PEEL: Police effectiveness 2016

An inspection of Dyfed-Powys Police

Contents

Introduction

As part of our annual inspections of police effectiveness, efficiency and legitimacy (PEEL), Her Majesty's Inspectorate of Constabulary (HMIC) assesses the effectiveness of police forces across England and Wales.

What is police effectiveness and why is it important?

An effective police force is one which keeps people safe and reduces crime. These are the most important responsibilities for a police force, and the principal measures by which the public judge the performance of their force and policing as a whole.

To reach a judgment on the extent of each force's effectiveness, our inspection answered the following overall question:

- How effective is the force at keeping people safe and reducing crime?

To answer this question HMIC explores five 'core' questions, which reflect those areas of policing that we consider to be of particular interest and concern to the public:[1]

1. How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?

2. How effective is the force at investigating crime and reducing re-offending?

3. How effective is the force at protecting those who are vulnerable from harm, and supporting victims?

4. How effective is the force at tackling serious and organised crime?

5. How effective are the force's specialist capabilities?

HMIC's effectiveness inspection assessed all of these areas during 2016. More information on how we inspect and grade forces as part of this wide-ranging inspection is available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/). This report sets out our findings for Dyfed-Powys Police.

Reports on the force's efficiency, legitimacy and leadership inspections are available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016/dyfed-powys/).

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[1] HMIC assessed forces against these questions between September and December 2016, except for Kent Police – our pilot force – which we inspected in June 2016.

Force in numbers

Calls for assistance

Calls for assistance per 1,000 population 12 months to 30 June 2016

Dyfed-Powys Police	England and Wales
265	240

Crime (excluding fraud)

Crimes recorded per 1,000 population 12 months to 30 June 2016

Dyfed-Powys Police	England and Wales
41	68

Change in recorded crime 12 months to 30 June 2015 against 12 months to 30 June 2016

Dyfed-Powys Police	England and Wales
+8.7%	+7.8%

Change in recorded crime for the 5 years to the 12 months to 30 June 2016

Dyfed-Powys Police	England and Wales
+0.8%	-3.4%

Crime outcomes*

Charged/summonsed

Dyfed-Powys Police	England and Wales
13.8%	12.1%

Evidential difficulties: suspect identified but victim does not support action

Dyfed-Powys Police	England and Wales
10.0%	10.6%

Investigation completed but no suspect identified

Dyfed-Powys Police	England and Wales
23.8%	47.4%

*Figures are shown as proportions of outcomes assigned to offences recorded in the 12 months to 30 June 2016.

Anti-social behaviour

Anti-social behaviour incidents per 1,000 population 12 months to 31 March 2016

Dyfed-Powys Police	England and Wales
29	31

Anti-social behaviour incidents per 1,000 population 12 months to 31 March 2015

Dyfed-Powys Police	England and Wales
36	34

Domestic abuse

Domestic abuse calls for assistance per 1,000 population 12 months to 30 June 2016

Dyfed-Powys Police	England and Wales
14	16

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 30 June 2016

Dyfed-Powys Police	England and Wales
10.2%	11.1%

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2015

Dyfed-Powys Police	England and Wales
9.1%	10.0%

Organised crime groups

Organised crime groups per million population as at 1 July 2016

Dyfed-Powys Police	England and Wales
19	46

Victim satisfaction rate

Victim satisfaction with the overall service provided by the police 12 months to 30 June 2016

Dyfed-Powys Police	England and Wales
80.6%	83.3%

For further information about the data in this graphic please see annex A

Overview – How effective is the force at keeping people safe and reducing crime?

Overall judgment[2]

● ● ○ ○   **Requires improvement**

Dyfed-Powys Police requires improvement in its effectiveness at keeping people safe and reducing crime. The force prevents crime and tackles anti-social behaviour effectively, and it responds well to serious and organised crime. However, investigation standards need to improve, and there are weaknesses in the support and safeguarding provided to vulnerable people. The force has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. Our overall judgment this year is the same as last year, when we judged the force to require improvement in respect of effectiveness.

Overall summary

How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?	● ● ● ○	**Good**
How effective is the force at investigating crime and reducing re-offending?	● ● ○ ○	**Requires improvement**
How effective is the force at protecting those who are vulnerable from harm, and supporting victims?	● ● ○ ○	**Requires improvement**
How effective is the force at tackling serious and organised crime?	● ● ● ○	**Good**
How effective are the force's specialist capabilities?		**Ungraded**

Overall, the effectiveness of Dyfed-Powys Police at keeping people safe and reducing crime requires improvement. This is principally because of a weakness in the way that the force investigates crime and keeps victims safe.

The force has a good approach to preventing crime and has devoted sufficient resources to policing its communities well. It has a good understanding of the threats

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[2] HMIC judgments are outstanding, good, requires improvement and inadequate.

which are facing its local communities through its work within its communities and its work with other public service organisations.

Dyfed-Powys Police requires improvement at investigating crime and reducing re-offending. The initial investigation of crime is good at the first point of contact, and the use of a risk-based assessment method by call handlers is a welcome improvement. However, the crime allocation policy is based on the type of crime rather than the threat, harm and risk involved. This means that the force is not taking a victim-focused approach to the allocation of all crime.

Dyfed-Powys Police requires improvement at protecting those who are vulnerable from harm, and at supporting victims. Some investigations are still being allocated to officers and staff who do not have the necessary skills to deal with complex and high-risk investigations. This means that vulnerable victims are not receiving the right level of safeguarding and support.

The force is good at tackling serious and organised crime. It works with other public services to develop a sound understanding of serious threats. It is good at deterring people from becoming involved in serious and organised crime, and actively manages criminals to prevent them re-offending.

The force has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. It has assessed the threat of an attack which might require an armed response and has adequate arrangements in place for reviewing its firearms capability.

How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?

The police's ability to prevent crime and anti-social behaviour and to keep people safe is a principal measure of its effectiveness. Crime prevention is more effective than investigating crime, stops people being victims in the first place and makes society a safer place. The police cannot prevent crime on their own; other policing organisations and organisations such as health, housing and children's services have a vital role to play. Police effectiveness in this matter therefore depends on their ability to work closely with other policing organisations and other interested parties to understand local problems and to use a wide range of evidence-based interventions to resolve them.

How much crime and anti-social behaviour is there in Dyfed-Powys?

Although police-recorded crime is by no means a complete measure of the totality of demand for calls on its service that a force faces, it does provide a partial indication of performance across all forces. Crime rates are reported as the number of crimes per 1,000 population in each force area to enable comparison between areas. Total recorded crime is made up of victim-based crime (crimes involving a direct victim such as an individual, a group, or an organisation) and other crimes against society (e.g. possession of drugs). In the 12 months to 30 June 2016, the majority of forces (39 out of 43 forces) showed an annual increase in total police-recorded crime (excluding fraud). This increase in police-recorded crime may have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's 2014 inspection of crime data in all forces across England and Wales.

In 2010 the Home Secretary set a clear priority for the police service to cut crime. Figure 1 shows how police-recorded crime has fluctuated over the longer term. When compared with the 12 months to 30 June 2011, police-recorded crime (excluding fraud) for the 12 months to 30 June 2016 has increased by 0.8 percent in Dyfed-Powys compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime increased by 11.0 percent in Dyfed-Powys, compared with a decrease of 0.5 percent for England and Wales as a whole.

Figure 1: Police-recorded crime rates (per 1,000 population) in Dyfed-Powys, for the five-year period to 30 June 2016
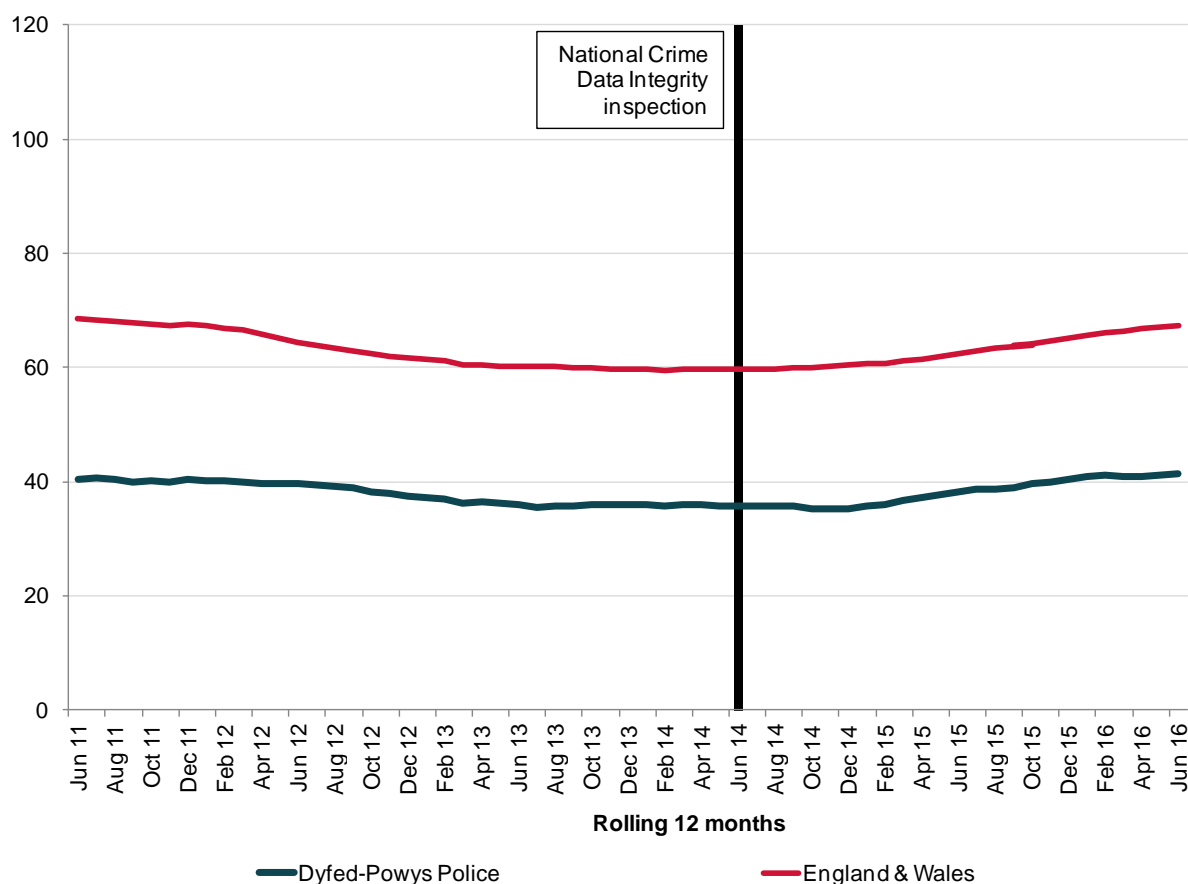
Source: Home Office data
For further information about these data, please see annex A

More recently, when compared with the previous 12 month period, police-recorded crime (excluding fraud) in Dyfed-Powys increased by 8.7 percent for the year ending 30 June 2016. This is compared with an increase of 7.8 percent across all forces in England and Wales over the same period.

The rate of police-recorded crimes and incidents of anti-social behaviour per head of population indicates how safe it is for the public in that police area. Figures 2 and 3 show crime rates (per 1,000 population) and the change in the rate (per 1,000 population) of anti-social behaviour in Dyfed-Powys compared with England and Wales.

HMIC used a broad selection of crime types to indicate crime levels in the police force area during the inspection. We are not judging the effectiveness of the force on police-recorded crime rates only. The figure below shows police-recorded crime rates in the force area for a small selection of crime types.

Figure 2: Police-recorded crime rates (per 1,000 population) in Dyfed-Powys, for the 12 months to 30 June 2016

Rates per 1,000 population	Dyfed-Powys Police	England and Wales
Recorded crime (excluding fraud)	41.4	68.2
Victim-based crime	34.3	60.4
Sexual offences	1.8	1.9
Assault with injury	5.2	7.0
Burglary in a dwelling*	2.8	8.1

* The rate of burglary in a dwelling is the rate for 1,000 households, rather than population
Source: Home Office data
For further information about these data, please see annex A

Figure 3: Percentage change in the rate of anti-social behaviour incidents (per 1,000 population), by force, comparing the 12 months to 31 March 2016 with the 12 months to 31 March 2015
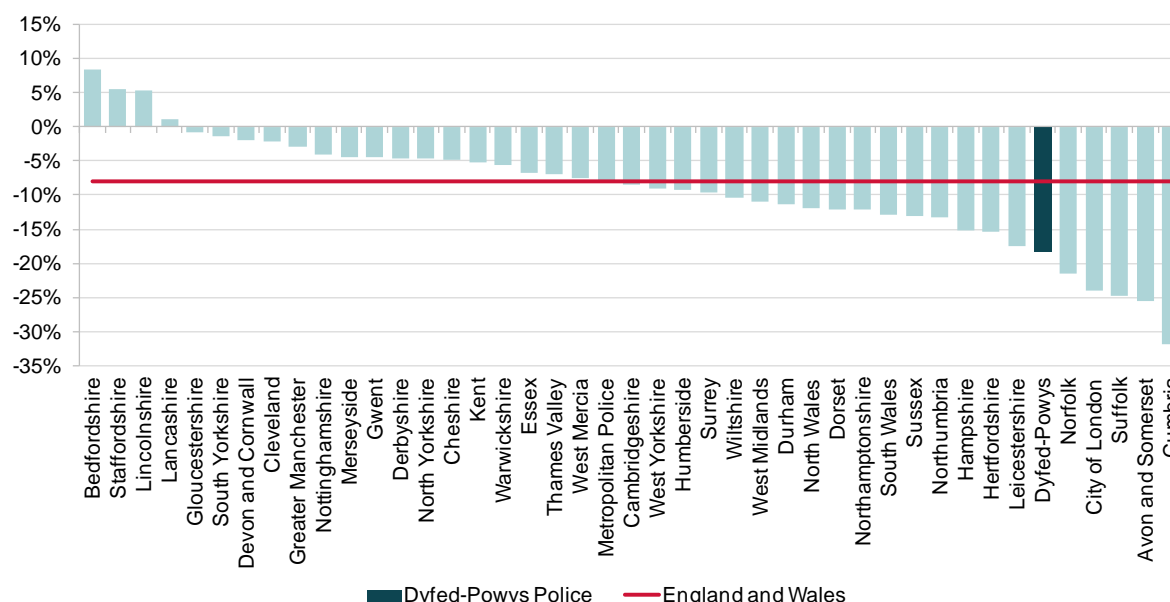
Source: Home Office data
For further information about these data, please see annex A

In the 12 months to 31 March 2016, Dyfed-Powys Police recorded 30 incidents of anti-social behaviour per 1,000 population. This is 18 percent fewer incidents per 1,000 population than the force recorded during the previous 12 months. In England

and Wales as a whole, there were 8 percent fewer incidents per 1,000 population in the 12 months to 31 March 2016, than were recorded during the previous 12 months.

How effectively does the force understand the threat or risk of harm within the communities it serves?

It is vital that forces have a detailed understanding of the communities they serve in order to protect them from harm. This understanding should include those communities which may – for a variety of reasons – need the police to work differently to understand their requirements, for example migrant communities, elderly people or groups which might be mistrustful towards the police. A good understanding of what matters to these communities helps the police to gain their confidence and create safer neighbourhoods for citizens.

In order to tackle crime and anti-social behaviour, police forces need to understand the threat and risk faced by communities. Forces must also operate a model of local policing in which police officers and police community support officers (PCSOs) have sufficient time for community engagement, visible targeted foot patrols and working with other policing organisations and other interested parties to promote resolutions that protect communities and prevent crime. Successfully undertaking these three activities leads to crime reduction and increased public confidence.

Does Dyfed-Powys Police understand the risk posed to its communities?

Dyfed-Powys Police is good at understanding the threat and risk faced by communities, and undertakes effective activity to tackle crime and anti-social behaviour. It demonstrates a good understanding of the communities it serves and the threats that they face, including some communities which have less trust and confidence in the police. It assesses some complex, emerging or hidden threats by working with other public service organisations.

The force's approach to local policing concentrates on the need to provide a service to communities spread across a large geographical area, the largest of all of the force areas in England and Wales. This presents considerable logistical difficulties for the force, especially in terms of response times and working with people in local communities. To overcome these difficulties, the force invests a large proportion of its budget in neighbourhood policing.

