PEEL: Police effectiveness 2016

An inspection of South Wales 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 South Wales 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/south-wales/).

---

[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

South Wales Police	England and Wales
298	240

Crime (excluding fraud)

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

South Wales Police	England and Wales
71	68

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

South Wales Police	England and Wales
+3.1%	+7.8%

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

South Wales Police	England and Wales
+0.7%	-3.4%

Crime outcomes*

Charged/summonsed

South Wales Police	England and Wales
18.6%	12.1%

Evidential difficulties: suspect identified but victim does not support action

South Wales Police	England and Wales
12.9%	10.6%

Investigation completed but no suspect identified

South Wales Police	England and Wales
42.3%	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

South Wales Police	England and Wales
28	31

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

South Wales Police	England and Wales
32	34

Domestic abuse

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

South Wales Police	England and Wales
20	16

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

South Wales Police	England and Wales
12.6%	11.1%

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

South Wales Police	England and Wales
10.5%	10.0%

Organised crime groups

Organised crime groups per million population as at 1 July 2016

South Wales Police	England and Wales
27	46

Victim satisfaction rate

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

South Wales Police	England and Wales
89.1%	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]

● ● ● ○   **Good**

South Wales Police is good at keeping people safe and reducing crime. The force has an effective approach to preventing crime and anti-social behaviour. It is also effective in the way it investigates crime and protects vulnerable people, particularly victims of domestic abuse. It is good at tackling serious and organised crime. It has the necessary arrangements in place to fulfil its national policing responsibilities and has assessed each of the threats in the *Strategic Policing Requirement*. Our overall judgment this year is the same as last year, when we judged the force to be good 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?   ● ● ● ○   **Good**

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

How effective is the force at tackling serious and organised crime?   ● ● ● ○   **Good**

How effective are the force's specialist capabilities?   **Ungraded**

South Wales Police has a dedicated local policing model and understands the threat or risk of harm within the communities it serves. The force uses a problem-solving model but the quality of its application is inconsistent. Neighbourhood officers can concentrate on their neighbourhood policing role and are not routinely taken away to cover reactive duties.

---

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

Neighbourhood staff have good local knowledge of their community and are aware of community concerns and intelligence about criminal activity. Neighbourhood teams engage well with their communities using a range of methods, and staff have a high level of understanding of local problems. South Wales Police has a good understanding of the nature and scale of vulnerability in its local area and describes vulnerability as being the 'priority of priorities'. The force is able to identify repeat and vulnerable victims when they first contact the force, and it uses a risk-assessment process to grade calls based upon the level of threat and risk of harm. The force is good at investigating crime and keeps the victim at the centre of investigations. It has effective arrangements in place to pursue outstanding offenders and to reduce re-offending. However, there are inconsistencies in the way it selects offenders for its integrated offender management scheme.

South Wales Police is good at tackling serious and organised crime. Organised crime groups are mapped and scored appropriately and consistently using the national assessment tool, with all mapping up to date.

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 South Wales?

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 0.7 percent in South Wales compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime increased by 1.0 percent in South Wales, 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 South Wales, for the five year period to 30 June 2016
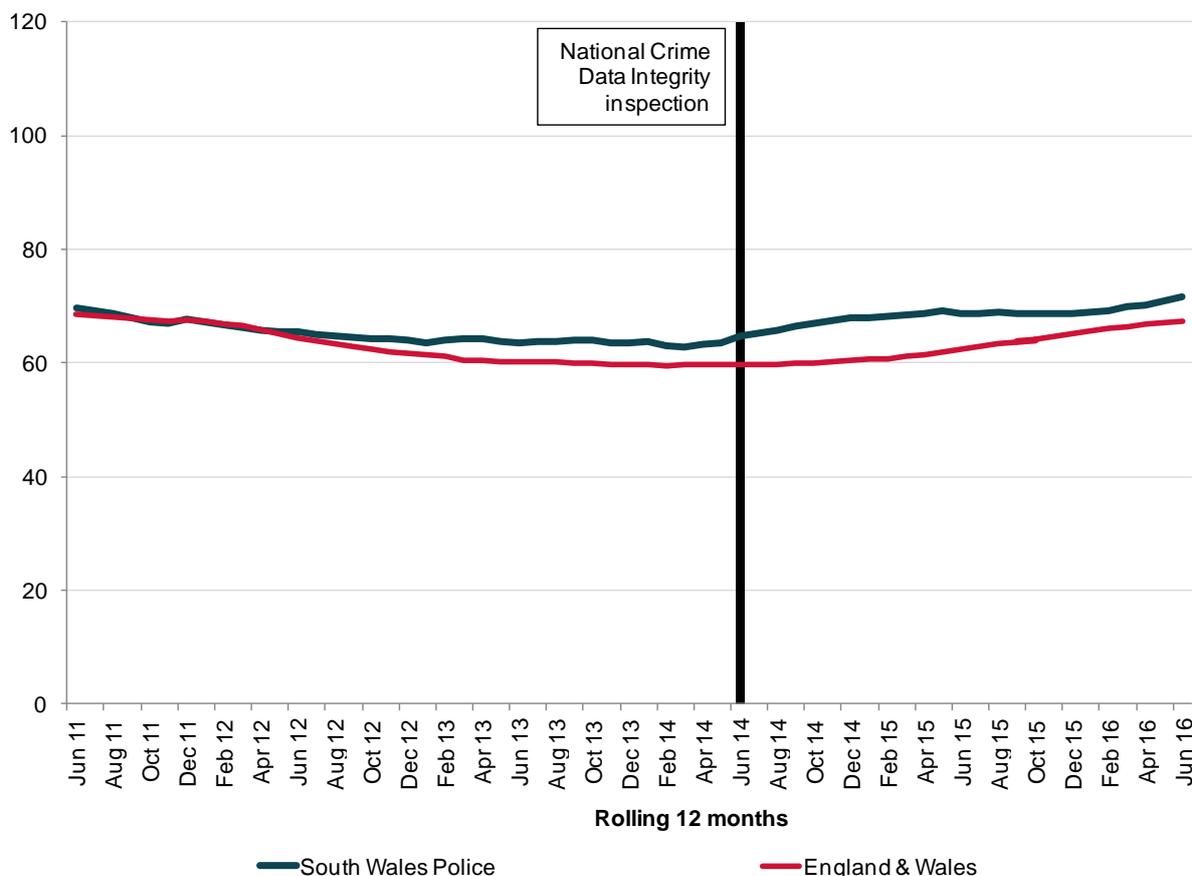
Source: Home Office data
For further information about these data, please see annex A

