HMICFRS

Her Majesty's Inspectorate of Constabulary
and Fire & Rescue Services

PEEL

Police effectiveness, efficiency and legitimacy 2018/19

An inspection of South Wales Police

Contents

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 South Wales 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	No
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

	South Wales rate	England and Wales rate
999 calls per 1,000 population 12 months ending 31 March 2019	152	175

	South Wales rate	Most Similar Forces rate
Recorded crime per 1,000 population 12 months ending 30 September 2018	82	103

South Wales workforce

	FTE in post on 31 March 2019	FTE in post on 31 March 2014	Percentage change
Police Officer	2,986	2,861	4%
Police Community Support Officer	374	477	-22%
Police Staff	1,911	1,704	12%

	South Wales spend	England and Wales spend
Spend per head of population 2018/19 projection	£208	£192

Overall summary

Effectiveness	●●●○ **Good**	**Last inspected**
Preventing crime and tackling anti-social behaviour	●●●○ Good	2018/19
Investigating crime	●●●○ Good	2016
Protecting vulnerable people	●●●○ Good	2018/19
Tackling serious and organised crime	●●●○ Good	2016
Armed response capability	Ungraded	2018/19

Efficiency	●●●○ **Good**	**Last inspected**
Meeting current demands and using resources	●●●○ Good	2017
Planning for the future	●●●○ Good	2018/19

⚖ **Legitimacy**	●●●○ **Good**	**Last inspected**
Fair treatment of the public	●●●○ Good	2018/19
Ethical and lawful workforce behaviour	●●●○ Good	2018/19
Fair treatment of the workforce	●●●○ Good	2018/19

How does the force compare with similar forces?

We compare South Wales Police's performance with the forces in its most similar group (MSG). MSGs are groups of similar police forces, based on analysis of demographic, social and economic factors. For more information about MSGs, see our website.

South Wales Police's MSG forces are Lancashire Constabulary, Northumbria Police, Humberside Police, South Yorkshire Police, Gwent Police, West Yorkshire Police and Nottinghamshire Police. We haven't yet inspected Lancashire Constabulary, Gwent Police and West Yorkshire Police as part of IPA 2018/19, so use their graded judgments from our previous PEEL assessment for comparison.

Figure 1: Pillar judgments for South Wales Police, compared with forces in its MSG

Outstanding	⚙	0	
	£	0	
	⚖	0	
Good	⚙	6	including South Wales
	£	6	including South Wales
	⚖	8	including South Wales
Requires improvement	⚙	2	
	£	2	
	⚖	0	
Inadequate	⚙	0	
	£	0	
	⚖	0	
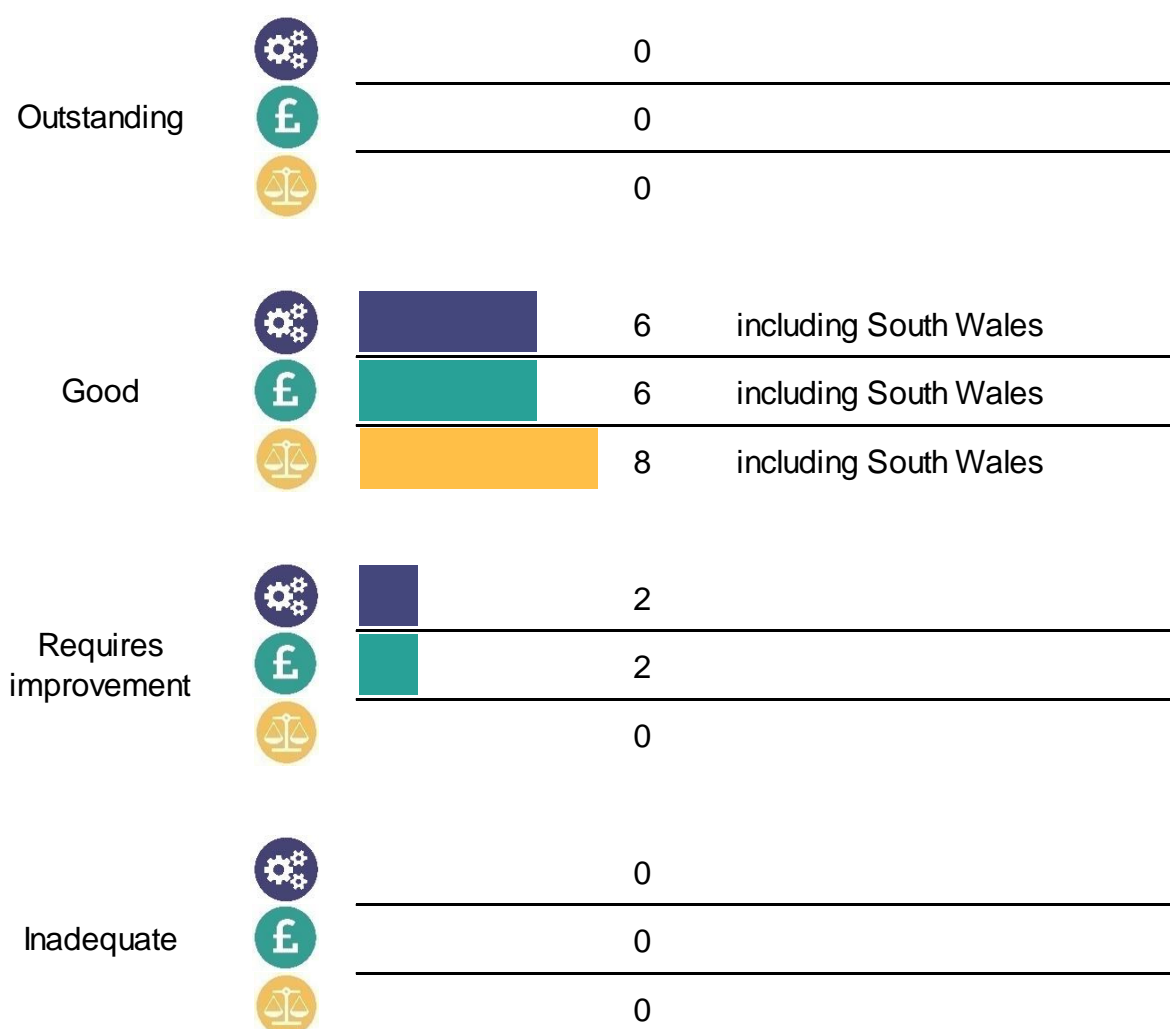
HM Inspector's observations

I am pleased with South Wales Police's performance in keeping people safe and reducing crime.

The force is good at preventing crime and anti-social behaviour and understands the importance of working with its communities to do this. It investigates crime well and has a clear focus on identifying and protecting vulnerable people.

The force understands the complexity and scale of demand for its services. It is using this information to develop its financial and workforce plans to meet future needs. It is good at using resources to meet demand.

Senior leaders make sure the workforce understands the importance of treating the public and each other with fairness and respect. The force continues to uphold an ethical culture and promotes well the standards of professional behaviour it expects.

Overall, I commend South Wales Police for sustaining its positive performance over the past year. I am confident that it is well equipped for this to continue.