Neighbourhood officers and staff account for 49 percent of its total workforce. All these officers and staff work in local communities in the four unitary authorities[3] which make up the force area. This is considerably higher than the 18 percent for all forces in England and Wales. Consequently, the force spends more, on average, on

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[3] Dyfed-Powys Police is made up of the four unitary authorities of Carmarthenshire, Ceredigion, Pembrokeshire and Powys.

local policing than most other forces, and uses merged models of neighbourhood policing. In these models, neighbourhood and response staff have separate functions, but neighbourhood officers can be called upon to deal with incidents when there are not enough response officers to cope with unforeseen demand. To support this locally- focused policing model, the force uses a mix of neighbourhood police officers and police community support officers (PCSOs) to police its communities.

Neighbourhood officers and PCSOs give the force the opportunity to work closely with its communities through neighbourhood policing teams (NPTs). This approach to local policing means that officers working in the NPTs spend most of their time working with people in the community and on crime prevention. HMIC found that officers working within the NPTs are rarely taken away from their community responsibilities. This ensures that officers and staff routinely dedicate time to proactive, preventative work aimed at keeping people safe in local neighbourhoods.

The force employs PCSOs in line with College of Policing guidance. PCSOs are sometimes redeployed to cover response duties such as crime scene preservation, but spend most of their time in their communities, working with members of the public in order to prevent crime and reduce anti-social behaviour. Dyfed-Powys Police has recently reviewed the effectiveness of its neighbourhood policing. The force undertook this review in order to find out whether the roles and responsibilities which have been introduced to meet demand, reduce risk, and protect vulnerable people[4] continue to be effective in preventing overall crime and reducing anti-social behaviour. As a result of the review, recommendations have been made about processes for monitoring and protecting the use of PCSO time, to ensure that adequate levels of community support are maintained all the time

Dyfed-Powys Police has a good understanding of the threats which face its local communities. The force analyses intelligence and information from internal and external sources regularly, and creates intelligence bulletins such as 'crime hot spot'. These bulletins feature offenders known to be involved in domestic abuse and child sexual exploitation. More recently, the force has bought software which will help it to understand communities where there might be specialist needs, such as communities where most of the residents are elderly. A local pilot project is under way. Dyfed-Powys Police also employs a community cohesion officer. This has helped the force to develop its understanding of community profiles, For example, it has identified small Jewish communities in the Welshpool and Brecon areas, and has listened to, and acted upon, their specific problems and concerns.

Dyfed-Powys Police's approach to understanding the risks faced by its communities is important to the public, because it helps the force to gain their confidence, and create safer neighbourhoods for the people of Dyfed-Powys.

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[4] People who are vulnerable through their age, disability, or because they have been subjected to repeated offences, or are at high risk of abuse, for example.'

How does Dyfed-Powys Police engage with the public?

Dyfed-Powys Police is good at working with local communities in order to understand their policing priorities. It regularly uses a variety of methods to seek the views of the public in order to understand what matters to them, and acts on this information to prioritise its policing activities.

The force understands the need to work effectively with local communities in order to understand their policing priorities. NPTs are in place across all areas of the force, and local people have access to their policing services through named and familiar officers within the teams. This allows local people to contribute to the setting of priorities for neighbourhood level policing, and in helping to solve problems. For example community speed watch involves groups of volunteers who, supported by their local NPTs, monitor the speed of vehicles in their villages and towns. The details of the vehicles which have exceeded the speed limits are given to the police. The intention is to educate drivers rather than to prosecute them. HMIC found more examples of similar good work during our inspection where the force was working with local communities.

Neighbourhood officers communicate with the public by using a variety of methods, including both traditional and modern social networks. This reflects the diversity of the population of Dyfed-Powys. The force recognises that it must work with all of its communities, including the elderly and the young. All NPTs have Twitter and Facebook accounts, and in some areas they also use Instagram to communicate with the public. The force's community messaging system is an effective way for local people to communicate with the police, most notably in promoting the force's farm watch scheme. This IT-based approach is balanced by the use of mobile police stations, face-to-face community meetings, and 'pop up shops' where neighbourhood police officers can meet and talk to the public in places such as supermarkets and community events, where there are large numbers of passers-by. More recently, the force has introduced a communication system called Pegasus[5] to help vulnerable groups in the community to talk to the police more easily. The system is aimed at people who have disabilities or learning difficulties. These members of the community are encouraged to register with the Pegasus scheme. This information is retained by the force so that officers and staff can give a better level of service, by ensuring that they can meet people's specialist needs.

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that there has been a slight increase in public satisfaction with Dyfed-Powys Police. Some 331 people were

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[5] For more information see: www.dyfed-powys.police.uk/media/74448/sr3949postersa3.pdf

interviewed and 56 percent were very or fairly satisfied with local policing in their area. This is a 1 percent increase on 2015.[6]

The force has improved upon its position since HMIC's 2015 effectiveness report, when HMIC concluded that the force needed to do more work to instil in all officers and staff their individual responsibilities for preventing crime. The increased investment in local policing is now providing tangible benefits and this is reflected in increased public satisfaction rates and fewer reports of anti-social behaviour.

How effectively do force actions and activities prevent crime and anti-social behaviour?

Effective forces use a range of options to prevent crime, tackle anti-social behaviour and keep people safe. They use structured approaches to solving local problems which aim to rid communities of criminal and anti-social behaviour. They also use a range of legal powers and specific tactics which vary depending on the situation. HMIC expects forces to review their activity as well as other sources of evidence in order to improve their ability to protect people over the long term.

Does the force have a problem-solving approach?

Dyfed-Powys Police requires improvement in its approach to problem-solving because it does not have a formal or consistent method of solving problems. Although the reduction of crime and anti-social behaviour are clear priorities for the force, HMIC found that the force does not take a structured approach to problem-solving beyond the use of the national decision model (NDM).[7] Instead, problem solving is undertaken in most cases by using professional judgment rather than by using formal analysis or evaluation models such as SARA.[8] This means that the force is not working as effectively as it could to understand and prevent repeat crime or community problems. For example, we found inconsistencies between one area of the force and another, in deciding which priorities mattered most, and whether community representatives or the police should be setting the direction for local policing activity. The frontline officers and staff that we spoke to had not received any additional instruction in problem-solving techniques, other than that which had been given when they undertook NDM training.

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[6] For further detail, see annex A.

[7] The National Decision Model is a risk assessment framework, or decision-making process, that is used by police forces across the country. It provides five different stages that officers can follow when making any type of decision.

[8] The SARA problem-solving model (Scanning, Analysis, Response and Evaluation) is a common approach used by community policing agencies to identify and solve repeat crime and community problems.

The force records anti-social behaviour incidents on its anti-social behaviour incident system. We found evidence that these entries are regularly updated and reviewed by supervisors. However, this activity does not extend to the use of problem-solving techniques, or an evaluation of the effectiveness of the response which the force provided. This means that the force does not fully understand how successful it is at reducing anti-social behaviour, what works and what does not, and how that information might be disseminated to other public service organisations in order to improve the service that that the public receives. When it uses existing problem-solving methods, the force does not have a full understanding or evaluation of the way it collaborates with other public services. Dyfed-Powys Police is therefore missing out on opportunities to adopt force-wide effective problem solving, and effective dissemination of best practice to other public service organisations.

Good problem solving is important to the people of Dyfed-Powys as it provides an opportunity for the police to work with its communities in an ordered way, in order to deliver the most effective solutions to local problems and concerns. This is an area for improvement for the force.

Does the force use effective approaches and tactics to tackle crime and anti-social behaviour?

Dyfed-Powys Police uses a range of effective tactics and interventions to prevent crime and reduce anti-social behaviour. For example, the daily briefing directs preventative policing work by NPTs, who undertake curfew checks and focused patrols in areas which have been identified as anti-social behaviour 'hot spots'. The officers who do this work are supported by relevant and up-to-date intelligence. Good management of this process is in place at both local and force-wide levels, through daily task assignment meetings. This means that policing activity is more effective, because it concentrates on known risks. This method is contributing to an overall reduction in crime and anti-social behaviour. The force also has an effective school liaison officer programme, designed to provide advice and guidance to children at an early stage of their lives to prevent victimisation and crime. This programme has been adopted across the whole force area and ensures that all children are educated to understand the risks of being drawn into crime or of becoming a victim of crime.

The frontline officers that we spoke to had a good understanding of crime prevention and supported their community with advice on how to prevent people from becoming victims. For example a PSCO had conducted house-to-house enquiries and visited residents, giving crime prevention advice and reassurance, following a series of criminal damage incidents in a residential area where most of the residents were elderly. Dyfed-Powys Police employs two crime prevention officers. One is based in the east of the force area, the other in the west. They give specialist advice about

the use of CCTV and other techniques designed to reduce crime. This work is often done by working with local communities and local authorities, as well as local housing providers.

The force has taken steps to increase the knowledge of crime prevention among all frontline officers and staff. It has developed a web-based crime reduction resource, which has links that give information about how to reduce particular types of crime. Officers are also aware of the threats that are posed by digital crime. Officers give crime prevention advice to victims of specific types of digital crime, and offer online safety advice for children. Dyfed-Powys Police also works with local businesses to prevent crime and anti-social behaviour. For example, it promotes the 'Behave or Be Banned' scheme which involves licensing officers, police and licensees. They work together to reduce violence and disorder caused by people who have drunk too much alcohol. Persistent offenders are banned not just from one bar or club, but from all the bars and clubs that have signed up to the scheme. NPTs are also working with local businesses on the 'Steal and Be Banned' scheme. In this scheme, local shops work with the force to deter persistent shoplifters. Any person who steals from shops which are taking part will be banned indefinitely from all shops in the area which display the Steal and Be Banned logo.

Dyfed-Powys Police is good at reducing anti-social behaviour. Officers and staff are trained to use their discretion when they are deciding how best to deal with people who engage in anti-social behaviour. We saw effective use of a wide a range of powers such as criminal behaviour orders, dispersal orders and community protection notices to reduce the number of anti-social behaviour incidents. In the 12 months to 30 June 2016 Dyfed-Powys Police used anti-social behaviour powers 529 times per one million population. This is above the level for forces in England and Wales as a whole. Reducing anti-social behaviour is a priority for Dyfed-Powys Police and this is reflected in a 19 percent reduction in the rate of anti-social behaviour incidents per 1,000 population in the 12 months to 30 March 2016 when compared with the same period last year. This is one of the largest reductions for all forces in England and Wales.

Using effective tactics and interventions to prevent crime and reduce anti-social behaviour is important to the people of Dyfed-Powys, as it reduces the likelihood of people becoming involved in crime in the first place. This is reflected in the police and crime commissioner's plan and the force's approach to tackling crime and anti-social behaviour.

Does the force use evidence of best practice and its own learning to improve the service to the public?

improve the service which it provides to the public. HMIC found no evidence that the force has any formal structure in place to ensure that it disseminates best practice, College of Policing 'what works' resources or other approved professional practice. Some officers do not think about disseminating information about successful methods or operations to colleagues other than those in their own stations. Although the force has an IT system to record events relating to anti-social behaviour, we did not see evidence that this was being used systematically to learn from best practice. In addition, there is no central system to store NDM problem-solving plans. The force recognises that it needs to do more in this area and is in the process of setting up its own 'what works' database, to disseminate learning and good practice locally. It intends to develop this work to allow other public services to disseminate and access best practice.

The routine use of best practice and its own learning to improve the service to the public is important to the people of Dyfed-Powys because the dissemination of innovation and good ideas beyond the immediate local area makes the force more effective at reducing crime and anti-social behaviour. At present, this happens mostly for force-wide high profile events, a practice which needs to be extended to cover all local policing solutions. Consequently this is an area for improvement for the force.

Summary of findings

Good

Dyfed-Powys Police is good at preventing crime, tackling anti-social behaviour and keeping most people safe. It has a good understanding of the threats which face its local communities, and uses both traditional and modern methods to communicate with local people. As a result members of the community have a say in setting neighbourhood-level policing priorities. Intelligence is used well to ensure that the force's understanding of threats to the community is up to date.

The force has invested heavily in dedicated police officers to work within its communities. These officers endeavour to communicate with all members of the public, including people who might not trust the police. These officers understand their roles and responsibilities and the need to talk to vulnerable people in the community.

The force uses a range of effective tactics and interventions to prevent crime and reduce anti-social behaviour. This is both at a senior management level, working with other public service organisations, and at a local level, with proactive intervention schemes.

Dyfed-Powys Police recognises that it needs to improve the way it solves problems, and is in the process of setting up its own 'what works' database.

Areas for improvement

- 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 partners, to continually improve its approach to the prevention of crime and anti-social behaviour.

How effective is the force at investigating crime and reducing re-offending?

When a crime occurs, the public must have confidence that the police will investigate it effectively, take seriously their concerns as victims, and bring offenders to justice. To be effective, investigations should be well planned and supervised, based on approved practice, and carried out by appropriately-trained staff. In co-operation with other organisations, forces must also manage the risk posed by those who are identified as being the most prolific or dangerous offenders, to minimise the chances of continued harm to individuals and communities.

How well does the force bring offenders to justice?

Since April 2014, police forces in England and Wales have been required to record how investigations are concluded in a new way, known as 'outcomes'. Replacing what was known as 'detections', the outcomes framework gives a fuller picture of the work the police do to investigate and resolve crime and over time all crimes will be assigned an outcome. The broader outcomes framework (currently containing 21 different types of outcomes) is designed to support police officers in using their professional judgment to ensure a just and timely resolution. The resolution should reflect the harm caused to the victim, the seriousness of the offending behaviour, the impact on the community and deter future offending.

Outcomes are likely to differ from force to force for various reasons. Forces face a different mix of crime types in their policing areas, so the outcomes they assign will also vary depending on the nature of the crime. Certain offences are more likely to be concluded without offenders being prosecuted; typically these include types of crime such as cannabis misuse. If this type of crime is particularly prevalent in the force then it is likely that the level of 'cannabis/khat[9] warning' outcomes would be greater. Other offences such as those involving domestic abuse or serious sexual offences, are unlikely to result in a high usage of the 'cautions' outcome.

The frequency of outcomes may also reflect the force's policing priorities. For example, some forces work hard with partners to ensure that first time and low-level offenders are channelled away from the criminal justice system. In these areas locally-based community resolutions are likely to be more prevalent than elsewhere.

It is also important to understand that not all of the crimes recorded in the year will have been assigned an outcome as some will still be under investigation. For some crime types such as sexual offences, the delay between a crime being recorded and

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[9] A plant native to Africa and the Arabian Peninsula, the leaves of which are frequently chewed as a stimulant. The possession and supply of khat became a criminal offence in England and Wales in 2014.

an outcome being assigned may be particularly pronounced, as these may involve complex and lengthy investigations.

Figure 4: Proportion of outcomes assigned to offences recorded in Dyfed-Powys Police, in 12 months to 30 June 2016, by outcome type[10,11]

Outcome number	Outcome type / group	Dyfed-Powys Police	England and Wales
1	**Charged/Summonsed**	**13.8**	**12.1**
4	**Taken into consideration**	**0.0**	**0.2**
	Out-of-court (formal)	**5.5**	**3.2**
2	Caution - youths	0.6	0.4
3	Caution - adults	3.7	2.3
6	Penalty Notices for Disorder	1.2	0.6
	Out-of-court (informal)	**8.2**	**3.6**
7	Cannabis/Khat warning	3.1	0.9
8	Community Resolution	5.1	2.8
*	**Prosecution prevented or not in the public interest**	**2.5**	**1.8**
	Evidential difficulties (victim supports police action)		
15	Suspect identified	8.2	8.3
	Evidential difficulties (victim does not support police action)	**11.6**	**13.8**
16	Suspect identified	10.0	10.6
14	Suspect not identified	1.6	3.2
18	**Investigation complete – no suspect identified**	**23.8**	**47.4**
20	**Action undertaken by another body / agency**	**0.1**	**0.6**
21	**Further investigation to support formal action not in the public interest**	**0.0**	**0.1**
	Total offences assigned an outcome	**73.7**	**91.3**
	Not yet assigned an outcome	**26.3**	**8.7**
	Total	**100.00**	**100.00**

*Includes the following outcome types: Offender died, Not in public interest (CPS), Prosecution prevented – suspect under age, Prosecution prevented – suspect too ill, Prosecution prevented – victim/key witness dead/too ill, Prosecution time limit expired

Source: Home Office crime outcomes data
For further information about these data, please see annex A

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[10] Dorset Police is excluded from the table. Therefore figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

[11] 'Taken into consideration' is when an offender admits committing other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

In the 12 months to 30 June 2016, Dyfed-Powys Police's use of 'out-of-court (informal)' and 'not yet assigned an outcome' was among the highest in England and Wales. Its use of 'taken into consideration' and 'investigation complete – no suspect identified' was among the lowest in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

Dyfed-Powys Police is effective in bringing offenders to justice. In just under half of all cases investigated by Dyfed-Powys Police in the 12 months to 30 June 2016, the force was able to identify a suspect. This compares with about two fifths for all forces in England and Wales over the same period. The proportion of 'charged/summonsed' outcome in Dyfed-Powys is 13.8 percent compared to the England and Wales proportion of 12.1 percent. These figures reflect the commitment and professionalism of the officers and staff who work to identify offenders and to build strong cases from which successful prosecutions are more likely to follow.