More recently, when compared with the previous 12 month period, police-recorded crime (excluding fraud) in South Wales increased by 3.1 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 South Wales 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 South Wales, for the 12 months to 30 June 2016

Rates per 1,000 population	South Wales Police	England and Wales
Recorded crime (excluding fraud)	70.9	68.2
Victim-based crime	60.7	60.4
Sexual offences	1.6	1.9
Assault with injury	7.9	7.0
Burglary in a dwelling*	6.1	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
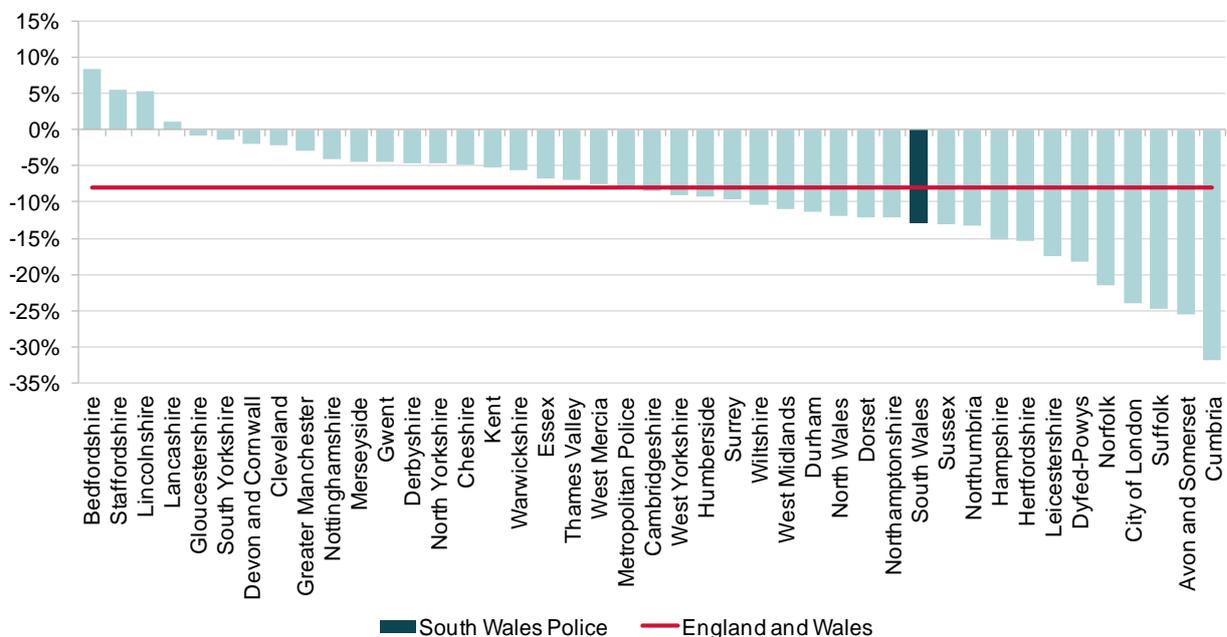
Source: Home Office data
For further information about these data, please see annex A

In the 12 months to 31 March 2016, South Wales Police recorded 28 incidents of anti-social behaviour per 1,000 population. This is 13 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 South Wales Police understand the risk posed to its communities?

South Wales Police has a dedicated local policing model. This means that in every neighbourhood a named team of police officers and police community support officers (PCSOs) spend most of their time carrying out community engagement and prevention work. By using this model, the force is able to understand the threat or risk of harm within the communities it serves. The public of South Wales can be confident that officers in these teams spend most of their time doing this vital communication and prevention work.