Wendy Williams

HM Inspector of Constabulary

Effectiveness

Force in context

	South Wales proportion	England and Wales proportion
Proportion of officers in a neighbourhood or response function in post on 31 March 2019	40%	40%

Victim-based crime per 1,000 population

12 months ending 30 September 2018

	South Wales rate	Most Similar Forces rate
Violence against the person	26	33
Sexual offences	2	3
Theft Offences / Robbery	30	38
Criminal damage and arson	10	13

Crime Outcomes

12 months ending 30 September 2018

	South Wales proportion	England and Wales proportion
Proportion of crimes where action was taken	20%	13%
Proportion of crimes where suspect was identified	56%	46%
Proportion of crimes where victim did not support police action	27%	23%

Outcomes for crimes flagged as domestic abuse

12 months ending 31 March 2018

	South Wales proportion	England and Wales proportion
Charge/summonsed	24%	16%
Evidential difficulties: suspect identified; victim does not support	46%	49%

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

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Good

Summary

South Wales Police is good at preventing and investigating crime. Prevention is at the core of the force's approach to reducing crime and keeping people safe.

The force recognises the importance of working closely with communities. Officers and staff understand the importance of treating people with fairness and respect. The force has a strong understanding of the threats facing its communities. It is good at protecting the public from harm.

The force is good at understanding and identifying vulnerability. Officers and staff are aware of the importance of identifying and handling vulnerability appropriately. Protecting vulnerable people is a clear priority for the force.

The force needs to improve the ways in which it provides ongoing support to vulnerable victims. It needs to find long-term solutions to the challenges it faces to effectively support victims of domestic abuse.

The force is effective in managing those offenders who are known to pose a risk to vulnerable people. It has achieved a positive reduction in the number of registered sex offenders awaiting assessment.

South Wales Police is good at investigating crime and tackling serious and organised crime. These questions were not subject to detailed inspection in 2018/19, and our judgment from the 2016 effectiveness inspection has been carried over.

Preventing crime and tackling anti-social behaviour

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Good

South Wales Police is good at preventing crime and tackling anti-social behaviour.

Prevention is at the core of the force's approach to reducing crime and keeping people safe. Neighbourhood officers and staff have the resources and support they need to prevent crime. Neighbourhood teams are proactive in their communities, with a focus on preventing crime before it happens.

The force is good at protecting the public from harm. It has a strong understanding of the threats facing communities, and its proactive approach seeks to tackle the causes of crime. The force has good working relationships with a range of partner organisations.

We found good examples of problem solving and the use of preventative tactics as part of the daily work of local officers.

The force needs to make sure that it is co-ordinating and evaluating work to address neighbourhood problems as effectively as possible. It also needs to evaluate its prevention activity and share it routinely.

Areas for improvement

- The force should evaluate and share effective practice routinely, both internally and with partner organisations, so that it can continually improve its approach to the 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

South Wales Police is good at prioritising prevention. Prevention is at the core of the force's approach to reducing crime and keeping people safe. Force leaders have a clear vision for local policing. There is a strategy for neighbourhood policing which is focused on proactive prevention, in line with College of Policing guidelines.

The force gives neighbourhood officers and staff the resources and support they need to prevent crime. It is careful to monitor and reduce abstractions of officers and police community support officers (PCSOs) from neighbourhood duties to activities such as responding to incidents. A revised policy has been agreed and PCSOs are rarely abstracted. When officers are abstracted, it is usually to respond to incidents in their local area because they are the nearest available unit. Such abstractions do not appear to impact unduly on their ability to carry out neighbourhood activities.

Neighbourhood teams are proactive in their communities; they focus on preventing crime and anti-social behaviour before they occur. The force equips most officers and

staff with the skills they need to carry out effective crime prevention activity and holds officers and staff to account for this.

Protecting the public from crime

South Wales Police is good at protecting the public from harm. The force understands its communities; it assesses threats effectively, using information which comes from a variety of sources (such as talking and listening to people in the community, and meeting with public and third sector partner agencies).

The force has a strong understanding of the threats facing communities from problems such as knife crime. It is taking steps to assess current, emerging and hidden threats through Operation Sceptre. Neighbourhood policing teams communicate with their communities at a variety of community meetings and events, and on social media.

The force has effective information-sharing arrangements with partner agencies such as the local authority and works closely with different agencies and communities to tackle problems. This collective approach attempts to identify and deal with the underlying causes of crime and anti-social behaviour, rather than just reacting to the symptoms. An example is the monthly multi-agency local problem-solving meetings, where the force discusses specific anti-social behaviour cases with partner agencies to aid effective prevention.

The force has introduced the [OSARA](#) problem-solving model for all neighbourhood officers to use. This model uses different steps based on outcomes, scanning, analysis, response and assessment. This was an area for improvement in 2016, which we are pleased to report has been successfully addressed.

We found some good examples of problem solving and the use of preventative tactics as part of the daily work of local officers. However, the quality of the information recorded within the OSARA plans varied. Some plans were detailed, with good supervisory oversight and evidence of evaluation. Others lacked detail and did not reflect well enough the extent of ongoing work to tackle problems. This means there is a risk that the force is not co-ordinating or evaluating work to address neighbourhood problems as effectively as it should.

Alongside its problem-solving work, the force is part of the All Wales Early Action Together programme. This looks to address the lack of early intervention preventative activity when adverse childhood experiences are evident. The force makes use of the powers and tactics which are available to help it to tackle crime and anti-social behaviour. The force is increasingly using anti-social behaviour powers. It is also working to prevent online crime.

There are examples of the force holding meetings which illustrate some sharing of learning. They include problem solving, community cohesion and local inspector meetings. But these meetings do not share information on a consistent and regular basis. The force needs to ensure that it both evaluates its prevention activity and shares it routinely. This was an area for improvement in 2016 and remains so.

Investigating crime

Good

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2016 effectiveness inspection has been carried over.

Protecting vulnerable people

Good

South Wales Police is good at understanding and identifying vulnerability. It has a clear definition of vulnerability. Officers and staff discuss vulnerability daily. Protecting vulnerable people is a clear priority for the force.

Officers and staff receive training in how to identify hidden forms of vulnerability. Staff from the multi-agency safeguarding hubs (MASHs) show a good understanding of the challenges presented by hidden vulnerability.

Call handlers use the THRIVE model when risk assessing calls, and the force responds to incidents promptly when vulnerable victims are involved.

Staff in the mental health triage team have access to health records. This means they can support an effective response to victims.

The force needs to improve the ways in which it provides ongoing support to vulnerable victims. It also needs to put long-term measures in place to effectively support victims of domestic abuse.

The force makes good use of legal powers to protect victims of domestic abuse. It is effective in managing offenders who are known to pose a risk to vulnerable people. The force has achieved a positive reduction in the number of registered sex offenders awaiting assessment.

Areas for improvement
- The force needs to ensure there is sufficient capacity and capability to promptly assess the ongoing risk for domestic abuse victims.
- The force needs to act to ensure that the risk posed to other vulnerable persons impacted by domestic abuse is promptly identified and addressed.