This commitment is further reflected in the number of formal and informal out-of-court resolutions of offences. In Dyfed-Powys 5.5 percent of offences recorded in the 12 months to 30 June 2016 were assigned an 'out-of-court (formal)' outcome, compared with an England and Wales rate of 3.2 percent. A further 8.2 percent of offences in this period were assigned an 'out-of court (informal)' outcome, compared with 3.6 percent for England and Wales. These kinds of outcomes can be used when dealing with an offender for a lower-level crime, in a way which is proportionate. They can be offered when the offender admits an offence and, in most cases, where the victim has agreed that they do not want more formal action to be taken. This means that the force is encouraging offenders to face up to the impact of their behaviour, and to take responsibility for making good any harm which they have caused.

How effective is the force's initial investigative response?

The initial investigative response is critical for an effective investigation. From the moment victims and witnesses make contact with the police the investigative process should start, so that accurate information and evidence can be gathered. It is important that forces record evidence as soon as possible after a crime. The longer it takes for evidence-recording to begin, the more likely it is that evidence will be destroyed, damaged or lost. Recording this evidence is usually the responsibility of the first officer who attends the scene. After the officer has completed this initial investigation the case may be handed over to a different police officer or team in the force. This process must ensure that the right people with the right skills investigate the right crimes.

Control room response

Dyfed-Powys Police is good at gathering evidence at first contact with the police. Following recommendations made in HMIC's 2015 effectiveness report, the force introduced the THRIVE[12] model in its control room, and all officers and staff have been trained to apply it effectively. THRIVE is also used by incident dispatchers to check intelligence systems in order to assess any new information which might have become available by the time that officers are dispatched. Call handlers advise the caller about how to preserve the scene of the crime, and how to ensure the immediate safety of any victims. The grading policy has been in place for some time and ensures that officers are sent quickly if they are needed. The force policy is for Grade 1 calls (999 calls graded as urgent or an emergency) to be attended within 20 minutes of the first call being received; for Grade 2 calls (999 calls graded as priority response or less serious) the figure is 60 minutes. We found that the initial assessment and response to incidents involving vulnerable people had been much improved since 2015, and that supervision within the control room was effective. This progress is encouraging.

Although the force has adopted a risk-based THRIVE method of assessing calls for assistance, it has not done so for all reports of crime. This means that a frontline officer is dispatched to investigate whenever a crime is recorded on the force system. For low-level crime, where there is little or no likelihood of securing a conviction, this is very labour-intensive and might not be the best use of resources. It is possible that by pursuing such a policy, the force is less able to invest in specialists who investigate complex and high risk cases involving vulnerable victims, because it needs to employ a greater number of frontline officers. HMIC did find evidence that some specialist units were understaffed. When this occurs, frontline officers without the necessary skills or experience are more likely to find themselves investigating cases involving vulnerable victims because detectives are unavailable. This means that some vulnerable victims may not receive the level of service that they need and these are people who are vulnerable through their age, disability, or because they have been subjected to repeated offences, or are at high risk of abuse, for example.

To address this consideration, a number of other forces have introduced telephone resolution units at the first point of contact. These units handle calls which are about those incidents that do not need a police officer to be sent to the scene. The force should consider the sustainability of attending all reported crime against a backdrop of new and emerging threats and increased reporting of victim-based crime.

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[12] The threat, harm, risk, investigation, vulnerability and engagement (THRIVE) model is used to assess the appropriate initial police response to a call for service. It allows a judgment to be made of the relative risk posed by the call and places the individual needs of the victim at the centre of that decision.

The initial control room response is important to the people of Dyfed-Powys because it determines the level of service first provided to the caller. If the right service is not correctly identified by the call handler then it is more likely that a victim of crime is not going to get the appropriate response and, as a result, will feel less satisfied with the outcome.

How well do response officers investigate?

Dyfed-Powys Police requires improvement in the way that response officers investigate. It identifies and prioritises crime scenes, and gathers forensic evidence by using mostly appropriate and proportionate forensic strategies. Although the force allocates the majority of investigations to appropriately skilled officers and staff, on other occasions officers without the necessary skills and experience are directed to deal with high-risk and complex cases. The supervision and quality of file completion also needs to be improved.

The force has well-trained officers, so that it can make the most of the opportunities to collect evidence within the 'golden hour', which is the period immediately after a crime has been committed, and when the retrieval of evidence is more likely, without those officers being sent on other calls, or redeployed for other reasons. Officers are confident that specialist crime scene and supervisory support is available if needed. They are able to start investigating a crime at once, by preserving the crime scene, and by making good use of digital cameras to record evidence.

Dyfed-Powys Police has a crime allocation policy based on the type of crime rather than on the vulnerability of the victim. This means that the force is not taking a victim-focused approach to the allocation of cases for all crime. Although most officers that HMIC spoke to understood the policy, in practice we found that it is not widely adhered to. Cases are assigned to whichever officers happen to be available, rather than to investigators who have the right skills and experience. This means that on some occasions uniformed officers might be required to undertake the initial investigation of crimes for which they do not have the appropriate skills and training, including those cases which involve high-risk domestic abuse.

When this occurs there is a risk that vulnerable victims might not be afforded all of the initial safeguarding measures that they need because of the inexperience of the officer dealing with the incident. This problem is covered in more detail later in this report, in the section on the force's effectiveness at protecting those who are vulnerable from harm, and supporting victims. However, the force should take steps to revise its crime allocation policy to ensure that it is victim-focused, and that those officers and staff who deal with complex and high-risk cases are qualified to do so.

HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several

criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but have considered it alongside other evidence gathered.

Of the files reviewed, most were assessed as effective investigations, and having effective, or limited but appropriate, supervision. These initial findings were further evidenced through dip-sampling during the inspection. We found that the standard of file completion is inconsistent when it is undertaken by uniformed officers. Although some files had been very well completed, with all factors present, others were found to be lacking important information such as witness details, victim contact numbers and victim or witness statements. As a consequence, there is a risk that some cases might not be dealt with as effectively as they could be, because of unnecessary delays in the investigation caused by ineffective supervision, as the file is passed from one officer to the next.

Dyfed-Powys Police recognises that it needs to allocate cases on the basis of risk, not on the type of crime. The force has run a pilot within the Pembroke Dock Section where officers were asked to consider and document all THRIVE elements for every crime that was recorded. It intends to introduce this process across all areas of the force, following an evaluation of the pilot. In addition, the force has plans to improve the decision- making process in the force contact centre at an even earlier stage, to ensure that a specialist investigator is sent at once, instead of the first service being provided by the nearest available response officer. These are welcome, if somewhat overdue, projects, which will go some way to addressing some of the concerns raised in this and previous HMIC reports.

It is important that response officers and staff recognise the need to make the most of the initial investigative opportunities in order to secure the best evidence from the very first instance, as soon as a crime has been committed. This is more likely to lead to the conviction of the offender, provide a better service for the victim and improve public confidence in the police.

How effective is the force's subsequent investigation?

Every day police forces across England and Wales investigate a wide range of crimes. These range from non-complex crimes such as some burglary and assault cases through to complex and sensitive investigations such as rape and murder. HMIC referred to national standards and best practice in examining how well forces allocate and investigate the full range of crimes, including how officers and staff can gather evidence to support investigations. These include the more traditional forensics, such as taking fingerprints, as well as more recently developed techniques like gathering digital evidence from mobile telephones or computers to find evidence of online abuse.

Quality of the investigation

The quality of investigations undertaken by specialist officers is mostly good. The force has adequate intelligence and forensic capabilities to support investigators and it encourages consideration of digital methods of investigation as part of everyday policing. It has sufficient capacity to manage digital device examination in support of investigations, and makes some use of modern techniques to examine digital devices.

Our review of 60 crime files found that generally the force investigates crimes well, across a range of types of crime, when these cases are allocated to specialist officers. The majority of the cases examined were assessed as effective. So-called volume crimes, such as theft, burglary and common assault, are investigated well, and all lines of enquiry are identified and pursued. Victim care was also seen to be good. More serious offences such as rape and grievous bodily harm were also investigated well, with good levels of supervision and good levels of victim care. During the inspection we found that case files were generally well-supervised during the investigation, with regular reviews undertaken most of the time. However, we also found evidence that on some occasions capacity problems within specialist investigative teams were delaying the reviews of investigations. This means that there is a risk that some crimes are not being investigated as effectively as they could be, a risk which is increased when the investigation has been passed back to uniformed officers who lack the necessary skills and training to deal with complex and high-risk cases, as has previously been mentioned in this report.

Support to investigations

Officers understand the importance of digital media in their crime investigations and have a thorough understanding of how to arrange the examination of digital exhibits. Officers are supported by the force's digital crime unit, which not only examines digital devices for evidence but gives specialist advice and guidance to investigators. There is a clear policy about the submission of exhibits, and exhibits are prioritised effectively. An example was given where a mobile telephone was submitted urgently and the examination took place on the same day.

At the time of our inspection, Dyfed-Powys Police did not have a backlog of unexamined computers, and only a small number of mobile telephones were awaiting examination. Although this is not an unmanageable situation, the force should reduce this number still further to ensure that the examination of important evidence, including mobile telephones, is not being delayed unnecessarily.

This approach to using digital evidence means that cases are more likely to be progressed to court in a timely fashion and victims are more likely to receive the level of service they deserve. This matters to the communities of Dyfed-Powys. The force is to be commended for recognising the need to invest in its forensic capability.

Supporting victims

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,[13] which had not previously been recorded. This was to gain an insight into the scale of crimes that the police could not progress further through the criminal justice process due to limited evidence. Furthermore, these outcomes can be thought of as an indicator for how effective the police are at working with victims and supporting them through investigative and judicial processes, as they record when victims are unwilling or unable to support continued investigations or when they have withdrawn their support for police action.

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[13] Evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force[14,15]
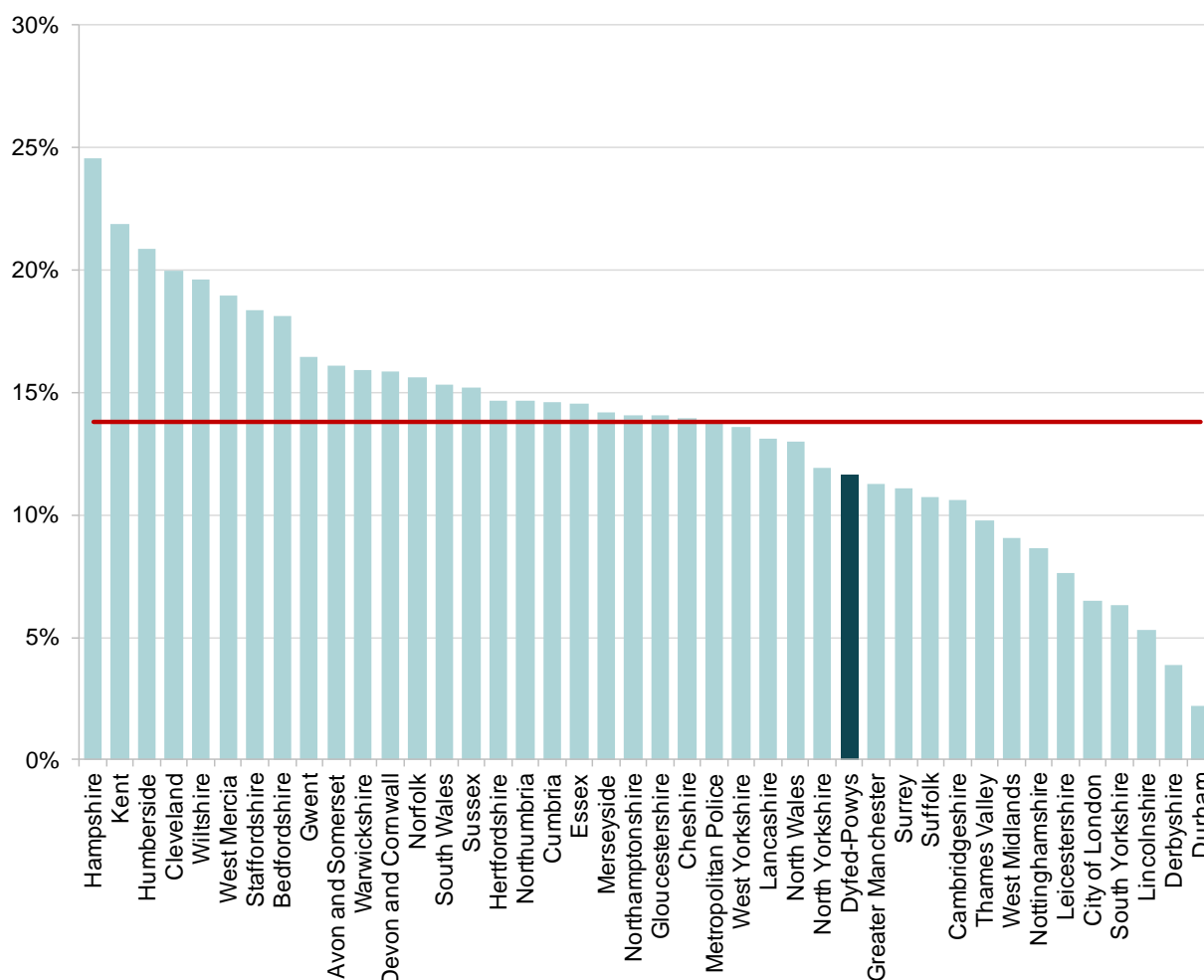
Source: Home Office crime outcomes data
For further information about these data, please see annex A

For all offences recorded in the 12 months to 30 June 2016, Dyfed-Powys Police recorded 11.6 percent as 'Evidential difficulties; victim does not support police action'. This compares with 13.8 percent for England and Wales over the same period. However, it should be noted that not all of the offences committed in the 12 months to 30 June 2016 were assigned an outcome and consequently, these figures are subject to change over time.

Dyfed-Powys Police is good at supporting victims and keeping victims at the centre of investigations, and provides the vast majority of the public with a satisfactory service. We reviewed a number of cases during the inspection in order to establish the extent to which the force keeps victims at the centre of its investigations.

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[14] Percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences.

[15] Dorset Police is excluded from the graph. Therefore, figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

We found that victim contact is regularly updated on the force's crime management system by the officer involved in the case. This system is user-friendly and officers and supervisors are effective in updating the progress of the investigation, and victim contact requirements, as the case progresses.

An inspector has recently been allocated to review the 'victim journey' because the force has recognised that high standards in relation to the *Code of Practice for Victims of Crime*[16] and victim care need to be maintained. This indicates that the force is prioritising vulnerability and is exploring a variety of projects to improve the service that it provides to vulnerable victims. We found that officers are complying with national standards for the code. We also found good evidence that victim contact agreements and risk-assessments are taking place regularly and in line with the victim's wishes. For example, officers successfully identified that a victim had a learning disability and made arrangements for this person to undertake a video interview in the presence of an intermediary. Officers maintain regular contact with victims and meet their particular needs throughout the investigative process.

All statements from victims of domestic abuse who want to withdraw from court cases are taken by a domestic abuse officer (DAO). This method has been introduced to increase the support which the force gives to vulnerable victims of domestic abuse, and to make the most of any opportunities for victimless prosecutions. DAOs have received specific training and seminars have been held for supervisory officers. Some of this training involves victims of domestic abuse, to improve officers' understanding and awareness of the reasons which victims might have for refusing to support police action. This is a positive and encouraging project which further demonstrates that Dyfed-Powys Police is committed to placing victims of crime at the centre of its investigations. This commitment is reflected in public satisfaction figures. Of those who have been the victim of a crime in Dyfed-Powys in the 12 months to 30 June 2016, 80.6 percent were satisfied with their whole experience with the police. This is below the England and Wales victim satisfaction rate of 83.3 percent over the same period.