Notably, only 7 percent of officers and 12 percent of the force's workforce work in dedicated neighbourhood roles, compared to 18 percent in England and Wales as a whole. However the public appear satisfied with the service provided by South Wales Police. In the 12 months to 30 June 2016, 89.1 percent of victims in South Wales are satisfied with the overall level of service provided by the force which is well above the rate of 83.3 percent for forces in England and Wales.

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that public satisfaction with South Wales Police is the same as in 2015. Some 402 people were interviewed and

53 percent were very or fairly satisfied with local policing in their area. This was the same as 2015.[3]

The survey also found that 38 percent of people surveyed stated that in the past 12 months, South Wales Police has been effective at reducing crime. The survey also found that 36 percent of people surveyed stated that in the past 12 months, South Wales Police has been effective at tackling anti-social behaviour. These findings are in line with England and Wales as a whole and are also in line with the Ipsos Mori survey from 2015. Overall, this data provides an indication that neighbourhood officers in South Wales Police understand the risk of harm within their communities and are effective at dealing with the needs of victims.

South Wales Police ensures that its neighbourhood teams concentrate on their specific role of community engagement and prevention work. The force does not have an abstraction policy, which would dictate how often or not staff can be taken away from their specific duties to support other officers. However, neighbourhood officers are not routinely abstracted from neighbourhood policing and the force does not monitor the level of abstraction. Any abstractions of officers or PCSOs are for short periods with no significant impact on their neighbourhood work. The level of abstraction for PCSOs is moderate and does not prevent them from being effective in their role. PCSOs are not used to cover response duties and are only occasionally used to obtain statements or undertake tasks such as house to house enquiries.

PCSOs are used in accordance with national guidance, which states they should be used predominantly to work in neighbourhoods. A small minority of PCSOs are used to assist in the management of hate crime incidents, and within the community safety teams, but the majority work within neighbourhoods. The force is able to track the locations of its staff by using the GPS transmitters in the individual handheld communication devices of operational staff and the map plotting software in the force control room.

Data obtained from the force shows that PCSOs spend between 70 and 80 percent of their time away from their station, working in their communities.

Neighbourhood inspectors are keenly aware of the positive impact of having PCSOs visible in their communities and actively encourage staff to spend as much time as possible working in their communities. PCSOs are generally left to perform their neighbourhood role, they are well motivated, are committed to providing a good quality service, and are knowledgeable of the people and problems in their community.

The force has a good and developing understanding of the threats and risk faced by its communities. It has completed a strategic risk-assessment, which explores and

---

[3] For further details, see annex A.

quantifies threats to the force for the year ahead, including new and emerging threats, using information and intelligence from police systems and processes. The force is taking steps to improve its understanding of newer threats such as organised child sexual exploitation, foreign national offenders, modern day slavery and cyber-crime. The force scans daily intelligence for these newer threats, and intelligence, such as information about modern-day slavery, feeds into the monthly human trafficking multi-agency risk-assessment conference (MARAC).[4] Information sharing between partner organisations identifies such offences and informs joint operations. Examples of these operations include Operation Imperial which targeted human trafficking and resulted in the offender receiving a 20 year prison sentence. Another operation, Operation Purple Barracuda, was a joint operation to dismantle organised crime gangs. South Wales Police and partners including the National Crime Agency, Cardiff Council and British Transport Police, targeted drugs trafficking, sex offenders, forced labour and illegal drivers. As a result, 14 people were arrested across Cardiff .

South Wales Police has developed force level and basic command unit (BCU) level profiling of its new and emerging threats, including the threats posed by serious and organised crime such as child sexual exploitation and abuse, organised human trafficking and modern-day slavery, drugs, digital and cyber-crime , organised theft, robbery and burglary, financial crime, violence and firearms and emerging threats from an increase in the number of Albanian organised crime groups.

We examined a number of local ward profiles and found that they contained minimal demographic information, which limited their value in helping the force to understand the composition and location of vulnerable or minority communities. However, neighbourhood staff have good local knowledge of their communities and are aware of community concerns and intelligence about criminal activity. This is collated every day from the wealth of information they obtain from their continuous engagement with their community through social media, surveys and local surgeries. This is reflected in the findings of the IPSOS Mori survey that found that 5 percent of people surveyed felt local policing has improved.

How does South Wales Police engage with the public?

Neighbourhood teams in South Wales engage well with their communities using a range of methods. Social media, leaflet drops, 'Partnership and Communities Together' (PACT) meetings, drop-in surgeries, locally advertised events such as 'cuppa with a copper', COMPASS surveys[5] and victim satisfaction surveys all

---

[4] MARAC: multi-agency risk-assessment conference(s) are local meetings where information is shared between local agencies. Typically this is used for information sharing about high-risk domestic abuse victims (those at risk of murder or serious harm)

[5] COMPASS surveys: an established public survey programme which explores the perception and experience of crime / anti-social behaviour, as well as quality of life issues and awareness of the local police across communities

contribute to providing officers and staff with a high level of understanding of local problems and concerns. Local priorities are set using this information and the local knowledge gained by officers and PCSOs from this comprehensive range of community engagement activity results in good quality services to the public.