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

South Wales Police is good at understanding and identifying vulnerability. The force has a clear definition of vulnerability. Officers and staff are aware of the importance of identifying and handling vulnerability appropriately. Protecting vulnerable people is a clear priority in both the police and crime plan and the chief constable's delivery plan.

Officers and staff discuss vulnerability in the daily management meetings held in each basic command unit (BCU). The force also analyses patterns of offending against vulnerable victims. For example, the force has developed a problem profile for county lines; this identifies the problems of vulnerability and hidden harm associated with county lines criminality. Vulnerability is also outlined in the 2018 strategic assessment, for which a MoRiLE assessment was used to assess and score crime types. (MoRiLE is the management of risk in law enforcement process. It was developed by the National Police Chiefs' Council (NPCC) to assess the types of crimes which most threaten communities and highlight where the force does not have the capacity or capability to tackle them effectively.)

The strategic assessment was reviewed in January 2019 and the priorities assessed as follows:

- rape and serious sexual offences;
- knife crime;
- county lines;
- domestic abuse;
- child sexual exploitation and abuse; and
- preventing and responding to terrorist and extremist threats.

Officers and staff receive training in how to identify hidden forms of vulnerability, so they can then look for signs. Staff from the MASH train the workforce about hidden forms of vulnerability. They themselves demonstrate a good understanding of the challenges presented by hidden vulnerability. Officers working in the early intervention hub have received training on adverse childhood experiences. As a result, they are better able to support children and families, and refer them to appropriate services.

The force has clear processes to identify repeat and vulnerable victims when they call the public service centre. Operators consistently check for warning markers in force systems. Callers are assessed for vulnerability using the THRIVE (Threat, Harm, Risk, Investigation opportunities, Vulnerability of the victim and Engagement level) risk assessment model.

In November 2018, the force changed the process for using THRIVE in the public service centre. The force had been using a separate THRIVE electronic document, and some staff felt this duplicated effort and was inefficient. However, when we visited the force as part of our pre-inspection activity, some call logs did not have a risk assessment.

In January 2019, the force added a THRIVE headings section to the system so that staff could easily access it. When we re-visited the public service centre during

inspection fieldwork, staff were risk assessing calls appropriately and consistently using the THRIVE structure.

Responding to incidents

The force is good at responding to incidents promptly when vulnerable victims are involved. Attending officers complete a public protection notice (PPN) for all cases involving vulnerable people. The PPN incorporates a domestic abuse, stalking and harassment (DASH) risk assessment form. This is a national risk assessment tool which is used for reports of domestic abuse. DASH risk assessments are completed in 95 percent of all reports of domestic abuse. Additionally, officers consider the welfare of other people present in a household (such as children) when completing risk assessments. However, there is evidence to suggest that PPNs are not always checked by a supervisor.

The force funds mental health practitioners to work in a triage facility in the public service centre. The triage facility gives support, advice and guidance to officers who are dealing with incidents where mental ill-health may be a feature. Staff in the triage team have access to health records. This means they can support an effective response to victims. The triage team was established in January 2019, and the force is now evaluating it to assess its effectiveness.

Officers who we spoke to appreciate the importance of safeguarding vulnerable people when considering how to deal with suspects. They understood this is particularly the case when deciding whether to arrest or to use voluntary attendance. (Voluntary attendance is a police station interview that takes place when a suspect volunteers to help with an investigation but is not arrested.) To protect vulnerable victims, officers will make arrests, when appropriate, in accordance with the Police and Criminal Evidence Act 1984. The arrest rate for domestic abuse in South Wales Police for the 12 months to 30 September 2018 is 31 percent. This is in line with the England and Wales rate.

Supporting vulnerable victims

The force needs to improve the ways in which it provides ongoing support to vulnerable victims.

Safeguarding of vulnerable victims is carried out by different teams, and officers were aware who had this responsibility. The force uses a programme called Police Watch to notify neighbourhood teams of vulnerable people. Members of the neighbourhood teams will follow up (for example, with a home visit). At the time of our inspection, the force had backlogs of PPNs awaiting secondary assessment.

While the force deals with high-risk incidents straightaway, during our inspection we found backlogs in the processing of medium and standard risk cases in two of the four BCUs. Responding officers put in place immediate safeguarding measures on these cases. But officers and staff in the BCU do not consider additional safeguarding measures until the secondary review has been conducted. There is some scanning of the backlog, to try to identify cases that may have been wrongly graded. But the system is not infallible. Consequently, the force does not know exactly what risk may sit in the backlog and safeguarding for some victims is significantly delayed. There may be unidentified high-risk cases.

The force is aware of the PPN backlogs and conducted its own review in late 2018. We revisited the force following our inspection, to check on progress. The force had allocated additional staff to process the backlogs, which had reduced. However, such arrangements are a short-term solution, and do not address the longer-term challenges of having enough capacity and capability to effectively support victims of domestic abuse. This is an area that we will keep under review.

The force makes good use of legal powers to protect victims of domestic abuse. These include domestic violence protection orders and the domestic violence disclosure scheme, also known as Clare's Law.

Some areas of South Wales Police are covered by a MASH, where arrangements with partner agencies have enabled their establishment. Other areas have multi-agency arrangements, but these are not referred to under the same terminology. Neither the Vale of Glamorgan nor Neath have either sort of arrangement. However, partner agencies share the same office space for ease of information sharing and decision making.

The force refers all high-risk domestic abuse cases to multi-agency risk assessment conferences (MARACs). The force's referral rate more than meets that recommended by Safelives. In some areas of the force, daily discussions are held within the MASH, using the available co-located partners and statutory agencies.

The full range of partner agencies that attend conventional conferences do not attend the daily discussions within the MASH. However, these discussions enable early interventions and safeguarding to be put in place straightaway. If a case warrants it, or a partner agency feels a more detailed discussion is needed, these cases can be transferred to the MARAC for further discussion.

The force uses surveys to collect feedback from victims. South Wales Police has also held survivor events, where feedback and learning are obtained from victims first-hand, for the benefit of all partner agencies. Feedback provided by victims of domestic abuse in 2017 and 2018 returned a 90 percent satisfaction rating.

The force is effective in managing those offenders who are known to pose a risk to vulnerable people. It has achieved a positive reduction in the number of registered sex offenders (RSOs) awaiting assessment; from 286 on 1 July 2017, to 18 on 1 October 2018. The active risk management system assessment tool is used. Offender managers oversee and monitor the use of preventative orders. They enforce these orders when breaches are detected. Breaches of sexual harm prevention orders numbered one in 2017, and ten in 2018, showing increased scrutiny of this type of offender. Neighbourhood teams are aware of the sex offenders living in their area and are expected to submit intelligence and carry out enforcement activity if breaches are identified.

The paedophile and online investigation (POLIT) team uses child protection software. This responsibility has recently been transferred from the digital forensic team. There are no backlogs in POLIT caseloads.

Tackling serious and organised crime

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Good

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2016 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. The threat can include the activity of organised crime groups or armed street gangs and all other crime involving guns. The *Code of Practice on 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

South Wales Police operates joint arrangements with Dyfed-Powys Police and Gwent 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 South Wales Police area are attended by officers trained to an armed response vehicle standard. However, incidents sometimes occur that require the skills and specialist capabilities of more highly trained officers.