It is important that victims of crime are kept at the centre of investigations and that their wishes and safeguarding needs are taken into consideration throughout the duration of the case, in order to develop trust between the victim and the officers dealing with the incident. This is likely to encourage the further reporting of crime.

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[16] *Code of Practice for Victims of Crime*, Ministry of Justice, 2015. Available at: www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practice-victims-of-crime.pdf

How effectively does the force reduce re-offending?

We assessed how well the force works with other policing authorities and other interested parties to identify vulnerable offenders and prevent them from re-offending, and how well it identifies and manages repeat, dangerous or sexual offenders.

How well does the force pursue suspects and offenders?

Dyfed-Powys Police is good at pursuing suspects and offenders, including wanted persons and outstanding suspects.

Performance data is scrutinised at each monthly basic command unit (BCU)[17] tasking and performance meeting. All crimes which were committed three months or more before the meeting are monitored, and tasks given to officers and staff to ensure that outstanding offenders and unidentified suspects continue to be pursued. This ensures that the force has an operational understanding and awareness of all offenders who are wanted or missing, for offenders within each BCU area.

The force completes a police national computer check on all arrested suspects. In the 12 months to 30 June 2016, the force arrested 397 foreign nationals which is 6 percent of the force's total number of arrests. This is below the England and Wales rate of 17 percent; however, the force felt that this could be attributed to the demographics of the force area. The force's policy is that all arrested foreign nationals are subject to an ACRO check,[18] which provides enhanced information on criminality and ensures that the force identifies and manage risk. During the inspection we found that the force was complying with force policy, and that foreign nationals arrested by the force are always checked with ACRO.

HMIC is impressed by the force's commitment to identifying and arresting offenders who share indecent images of children. During our inspection we found that investigators assess levels of activity and offending in the force area each day. The force has a robust system for actively managing outstanding suspects and we found evidence on our inspection that this is working effectively.

It is important to the public of Dyfed-Powys that the force actively pursues and manages offenders who pose a risk to the public, in order to ensure that perpetrators of crime are brought to justice. The force is making good progress in this respect.

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[17] Basic command units (BCUs) are local policing areas.

[18] ACRO Criminal Records Office manages criminal record information and improves the exchange of criminal records and biometric information for UK law enforcement agencies.

How well does the force protect the public from the most harmful offenders?

Dyfed-Powys Police requires improvement at reducing re-offending through the use of good integrated offender management (IOM).[19] The force operates four IOM schemes across its geographical area, aligned with local authority areas. At the time of our data collection, there were 258 individuals on the IOM scheme, a reduction of ten from the previous year. The force IOM re-offending rate is 59 percent, broadly in line with the England and Wales rate of 57 percent.

The IOM scheme concentrates on serious acquisitive crime offenders who steal, rob, or commit burglary.[20] These offenders make up 87 percent of the people who are managed under this scheme. However, the force recognises that it needs to widen the scope of the scheme to include consideration of categories such as domestic abuse offenders and people who exploit children sexually. The force is now talking to other public service organisations in order to find ways of broadening the scheme to include these other offenders as soon as possible. When the scheme is broadened and becomes accepted and understood, there will be further consideration to include yet more categories such as members of organised crime groups and offenders who are foreign nationals. In addition, an internal review has also recommended that the 'umbrella' of management of the police offender managers (a mix of IOM staff and staff who manage sexual offenders and violent offenders (MOSOVO) is aligned as one, and that the principles of the national IOM arrangements are consolidated in one structure. This revised IOM model will also include the multi-agency public protection arrangements (MAPPA) processes.[21] These are all encouraging and welcome developments which will further strengthen the effectiveness of the force's response to protecting the public from harm from the most harmful offenders.

The force's management of registered sex offenders (RSOs) needs to improve. As of 1 July 2016 there are 589 RSOs in Dyfed-Powys. Seventeen of these offenders are very high risk, 106 high risk and another 75 are awaiting assessment. During our inspection, we found limited capacity within the force's MOSOVO units. This meant that the number of visits to RSOs, including one high-risk case, is falling behind

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[19] Integrated offender management is a cross-agency response to crime and re-offending threats faced by local communities.

[20] Serious acquisitive crime is defined as domestic burglary, car crime (theft of or from a vehicle) and robbery.

[21] MAPPAs are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

schedule. This may be an isolated case, but the force should ensure that it has sufficient capacity within all its MOSOVO units to deal effectively with the case load and protect the public from further harm by RSOs.

Sexual harm prevention orders (SHPOs) are designed to protect the public from serious sexual harm from an offender. They detail a series of prohibitions designed to protect the community from future offending. For example, an offender might be banned from doing specific things on the internet, or he or she might not be allowed to do specific jobs, such as teaching or coaching young people. It is a criminal offence to breach an SHPO. In the 12 months to 30 June 2016, Dyfed-Powys Police issued 39 SHPOs and reported that 6 SHPOs were breached. We noted that in total 75 SHPOs were submitted to court during that same time period but that in nearly half of all cases the application to serve an order was rejected. The force's processes for submission of SHPOs to court officials should improve so that the processes are properly supervised and that the SHPOs are robust enough to withstand external scrutiny.

Dyfed-Powys Police's existing MAPPA provision is well managed and the force policy complies fully with the national MAPPA guidance. These joint working arrangements allow the force and the other public service organisations it works with, including prisons and the probation service, to monitor offenders who have been assessed as presenting a high risk to the public, and to stop them re-offending. The other public services who are part of MAPPA considered the involvement of local policing teams to be good.

Dyfed-Powys Police has taken positive steps designed to reduce the likelihood of re-offending, and is now working with other public services to introduce more effective management of people who are most likely to re-offend. However, at the time of the inspection these new processes were not fully in place or were still being developed. These are obviously areas for improvement. This is important to the communities of Dyfed-Powys because they need to be confident that its force takes seriously the need to protect the public from the most harmful offenders.

Summary of findings

Requires improvement

Dyfed-Powys Police's approach to investigating crime and reducing re-offending requires improvement. The force is good at providing an initial investigative response at the first point of contact, following the introduction of a structured approach to assessing vulnerability within the force control centre. This is welcome progress since HMIC's 2015 effectiveness inspection.

The force identifies and prioritises crime scenes, and gathers forensic evidence where it exists. It also has adequate intelligence and forensic capabilities to support investigators and has sufficient capacity to manage digital device examination in support of investigations.

The majority of investigations are allocated to appropriately skilled officers and staff. However, on some occasions officers without the necessary skills and experience are allocated to high risk and complex cases. When this occurs some vulnerable victims might not receive the level of safeguarding they need.

The force's integrated offender management scheme is well managed, but at present has a narrow focus on offenders who commit many offences rather than those offenders who cause the most harm. The management of registered sex offenders needs to improve. In addition, the quality of protection orders also needs to improve, in order to withstand external scrutiny by the courts.

Areas for improvement

- The force should ensure that all crimes are allocated promptly to investigators with the appropriate skills, accreditation and support to investigate them to a good standard.

- The force should consider widening its approach to integrated offender management to maximise its impact on reducing threat, harm and risk. There should be clear measures of success which enable the force to evaluate how effectively it is protecting the public from prolific and harmful offenders.

- The force should ensure that the risks posed by registered sex offenders are managed effectively.

How effective is the force at protecting those who are vulnerable from harm, and supporting victims?

Protecting the public, particularly those who are most vulnerable, is one of the most important duties placed on police forces. People can be vulnerable for many reasons and the extent of their vulnerability can change during the time they are in contact with the police. Last year HMIC had concerns about how well many forces were protecting those who were vulnerable. In this section of the report we set out how the force's performance has changed since last year.

Has the force improved since HMIC's 2015 vulnerability inspection?

Dyfed-Powys Police has made some progress since HMIC's 2015 effectiveness (vulnerability) report, but in this inspection we found that the force still required improvement. This is because there are still some important areas needing improvement to ensure that the service the force provides keeps vulnerable people safe.

HMIC is pleased to see that the initial assessment and response to incidents involving vulnerable people has improved following the introduction of a structured decision model at the first point of contact, as recommended in our 2015 effectiveness (vulnerability) report. We are also pleased to note that the force has improved its compliance with the *Code of Practice for Victims of Crime*. These are encouraging signs that Dyfed-Powys Police recognises the need to move away from a service which was more focused on preventing crime and prosecuting offenders, to one that also focuses on the needs of the victim.

However, in relation to HMIC's recommendation that the force should improve its investigation of cases (particularly victims of domestic abuse) by ensuring officers and staff with the appropriate professional skills and experience deal with investigations and that these are supervised effectively, the picture is less encouraging. HMIC found that crimes are still being allocated on the basis of crime type and that on some occasions officers and staff are dealing with high risk cases, including those involving domestic abuse, for which they do not have adequate training or experience. On a more positive note, the force has now recognised that it needs to allocate cases on the basis of risk, not on crime type and is in the early stages of introducing measures to address these concerns.

How effectively does the force identify those who are vulnerable and assess their level of risk and need?

In order to protect those who are vulnerable effectively forces need to understand comprehensively the scale of vulnerability in the communities they police. This requires forces to work with a range of communities, including those whose voices may not often be heard. It is important that forces understand fully what it means to be vulnerable, what might make someone vulnerable and that officers and staff who come into contact with the public can recognise this vulnerability. This means that forces can identify vulnerable people early on and can provide them with an appropriate service.

Understanding the risk

Forces define a vulnerable victim in different ways. This is because there is not a standard requirement on forces to record whether a victim is vulnerable on crime recording systems. Some forces use the definition from the government's *Code of Practice for Victims of Crime*,[22] others use the definition referred to in ACPO guidance[23] and the remainder use their own definition.

Dyfed-Powys Police uses the government's *Code of Practice for Victims of Crime* definition of a vulnerable victim, which is:

> "You are eligible for enhanced entitlements under this Code as a vulnerable victim if:
> (a) You are under 18 years of age at the time of the offence, or
> (b) The quality of your evidence is likely to be affected because:
> 1) You suffer from mental disorder within the meaning of the Mental Health Act 1983:
> 2) You otherwise have a significant impairment of intelligence and social functioning; or
> 3) You have a physical disability or are suffering from a physical disorder"

Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably between forces, from 3.9 percent to 44.4 percent. For the 12 months to 30 June 2016, 11.4 percent of all recorded crime in Dyfed-Powys was identified as having a

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[22] *Code of Practice for Victims of Crime*, Ministry of Justice, 2013. Available from www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practicevictims-of-crime.pdf

[23] The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults, NPIA, 2012. Available from: www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/

vulnerable victim, which is broadly in line with the England and Wales figure of 14.3 percent.

Figure 6: Percentage of police-recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016[24]
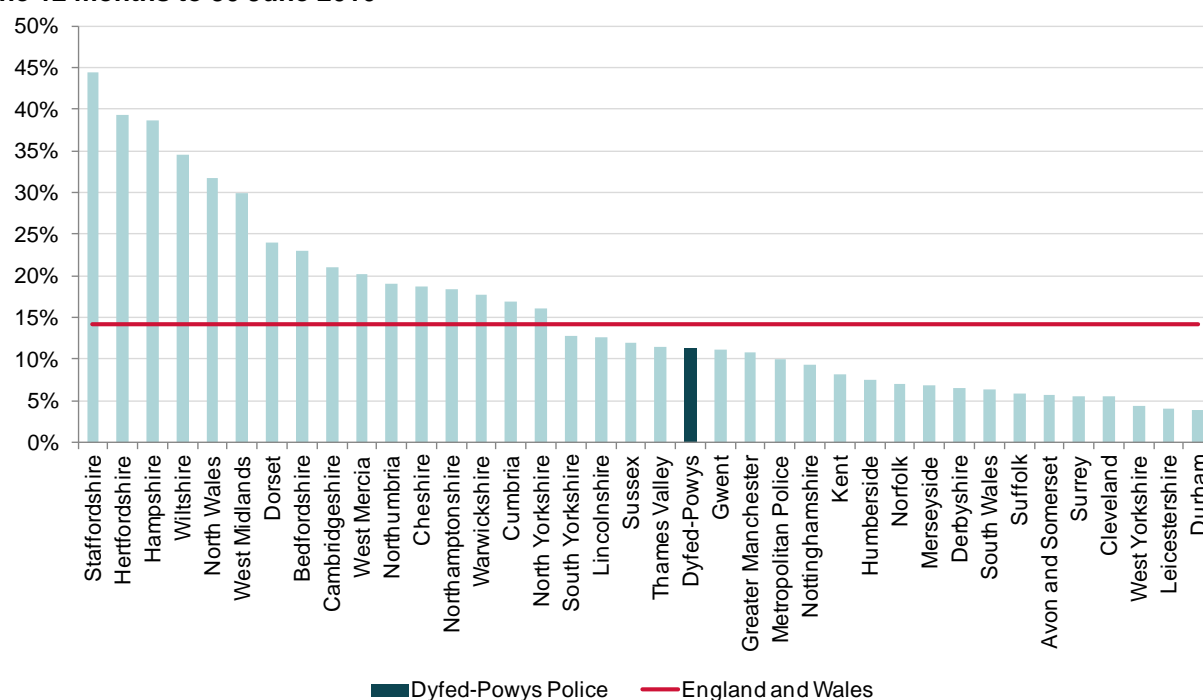
Dyfed-Powys Police ■   England and Wales ▬

Source: HMIC data return, Home Office data
For further information about these data, please see annex A

Dyfed-Powys Police is good at understanding the nature and scale of vulnerability within its communities, working with other public service organisations. The force has taken some steps to ensure that all frontline officers and staff understand how to identify vulnerable people. Officers and staff now have a clear understanding of the force's approach to vulnerability and can demonstrate positive behaviours when dealing with vulnerable people. The force consistently identifies vulnerable and repeat victims at the first point of contact and is good at assessing the risks involved. These measures mean that the force is now recording more cases of vulnerability than ever before.

The force has developed detailed problem profiles for vulnerable people such as those at risk of child sexual exploitation, domestic abuse and so-called honour-based violence, but not for missing children at risk of child sexual exploitation. A problem profile uses intelligence and information to improve understanding of a particular type of crime, or of emerging problems. Bringing together data and intelligence in a problem profile can help the force to identify possible victims, gaps in intelligence, and opportunities to prevent crime or reassure the public. The force has undertaken

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[24] City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for recorded crimes with a vulnerable victim identified. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

the development of its problem profiles using data provided by other public services, which gives it a broader understanding of the nature and scale of vulnerability in its communities.

Dyfed-Powys Police has a domestic abuse action plan which is reviewed regularly and monitored at governance meetings led by a chief officer. The force publishes this plan on its external website. To assure the quality of the plan, the force asked Gwent Police to undertake a peer review in August 2016. At the time of our inspection, the force was awaiting the results of this review.

Dyfed-Powys Police's understanding of mental health problems is good, although only a small proportion of incidents are flagged on force systems because they have been identified as cases involving mental health. The force recorded 2,180 incidents that included a mental health element in the 12 months to June 2016. All response officers were trained to identify mental health problems over the same period, and officers and staff we spoke to demonstrated a good understanding of the problems. The force has effective triage arrangements in place with other public services to protect people who are at risk with mental health problems. This includes a mental health practitioner, based in the control room, who gives expert advice and help to anyone with a mental health problem who contacts the police, and also joint use of health 'triage cars' by the police and medical staff.

Staff in the control room are trained effectively to assess the likely threat, harm and risk to a caller or someone who needs a police response by using a structured process known as THRIVE.[25] When they are deciding whether someone is vulnerable, call handlers access the force's database which contains additional information, including warning markers on individuals. Warning markers are used to identify repeat callers to ensure that the right service is provided. The force also continues to use a 'tick box' system to identify people who might be vulnerable, to show that additional attention is needed. We observed ten emergency calls made to the control room and found they were correctly graded in terms of priority, and that the right level of service was provided to the caller. In the 12 months to 30 June 2016, 9.7 percent of calls for service in Dyfed-Powys were identified as involving a vulnerable victim. This is above the 3.8 percent for England and Wales as a whole. Call handlers are also assisted by a 'question set' to determine risk and vulnerability factors. Any child who is deemed at risk of sexual exploitation is automatically categorised as high risk. Children deemed to be at risk of sexual exploitation will also have a trigger plan added to the information which the force has about them to assist in the deployment process, to ensure that the right level response is provided. This process is overseen by senior police officers. HMIC found good evidence that the

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[25] The threat, harm, risk, investigation, vulnerability and engagement (THRIVE) model is used to assess the appropriate initial police response to a call for service. It allows a judgment to be made of the relative risk posed by the call and places the individual needs of the victim at the centre of that decision.

force works with organisations such as Barnardos to ensure that it is fully aware of the risk to children.