Neighbourhood teams regularly conduct community impact assessments to judge the impact of specific criminal activity or of the police operations carried out within neighbourhoods to tackle the criminal activity. The outcomes of the community impact assessments are reviewed at the daily management meetings (DMMs). Support is offered to neighbourhood teams, where appropriate, for them to identify and mitigate any threat and risk of harm or adverse community tensions. Information from community impact assessments forms part of the neighbourhood patrol strategies for the relevant area or community.

Our findings this year are consistent with HMIC's 2015 effectiveness inspection.

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?

South Wales Police's use of its problem-solving approach is inconsistent. The force has the SARA[6] problem-solving model as its formalised problem-solving method. While it is clear that staff from neighbourhoods are well aware of the SARA model and how problem-solving plans should be created and administered, we found that the quality of its application is inconsistent. We found some problem-solving plans that contained basic details of the problems and actions recorded, whereas others contained a high level of detail and comprehensive action plans with regular updates and monitoring by supervisors. This inconsistency means that the force is not able to draw any reliable views or conclusions of the success or otherwise of its problem-solving work from its evaluation of this work. The force recognises this gap in its capability and has developed a new crime prevention strategy, which covers the force's approach to problem-solving and crime prevention. The strategy is due to be adopted in January 2017.

---

[6] SARA: an acronym for scanning, analysis, response, and assess. The process is aimed at identifying legal and ethical solutions to policing problems such as anti-social behaviour.

The force has effective local partnerships with local authorities, academic institutions and other emergency services. Staff are aware of how partnership powers could be used to improve the effectiveness of their problem-solving approach. For example at the monthly meeting about the night time economy, and the police-chaired monthly tactical information sharing task action meeting, the force and other agencies - local authority, housing, rough sleepers, council crime prevention team, city rangers - will discuss problems and devise ways of solving them together using different aspects of their organisations' remits.

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

South Wales Police uses a wide range of tactics and interventions to prevent crime and anti-social behaviour. A good example of this is how the force solved a long-term anti-social behaviour and noise nuisance neighbourhood problem involving an elderly resident in an area which has a high concentration of students. The approach of the local neighbourhood team was to take the victim's views seriously, seek information from the alleged offenders and to work with the environmental health department and university authorities to provide an effective solution to the problem. The university provided the student who was responsible for the excessive noise with an area of the university complex which was a more suitable place for him to use his drum kit without causing further nuisance to local residents.

Each area of the force has its own field intelligence officer (FIO), who works closely with the neighbourhood inspector to identify actionable intelligence and build intelligence packages. This arrangement works well, and intelligence is used both to detect and to prevent crime. An example of this is the work which the force did to tackle organised drug dealing in a tower block in Swansea. The intelligence picture was built by the FIO and an operation was undertaken successfully to shut down the illegal activity.

Across the force, at a local level, there are regular meetings with the community safety partnership agencies. At these, police and partners jointly identify emerging threats or community tensions such as local reactions to 'Brexit' and the potential impact on minority groups. The partnerships are effective at sharing information and producing multi-agency problem-solving responses to tackle problems. An example of this is a cyber-crime project run in local schools where schools liaison officers and PCSOs provide information to young people to educate them about 'sexting' (the sending of sexually explicit text or images, often of themselves). Another good example involved an operation with partners in Pencoed to tackle anti-social behaviour around local shops where youths were intimidating people. There was an increase in the number of high visibility patrols in the area and a greater level of engagement with local youths to educate them about the consequences and the impact of their behaviour on the people who use the shops. This operation reduced anti-social behaviour by 62 percent and the neighbourhood team won a local award

for its work. Between the 12 months to 31 March 2015 and the 12 months to 31 March 2016, the number of recorded anti-social behaviour incidents for the force fell by 12.8 percent.

Staff are aware of how anti-social behaviour powers such as criminal behaviour orders, community protection notices and civil injunctions can be used. Data obtained from the force about the use of these powers strongly suggests they are being used appropriately. South Wales Police used anti-social behaviour powers 511 times per one million population in the 12 months to June 2016. Within this the force used a high level of dispersal orders (480 times per one million population) compared to other forces in England and Wales.

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

The force does not routinely conduct an evaluation of tactics. This means that the force cannot be confident about whether its problem-solving tactics are effective or not. It does have a very strong performance regime with a well-established force method of measuring performance called the 'compstat meeting'. However, the performance regime does not include a strong element of evaluation. Performance is reviewed effectively using the force's compstat process and the daily management meetings. Monthly compstat meetings are chaired by an assistant chief constable. They are detailed examinations of continuing crime series and trends, serious or complex cases of vulnerability and any other matters of high threat and risk of harm. Tactics and resourcing are discussed and resolved at this meeting, in a way that is intended to support neighbourhood teams to achieve positive results. The daily management meeting, chaired within each BCU by a superintendent, deals with day-to-day matters, which require direction, oversight or the deployment of officers or staff. Identifying and dealing with vulnerability is the focus of this meeting, which is responsive to the needs of the communities of South Wales.