The availability of specialist officers in the South Wales Police area, in addition to the support available from Dyfed-Powys Police and Gwent Police, mean that the force has enough 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 South Wales 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 South Wales Police are trained in tactics that take account of the types of recent terrorist attacks. The force also has an important role, along with other organisations, in designing training exercises that simulate these types of attack. These training exercises are reviewed carefully so that learning points are identified, and improvements are made for the future.

The joint firearms unit regularly debriefs incidents attended by armed officers. It has recently introduced an incident debrief and lessons learnt process which identifies themes and good practice, which is shared with the unit.

Efficiency

Force in context

	South Wales spend	England and Wales spend
Spend per head of population 2018/19 projection	£208	£192

Spend per head of population by category

2018/19 projection

	South Wales spend	England and Wales spend
Visible frontline	£72	£65
Non-visible frontline	£68	£62
Frontline Support	£19	£17
Business support	£39	£41
Other	£10	£8

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

Good

Summary

South Wales Police is good at operating efficiently and sustainably.

In 2017, we judged that the force's approach to meeting current demand and using resources was good. We have carried over our judgment from the 2017 effectiveness inspection.

The force is good at planning for the future. It has used software to inform its Operation Morse change programme and managed demand accordingly. It is still developing its understanding of hidden and emerging demand.

The force is good at prioritising its use of resources, and at flexing resources to meet demand.

The force needs to improve its future workforce planning.

The force has a comprehensive medium-term financial plan, but this plan will not ensure a balanced budget through to 2023. The force will need to focus on value for money over the next four years if it is to sustain and improve operational effectiveness.

South Wales Police has good plans in place to improve the services it gives to the public. It is implementing several significant change programmes, from neighbourhood policing to the extension of mobile technology. These are likely to result in a more responsive, visible and accessible service.

Meeting current demands and using resources

Good

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

South Wales Police had three areas for improvement in 2017.

The force should put in place better processes and governance to understand and realise the benefits of collaborative work, and how they affect its ability to meet current and likely future demand efficiently. This has been met.

The force should conduct a leadership skills audit that will allow it to understand leadership capacity and capability. This is in progress.

The force should ensure that it has sufficient resources available in the control room to fulfil its resourcing model, and so to meet its demand, while also taking into account the wellbeing of its workforce. This has been met.

Planning for the future

Good

South Wales Police is good at planning for the future.

It is good at assessing future demand for its services. For example, as a result of analysing incoming call demand, the force has changed staff shift patterns and made other arrangements to manage demand. It uses information and communications technology in an effective way to understand trends in demand.

The force is reviewing all aspects of neighbourhood policing, with a view to offering a consistent approach. The force is still developing its understanding of hidden and emerging demand.

The force needs to do more to understand public expectations, including incorporating public feedback into its plans.

The force needs to improve the ways in which it develops its prospective workforce needs. Without a formal skills gap analysis, for example, it lacks a clear understanding of what it will need from its workforce in the future.

While the force has a comprehensive medium-term financial plan, this is not enough to ensure a balanced budget throughout the period to 2023.

The force also needs to continue to improve leadership and workforce development.

Areas for improvement

- The force needs to ensure that public expectations form part of future planning.
- The force needs to better understand the changes in workforce capacity and capability that are required to meet future demand.
- The force needs to ensure that there are effective arrangements for leadership development and that opportunities are available to all officers and staff with leadership potential, at all levels in the organisation.

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

The force is good at assessing future demand for its services. A resource and demand allocation project (RADAR) is in progress. This centres on the development of a force resource allocation model which will also identify areas of demand, using Process Evolution software. This is intended to enable the force to make evidence-based decisions on how it allocates resources to meet current and future demand.

The force has also used Process Evolution methodology to inform its Operation Morse change programme. For example, the programme has mapped the incoming demand created by calls from the public to the public services centre. With this information, the force has managed demand by changing shift patterns and making arrangements to increase the number of occasions on which calls and enquiries are resolved at first contact, without any need for follow-up contacts.

South Wales Police is reviewing all aspects of neighbourhood policing, including structures and delivery. The purpose of this initiative is to develop a consistent approach to both community engagement and the response to vulnerability. At the time of our inspection fieldwork, this review was ongoing.

The force has made some forecasts of the likely future demand for its services. It has used statistical trends and strategic assessment information, including MoRiLE and the completion of its force management statement, to inform its decisions about strategic resourcing. For example, the force has made sure that the ability to carry out investigations has been maintained in anticipation of an increase in violence, stalking, cybercrime and serious sexual offences. And the investment in the mental health triage facility was based on an increase in the frequency of mental health-related demand.

South Wales Police uses information and communications technology (ICT) in an effective way, to understand trends in demand. For example, it has a neighbourhood policing app on officers' mobile devices to capture their activity. This, in turn, informs the RADAR project. A further example is the force's predictive sickness analysis tool, developed in collaboration with Gwent Police, to develop an understanding of trends in workforce absence.

The force uses data from partner agencies to understand demand. As a result, it has assessed mental health demand on certain days, together with analysis of health and ambulance information.

The force is still developing its understanding of hidden and emerging demand. It uses MoRiLE assessment methodology to regularly monitor the risk posed by county lines criminality, and to prioritise responses. Hospital accident and emergency departments share data with the force on hidden crimes (that is, unreported crime). The force recognises emerging threats from digital crime, as indicated by its investment in cyber kiosks. The kiosks are located across BCUs.

South Wales Police has been active in maximising the opportunities for better use of new ICT equipment in policing. In collaboration with Gwent Police, it has established a joint digital services division to collaboratively progress innovations. This includes giving new mobile technology to officers and staff. The 'Fixed, Flexible, Field 2' project, now called the Agility and Digital project, aims to give officers and staff in both forces a selection of new devices designed to increase their productivity, efficiency and public visibility.

Understanding public expectations

The force still needs to do more to understand public expectations. It does have ways of communicating with the public; they include the traditional methods of neighbourhood officer contact, as well as social media. But more needs to be done to integrate this information into its plans.

At the end of 2018, the force completed its communication, engagement and consultation strategy. After this, it carried out the first formal consultation exercise. Themes that were important to the public included drugs, county lines and more investment in technology. The force will use the results of this consultation to understand how public expectations are changing, and to inform future demand work and planning.

Prioritising

South Wales Police is good at prioritising its use of resources. It can show how resource investments reflect force priorities, and how these priorities have shifted over time.

The force has invested significantly to address vulnerability. It can also show how resources have been moved from criminal justice to other areas of greater priority, as part of its budget planning. Evidence of the force responding to immediate priorities, such as knife and drug crime in Cardiff, is apparent.

The force can show its ability to flex resources to meet demand. It has a strategic board that monitors workforce capability against this information. The force plans to develop the 'flight deck' information system so that it can provide real-time information on demand and resources. This is expected to help chief officers to manage demand more effectively in the future.

The police and crime plan reflects the [police and crime commissioner](#) (PCC)'s priorities, and informs the chief constable's delivery plan for the period to 2021. But it does not currently reflect the outcomes of the recent public consultation exercise. The force intends to use this information to inform future priorities.