The force's computer system for managing the calls for service and deploying officers and staff (STORM) does not currently have any flags for vulnerability other than the use of the vulnerability 'tick box', 'comments field' and tags for specific types of crime incident. These limitations have been recognised by the force, because there needs to be a broader understanding of vulnerability. For example, call handlers need to take mental health, age and disability into account. The force is looking at the use of the 'person' field, and 'critical markers' within STORM as a way of identifying more robustly all types of vulnerability at the first point of contact. This will ensure that the THRIVE assessments record in more detail the precise nature of a person's vulnerability.

It is important for the public that Dyfed-Powys Police recognises what it means to be vulnerable, and what factors might make a person vulnerable. This means that officers and staff can identify vulnerable people early in the investigative process and can take appropriate steps to give them the appropriate level of service during their entire contact with the force.

How effectively does the force initially respond to vulnerable victims?

The initial work of officers responding to a vulnerable person is vital, because failure to carry out the correct actions may make future work with the victim or further investigation very difficult. This could be the first time victims have contacted the police after suffering years of victimisation or they may have had repeated contact with the police; either way, the response of officers is crucial. The initial response to a vulnerable victim must inspire confidence that the victim's concerns are being taken seriously as well as provide practical actions and support to keep the victim safe. The officer should also assess the risk to the victim at that moment and others in the same household, and collect sufficient information to support the longer-term response of the force and other partner organisations.

Do officers assess risk correctly and keep victims safe?

Dyfed-Powys Police requires improvement in the effectiveness of the way that it initially responds to vulnerable victims. The force is good at dealing with cases involving vulnerable victims, including children, and it can show that it is effective in acting to arrest people who are suspected of committing domestic abuse. We found that the force assesses vulnerability adequately at the initial response, and in most cases conducts all of the immediate safeguarding actions. However, the quality of the handover of cases to investigation teams and other public services was found to be variable, and there is a lack of supervisory oversight of the process by which threat, harm and risk is assessed for vulnerable victims. How the force investigates

stalking and harassment cases, particularly in relation to the use of police information notices (PINs)[26] could be better.

Frontline staff follow a structured process when assessing risk and the nature of a victim's vulnerability. Staff identify safeguarding measures through the use of a DASH form,[27] which frontline officers complete when they attend incidents where vulnerable victims might be involved, and for all domestic abuse and stalking and harassment incidents. The form requires a 'risk to victim' report with actions noted to remove, avoid, reduce or accept the risk. Children are expected to be recorded on the same form so that their safeguarding and support are also considered. Where the incident attracts a score above a pre-determined threshold, the case is referred to supervisors within specialist teams to determine what further action needs to be taken to protect the victim.

DASH forms should be subject to supervision and scrutiny to ensure that vulnerability is being correctly identified, and that all the initial safeguarding measures have been put in place to protect the victim. However, we found that this was not the case following the digitisation of the DASH form. These forms are now submitted by frontline officers to specialist officers without further quality assurance or routine review by supervisors. Although this means that those DASH forms submitted to specialist officers do receive secondary consideration, those assessments of threat, risk and harm which do not meet the prescribed threshold for submission are not being reviewed by supervisors. Without this additional scrutiny, cases which should be referred to specialist teams could be missed. As a consequence of this lack of initial supervision, the force could not provide compliance rates for the number of DASH forms judged to have been completed correctly or incorrectly.

Some specialist teams also complained of delays in the submission of DASH forms by frontline officers and we noted that in a small number of cases there was a failure to conduct the necessary immediate safeguarding actions at initial response. This means that the needs of the victim are not being met in every instance. The supervision and quality of DASH forms should be a priority for the Dyfed-Powys Police and steps should be taken to ensure full compliance as soon as possible, to ensure that vulnerable victims are not being overlooked, and that all necessary safeguarding measures are being considered.

We also found weaknesses in the way in which the force investigates stalking and harassment cases, particularly so in relation to the use of PINs. PINs were found to

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[26] Police Information Notices (PINS) are sent by the police to individuals to advise them that their actions may amount to harassment but do not constitute any kind of formal legal action.

[27] The DASH form is a risk identification tool for frontline officers when responding to victims of domestic abuse and stalking and harassment, or in other situations where the victim may be vulnerable.

lack risk-management plans, had not been recorded correctly or had been issued in circumstances when they should not have been issued. Dyfed-Powys Police is aware of these weaknesses, because it has recently audited its stalking and harassment files. It should do more to ensure that risk is being correctly identified, and that people with the right skills are investigating these types of crimes.

Inspectors found that Dyfed-Powys Police takes a good approach to the assessment and management of risk for missing children. It does not use the 'absent' category when dealing with cases of children. Instead, all cases are dealt with at the more serious level of 'missing'. The force's definition of missing is: 'Anyone whose whereabouts are unknown whatever the circumstances of disappearance. They will be considered missing until located and their well being or otherwise established'.

The force has live IT systems which allow officers and staff dealing with missing children to review case conference and multi-agency meetings about missing children as they happen. This process allows officers and staff to understand the risk and vulnerabilities and tailor the deployment response accordingly. This information is available to the force incident manager who risk-assesses all reports of missing children to ensure that incidents have been graded correctly. Dyfed-Powys Police shares information with children's services in cases of missing children using a multi-agency referral form (MARF).

In addition, the force's central referral unit (CRU) reviews all reports of missing children and will process referrals to the relevant agencies. The unit is responsible for identifying children who have been missing 3 times in 12 months. This process triggers the CRU to involve the protecting vulnerable people (PVP) unit who conduct a multi-agency strategy meeting with other public services to manage and safeguard the child at risk. Those children who have also been identified as being at risk of sexual exploitation undergo a 'sexual exploitation at risk assessment' (SERAF) which is forwarded to the child sexual exploitation co-ordinator. This is quality-assured and risk-graded. If the risk is medium or significant then it is shared with children's services for a strategy discussion to take place as dictated by the All Wales Protocol for sexually exploited children. These processes ensure that children who go missing in Dyfed-Powys receive the very highest level of concern for welfare.

The Home Office has shared domestic abuse related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by Office for National Statistics. These data show that in the 12 months to 30 June 2016, police-recorded domestic abuse in Dyfed-Powys increased by 26 percent compared with the 12 months to 31 March 2015. This compares with an increase of 23 percent across England and Wales. In the same period, police-recorded domestic abuse accounted for 10 percent of all police-recorded crime in Dyfed-Powys, compared with 11 percent of all police-recorded crime across England and Wales.

The rate of arrest for domestic abuse offences can provide an indication of a force's approach to handling domestic abuse offenders. Although for the purpose of this calculation arrests are not directly tracked to offences, a high arrest rate may suggest that a force prioritises arrests for domestic abuse offenders over other potential forms of action (for further details, see annex A). HMIC has evaluated the arrest rate alongside other measures during our inspection process to understand how each force deals with domestic abuse overall.

In Dyfed-Powys Police, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 65 arrests made in the same period.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016[28]
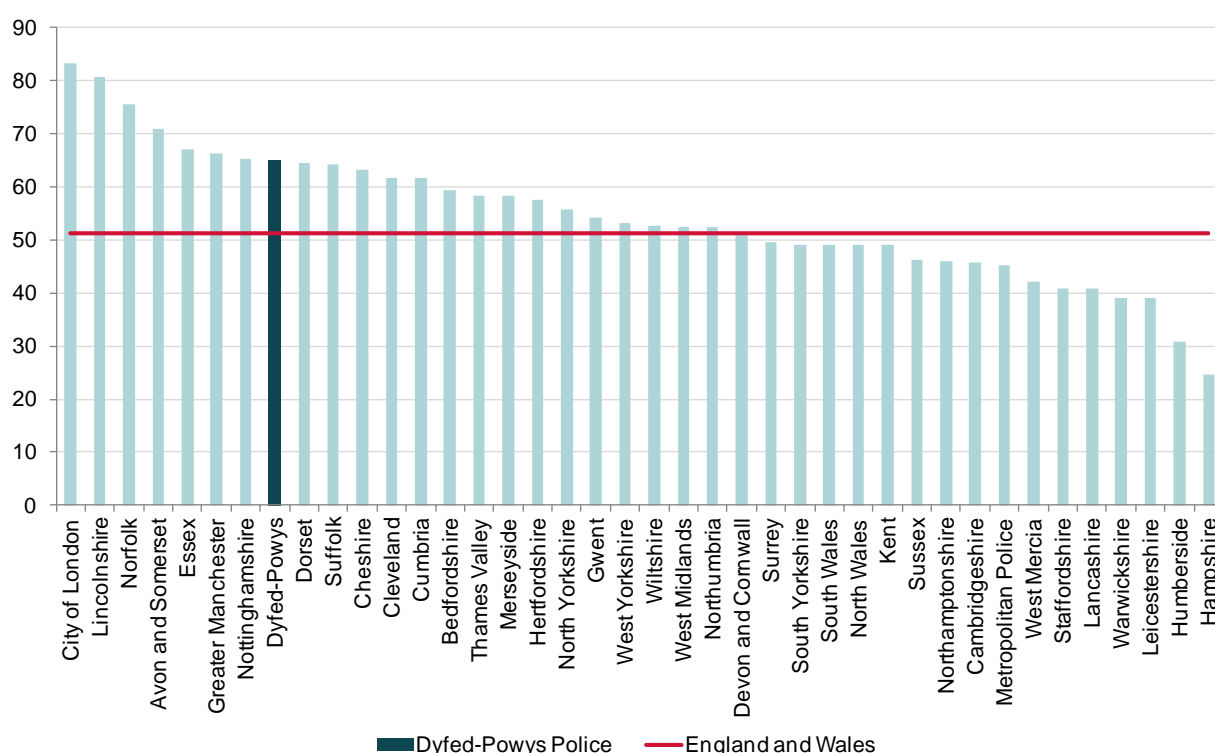
Source: HMIC data return, Home Office data
For further information about these data, please see annex A

Despite the positive figures the force has seen a decrease in its domestic abuse arrest rate. For the 12 months to 31 March 2015, the force domestic abuse arrest rate was 82.9 percent. This means the force arrest rate has reduced by 17.9 percent over the previous 12 months. The force attributes this decline in numbers to four factors. Firstly, more rigorous application by officers of the 'Necessity to arrest'

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[28] Derbyshire, Durham and Gloucestershire forces were not able to provide domestic abuse arrest data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

criteria.[29] Secondly, the wider issue of u-dates on the crime management system, where the suspect is arrested later, and details are added to the crime recording system. Thirdly, increased recording of domestic abuse incidents, although not all recorded incidents lead to an arrest. Fourthly, third party recording via multi-agency forums or by other professionals, where the victim may not have reported the incident as a case of domestic abuse, or may not have the reported the incident at all.

Although these might be the reasons for the reduction in the number of arrests for domestic abuse, the force should continue to monitor its arrest rate in order to assure itself that there are no other underlying causes.

Dyfed-Powys Police supports the handover of cases to investigation teams inconsistently. Although some files which we saw had been very well completed, with all information present, others were found to be lacking important information such as witness details, victim contact numbers and victim or witness statements. As a consequence, there is a risk that some cases might not be dealt with as effectively as they could be because of unnecessary delays in the investigation caused by ineffective supervision, as the file is passed from one officer to the next. This is also true of cases being passed to other public services, through for instance the use of the MARF process. We did not see evidence that cases handed over to investigation teams or to third parties were routinely quality-assured.

It is important to the public of Dyfed-Powys that the force is effective at identifying and assessing risk at the initial response, otherwise the victim will not receive the level of service that they need. When this happens the victim is less likely to have confidence in the force's ability to bring the offender to justice, and might not support police investigation. Dyfed-Powys Police needs to be more consistent in its approach to identifying and assessing the risk to vulnerable people during the initial response phase of the investigation.

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[29] The revised Police and Criminal Evidence Act 1984 (PACE) requires more detailed consideration by arresting officers of the necessity to arrest than has previously been the case. Increased emphasis is placed on the use of alternatives to arrest, such as the use of street bail, and specifically from an interview perspective, the use of voluntary interviews under caution.

How effectively does the force investigate offences involving vulnerable victims and work with external partners to keep victims safe?

Those who are vulnerable often have complex and multiple needs that a police response alone cannot always meet. They may need support with housing, access to mental health services or support from social services. Nonetheless, the police still have an important responsibility to keep victims safe and investigate crimes. These crimes can be serious and complex (such as rape or violent offences). Their victims may appear to be reluctant to support the work of the police, often because they are being controlled by the perpetrator (such as victims of domestic abuse or child sexual exploitation).

Dyfed-Powys Police requires improvement in how effectively it investigates offences involving vulnerable victims, as it has not addressed the recommendation in HMIC's 2015 effectiveness report that the force should 'ensure that all crimes are allocated to investigators with the appropriate skills, accreditation and experience to investigate them to a high standard'. The failure to improve in this area means that the force is still assessing vulnerability inconsistently during the initial investigation phase.

The force has a crime allocation policy based upon the type of crime, and the appropriate skills, accreditation and experience of the officer, but we found that cases are often allocated to whoever is available at the time, regardless of their suitability and the complexity of the work involved. These included cases of rape, grievous bodily harm and high-risk domestic abuse. This means that it is possible that some vulnerable victims might not be given all the initial safeguarding measures which they need because of the lack of experience and skills of the investigating officer initially assigned to the case. This is particularly worrying in the case of children. We found some evidence that not all officers assigned to deal with cases involving children had been trained to a sufficiently high standard.

Officers within some specialist units also feel that they had not been sufficiently well-trained for the level of the investigations which they were being asked to undertake, and that capacity problems within investigative teams were compounding this situation as they were unable to devote time to training and development to improve their understanding of cases involving vulnerability. We found that officers within some specialist units had not been trained to a sufficiently high standard. This is worrying, because HMIC had previously raised concerns around crime allocation in 2015 when we found that "officers with less specialist skills and experience were undertaking complex investigative work that was beyond their level of competence". This is an area of enduring concern, and one which requires continued improvement by the force.

As previously commented upon in this report, Dyfed-Powys Police has introduced 11 specialist DAOs across the force to support frontline officers. These specialists advise officers on the use of court orders that keep victims safe, such as domestic violence protection notices (DVPNs) and domestic violence protection orders (DVPOs).[30] They also undertake a review of the quality of DASH risk assessments submitted by frontline officers. The service provided by the DAOs was found to be good, with other public service organisations commenting favourably upon the level of collaboration with the force.

HMIC examined the force's use of legal powers to protect victims. In the 12 months to 30 June 2016, Dyfed-Powys Police applied for 44 DVPOs of which 41 were granted by the courts. The number of DVPOs granted per 100 domestic abuse offences is above the rate for England and Wales as a whole and has increased when compared with the 12 months to 31 March 2015. Also, Dyfed-Powys Police now uses the domestic violence disclosure scheme (Clare's Law).[31] In the 12 months to 30 June 2016, the force received 63 'Right to Ask' requests from people asking if a partner has a violent past and the 'Right to Know' was used by the force 32 times. The rate of usage per 10,000 population is above the rate for all forces in England and Wales.

The DAOs assure the quality of the high, medium and standard risk DASH assessments that they receive, but not the quality of those which do not meet the threshold for submission, as mentioned earlier in this report. Those victims who are considered of standard risk will not receive any further contact from police. Medium-risk victims will receive a telephone call from a DAO and will be given safety advice and support as required. Those considered high risk will be visited by an officer within 48 hours and will be automatically referred to MARAC and IDVA

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[30] Domestic Violence Prevention Notice (DVPN) is the initial notice issued by the police to provide emergency protection to an individual believed to be the victim of domestic violence. This notice, which must be authorised by a police superintendent, contains prohibitions that effectively bar the suspected perpetrator from returning to the victim's home or otherwise contacting the victim. A DVPN may be issued to a person aged 18 years and over if the police superintendent has reasonable grounds for believing that: the individual has been violent towards, or has threatened violence towards an associated person, and the DVPN is necessary to protect that person from violence or a threat of violence by the intended recipient of the DVPN. Domestic Violence Protection Orders (DVPOs) are designed to provide protection to victims by enabling the police and magistrates courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days, allowing the victim time to consider their options and get the support they need.

[31] The domestic violence disclosure scheme (DVDS), also known as Clare's Law, increases protection for domestic abuse victims and enables the police to better identify domestic abuse perpetrators. For more information, see: www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/leadership-strategic-oversight-and-management/#domestic-violence-disclosure-scheme-clares-law

services.[32] This means that the force is working in a structured way with other public services to ensure a multi-agency approach to the safeguarding of high-risk vulnerable victims.