The force itself does not make frequent use of the 'What Works' College of Policing resources. However, we did find some local examples of 'What Works' being used to good effect. In one example a PCSO researched What Works and National Crime Agency information about missing people. As a consequence the officer created a 'misperwatch' scheme by putting together an information-sharing agreement with local care homes and businesses which regularly support the identification and location of found or missing people. The scheme is activated when a person goes missing by generating an email to all 'misperwatch' participants. This has resulted in a number of missing people being found very quickly.

The force's new crime prevention strategy, which is due to be adopted in January 2017, includes ways of improving these gaps. It contains provisions for the force to manage its corporate knowledge and understanding of which tactics are effective. It aims to ensure that training and IT services disseminate these tactics effectively to the workforce.

Summary of findings

Good

South Wales Police's effectiveness in preventing crime, tackling anti-social behaviour and keeping people safe is good. The force has a dedicated local policing model and engages well with its communities to understand the problems which are of the most concern to the people it serves. Neighbourhood staff are allowed to carry out their neighbourhood policing role and are not routinely taken away to cover other duties. Neighbourhood teams engage well with their communities using a range of methods. They have a good local knowledge of their community and are aware of community concerns and intelligence about criminal activity.

The force uses the SARA (scan, analyse, respond, assess) model as its formal approach to problem-solving, but the ways in which the staff use the model can be inconsistent. The force uses a wide range of tactics and interventions to prevent crime and anti-social behaviour, but because it does not evaluate its problem-solving activities, it cannot say how effective they are. It does not routinely make use of best practice. However, it hopes to resolve this with the introduction of its new crime prevention strategy.

Areas for improvement

- The force should improve the consistency of its 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 partner organisations, so that it can 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[7] 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

---

[7] 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 South Wales Police, in 12 months to 30 June 2016, by outcome type[8,9]

Outcome number	Outcome type / group	South Wales Police	England and Wales
1	**Charged/Summonsed**	**18.6**	**12.1**
4	**Taken into consideration**	**0.4**	**0.2**
	Out-of-court (formal)	**4.5**	**3.2**
2	Caution - youths	0.2	0.4
3	Caution - adults	3.0	2.3
6	Penalty Notices for Disorder	1.3	0.6
	Out-of-court (informal)	**2.6**	**3.6**
7	Cannabis/Khat warning	0.8	0.9
8	Community Resolution	1.8	2.8
*	**Prosecution prevented or not in the public interest**	**0.8**	**1.8**
	Evidential difficulties (victim supports police action)		
15	Suspect identified	9.5	8.3
	Evidential difficulties (victim does not support police action)	**15.3**	**13.8**
16	Suspect identified	12.9	10.6
14	Suspect not identified	2.4	3.2
18	**Investigation complete – no suspect identified**	**42.3**	**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	**94.2**	**91.3**
	Not yet assigned an outcome	**5.8**	**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

---

[8] 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.

[9] '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, South Wales Police's use of 'charged/summonsed' was among the highest 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.

South Wales Police is good at bringing offenders to justice. It has a considerably higher proportion of crimes recorded given a charge/ summonsed outcome than many other forces which means that proportionately it has a better success rate at getting offenders to court than other forces in England and Wales. However, we note that the force has slightly more difficulty in providing the required evidence in cases where the victim does not support a prosecution.

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

South Wales Police is effective in how it is able to identify repeat and vulnerable victims when they first contact the force. In 2015, we found that the force needed to improve its initial response to incidents by ensuring that call handlers complete assessments of threat, risk and harm to appropriate standards and consistently record them on force systems. In 2016, we found that all the staff we spoke to had been trained in the THRIVE[10] risk-assessment process and that the control room effectively triages each call by gathering the right level of information in order to grade the response which is required. This includes the resolution of the call over the telephone at the first point of contact where this is appropriate. All call handlers have been given appropriate training about forensic evidence and will advise members of the public how to preserve anything which has been identified during the initial call.

---

[10] THRIVE is a structured assessment based on the levels of threat, harm, risk and vulnerability faced by the victim, rather than simply by the type of incident or crime being reported in order to help staff determine the appropriate level of response to a call.

The force's assessment and grading of calls has improved and is now consistently recorded on force systems based upon the level of threat and risk of harm determined during the THRIVE risk-assessment. However, staff sometimes err on the side of caution and choose a higher priority category of response. This is in the light of some of the cases referred to by the force's professional standards department where the grading was inappropriate. We also found that the force does not keep data about the number of calls which have been resolved over the telephone at first contact, so it is not able to determine how many calls have been resolved without an officer having been sent. When there is a need however, control room dispatchers are able to re-grade an incident but it must be authorised by a supervisor. Supervisors also carry out some live time dip-sampling of incidents and calls to monitor whether the grading and response to an incident is appropriate to the risk identified during the call.