Future workforce

The force is still developing its prospective workforce needs. This is an area that needs to be improved. It is carrying out a programme of workforce development activity, under the governance of the People and Organisational Development Strategy. This activity aims to meet the changing demand and skills requirement of the force's future workforce in a sustainable way, so that the workforce has sufficient skills to be effective in the future. The project is divided into six areas:

- skills profile and assessment;
- resource planning;
- leadership and competency development;
- performance and talent management;
- engagement and recognition; and
- safety, health and wellbeing.

The force has some understanding of the changes it needs to make in workforce capacity and capability in order to meet future demand. It has used predictive modelling to identify resource and skill changes to inform succession planning, as well as recruitment and training activity. The force conducts succession planning activity a year in advance. It also publishes promotion processes a year in advance.

The force does not have a formal skills gap analysis. This means that it has no consistent understanding of what it will need from its workforce in the future. It is aware that this analysis needs to be done and plans to carry out a skills audit as part of the People and Organisational Development change project.

Finance plans

South Wales Police has a mature and comprehensive medium-term financial plan. This extends to 2023. Its assumptions are both clearly set out and consistent with other forces. There is appropriate challenge through PCC and police and crime panel scrutiny. As for all forces, the government's 2019 spending review represents uncertainty. South Wales Police has raised a challenge over shortcomings in the grant distribution formula. It has a good track record of delivering savings to meet budget requirements and has identified the necessary savings plans for 2019/20. While the force has confidence in its ability to make these savings, finances will remain challenging for the foreseeable future.

Beyond 2019/20, savings will be more difficult to achieve, and the current medium-term financial plan is not enough to produce a balanced budget throughout the period to 2023. The plan shows a residual budget gap of £6m for the revenue account, with increased borrowing and a residual capital shortfall of £42m to address the ten-year estate strategy. The force will need to keep focusing on value for money over the next four years if it is to sustain and improve operational effectiveness.

The force has a reserves strategy. The general reserve has reached its target level, and assigned reserves are £3.9m. The adequacy of both the general reserve and specific reserves is under constant review. The PCC intends to review the strategic requirements of the estate, plus its financing, in the coming year.

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 sufficient 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.

South Wales Police has a funding gap of £440,000 in 2019/20. It will meet this shortfall by using a contribution from core funding and reserves, and not from council tax precept. The force has assumed that it will receive further pension grants to meet its additional pension costs in future years. But this is not yet certain.

Leadership and workforce development

The force needs to continue to improve leadership and workforce development. The force is reviewing its leadership needs as part of the wider People and Organisational Development project. This project aims to improve the force's understanding of leadership and skills and identify opportunities to improve talent management and workforce representation. There are no clearly defined career pathways. The force does not routinely include career ambition conversations in workforce development plans.

The force has some succession plans in place for its senior leaders. The force's leadership development project is working to carry out skills analysis. This will both identify and support future senior leaders and identify necessary training to make sure the force has suitably skilled officers to meet any future resource gaps. (By way of example, the force made its most recent senior officer postings after considering priorities to make sure it has the right officers in key roles.)

The force is open to external recruitment. It offers the Police Constable Degree Apprenticeship process and plans to recruit external candidates for police officer and police staff roles. The force is recruiting a cohort of Police Now entrants in 2019, as well as transferees from other police forces. It is also developing an apprenticeship scheme.

Ambition to improve

South Wales Police has good plans in place to improve the services it gives to the public.

The force is responding to the demands it faces and is implementing several significant change programmes – from neighbourhood policing to the extension of mobile technology. These are likely to result in a more responsive, visible and accessible service, with the force having a firmer understanding of the demand that it, and its partner agencies, will face in the future.

The force links plans to its own demand analysis and welcomes scrutiny of them.

The force's change programmes have clearly defined evaluation processes; several projects are subject to external review and scrutiny. The force recognises that it could do more to improve its understanding of the benefits it will gain from the changes that it will make. It has therefore invested in a benefits realisation officer to work within the digital services division. The force also plans to establish an additional post within the change programme business area.

South Wales Police is closely involved in both local and All Wales collaborative activity. It can define the clear benefits that it has derived because of this involvement. It has been innovative in establishing a tri-service analyst function; this will bring together information and intelligence across the 'blue light' services to better understand demand. This function has real potential to strengthen the delivery of public services. The force has an appetite to work across all public sector agencies in Wales.

South Wales Police works with partner agencies to better manage local demand. One such example is the mental health clinician provision within the public services centre, which is in the early stage of a pilot project intended to reduce demand.

Legitimacy

Force in context

Comparison of South Wales workforce ethnicity with local population

as of 31 March 2019

	South Wales proportion	Local population proportion
Black, Asian and minority ethnic as % of those with stated ethnicity	2.1%	6.6%
White as % of those with stated ethnicity	97.9%	93.4%
Not Stated as % of total	0.8%	

	South Wales proportion	England and Wales proportion
Proportion of female officers in post as of 31st March 2019	31%	30%

Proportion of workforce without up-to-date security clearance

as of 1 April 2019

South Wales proportion

0%

Stop and search by ethnicity

12 months ending 31 March 2018

South Wales disproportionality

Stop and Search likelihood of BAME individuals compared to white individuals

2.4

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

7.0

South Wales rate

England and Wales rate

Number of stops and searches per 1,000 population

12 months ending 31 March 2018

5.1

4.7

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

Good

Summary

South Wales Police treats both the public and its workforce fairly.

The force recognises the importance of working closely with communities. Officers and staff understand the importance of treating people with fairness and respect. However, frontline officers and staff varied in their knowledge of unconscious bias.

The force needs to improve the extent to which it understands the use of force. It would benefit from analysing its data more effectively, to increase its understanding of how officers and staff use force. It also needs to give all officers feedback about their use of force.

The force is good at using stop and search powers. The force trains its workforce on the ethical use of stop and search tactics. Officers understand the need to apply these powers lawfully and ethically.

The force is good at developing and maintaining an ethical culture and has clear processes for promoting ethical decision making.

The force is good at identifying and managing corruption risks and is developing an overarching control strategy in line with the authorised professional practice for counter-corruption.

The force is good at treating its workforce fairly, and workforce wellbeing is a clear priority for its leaders.

The force needs to improve the management, performance and development of its officers and staff.

Treating the public fairly

Good

South Wales Police is good at treating the public fairly.

The workforce recognises the importance of working closely with communities, and leaders are committed to treating the public with fairness and respect.

The force actively works with its communities in a range of ways, including regular neighbourhood policing meetings and other public events. The force raises awareness among children about a range of issues through the All Wales School Liaison Core Programme (AWSLCP).

The workforce understands the importance of treating people with fairness and respect. Operational officers and staff had received some training on unconscious bias. Further workforce training is planned.

South Wales Police is good at using stop and search powers. The force trains its workforce on the ethical use of stop and search tactics. Officers have a good level of understanding of their obligation to apply these powers lawfully and ethically.

The force gives training and guidance on the use of force. Those who use force understand how to apply it fairly. However, the force needs to improve the extent to which it understands the use of force. It would benefit from identifying trends in the data it collects and making sure that all officers receive feedback about their use of force.

