively manage workforce wellbeing. Flu jabs are available free to all members of the workforce. The force has a [trauma risk management](#) process in its post-incident procedures in which wellbeing issues are considered. The force occupational health unit is fully staffed and able to meet the demands placed on it. The unit can draw on additional nurses and counsellors if necessary. Waiting times for appointments are between two and four weeks.

The force supports absent officers and those who have raised a grievance through line managers and occupational health, where appropriate. People facing misconduct processes receive support through a designated welfare representative. Taking early action to improve workforce wellbeing should result in the workforce feeling supported. In turn, this should support people to continue in their role, or, if they have to take time off, to return to work more quickly.

Managing performance and development of officers and staff

Dyfed-Powys Police needs to continue to improve how it develops and manages individual performance. The force tracks individual performance and progression using the development assessment profile (DAP). This is a newly developed system that was introduced in October 2018. The DAP system has replaced a previous performance system which was no longer meeting the force's needs. At present the force cannot monitor individual or personal performance throughout the workforce, but this should soon be possible with the new DAP system.

Some supervisors have regular conversations with their officers and staff to discuss performance. There is some evidence of poor performance being effectively managed, but this is not consistent throughout the force. The workforce's perception in some areas of the force is that poor performance is not addressed.

The new DAP system is expected to address many of the current problems with consistency of performance management throughout the force. But there is still a cultural issue about performance management. This was an area for improvement for the force in 2017. One result of ineffective performance management is a view among the workforce that not all are treated equally.

The force is good at identifying members of the workforce with high potential to become leaders. It is working towards using the [competency and values framework](#) role profiles for performance, recruitment and selection processes.

Dyfed-Powys Police is working with other Welsh forces to establish agreed rank profiles rather than individual role profiles. The new rank profiles will be built into the DAP process. Forces will use them formally in selection and promotion processes.

The force has a talent scheme. It takes many forms and can result in the individual being part of a recognised 12-month process of development. The force also offers a variety of other development and career pathway options. The current talent scheme relies on people nominating themselves. In future, both the line manager and the officer or staff member will be able to nominate. Selection will be based on the evidence in the DAP. The force has not yet assessed the system to establish if there are barriers to the talent scheme, but this should be possible as part of the DAP.

Identifying and supporting future senior leaders will ensure the force has enough talented individuals to take these roles on in the future.

The force needs to continue to improve the way it selects people for leadership roles. It has made good progress in identifying some of the barriers to promotion. In May 2018 the force produced a progression strategy which asked the workforce to identify barriers to promotion. The force has also asked female officers about potential barriers to progression.

To overcome barriers to progression for female officers, the force held a female officer development event in September 2018. This included external speakers. Senior female officers in the force ran a question-and-answer session about overcoming obstacles to development and career planning.

To address problems with promotion, the force tried a new system for a recent sergeant's process. The system involved a process of application, independent moderation of anonymised applications and then a local panel interview. Many perceived this to be a fairer approach, but inconsistencies occurred because panel members varied. Next time the force will use a single interview panel that will operate in different locations so that the process remains accessible.

The force did not communicate the change in promotion process widely, which was a lost opportunity. There is still a view among some members of the workforce that the promotion process is unfair. This was an area for improvement for the force in 2017. Where selection is based on competence, promotion processes are seen to be fair by the workforce and ensure that the right person for the job is selected.

Annex A – About the data

Data in this report is from a range of sources, including:

- Home Office;
- Office for National Statistics (ONS);
- our inspection fieldwork; and
- data we collected directly from all 43 police forces in England and Wales.

When we collected data directly from police forces, we took reasonable steps to agree the design of the data collection with forces and with other interested parties such as the Home Office. We gave forces several opportunities to quality assure and validate the data they gave us, to make sure it was accurate. For instance:

- We shared the submitted data with forces, so they could review their own and other forces' data. This allowed them to analyse where data was notably different from other forces or internally inconsistent.
- We asked all forces to check the final data used in the report and correct any errors.

We set out the source of this report's data below.

Methodology

Data in the report

British Transport Police was outside the scope of inspection. Any aggregated totals for England and Wales exclude British Transport Police data, so will differ from those published by the Home Office.

When other forces were unable to supply data, we mention this under the relevant sections below.

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use ONS mid-2017 population estimates. This was the most recent data available at the time of inspection.