Staff in the force's control centre are multi-skilled and are able to resolve calls over the telephone when it is appropriate for them to do so. The calls we observed which were resolved by telephone were dealt with appropriately.

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 alongside other evidence gathered. Of the files examined in the file review, a low number of calls did not receive an attendance when the file review determined that they should have done. All files examined during the file review and the majority during fieldwork were allocated to the most appropriate team for investigation. Although individual call taker positions within the control room can be prioritised to take different types of call, there is an expectation that all staff will take all types of call.

How well do response officers investigate?

Officers in South Wales are good at investigating crime. The force uses a 'task not ask' approach in the deployment of officers to calls and dispatchers allocate the most appropriate resource to attend. Each morning, resources allocated to continuing investigations are discussed and monitored at the daily management meeting (DMM) and efforts are made to determine that crimes are dealt with by the most appropriately skilled officer. We were pleased to find that of the files examined in the file review, all had been allocated to the right team for investigation. This was consistent with the files we examined during fieldwork.

Call handlers identify investigative opportunities for officers to carry out when they initially attend a crime. These 'golden hour' opportunities for investigation include any available information or intelligence from police systems, identification of witnesses

and recovery of evidence. Officers confirmed that they are given the time to carry out these enquiries when they attend a crime and are clear about what is expected of them when they attend and undertake a crime investigation.

The force crime allocation policy stipulates that response officers will attend as a first responder and manage the 'golden hour' investigative opportunities and record details of the crime. Further enquiries or investigation are then handed over to the investigation hub. Some officers who have received enhanced investigative training deal with domestic abuse offences and are supported by domestic abuse specialists in the public protection unit or the CID.

Officers within the force investigation hub investigate the majority of volume crimes.[11] We reviewed several files within the investigation hub and found substantial evidence of good quality handover packages and supervision, including comprehensive investigation plans and good collaboration between response officers and the hub.

Supervision of investigations by response sergeants is of a good quality. All crime files examined during our inspection showed good evidence of extensive supervision and investigation plans. This was consistent with the findings of the files examined in the file review where the vast majority of files had effective or limited but appropriate supervision.

Crimes allocated to CID officers are allocated on the basis of crime type, such as serious sexual offences, robberies, and serious assaults. This was not in line with all other crime allocation which was based on the level of threat and risk of harm. All offenders arrested in connection with cases of domestic abuse were dealt with by officers from the hub, the vast majority of whom had not attended the independent crime investigators development programme (ICIDP). This meant that these crime investigations had not been allocated in line with the force's crime allocation policy, because some of the officers in the hub are not trained to a higher level of investigation. As a consequence, less experienced and less qualified officers were investigating standard and medium risk cases of domestic abuse. The force is aware of this situation and the need to allocate more accurately crimes which have higher levels of threat and risk of harm to more experienced and qualified investigators.

---

[11] Volume crime is any crime which, through its sheer volume, has a significant impact on the community and the ability of the local police to tackle it. Volume crime often includes priority crimes such as street robbery, burglary and vehicle-related criminality, but can also apply to criminal damage or assaults.

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 in South Wales Police is good. A modestly higher proportion of the crimes recorded had a charged/summonsed than the proportion for England and Wales as a whole, corroborates this. Ten investigations had been completed by response officers, six by CID and four investigations had been completed by officers from the investigations hub. All of the files contained good investigation plans, including 'golden hour' evidential opportunities, scene management, enquiries to identify and find suspects, management of witnesses and the capture of forensic and CCTV evidence. All 20 investigations we examined were assessed as effective and well managed. Of the 60 files reviewed in the file review, the vast majority were considered to have been investigated effectively and had all lines of enquiry identified and pursued.

The force's monitoring and supervision of investigations is generally effective. This is consistent with the findings of our file review where the vast majority of investigations had effective or limited but appropriate supervision. Encouragingly, crime investigations completed by CID officers were found to contain extensive levels of documented supervision. However, some investigations in the hub investigation team were found to have minimal supervision which is also consistent with the findings of the file review. These investigations were found to be of handover prisoners where the investigator had the file for a short time from the handover, in order to interview and charge the prisoner and submit the file to the Crown Prosecution Service.

Support to investigations

All call handlers have had training about the recovery of forensic evidence. This ensures that they have the skills to advise members of the public about the preservation of evidence when they make initial contact with the force. However, of the calls listened to as part of the file review, around half that should have included advice regarding the preservation of evidence, did not. This means that the force could be missing opportunities to identify offenders and bring them to justice.

Files we examined during the inspection showed good consideration of forensic opportunities, with examples of crime scene investigators (CSIs) attending crime scenes when it was appropriate that they should do so. Officers receive a good level of support from CSIs when they need it. Each BCU has CSI coverage and each unit has a crime scene manager who is available for bespoke technical support and advice at crime scenes.