The force would also benefit from receiving more challenge and feedback from external scrutiny groups about its use of force and stop and search powers.

Areas for improvement
- The force should ensure that appropriate members of its workforce receive training in, and understand, unconscious bias.
- The force should ensure that it monitors a comprehensive set of data to enhance its understanding of fair and effective use of force.

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 South Wales Police are committed to working with the people they serve, and to treating them with fairness and respect. The force's culture recognises the importance of working closely with communities. The chief constable's delivery plan defines how the force identifies and responds to people's views of policing services.

Policies, procedures and training all reinforce the importance of fair decision-making and treatment with reference to the Code of Ethics. The deputy chief constable chairs the internal confidence and legitimacy group (CALG). CALG meets quarterly to scrutinise information on levels of public confidence and force legitimacy. This is measured through data such as complaints, victim satisfaction surveys, use of force and stop and search information.

The force actively works with its communities in a range of ways, including regular neighbourhood policing meetings and other public events. It complements these methods with increasing use of social media, mainly Twitter and Facebook, to give information about local policing activities. The force's approach is supported by a network of community cohesion groups (CCGs) that offer useful feedback about the force's approach to local concerns. The force also uses environmental visual audits to help reduce anti-social behaviour. In the AWSLCP, officers give a series of organised lessons to raise awareness among children of the dangers of cyber bullying and internet usage, as well as educating about drug and alcohol awareness, and safe relationships.

The workforce shows an understanding of the importance of treating people with fairness and respect. Operational officers and staff had received some training on unconscious bias. While we found examples that indicated an understanding of the importance of making fair and impartial decisions, frontline officers and staff varied in their knowledge of unconscious bias. This was an area for improvement in 2016 which has yet to be fully addressed. The force has identified this as an area to which it must give greater attention. Further training for the workforce was planned for March 2019.

Using force

South Wales Police needs to improve the extent to which it understands the use of force.

The force gives training and guidance on the use of force. Those who use force understand how to use it fairly. Officers and staff described the importance of effective communication in de-escalating incidents involving conflict. Officers and staff also make good use of a mobile application that enables accurate information to be collected about the use of force in a timely way. This information complies with NPCC recording standards, and the force submits relevant data in line with national requirements.

CALG monitors use of force information as part of its scrutiny of strategic assessment reports. The reports contain a range of data on the use of force and stop and search. However, the force would gain greater benefit by identifying trends in the data it collects, to increase its understanding of how its officers and staff use force. This data should include information about:

- the officers and teams who use force most frequently;
- the extent to which different tactics and techniques prove most successful; and
- identifying disproportionality in respect of the ethnicity of those on whom different types of force are used.

An internal working group on use of force gives a further level of quality assurance.

We identified examples of the force changing the training syllabus because of such scrutiny and review. Such changes include greater use of tactical communication to de-escalate conflict.

The force expects supervisors to review how their officers and staff use force. It has effective systems in place to check that the use of force is recorded. These include daily reviews. However, the approach to supervision is inconsistent. Some officers do not receive feedback about their use of force.

South Wales Police has two external groups that consider the use of force and stop and search as part of their agendas. They are:

- The police accountability and legitimacy group (PALG). The PCC established the PALG. In addition to the force, membership includes staff from the office of the PCC, and external organisations such as the Welsh Government, Disability Wales, Gypsies and Travellers Wales, the Older People's Commissioner for Wales and other third sector organisations. The group enables external organisations and independent advisers to act as critical friends to South Wales Police. The South Wales PCC's chief executive chairs its quarterly meetings.
- CCGs in each BCU area. As well as the force, membership includes a good cross-section of the community. These meetings are independently chaired.

The PALG receives the same strategic assessment report as the CALG meeting. This report includes use of force and stop and search data. The PCC team has carried out a stop and search audit using body-worn video and presented areas for improvement to the PALG. The same has not been done for use of force. Minutes of the PALG meeting are not published.

CCGs receive data on use of force and stop and search for consideration. There is some evidence of the groups questioning this data, but there is limited evidence of any in-depth scrutiny of it. The force has carried out a review of the CCGs and agreed there needs to be more consistency across the force, with standardised terms of reference and agendas.

The force could derive more benefit from these external scrutiny groups if it invited greater degrees of feedback and challenge from members on the use of force and stop and search powers. This could, in turn, allow it to improve understanding, and show the extent to which it uses force in a legitimate way.

Using stop and search powers

South Wales Police is good at using stop and search powers. The force trains its workforce on the ethical use of stop and search tactics. Officers have a good level of understanding of their obligation to apply these powers lawfully and ethically. Supervisors are expected to scrutinise all stop and search records submitted by officers on their teams, but these checks are inconsistent.

We reviewed a representative sample of 139 stop and search records, to assess the reasonableness of the recorded grounds. We found that 71 percent of those records contained reasonable grounds. Our assessment is based on the grounds recorded by the searching officer and not the grounds that existed at the time of the search.

While the CALG monitors stop and search data, the equality, diversity and human rights board receives comprehensive data on stop and search under the following headings:

- Trend analysis in comparison to previous years, geography and officer type.
- Analysis by ethnicity with comparison to community demographics and outcomes.
- Analysis of disproportionality of stop and searches by ethnicity / location.
- Analysis of data by age.
- Analysis of purpose of search by geography, ethnicity and outcomes.
- Analysis of relationship between search reason compared to outcome.
- Data of stop and searches recorded on body-worn video.
- Stop and searches vs the number of crimes committed across geographical areas.

The force has identified disproportionality in the number of stop and searches conducted of black, Asian and minority ethnic (BAME) people. It completed a review of BAME stop and searches and found no evidence of stop and searches being carried out in an unfair or discriminatory manner. We said that this was an area for improvement in 2017.

In our 2017 legitimacy report, we recommended that all forces should:

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

South Wales Police has complied with some of this recommendation. The force is monitoring find rates. However, it is not monitoring the extent to which find rates differ between people from different ethnicities and across different types of searches. Additionally, it isn't clear that it monitors enough data to identify the prevalence of possession-only drug searches or the extent to which these align with local or force-level priorities. Furthermore, the force has published neither the analysis it carried out to understand and explain reasons for disparities, nor the detail of any subsequent action taken.

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

Ethical and lawful workforce behaviour

● ● ● ○

Good

South Wales Police is good at developing and upholding an ethical culture.

The force has clear processes for promoting ethical decision-making, including a variety of training courses. All force policies include equality impact assessments. The force has an independent ethics committee and is a member of both regional and national ethics committees.

The workforce has a good understanding of ethics. It gains its understanding from a range of internal sources, including the force's intranet.

The force has achieved our 2016 recommendation on vetting. It should routinely monitor vetting decisions to identify potential disparities in under-represented groups such as BAME people.

The force complies with its obligations to give details to the College of Policing for the barred and advisory lists. It also publicises the outcomes of misconduct investigations.

The force is good at identifying and managing corruption risks. It has a local strategic counter-corruption threat assessment and plans to develop an overarching control strategy. It uses employee information to identify those at risk of corruption and is appropriate in the use of early interventions.