Survey of police staff

We surveyed the police workforce across England and Wales, to understand their views on workloads, redeployment and how suitable their assigned tasks were. This survey was a non-statistical, voluntary sample so the results may not be representative of the workforce population. The number of responses per force varied between 32 and 365. So we treated results with caution and didn't use them to assess individual force performance. Instead, we identified themes that we could explore further during fieldwork.

BMG survey of public attitudes towards policing (2018)

We commissioned BMG to survey public attitudes towards policing in 2018. Ipsos MORI conducted a similar version of the survey in 2015–2017.

The survey consisted of about 400 respondents for each of the 43 forces. Most surveys were completed online, by members of online research panels. However, a minority of the surveys (around 750) were conducted face-to-face. These face-to-face surveys were specifically targeted to groups that are traditionally under-represented on online panels. This aimed to make sure the survey respondents were as representative as possible of the total adult population of England and Wales. A small number of respondents were also surveyed online via postal invites to the survey.

Results were weighted by age, gender, ethnicity and indices of multiple deprivation to match population profiles. The sampling method used is not a statistical random sample and the sample size was small, which may be more problematic for larger force areas compared to small ones. So any results provided are only an indication of satisfaction rather than an absolute.

[The findings of this survey, and previous surveys, are available on our website.](#)

Review of crime files

We reviewed police case files for these crime types:

- theft from person;
- rape (including attempts);
- stalking;
- harassment;
- common assault;
- grievous bodily harm (wounding); and
- actual bodily harm.

Our file review was designed to provide a broad overview of how well the police:

- identify vulnerability;
- conduct investigations; and
- treat victims.

We randomly selected files from crimes recorded between 1 January and 31 March 2018 and assessed them against several criteria. We reviewed 60 case files in each force, except for West Midlands Police and Greater Manchester Police where we reviewed 90.

For our file review, we only selected a small sample size of cases per force. So we didn't use results from as the only basis for assessing individual force performance, but alongside other evidence.

Force in context

999 calls

We collected this data directly from all 43 police forces in England and Wales.

Recorded crime and crime outcomes

We took this data from the December 2018 release of the Home Office [police recorded crime and outcomes data tables](#).

Total police-recorded crime includes all crime (except fraud) recorded by all forces in England and Wales (except BTP). Home Office publications on the overall volumes and rates of recorded crime and outcomes include British Transport Police, which is outside the scope of this inspection. So England and Wales rates in this report will differ from those published by the Home Office.

Police-recorded crime data should be treated with care. Recent increases may be due to forces' renewed focus on accurate crime recording since our 2014 national crime data inspection.

Other notable points to consider when interpreting outcomes data are listed below.

- Crime outcome proportions show the percentage of crimes recorded in the 12 months ending 30 September 2018 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. So this data is subject to change, as more crimes are assigned outcomes over time.
- Under the new framework, 37 police forces in England and Wales provide outcomes data through the HODH every month. All other forces provide this data via a monthly manual return.
- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. As part of the pilot, they stopped issuing simple cautions or cannabis/khat warnings and restricted their use of penalty notices for disorder for adult offenders. These three forces continued to follow these procedures since the pilot ended in November 2015. Later, other forces also limited their use of some out of court disposals. So the outcomes data should be viewed with this in mind.

For a full commentary and explanation of outcome types please see the Home Office statistics, [Crime outcomes in England and Wales: year ending March 2018](#).

Workforce figures (including ethnicity and gender)

We took this data from the Home Office annual data return 502. The data is available from the Home Office's published [police workforce England and Wales statistics](#) or the [police workforce open data tables](#). The Home Office may have updated these figures since we obtained them for this report.

The data gives the full-time equivalent workforce figures as at 31 March. The figures include section 38-designated investigation, detention or escort officers, but not section 39-designated detention or escort staff. They include officers on career breaks and other types of long-term absence but exclude those seconded to other forces.

Spend per head of population

We took this data from the [HMICFRS value for money profiles](#).

These profiles are based on data collected by the Chartered Institute of Public Finance and Accountancy, through the Police Objective Analysis. The spend over time figures are adjusted for inflation. The population figures are ONS mid-year estimates, with the 2018/19 value calculated by assessing the trend for the last five years. [More details on this data can be found on our website](#).

Stop and search

We took this data from the Home Office publication, [Police powers and procedures, England and Wales, year ending 31 March 2018](#). Stop and search totals exclude vehicle only searches and searches where the subject's ethnicity was not stated.

Vetting data (workforce without up-to-date security clearance)

We collected this data directly from all 43 police forces in England and Wales.

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