The DMMs receive good intelligence support. Intelligence and offender management are specific items on the agenda at this meeting. There is an analyst on each BCU as well as a force analyst to enable and accommodate requests for analytical support. Officers confirmed that access to intelligence is readily available via their digital devices and that intelligence support was good with access to systems to research victims, offenders and locations.

The effectiveness of the force's capability and capacity around local examinations of digital devices varies. The force has 16 examination kiosks, most of which are deployed locally on BCUs. This is to ensure that the majority of mobile phones and tablets linked to crimes can be interrogated and evidence made available at the earliest opportunity. However, each BCU has taken a different local approach to the way it resources its examinations of mobile phones. This leads to disparity and inconsistency in the recovery of digital evidence from mobile devices by the force. At the time of our inspection, this had resulted in a three month backlog of digital devices, phones and devices such as ipads awaiting examination and evidential recovery in one BCU, but no backlog in another.

However, at force level there is an excellent prioritisation method for digital examination. The current backlog is being managed by a case prioritisation matrix process. The matrix ensures the appropriate start and finalisation of examinations. As a consequence, the force-level digital forensic and cyber-crime unit has no backlog of examinations. High-risk matters are clearly identified and processed and, across all levels of risk, the process is swift and effective.

Front line officers receive mainstream cyber-crime training and staff who complete a digital media investigation course are able to provide advice and assistance to officers investigating digital or cyber-crimes. Front line officers are aware of triage methods relating to digital investigations, and as a consequence of the training which has been given, unnecessary seizure of digital equipment is kept to a minimum.

Supporting victims

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,[12] which had not previously been recorded. This was to gain an insight into the scale of crimes that the police could not progress further

---

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

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.

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[13,14]
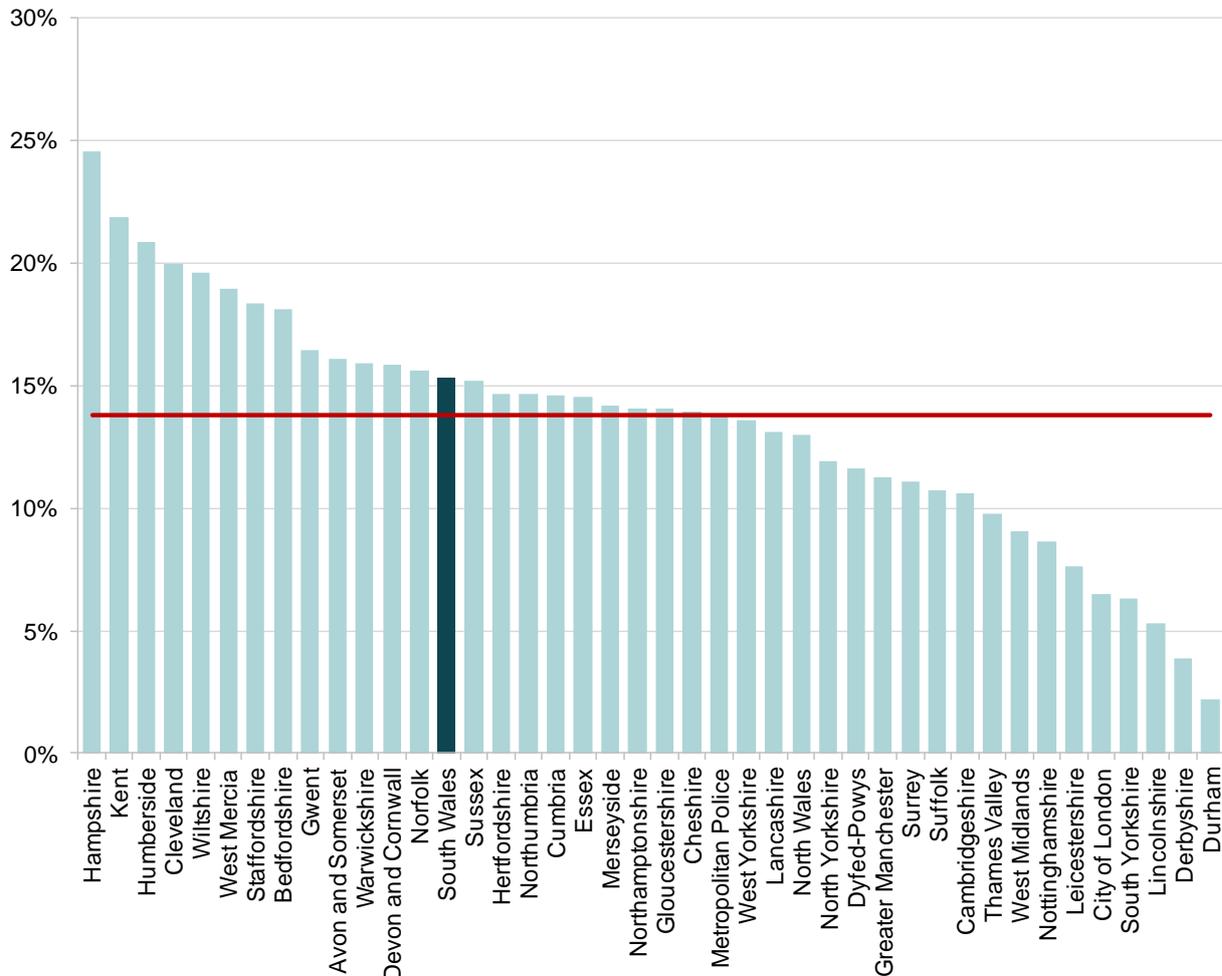
Source: Home Office crime outcomes data
For further information about these data, please see annex A

For all offences recorded in the 12 months to 30 June 2016, South Wales Police recorded 15.3 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

---

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

[14] 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.

months to 30 June 2016 were assigned an outcome and consequently, these figures are subject to change over time.