The workforce has a good understanding of integrity policies. Generally, staff understand the need to declare gifts and hospitality.

Areas for improvement
- The force should monitor its vetting decisions to identify disparities and disproportionality (e.g. BAME groups), and act to reduce them where appropriate.
- The force should ensure it has both a counter-corruption strategic threat assessment and a control strategy to enable it to understand and manage the risks that corruption poses to the organisation.
- The force should ensure that its counter-corruption unit (CCU) can fully monitor all its computer systems, including mobile data, to proactively identify data breaches, protect the force's data and identify computer misuse.

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

South Wales Police is good at developing and maintaining an ethical culture. The chief constable chairs a quarterly senior leaders forum, in which ethics and standards inputs regularly feature. The force has clear processes for promoting ethical decision making. These include regular 'Lessons Learned' bulletins, the production of material for discussion at team briefings, chief constable events, and various training courses. All force policies include equality impact assessments. These are readily accessible via the force intranet which is called BOB.

New staff are issued with an ethical passport as part of their 'Standards and Values' training. Available on BOB, this pocket-sized aide memoir gives staff important information about abuse of position, data misuse and integrity policies.

BOB features a dedicated page for the professional standards department (PSD), which gives the workforce a wide range of information and guidance on key issues. Examples include senior officer blogs about ethics, expected standards of behaviour on debt management, and warnings on the inappropriate disclosure of information to third parties.

The force has a joint independent ethics committee. It has both internal and external members, including professors (one of whom chairs the committee) and a doctor and solicitor. Internal representation is broad, including operational policing, specialist crime, professional standards, legal services, BCUs, corporate services and the Commissioner's team. Individuals also attend to present ethical dilemmas to the committee. The force is an active member of both regional and national ethics committees.

BOB also features a dedicated page for ethics. It includes a route by which the workforce can refer matters for discussion at the ethics committee. It also has minutes of ethics committee meetings and summaries of ethical dilemmas that have been debated. This level of access helps the workforce to understand and learn. The force also circulates minutes of these meetings and shares them with the public, through the force's external website.

The workforce has a good understanding of ethics. People who we spoke to referred to a series of 60-second videos on BOB. Supervisors have used these during briefings, to encourage discussion and help staff to make ethical decisions. Archived dilemmas, and appropriate responses, are recorded on the ethics intranet page as a point of reference. This reference material further helps the workforce to understand and learn.

The force has achieved our 2016 recommendation on vetting. This stipulated that, within two years, all members of the workforce should have received at least the lowest level of vetting clearance for their roles. At the time of our visit to the vetting unit, only five staff had outstanding vetting, none of whom were active in the workforce. The force is compliant with the national vetting code of practice and authorised professional practice. However, it does not routinely monitor vetting decisions to identify potential disparities affecting under-represented groups such as BAME people. The force has acted to reduce disparities in under-represented groups

where appropriate. But, currently, this is a reactive approach in response to a problem or complaint, rather than through routine monitoring.

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

The force publicises the outcomes of misconduct investigations to help the workforce understand expected, and unacceptable, standards of behaviour. The force shares high-profile cases with the public through proactive media campaigns to raise levels of awareness, trust and confidence.

Tackling corruption

South Wales Police is good at identifying and managing corruption risks. It has a local strategic counter-corruption threat assessment. This assessment lacks some detail on areas such as potential corrupters, higher-risk roles, locations of concern and meaningful focus on employee types. The force was due to review its strategic assessment in April 2019. Currently, it is using a series of action plans instead of a control strategy. It would benefit from having an overarching control strategy in line with the authorised professional practice for counter-corruption. There are plans to develop a control strategy when the strategic assessment is refreshed.

The force uses employee information to identify those at risk of corruption. This information helps the force to put effective support and interventions in place through the early intervention programme. One such example involved a member of staff who was experiencing financial difficulties. This person was given advice to help them, which reduced the potential risks.

The force uses early interventions appropriately, and all criminal allegations were investigated fully. Of the 60 items of intelligence we reviewed, there were no cases where early interventions had been used inappropriately. But we did find three cases where early intervention could have assisted an individual to avoid corruption risks.

The force is taking positive steps to increase the capacity and capability of its counter-corruption unit (CCU) and has recently recruited a new systems auditor. This has already had a positive effect by increasing audit functions.

At the time of our inspection, the force was not able to monitor all its IT systems. However, it is examining ways in which this could be done. Such a facility would mean it would be better equipped to make sure that all use of its data is lawful and appropriate. Further assessment may be needed by the force to make sure it maintains enough proactive capacity.

Effective links exist with those who support vulnerable victims. Members of the PSD have visited all existing support agencies, including those who support sex workers, independent sexual violence advocates and independent domestic violence advocates. This engagement has resulted in disclosures which have led directly to investigations and dismissals of officers and staff who have abused their position for a sexual purpose.

Effective processes exist through which officers and staff can report wrongdoing confidentially. These include the provision of an anonymous phone line to the PSD and CCU which can be used to report concerns. The force promotes the reporting line in several ways, including through the professional standards intranet page, the monthly bulletin and 'Standards and Values' training events. Officers and staff have a good understanding of how to access the facility and are generally confident that they can do so anonymously.

The force views abuse of position for a sexual purpose as serious corruption, and the behaviour features as an organisational risk within the CCU strategic threat assessment. Of the 60 cases we reviewed, seven required a referral to the Independent Office for Police Conduct (IOPC). The force appropriately referred six of these cases. The PSD routinely discusses cases for potential referral to the IOPC as part of its daily management meeting. In 2017, the force submitted a plan to address our 2016 national recommendation on abuse of position for a sexual purpose, but this has not yet been fully implemented.

The PSD has given guidance and training to the workforce, designed to prevent the development of inappropriate relationships with victims of crime. Generally, the workforce had a good understanding of the warning signs of such behaviour.

The workforce also has a good understanding of integrity policies. This includes business interests and notifiable associations, together with the processes that need to be followed for these to be assessed, authorised or refused. Staff generally understand the need to declare gifts and hospitality, but there were variations in knowledge of the processes.

In our 2017 legitimacy inspection, we said that South Wales Police had five areas for improvement to address in responding to public complaints. We carried out a specific visit to the force in December 2018 to assess the progress the force had made. We are pleased to confirm that the force has successfully addressed all five areas. In January 2019, we published further details of this work on our website.

Treating the workforce fairly

Good

South Wales Police is good at treating its workforce fairly, and at supporting workforce wellbeing.

The force seeks to ensure fairness at work. Chief officers are open to feedback and will try to address problems. The force's CALG also considers workforce feedback to identify and resolve any workforce concerns.

The force needs to address issues surrounding its grievance processes. Principally, it needs to deal with grievances in a prompt and efficient manner, and in accordance with its own guidelines. Currently, the workforce lacks confidence in the grievance procedure.

The equality and human rights board oversees several important areas of performance.

The force has conducted a BAME impact review of external selection processes, which has seen an increase in BAME applicants.

The force monitors grievances, complaints and misconduct information to identify problems in relation to perceptions of fairness and respect.