The DAO is responsible for the management of safeguarding for high and medium-risk victims, although the investigation will remain with the officer in the case, normally from response, or the investigation support unit (ISU). Officers, staff and other public services that we spoke to considered that the level of service and support provided by the DAOs was good.

However, we found that the high number of police referrals to MARAC and IDVA services is stretching resources in some areas of the force, leading to delays in the consideration of some high risk cases. In the 12 months to 31 March 2016, 1,334 MARAC referrals were made in Dyfed-Powys. Of these, nearly three-quarters were police referrals. This is a ratio of 2.8 police referrals for every one non-police referral. This is above the ratio of 1.8 police referrals for every one non-police referral for England and Wales as a whole. Although we did not find evidence that all cases were subject to delay, we did establish that some referrals were being delayed by up to three weeks. These delayed cases were not the subject of interim safeguarding measures jointly agreed with other public services, which presents a risk, because some vulnerable victims might not be receiving additional non-police support where this is needed more urgently. However, the DAO is able to provide continuing support to the victim, such as giving safety advice, ensuring that initial safeguarding measures are in place and are effective, and informing the victim about support services. The force should work with other public services to improve the process for referral of high-risk cases, so that vulnerable victims are not left waiting for the multi-agency support that they need.

All domestic incidents now require the attending officer to record the demeanour of any children who might be present at the scene of the incident. The aim is to improve risk management at the scene and to help other public services to understand the incident and any potential harm or risks to any children who might be present. This is further consolidated by the DAO reviewing all domestic incidents and considering the risks to children every day. However, we did not see evidence that the force routinely contacts schools where children have witnessed domestic abuse in the home. This is an area where Dyfed-Powys will wish to assure itself that all such incidents are referred as a matter of course, so that schools are made aware of any immediate safeguarding measures that need to be taken.

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[32] MARACs (multi-agency risk assessment conferences) are regular local meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies. By bringing all agencies together at a MARAC, and ensuring that whenever possible the voice of the victim is represented by the Independent Domestic Violence Advocate (IDVA) Service, a risk-focused, co-ordinated safety plan can be drawn up to support the victim.

Vulnerable victims in Dyfed-Powys need to know that they will be kept safe during the duration of their contact with the force, and that all of their wellbeing concerns will be addressed, with the police working together with other agencies. We recognise that the force has invested in increasing the size of its specialist units but are concerned to find that non-specialist officers and staff are still investigating cases for which they do not have the necessary training or experience.

Victims of domestic abuse

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse.[33]

The rate of outcomes recorded in the 12 months to 30 June 2016 for domestic abuse offences is shown in figure 8. Domestic abuse crimes used in this calculation are not necessarily those to which the outcomes have been assigned and are only linked by the fact that they both occur in the 12 months to 30 June 2016. Therefore, direct comparisons should not be made between general outcomes in figure 4, where each crime is linked to its associated outcome (for further details see annex A).

Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in Dyfed-Powys Police[34]

Outcome type / group	Dyfed-Powys Police	England and Wales
Charged / Summonsed	26.8	23.2
Caution – adults	3.7	5.6
Caution – youths	0.0	0.3
Community resolution	0.7	1.4
Evidential difficulties prevent further action; victim supports police action	21.8	24.1
Evidential difficulties prevent further action; victim does not support police action	37.1	35.4

Source: HMIC data return, Home Office data
For further information about these data, please see annex A

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[33] Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.

[34] Dorset Police and Nottinghamshire Police were unable to submit domestic abuse outcomes data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

In the 12 months to 30 June 2016, Dyfed-Powys Police's use of 'caution – youths' was among the lowest in identified domestic abuse cases in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

Dyfed-Powys Police does not respond effectively to victims of domestic abuse. Some recommendations made in HMIC's 2015 effectiveness (vulnerability) report have not been acted upon and we found that not all cases of domestic abuse had been well supervised.

The DAOs do not investigate domestic abuse cases. Regardless of risk levels these cases are investigated either by the response officer or the ISU as described earlier in this report. However, the DAO will provide support and advice as the case progresses. During the inspection we found that some high-risk domestic abuse cases are dealt with by response officers or the ISU but it is of concern to HMIC that officers and staff within such teams have not all received advanced investigative training. This is all the more disappointing because in its 2015 vulnerability report HMIC advised Dyfed-Powys Police that "the force should improve its investigation of domestic abuse cases by ensuring that officers and staff with the appropriate professional skills and experience investigate cases, specifically complex cases, and that these investigations are supervised effectively." The force can point to the fact that officers dealing with domestic abuse cases receive continuing support and oversight from supervisors and also from PVP specialists such as the DAOs. However, this does not mitigate against the possibility that some victims might not receive the level of service they need because of an immediate lack of understanding on the part of the officer initially assigned to investigate the case.

In addition, we found that in a small number of high risk domestic abuse files which were examined during the file review, only three out of five cases had all lines of enquiry identified and pursued, and only one out of five cases had been properly supervised. There is a risk, therefore, that progress is not made with all investigative options and lines of enquiry, or that safeguarding priorities are being missed or delayed in some complex high risk cases, including those involving domestic abuse. This is worrying. Dyfed-Powys Police should act immediately to ensure that all officers and staff who are dealing with domestic abuse investigations are competent to deal with such cases, and that there is far better supervision to ensure that the necessary high standards are maintained throughout the investigative process.

The force recognises that it needs to do more to increase the skills of its workforce, and it plans to provide general vulnerability training to all officers and staff in late 2016. It intends to develop those people who work in specialist units so that they all have minimal levels of enhanced accreditation, so that all vulnerable victims consistently receive the level of service that they need. Dyfed-Powys Police has also piloted a domestic abuse conference call (DACC) process in Carmarthenshire,

working with the Mid and West Wales Regional Safeguarding Board, National Probation Service, IDVA services, children's services and health boards. The aims of the pilot are to:

- share timely, appropriate and proportionate information to safeguard victims of all incidents of domestic abuse, including children, young people and family members.

- build on the initial risk-assessments completed at point of incident and agree on appropriate early interventions.

- identify perpetrators and serial perpetrators to enable effective risk management for victims.

This forum meets three times a week and discusses all domestic incidents and considers the risk to the victim and children who are affected. This is welcome work, which builds upon recent Welsh Government legislation where there is a greater concentration on early intervention and prevention. The force should undertake an evaluation of the pilot to see whether the benefits of the DACC can now be shared more widely within the force area.

It is important to the public of Dyfed-Powys that the force's approach to dealing with domestic violence is consistent, and that victims of domestic abuse are offered the full range of safeguarding measures throughout their contact with the police. Victims of domestic abuse are far less likely to come forward, or be prepared to support the work of the police, if they feel that they are being put at greater risk by doing so.

Summary of findings

Requires improvement

Overall Dyfed-Powys Police requires improvement at protecting those who are vulnerable from harm and supporting victims.

The force identifies vulnerable and repeat victims at the first point of contact, and is good at assessing the risks involved and allocating the correct response. Vulnerable victims are now receiving a better level of service when they first come into contact with the police.

The force is good at understanding the nature and scale of vulnerability in its communities, and has acted to ensure that frontline officers and staff understand how to identify vulnerable people. However, the quality of the handover of cases was found to be variable and there is a lack of supervision by which threat, harm and risk is assessed. The way the force investigates stalking and harassment cases could be better.

HMIC found that some specialist investigations are still being allocated to officers who do not have the necessary training or experience to deal with complex investigations, including some cases involving serious sexual offences and high risk domestic abuse. As a result, not all vulnerable victims receive the appropriate level of safeguarding throughout the investigation.

Areas for improvement

- The force should ensure that response officers become more proficient in completing risk assessments at initial response and there is sufficient supervisory oversight to ensure opportunities to safeguard vulnerable victims are not missed.

- The force should improve the quality of investigations involving vulnerable people, ensuring that the workloads of specialist investigators are manageable at all times and that such investigations are subject to regular and active supervision.

- The force should review its process for sharing information with schools in relation to children affected by domestic abuse incidents to ensure information is shared as quickly and effectively as possible.

How effective is the force at tackling serious and organised crime?

Serious and organised crime poses a threat to the public across the whole of the UK and beyond. Individuals, communities and businesses feel its damaging effects. Police forces have a critical role in tackling serious and organised crime alongside regional organised crime units (ROCUs), the National Crime Agency (NCA) and other partner organisations. Police forces that are effective in this area of policing tackle serious and organised crime not just by prosecuting offenders, but by disrupting and preventing organised criminality at a local level.

How effectively does the force understand the threat and risk posed by serious and organised crime?

In order to tackle serious and organised crime effectively forces must first have a good understanding of the threats it poses to their communities. Forces should be using a range of intelligence (not just from the police but also from other partner organisations) to understand threats and risks, from traditional organised crime such as drug dealing and money laundering to the more recently-understood threats such as cyber-crime and child sexual exploitation.

Dyfed-Powys Police is good at assessing the threat posed to its communities by serious and organised crime. Local serious and organised crime boards have been established within the last year. Effective working partnerships and the dissemination of information are evolving and developing. These boards inform the compilation of serious and organised crime local profiles.[35] They are held quarterly in each of the four unitary authorities which make up the force area, and are chaired by the detective chief inspector responsible for intelligence. Their purpose is to brief other public service organisations on current threats and problems, and to seek information on matters relating to organised crime. The force's control strategy and local profiles are built on the government's CONTEST and '4Ps' approach to national

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[35] Local profiles should be produced by each police force area. Forces should use them to develop a common understanding among local partners of the threats, vulnerabilities and risks, provide information on which to base local response and local action plans, support the integration of serious and organised crime activity into day-to-day policing, local government and partnership work, and allow a targeted and proportionate use of resources. For further information see: www.gov.uk/government/uploads/system/uploads/attachment_data/file/371602/Serious_and_Organised_Crime_local_profiles.pdf

security, and now has a 4P plan in place for every local organised crime group (OCG).[36]

Although the development of some local profiles is more advanced than others, (for example child sexual exploitation, cyber-crime and new psychoactive substances) the force acknowledges that it needs to do more to understand other new and emerging threats such as modern slavery and organised immigration crime. The quality of one local profile we examined was mixed. Although important areas are specifically addressed, such as links to gangs and travelling criminals, other important areas, such as pathways into serious and organised crime and enabling factors were missing. The force should ensure that officers and staff who do this work are aware of the national guidelines for the completion of local profiles to ensure that they can be used to improve the force's understanding of serious and organised crime.

Dyfed-Powys Police collects intelligence from a variety of sources to help it to understand serious and organised crime, including the use of neighbourhood, community, partner agency and digital intelligence. We examined the force's briefing system to understand current intelligence requirements, information on local OCGs operating in different parts of the region and the resulting intelligence submissions from different policing teams. All neighbourhood teams support intelligence collection intended to inform the force's understanding of known OCGs.

Data from other public service organisations are shared using established information sharing agreements, which inform the local organised crime boards. Intelligence disseminated by other public services is incorporated into the force intelligence system and records are kept to measure effectiveness.

When a police force identifies a group of people that it suspects might be involved in organised crime, it goes through a nationally standardised 'mapping' procedure. This involves entering the details of the group's known and suspected activity, associates and capability into a computer system, which assigns a numerical score to each OCG, and places each OCG in a band to reflect the range of severity of harm the group can cause. Dyfed-Powys Police uses an OCG management method to adjust and re-score its OCGs in accordance with national guidance, which shows the impact of various policing tactics. We found that the OCG management method is being used correctly and frequently in order to map effectively the crime groups it has identified. Once OCGs are mapped and prioritised, details are passed to the Southern Wales ROCU (SWROCU) for ratification.

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[36] The aim of the strategy is to reduce the risk to the UK and its interests overseas from terrorism. CONTEST is split into four workstreams that are known as the four Ps: Prevent, Pursue, Protect and Prepare.

The SWROCU is responsible for the final ratification and scoring of all South Wales regional OCGs. This ensures consistency of assessment across all three force areas in South Wales, and affords the SWROCU the opportunity to re-score and re-prioritise OCGs based on their potential for harm where this is considered necessary. This process avoids duplication of effort and the chance of compromising an investigation by either the SWROCU or the force. Active OCGs are scored twice a month and fed through the agreed process to the SWROCU.

As at 1 July 2016, Dyfed-Powys Police was actively disrupting, investigating or monitoring 19 organised crime groups (OCGs) per one million of the population. This compares to 46 OCGs per one million of the population across England and Wales. Dyfed-Powys attributes this to the demographics of the region, with sparsely populated areas and low levels of crime in a very rural area of Wales.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016[37]
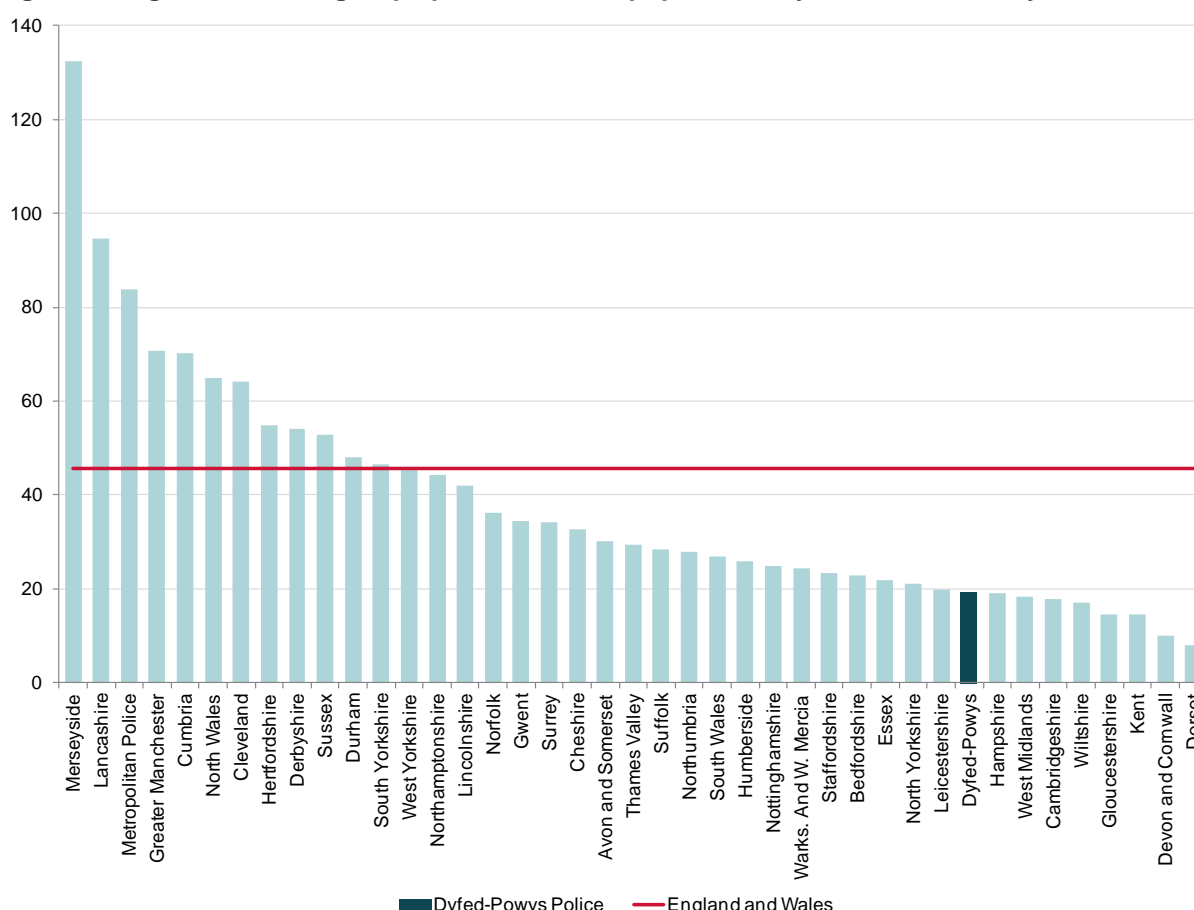
Source: HMIC data return
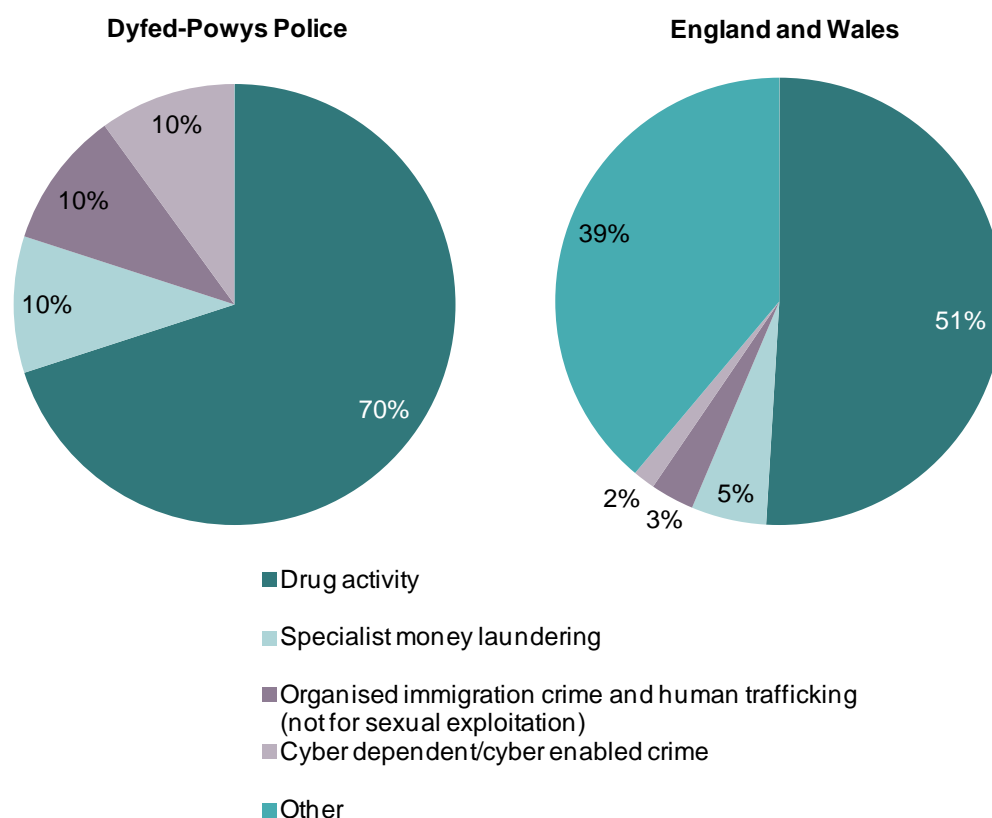**For further information about these data, please see annex A**

Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of

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[37] City of London Police data have been removed from the chart and the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

criminality (for example groups supplying drugs may also be supplying firearms and be involved in money laundering), this indicates their most common characteristic. 'Drug activity' was the most common predominant crime type of the OCGs managed by Dyfed-Powys Police as at 1 July 2016. This was also the most common OCG crime type recorded by all forces in England and Wales.

Figure 10: Active organised crime groups by predominant crime type in Dyfed-Powys, as at 1 July 2016

Dyfed-Powys Police

England and Wales

- Drug activity
- Specialist money laundering
- Organised immigration crime and human trafficking (not for sexual exploitation)
- Cyber dependent/cyber enabled crime
- Other

Source: HMIC data return
Note: Figures may not sum to 100 percent due to rounding. For further information about these data, please see annex A.

Dyfed-Powys Police believes that it does not have, and has never experienced, urban street gangs or other criminality of that nature. However, the force does maintain intelligence collection plans to identify offenders and offences that would arise from street gangs, through monitoring and close liaison with the SWROCU. Liaison is undertaken informally, and formally through attendance at the force intelligence development group covert and overt task assignment meetings which feed into the SWROCU task assignment process. It does manage other types of criminal activity; for example the illegal dumping of toxic waste.

Not having a culture of urban street gangs or violent youth crime is reflected in the force's strategic assessment of OCGs. Most OCGs known in Dyfed-Powys are engaged in supplying drugs. Even when accounting for the historical police focus on the supply of drugs, the evidence from other agencies indicates that this is still the

primary area of activity for most OCGs operating in the force area. Seventy percent of all mapped OCGs were primarily involved in supplying drugs as of 1 July 2016. On the basis of intelligence received, it has assessed that its greatest threat from organised theft is from groups that burgle houses. Other areas of organised theft, such as bank robbery, cash machine attacks, and organised vehicle theft, occur very infrequently. The force is also managing other types of criminal groups such as those who are engaged in money laundering, immigration crime and human trafficking. There is a recognition within the force that it needs to expand its understanding of emerging threats. For example, it is devoting more time to researching cyber-crime, modern slavery and human trafficking in order to understand more effectively all of the risks it faces. It is important for the force to undertake such work, to ensure that it is not solely concentrating on the threat from more traditional types of crime at the expense of new and emerging threats. This point is reflected in the focus of the serious and organised crime local profile and breakdown of active mapped OCGs in the force area.

How effectively does the force respond to serious and organised crime?

An effective force will pursue and prosecute offenders and disrupt organised criminality at a local level. The force will use specialist capabilities, both in the force and at regional level, and non-specialist capabilities such as its neighbourhood teams. While it can be complex for a force to assess the success of its actions against serious and organised crime, it is important that the force understands the extent to which it disrupts this crime and reduces harm.

Dyfed-Powys Police has a strong and effective response to serious and organised crime. Every month it reviews its OCGs. This work is supported by analytical reports that score the OCGs against national criteria to assess the risk and harm they could cause to communities. The force has a clear method for prioritising OCGs for intervention. Tiers of operational response are assigned in line with national guidance and are the subject of continuous review and scrutiny at the force task assignment process.

Dyfed-Powys Police uses an effective internal electronic briefing system to inform its neighbourhood policing teams and PCSOs about OCGs operating in their areas. We saw examples of good work in Llanelli and Milford Haven. The briefing system informs the daily management meetings, and as a consequence local teams have good access to intelligence about OCGs, and can take appropriate action to reduce any risks identified. Neighbourhood officers can use this system to see what they need to do, and can update the system when they have done the work. Local officers could identify OCGs operating within their areas.

In local policing areas, OCGs are managed by lead responsible officers (LROs) who oversee and direct local activity. The LROs, all chief inspectors, had a good

awareness of the tactics available, including the use of disruption methods as recommended by the National Crime Agency (NCA). The LROs manage active OCGs throughout their lifespan. As mentioned earlier in this report, the force uses the '4Ps' approach for all its OCGs, supplemented by an OCG mapping dashboard. The dashboard provides a transparent record of decisions made, and why they have been made, and is effective.

The force OCG management plans demonstrate the use of disruption tactics that draw upon the powers of other public service organisations and consider the additional value and capabilities that could be provided by third parties. We found some evidence of recent collaborative working with HM Revenue & Customs, Natural Resources Wales, local health boards and trading standards in order to disrupt active OCGs. The NCA disruption manual has been widely circulated to all LROs, and tactical options and management plans are discussed and accessed via force task assignment meetings. However, the use of management plans needs to be developed further within the new LRO structure, to ensure that the use of disruption tactics, and working with other public services to disrupt OCGs, is fully understood within the culture of the force.

The force has well-developed links to the SWROCU. The SWROCU offers specialist capabilities such as specialist surveillance, undercover officers and cyber-expertise to support local activity against OCGs. Where appropriate, Dyfed-Powys Police makes good use of the capabilities of the SWROCU. Monthly co-ordination between the forces which make up the SWROCU – Dyfed-Powys, Gwent and South Wales – occurs to prevent duplication taking place and ensure forces and the SWROCU is dealing with the correct level of criminality. In addition, a recommendations document is maintained by each force to ensure activity is co-ordinated but not duplicated. We saw positive evidence that this collaborative working had been used to good effect by the force during a large-scale operation against an OCG.

Dyfed-Powys Police uses the regional prison intelligence unit (RPIU) effectively. The force has placed an additional officer in the RPIU who maintains a dedicated link to the police's intelligence directorate. Overt and covert tactics are used with the support of the prison governors at HMP Parc, HMP Swansea and HMP Cardiff. They are able to share and gather intelligence that has directly led to new operations against OCGs. For example, one OCG was found to be supplying drugs in Llanelli. HMIC found that the force is using this tactic very effectively with operational examples of good practice. The force is effective in its understanding of the threat and risk posed by serious and organised crime through its dissemination of intelligence both internally and externally. As a result, it is well placed to understand emerging threats to its communities.

The involvement of local neighbourhood officers is mostly limited to post-disruption activity. For example, they might be directed to provide a visible presence in a particular area or deliver leaflets, although in one recent large-scale operation they

were used to arrest suspects. We were told of an occasion when several cannabis factories were discovered in a small area, all linked to an OCG from outside the force area. The local neighbourhood officers spent time in the area after the warrants had been executed, reassuring the public and giving advice.

Dyfed-Powys Police uses the Government Agency Information Network (GAIN)[38] although it has made only two formal referrals to GAIN in the 12 months to 30 June 2016. This is the same number of referrals as the force made in 2015, and five fewer than in 2014. However, on an informal basis the GAIN network is accessed via the ROCU every month through joint attendance at the intelligence development group. We saw good evidence that there was effective communication with the GAIN regional co-ordinator, and that two OCG referrals had recently been brought to the force intelligence development group following input from agencies. However, as many forces in England and Wales successfully exploit GAIN to a much greater extent, we consider that Dyfed-Powys Police should review its approach to ensure that it is making the most of the benefits of the network using the established referral process.

The force has an understanding of the NCA policy about OCG disruption but does not always record 'disruptions' of OCG vulnerabilities and individuals in accordance with this document. For example, disruption is measured at the end of the operation, and not during the dismantling of the OCG. However, it does recognise the need to use the national disruption scale (major, moderate, minor), and the force can demonstrate that it understands the impact across the '4 Ps', for example by reference to the OCG mapping dashboard referred to earlier in this report. Examination of the re-scoring process undertaken at the conclusion of disruption activity indicated that police tactics had been effective, with OCGs assigned lower scores or removed from the scoring matrix altogether. Between 1 January 2016 and 30 June 2016, Dyfed-Powys made 0.44 positive (major, moderate or minor) tactical event-based disruptions per OCG. This is in line with the rate of 0.47 for England and Wales as a whole. Despite some shortcomings around non-compliance with the recording of disruptions, we consider that overall the force has been effective in disrupting OCGs, including those involved in the supply of drugs and in human trafficking.

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[38] GAIN facilitates the sharing of information between a range of public and private sector partners to build a better picture of organised crime.

How effectively does the force prevent serious and organised crime?

A force that effectively tackles serious and organised crime needs to be able to stop people being drawn in to this crime. Many of these people may be vulnerable and already involved in gang and youth violence. It should also be using a range of approaches and powers to prevent those known criminals continuing to cause harm. HMIC expects a force's approach to prevention to be a significant element of its overall strategy to tackle the harm that serious and organised crime causes communities.

Dyfed-Powys Police is good at deterring people who are at risk of being drawn into organised crime. The force gives advice to its communities and at-risk groups about how to safeguard themselves against different kinds of serious and organised crime. For example, much work has been done about online fraud and the promotion of preventative measures, such as 'Get Safe on Line', which gives advice, and the use of Action Fraud. There are similar projects which endeavour to prevent the use and supply of illegal drugs. More recently the force has joined the Channel Panel, a nationally recognised scheme, where people who have been identified as holding extreme views or who are at risk of radicalisation are supported and diverted from any potential risks.

The force also works well with educational institutions to make young people aware of the risks and consequences of becoming involved in serious and organised crime. Neighbourhood teams and school liaison officers lead on this. Their work has been further enhanced by specific strategies. For example, a recent spate of heroin-related drug deaths in Llanelli triggered an enhanced awareness campaign in schools in that area. Although these projects are effective, the force could do more to target families where there is a risk that younger siblings might be drawn into serious and organised crime. Dyfed-Powys Police does not consider itself to be exposed to organised gang and youth violence, and to date has not sought to put in place intervention strategies to address this specific problem. As a consequence it might not be addressing the next, as yet unidentified, generation of potential OCG members.

The force now has a clear 'lifetime management' approach to managing organised criminals following the introduction of the county LROs. All assessed OCGs have an appropriate LRO assigned that might change during each tier of response, but the LRO is of least chief inspector rank. We saw good evidence that the LROs were effective for example, by commissioning work to develop the intelligence understanding around specific OCGs more effectively. The LRO responsible for the lifetime management of an OCG will have access to the wide-ranging support provided by the ROCU and other public services. HMIC saw evidence that these alliances were working effectively. To date the force has made limited use of serious

crime prevention orders (SCPOs),[39] and recognises this to be the case. As of 1 April 2016, two individuals were being managed by SCPOs in the force. Of note though, the force has recently applied for four SCPOs following the successful conclusion of an operation targeting the supply of drugs in Llanelli.

It is important to the communities of Dyfed-Powys that its police force takes effective action in the way that has been described, because it wants its force to stop the cycle of people being drawn into serious and organised crime. This matters because many people who are attracted to the possibility of committing crime are themselves vulnerable, and might have been victims of crime themselves, or subject to the influence of those already engaged in crime.

Summary of findings

Good

Overall Dyfed-Powys Police is good at tackling serious and organised crime. The force has a number of serious and organised crime local profiles, compiled using a range of intelligence sources and information from other public services, to increase its understanding of serious and organised crime. It has a sound understanding of the threats facing its communities.

The force prioritises activity aimed at tackling serious and organised crime using impartial analysis and recognised methods of recording. It works well with other forces, with regional support, and with other public services. It could make better use of the Government Agency Information Network referral process.

The force assigns officers to govern the management of organised crime groups (OCGs) and has a partnership board structure in place to oversee actions arising from the local profiles. The force is aware of national disruption policy but could not demonstrate that its processes are followed at all stages of investigating an OCG.

The force has a number of effective projects in place to deter people from becoming involved in serious and organised crime and it actively manages serious and organised criminals to prevent them from re-offending. It engages regularly with the public about serious and organised crime.

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[39] SCPOs were introduced by Part 1 of the Serious Crime Act 2007. These are court orders that are used to protect the public by preventing, restricting or disrupting a person's involvement in serious crime. An SCPO can prevent involvement in serious crime by imposing various conditions on a person; for example, restricting who he or she can associate with, restricting his or her travel, or obliging him or her to report financial affairs to the police.

Areas for improvement

- The force should further develop its serious and organised crime local profile in conjunction with partner organisations to enhance its understanding of the threat posed by serious and organised crime and inform joint activity aimed at reducing this threat.

- The force should improve its understanding, across the government's national 4Ps framework, of the impact of its activity on serious and organised crime, and ensure that it learns from experience to maximise the force's disruptive effect on this activity.

How effective are the force's specialist capabilities?

Some complex threats require both a specialist capability and forces to work together to respond to them. This question assesses both the overall preparedness of forces to work together on a number of strategic threats and whether forces have a good understanding of the threat presented by firearms incidents and how equipped they are to meet this threat.

How effective are the force's arrangements to ensure that it can fulfil its national policing responsibilities?

The *Strategic Policing Requirement* (SPR)[40] specifies six national threats. These are complex threats and forces need to be able to work together if they are to respond to them effectively. These include serious and organised crime, terrorism, serious cyber-crime incidents and child sexual abuse. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have made the necessary arrangements to test their own preparedness for dealing with these threats should they materialise.

Dyfed-Powys Police has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. It has clear and effective leadership arrangements in place for overseeing preparedness to respond to SPR threats and robust arrangements in place for testing its preparedness to respond to such threats. The force exercises regularly with other emergency services, other public services, and the armed forces.

In order to fulfil the responsibilities outlined within the SPR, the force formed a strategic policing requirement board. The assistant chief constable is responsible for overseeing this board. The board meets every three months, and receives updates about the force's position on the six national threats.[41] In common with the other Welsh forces, the response to terrorism has been the responsibility of the Welsh Extremist and Counter Terrorism Unit (WECTU) since its inception.

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[40] The SPR is issued annually by the Home Secretary, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively. *Strategic Policing Requirement*, Home Office, March 2015. Available at:
www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

[41] The *Strategic Policing Requirement* identifies the six national threats as terrorism, serious and organised crime, cyber crime, public order, civil emergencies and child sexual abuse.

HMIC found good evidence of the force undertaking regular exercises and deployments with other public services to ensure that it is ready to meet the requirements demanded of it. For example, the force has conducted large-scale exercises in recent years including Operation Red Kite in June 2016. This was a joint police and military exercise designed to test the force's effectiveness at dealing with a marauding terrorist firearms attack (MTFA). Other examples of the force's preparedness to deal with national threats have included simulated terrorist attacks on marine facilities, military bases, universities and oil installations.

How well prepared is the force to respond to a firearms attack?