The force is good at supporting workforce wellbeing and this is a clear priority for its leaders. The force has a health and wellbeing delivery plan, which is informed by workforce feedback. The force has also implemented a wellbeing project to improve the attendance of officers and staff.

The occupational health unit is resourced sufficiently to meet the force's needs. Staff in posts that are deemed to be high risk receive yearly psychological and wellbeing screening.

The force needs to improve the management, performance and development of its officers and staff.

Areas for improvement
- The force should ensure that its grievance procedures are conducted in a timely way and are perceived by the workforce to be fair.
- The force should ensure it has effective systems, processes and guidance in place to manage individual performance in a way that is valued by the workforce.

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

The force seeks to ensure fairness at work, but it needs to address the timeliness of its grievance processes. The force seeks workforce feedback through a variety of ways. These include a staff survey, which was last conducted in 2017 and will be revisited in 2019, and the chief constable's '100 things in 100 days' initiative (which involved the chief constable inviting feedback during his first 100 days in post).

The chief constable holds roadshows to tell officers and staff about what is happening in the force. Staff who attend the roadshows can post questions anonymously for the chief constable to respond to. The chief constable gives feedback on any changes that have been made as a result of workforce suggestions. (For example, changes made from '100 things in 100 days' include the introduction of free flu jabs, and an independent trust, blame, confidence and legitimacy project to better understand organisational culture.)

Chief officers give prompt answers to a question and answer section on BOB. The force has produced a specific strategy which outlines how it will engage with the workforce. Strands include supportive leadership and employee voice.

The workforce told inspectors that chief officers are open to feedback and will try to address problems. The force's CALG also considers workforce feedback to identify, understand, prioritise and resolve workforce concerns.

We carried out a review of grievance cases as part of our pre-inspection activity. The force is not dealing with grievances in a prompt and efficient manner, nor is it acting in accordance with its own guidelines. We also found that the workforce lacked confidence in the grievance procedure. The force is now trialling a new way of managing the procedure to address the issues we raised. But it needs to make sure that it prioritises the resolution of workforce concerns at the earliest opportunity, in order to address alleged unfairness and improve productivity across the whole organisation.

The equality and human rights board oversees several important areas of performance, including workforce representation. The force is working to address fairness and respect, for example, by coaching female candidates for promotion, and raising awareness of the menopause, so the workforce has a better understanding.

Effective processes exist to identify workforce disparities. A specific team has been established to address under-representation. The force has carried out a BAME impact review of external selection processes and numbers of BAME applicants have increased. The South Wales Black Police Association has held a number of community events, including visiting mosques for special constable recruitment days and visiting schools to talk to students. The force takes part in Pride Cymru and uses this as another way of attracting new recruits.

The force monitors grievance, complaint and misconduct information to identify problems relating to fairness and respect.

Supporting workforce wellbeing

The force is good at supporting workforce wellbeing and this is a clear priority for leaders. The health and wellbeing of staff is a priority for both the chief constable and the PCC. The force has a health and wellbeing delivery plan which has been shaped by workforce feedback. This plan outlines the commitment to improving the wellbeing of all staff. The force has appointed 'blue light' mental health champions who follow the programme and are supported by line managers. Mind, the mental health charity, has trained those champions. Supervisors see wellbeing as part of their role. They consider and promote the benefits of workforce wellbeing, and support officers and staff when concerns are identified.

The force has implemented an absence wellbeing project to improve the health, wellbeing and attendance of officers and staff. This project addresses sickness absence, as well as monitoring and evaluating the effectiveness of wellbeing initiatives. It also improves communication for managers, providing them with better access to information and guidance. A strategic group, chaired by the deputy chief constable, oversees the project to identify absence trends and review wellbeing provision.

The force has also implemented an absence wellbeing project to improve the health, wellbeing and attendance of officers and staff who have problems with long-term sickness absence.

Examples of initiatives include the recruitment of a mental health nurse, a BOB health and wellbeing portal (which is a point of reference for sickness and wellbeing matters), and health and wellbeing roadshows. Health and wellbeing champions are also in place across the force. There has been an improvement in attendance rates.

The occupational health unit is staffed well enough to meet the force's needs. But some of the workforce indicated that there can be delays in getting appointments. This impacts on the unit's ability to give early support and prevent escalation. However, the force has recently increased staffing in the unit.

Staff in posts that are identified as high risk receive annual psychological and wellbeing screening. Supervisors can refer staff for additional support following difficult incidents or traumatic cases. Anyone who is the subject of misconduct investigations or grievance processes is offered a colleague supporter.

Managing performance and development of officers and staff

The force is aware that it needs to improve the management, performance and development of its officers and staff. The importance of supportive leadership is part of the chief constable's delivery plan for 2018/21. The People and Organisational Development Strategy (2018–21) is key to the successful delivery of this improvement. It will assist to both better define future skills and identify how it will recruit and develop the workforce.

Supervisors oversee and review the work that staff are doing and have informal one-to-one conversations. But formal performance meetings are inconsistent across the force. Some staff have monthly meetings with their manager; for others, such meetings take place every six months, or less frequently. The workforce does not feel that the current performance development and review process is effective. The force recognises that performance management processes are inconsistent, and a new approach is now in development.

Appropriate policies exist for the management of poor performance and, in the main, the force follows them through.

There are some examples of leadership programmes, such as Policing Futures and Springboard. But the force is aware that it needs to do more to make sure that all members of the workforce have access to leadership opportunities. It is therefore developing a new leadership development programme as part of its People and Organisational Development Strategy. This programme will be available to all officers and staff. It seeks to identify and develop staff with leadership potential at all levels in the organisation. This is included as an area for improvement in the section 'Planning for the future'.

The force uses the competency and values framework to recruit, develop and progress staff through promotion processes. It publishes promotion schedules well in advance, so that staff have sufficient time to prepare. The force has tried to remove barriers to promotion, including adopting a positive approach to postings on promotion, so that staff do not always have to travel significant distances to work. While many members of the workforce indicated that they considered promotion processes were fair and based on competence, this view was not consistent across the force.

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.

Most similar groups

We compare each force's crime rate with the average rate for forces in its most similar group (MSG). MSGs are groups of similar police forces, based on analysis of demographic, social and economic factors which relate to crime. We could not identify any forces similar to City of London Police. Every other force has its own group of up to seven other forces which it is most similar to.

An MSG's crime rate is the sum of the recorded crimes in all the group's forces divided by its total population. All of the most similar forces (including the force being compared) are included in calculating the MSG average.

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use ONS mid-2018 population estimates.

Survey of police workforce

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 0 and 920. 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.

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 May and 31 July 2018 and assessed them against several criteria. We reviewed 60 case files in each force, except for the Metropolitan Police Service 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 July 2019 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 HMICFRS inspection. Therefore, 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 2019.

Domestic abuse outcomes

In England and Wales, 29 police forces provide domestic abuse outcomes data through the Home Office data hub (HODH) every month. We collected this data directly from the remaining 14 forces.

Domestic abuse outcome proportions show the percentage of crimes recorded in the 12 months ending 31 March 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.

Workforce figures (including ethnicity and gender)

This data was obtained 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.