Following the terrorist attacks in Paris on 13 November 2015, the government allocated £143 million to the 43 England and Wales police forces to increase their armed capability. This funding has enabled some forces to increase the number of armed police officers able to respond to a terrorist attack. These attacks include those committed by heavily armed terrorists across multiple sites in quick succession, as in Paris. These attacks are known as marauding terrorist firearms attacks. The funding is for those forces considered to be at greatest risk of a terrorist attack. This also has the effect of increasing the ability of the police service to respond to other forms of terrorist attacks (and another incident requiring an armed policing response). Forces have begun to recruit and train new armed officers. This process is due to be completed by March 2018.

Dyfed-Powys Police has comprehensively assessed the threat of an attack requiring an armed response and has arrangements in place for reviewing, and if necessary increasing, its firearms capability.

The force completes an annual armed policing strategic threat and risk assessment (APSTRA) to enable it to understand and respond to identified threats. The APSTRA is a process through which threats set out in the SPR are constantly reviewed and updated. The APSTRA group is chaired by the assistant chief constable and reports to the joint firearms strategic group and other command teams from South Wales Police and Gwent Police. The force updated the APSTRA after the Paris terrorist attack in 2015, and again in February 2016, and has specifically considered the threats that similar attacks would pose. This assessment has been the subject of review by the College of Policing without any adverse findings. The force understands the threat posed by a firearms attack requiring an armed response; this understanding is based on recent and relevant information.

Dyfed-Powys Police shares its firearms capability with South Wales Police and Gwent Police. The tri-force joint firearms unit (JFU) regularly undertakes training exercises with the armed forces, and recently the region took part in Exercise Red Kite, a national multi-agency MTFA exercise using a 'crowded places' scenario.

Within Dyfed-Powys there are a number of critical national infrastructure sites which have also been the subject of similar training exercises, with police officers working alongside the armed forces.

There have been a number of learning points as a result of these exercises.Dyfed-Powys Police is making progress towards meeting its requirements under the national armed policing uplift programme.

Summary of findings

Ungraded

Dyfed-Powys Police has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. It has appropriate plans to mobilise in response to the threats set out in the *Strategic Policing Requirement*. HMIC found that the force tests these plans regularly and makes improvements following any lessons learned.

The force is well prepared for an attack which requires an armed response. It has reviewed its assessment of threat, risk and harm and this now explicitly includes the threats posed by marauding firearms terrorists. In light of this threat, Dyfed-Powys Police plans to increase its firearms capacity and capability, both as part of a national programme to increase the capability and capacity of trained firearms officers, and as part of the joint firearms collaborative arrangements with South Wales Police and Gwent Police. Dyfed-Powys Police is making progress towards the implementation of these plans.

Next steps

HMIC assesses progress on causes of concern and areas for improvement identified within its reports in a number of ways. We receive updates through our regular conversations with forces, re-assess as part of our annual PEEL programme, and, in the most serious cases, revisit forces.

HMIC highlights recurring themes emerging from our PEEL inspections of police forces within our national reports on police effectiveness, efficiency and legitimacy. These reports identify those issues that are reflected across England and Wales and may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements can be made at a national level.

Findings and judgments from this year's PEEL effectiveness inspection will be used to direct the design of the next cycle of PEEL effectiveness assessments. The specific areas for assessment are yet to be confirmed, based on further consultation, but we will continue to assess how forces keep people safe and reduce crime to ensure our findings are comparable year on year.

Annex A – About the data

The information presented in this report comes from a range of sources, including published data by the Home Office and Office for National Statistics, inspection fieldwork and data collected directly from all 43 geographic police forces in England and Wales.

Where HMIC has collected data directly from police forces, we have taken reasonable steps to agree the design of the data collection with forces and with other relevant interested parties such as the Home Office. We have given forces several opportunities to check and validate the data they have provided us to ensure the accuracy of our evidence. For instance:

- We checked the data that forces submitted and queried with forces where figures were notably different from other forces or were internally inconsistent.

- We asked all forces to check the final data used in the report and correct any errors identified.

The source of the data is presented with each figure in the report, and is set out in more detail in this annex. The source of Force in numbers data is also set out below.

Methodology

Data in the report

The British Transport Police was outside the scope of inspection. Therefore any aggregated totals for England and Wales exclude British Transport Police data and numbers will differ from those published by the Home Office.

Where other forces have been unable to supply data, this is mentioned under the relevant sections below.

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use Office for National Statistics (ONS) mid-2015 population estimates. These were the most recent data available at the time of the inspection.

For the specific case of City of London Police, we include both resident and transient population within our calculations. This is to account for the unique nature and demographics of this force's responsibility.

Survey of police staff

HMIC conducted a short survey of police staff across forces in England and Wales, to understand their views on workloads, redeployment and the suitability of tasks assigned to them. The survey was a non-statistical, voluntary sample which means that results may not be representative of the population. The number of responses varied between 8 and 2,471 across forces. Therefore, we treated results with caution and used them for exploring further during fieldwork rather than to assess individual force performance.

Ipsos MORI survey of public attitudes towards policing

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. Respondents were drawn from an online panel and results were weighted by age, gender and work status to match the population profile of the force area. The sampling method used is not a statistical random sample and the sample size was small, varying between 331 to 429 in each force area. Therefore, any results provided are only an indication of satisfaction rather than an absolute.

The findings of this survey will be shared on our website by summer 2017:

www.justiceinspectorates.gov.uk/hmic/data/peel-assessments/

Review of crime files

HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. The file review was designed to provide a broad overview of the identification of vulnerability, the effectiveness of investigations and to understand how victims are treated through police processes. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered.

Force in numbers

A dash in this graphic indicates that a force was not able to supply HMIC with data.

Calls for assistance (including those for domestic abuse)

These data were collected directly from all 43 forces. In 2016, the questions contained a different breakdown of instances where the police were called to an incident compared to the 2015 data collection, so direct comparisons to the equivalent 2015 data are not advised.

Recorded crime and crime outcomes

These data are obtained from Home Office police-recorded crime and outcomes data tables for the 12 months to 30 June 2016 and are taken from the October 2016 Home Office data release, which is available from:

www.gov.uk/government/statistics/police-recorded-crime-open-data-tables

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

Figures about police-recorded crime should be treated with care, as recent increases are likely to have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's national inspection of crime data in 2014.

For crime outcomes, Dorset Police has been excluded from the England and Wales figure. Dorset Police experienced difficulties with the recording of crime outcomes for the 12 months to 30 June 2016. This was due to the force introducing the Niche records management system in Spring 2015. Problems with the implementation of Niche meant that crime outcomes were not reliably recorded. The failure to file investigations properly meant that a higher than normal proportion of offences were allocated to 'Not yet assigned an outcome'. During 2016, the force conducted additional work to solve the problem. In doing so, some crime outcomes from the 12 months to 30 June 2016 were updated after that date and are reflected in a later period. This makes Dorset Police's crime outcome data inconsistent with that provided by other forces. HMIC has decided not to use Dorset Police's outcome data in the interests of consistency of data use and to maintain fairness to all forces.

Other notable points to consider when interpreting outcome data are listed below and also apply to figure 4.

- For a full commentary and explanation of outcome types please see Crime Outcomes in England and Wales: year ending March 2016, Home Office, July 2016. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/539447/crime-outcomes-hosb0616.pdf

- Crime outcome proportions show the percentage of crimes recorded in the 12 months to 30 June 2016 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome.

- These data are subject to change, as more crimes are assigned outcomes over time. These data are taken from the October 2016 Home Office data release.

- Providing outcomes data under the new framework is voluntary if not provided directly through the Home Office Data Hub. However, as proportions are used, calculations can be based on fewer than four quarters of data. For the 12 months to 30 June 2016, Derbyshire Constabulary and Suffolk Constabulary were unable to provide the last quarter of data. Therefore, their figures are based on the first three quarters of the year.

- Leicestershire, Staffordshire and West Yorkshire forces are participating in the Ministry of Justice's out of court disposals pilot. This means these forces no longer issue simple cautions or cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. Therefore, their outcomes data should be viewed with this in mind.

- It is important to note that the outcomes that are displayed in figure 8 are based on the number of outcomes recorded in the 12 months to 30 June 2016, irrespective of when the crime was recorded. Therefore, the crimes and outcomes recorded in the reporting year are not tracked, so direct comparisons should not be made between general outcomes and domestic abuse related outcomes in this report. For more details about the methodology for domestic abuse outcomes please see explanatory notes below, under figure 8.

Anti-social behaviour

These data are obtained from Office for National Statistics data tables, available from: www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables

All police forces record incidents of anti-social behaviour reported to them in accordance with the provisions of the National Standard for Incident Recording (NSIR). Incidents are recorded under NSIR in accordance with the same 'victim focused' approach that applies for recorded crime, although these figures are not subject to the same level of quality assurance as the main recorded crime collection. Incident counts should be interpreted as incidents recorded by the police, rather than reflecting the true level of victimisation. Other agencies also deal with anti-social behaviour incidents (for example, local authorities and social landlords); incidents reported to these agencies will not generally be included in police figures.

When viewing this data the user should be aware of the following:

- Warwickshire Police had a problem with its incident recording. For a small percentage of all incidents reported during 2014-15 and 2015-16 it was not possible for the force to identify whether these were anti-social behaviour or other types of incident. These incidents have been distributed pro rata for

Warwickshire, so that one percent of anti-social behaviour in 2014-15 and two percent of anti-social behaviour in 2015-16 are estimated.

- From May 2014, South Yorkshire Police experienced difficulties in reporting those incidents of anti-social behaviour that resulted from how it processed calls for assistance, specifically for scheduled appointments. In November 2016, South Yorkshire Police resolved this problem and resubmitted anti-social behaviour data to Office for National Statistics. HMIC has used corrected data for South Yorkshire Police which are available in the November 2016 release of anti-social behaviour incidents data in the link above.

- Bedfordshire Police resubmitted anti-social behaviour data to Office for National Statistics for the 12 months to 30 June 2016. This was because data had been double counted for the second quarter of the financial year. HMIC has used corrected data for Bedfordshire Police which are available in the November 2016 release of anti-social behaviour incidents data in the link above.

Domestic abuse

Data for domestic abuse flagged offences were provided by the Home Office for the 12 months to 30 June 2016. These are more recent figures than those previously published by Office for National Statistics.

Data relating to domestic abuse arrests, charges and outcomes were collected through the HMIC data collection.

Further information about the domestic abuse statistics and recent releases are available from:

www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016

Organised crime groups (OCGs)

These data were collected directly from all 43 forces. City of London Police is excluded from the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

The number of OCGs in the Warwickshire Police and West Mercia Police force areas is a combined total of OCGs for the two force areas. The OCGs per one million population rate is based upon their areas' combined population figures.

OCGs which are no longer active – for example because they have been dismantled by the police – can be archived. This means that they are no longer subject to disruption, investigation or monitoring. From 1 September 2014 to 31 December 2015, forces were given a directive by the National Police Chiefs' Council to suspend archiving, pending a review of OCG recording policy. This directive was removed on

1 January 2016, but resulted in many forces archiving more OCGs than they otherwise would have in the 12 months to June 2016. Therefore, direct comparisons should not be made with OCG figures from previous years.

Victim satisfaction

Forces were required by the Home Office to conduct satisfaction surveys with specific victim groups. Force victim satisfaction surveys are structured around principal questions exploring satisfaction responses across four stages of interactions:

- initial contact;

- actions;

- follow-up;

- treatment plus the whole experience.

The data used in this report use the results to the question relating to the victim's whole experience, which specifically asks, "Taking the whole experience into account, are you satisfied, dissatisfied, or neither with the service provided by the police in this case?"

The England and Wales average is calculated based on the average of the rates of satisfaction in all 43 forces.

Figures throughout the report

Figure 1: Police-recorded crime rates (per 1,000 population) for the five year period to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

Figure 2: Police-recorded crime rates (per 1,000 population) for the 12 months to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

Figure 3: Percentage change in the rate of anti-social behaviour incidents (per 1,000 population), by force, comparing the 12 months to 31 March 2016 with the 12 months to 31 March 2015

Please see 'Anti-social behaviour' above.

Figure 4: Proportion of outcomes assigned to offences recorded, in 12 months to 30 June 2016, by outcome type

Please see 'Recorded Crime and Crime Outcomes' above.

The outcome number has been provided to improve usability across multiple publications and is in line with Home Office categorisation.

For these data, we state whether the force's value is 'one of the highest', 'one of the lowest' or 'broadly in line with' all forces in England and Wales. This is calculated by ranking the usage of outcomes and then highlighting the top and bottom 25 percent of forces. All other forces will be broadly in line with England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how the force deals with offenders for different crimes.

This methodology is not comparable with figure 8, so direct comparisons should not be made between the two tables.

Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force

Please see 'Recorded Crime and Crime Outcomes' above.

In addition, it is important to understand that the percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences. The category of evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

Figure 6: Percentage of police recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

The number of offences identified with a vulnerable victim in a force is dependent on the force's definition of vulnerability.

City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for the number of recorded crimes with a vulnerable victim identified. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

When viewing this data the user should be aware of the following:

- Suffolk Constabulary was only able to provide eight months of vulnerability data to the 30 June 2016 due to transferring to a different crime management system. Its previous system did not record vulnerability. Therefore, these are the most reliable data it can provide.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016

Please see 'Domestic abuse' above.

Derbyshire, Durham and Gloucestershire forces were unable to provide domestic abuse arrest data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

The arrest rate is calculated using a common time period for arrests and offences. It is important to note that each arrest is not necessarily directly linked to its specific domestic abuse offence recorded in the 12 months to 30 June 2016 in this calculation. It is also possible to have more than one arrest per offence although this is rare. In addition, the reader should note the increase in police-recorded crime which has affected the majority of forces over the last year (39 out of 43). This may have the effect of arrest rates actually being higher than the figures suggest. Despite this, the calculation still indicates whether the force prioritises arrests for domestic abuse offenders over other potential forms of action. HMIC has evaluated the arrest rate alongside other measures (such as use of voluntary attendance or body-worn video cameras) during our inspection process to understand how each force deals with domestic abuse overall.

When viewing this data the user should be aware of the following:

- Cambridgeshire Constabulary identified a recording issue and that it could only obtain accurate data from a manual audit of its custody records. This means its data may indicate a lower arrest rate. However, at the time of publication this was the most reliable figure the force could provide for the 12 months to 30 June 2016. The force plans to conduct regular manual audits while the recording issue is resolved. HMIC will conduct a further review to test this evidence when more data are available.

- Lancashire Constabulary experienced difficulties in identifying all domestic abuse flagged arrests. This affected 23 days in the 12 months to 30 June 2016. The force investigated this and confirmed that the impact on data provided to HMIC would be marginal and that these are the most reliable figures it can provide.

Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences

Please see 'Domestic Abuse' above.

Dorset Police is excluded from our data for the reasons described under 'Recorded Crime and Crime Outcomes' above.

Nottinghamshire Police has been excluded from domestic abuse outcomes data. The force experienced difficulties with the conversion of some crime data when it

moved to a new crime recording system. This means that the force did not record reliably some crime outcomes for domestic abuse related offences. The force subsequently solved the problem and provided updated outcomes figures. However, this makes Nottinghamshire Police's outcomes data for domestic abuse related offences inconsistent with that provided by other forces. HMIC has decided not to use Nottinghamshire Police's outcomes data for domestic abuse related offences in the interests of consistency of data use and to maintain fairness to all forces.

 In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse:

"Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality."

In figure 8, the rate is calculated by the number of each outcome recorded for domestic abuse flagged offences in the 12 months to 30 June 2016, divided by the total number of domestic abuse offences recorded in the 12 months to 30 June 2016. The domestic abuse-related crimes used in this calculation are not necessarily those to which the outcomes have been assigned. Therefore, direct comparisons should not be made between general outcomes in figure 4, where each crime is linked to its associated outcome, and domestic abuse outcomes in figure 8.

For these data, we state whether the force's value is 'one of the highest', 'one of the lowest' or 'broadly in line with' all forces in England and Wales. This is calculated by ranking the usage of outcomes and then highlighting the top and bottom 25 percent of forces. All other forces will be broadly in line with England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how the force deals with offenders for different crimes.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016

Please see 'Organised Crime Groups' above.

Figure 10: Active organised crime groups by predominant crime type, as at 1 July 2016

Humberside Police was unable to provide the full data for predominant crime types in the time available. Therefore, this force's data are not included in the graph or in the calculation of the England and Wales proportion.

Numbers may not sum to 100 percent due to rounding.