South Wales Police is good at keeping the victim at the centre of its investigations. The force uses a framework known as TRICK (time, reference, inform, complete, keep informed) to ensure its compliance with each element of The *Code of Practice for Victims of Crime*.[15] All staff are aware of TRICK and the need to keep victims updated throughout an investigation. The force has a performance management framework for monitoring officer compliance to TRICK and levels of victim satisfaction at both a local and force level are also monitored.

The level of satisfaction from victims of crime with the overall service provided by South Wales Police is high in comparison to forces across England and Wales. The latest performance information shows South Wales Police to be the top-performing Welsh force and at a national level no worse than tenth across the full range of performance data sets relating to victim satisfaction. This is consistent with the findings during our inspection where all records checked on the crime and intelligence system were found to have regular and timely updates against all aspects of TRICK and the code.

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?

The force is effective in how it pursues suspects and offenders. It uses its DMM process to manage, track and arrest suspects, in particular those offenders who pose a risk to the public, including people who are wanted by the police, and outstanding suspects. The DMM has a standing agenda item with a focus on highest risk, including those people who are likely to cause most harm or fear of harm. This focus by the force means that it is able to provide the number and details of all people from the force area at both BCU and force levels, who are wanted or missing, and the force generates a relentless flow of activity to find and arrest outstanding suspects. Activity can be tracked readily on force systems to monitor steps taken to apprehend these offenders. The DMM provides officers with support and intelligence to ensure that offenders are arrested at the earliest possible opportunity. Local BCU

---

[15] All police forces have a statutory duty to comply with the *Code of Practice for Victims of Crime*, which sets out the service victims of crime can expect from all parts of the criminal justice system. The code states that all victims of crime should be able to make a personal statement, which they can use to explain how the crime has affected them. Victims should also be kept updated about the progress of their case.

inspectors have responsibility to pursue those suspects not on the priority list, and local sergeants are assigned activity to ensure the early arrest of outstanding offenders. In most instances, these are handed over from shift to shift until an arrest is made.

The force arrested 35,182 offenders in the 12 months to 30 June 2016. Of these, 2,686 were foreign nationals. In March 2016, the force introduced a process to conduct ACRO checks for all arrested foreign nationals.[16] This has resulted in consistent improvements in compliance since it was introduced. Although compliance in this area is monitored every month, the force is aware that this is an area where it needs to continue with its current level of focus to ensure it continues to improve.

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

South Wales Police uses integrated offender management (IOM)[17] to reduce re-offending in each of its four BCUs. The focus in each of these units is primarily on offenders responsible for acquisitive crime (91 percent). The IOM in Northern BCU now shares an office in the same building as the multi-agency safeguarding hub (MASH).[18] They are introducing a wider group of offenders, including serial domestic abuse perpetrators, sexual offenders, violent offenders and offenders linked to organised crime groups (OCG), through the WISDOM project.[19] This is a joint police and probation project based on the level of threat and risk of harm presented by the offenders. The current group of 31 WISDOM offenders is made up of offenders due for release in the next six months, registered sex offenders identified through the

---

[16] ACRO Criminal Records Office manages criminal record information and is able to receive/share information with foreign countries in relation to foreign offenders arrested within the United Kingdom

[17] Integrated offender management brings a multi-agency response to the crime and re-offending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

[18] A multi-agency safeguarding hub (MASH) brings together into a single location key safeguarding agencies to better identify risks to children (and in some areas, vulnerable adults), and improve decision-making, interventions, and outcomes. The MASH enables the multi-agency team to share all appropriate information in a secure environment, and ensure that the most appropriate response is provided to effectively safeguard and protect the individual.

[19] Wales Integrated Serious and Dangerous Offender Management (WISDOM) scheme. WISDOM describes the force's move away from a 'traditional' IOM group to one that looks to include suspects and offenders who are defined as at high risk of causing threat or harm

MAPPA process,[20] current OCG offender(s) and domestic abuse perpetrators identified through the MARAC process.[21]

However, the other three IOMs use a matrix from the IOM Cymru Wales protocol and a manual of guidance to select suitable offenders with a focus that remains on offenders responsible for theft, robbery and burglary. This means that the force is now using two different methods to select its IOM groups and it is missing opportunities to manage violent and domestic abuse offenders. This is confusing for staff and has introduced inconsistency in its selection process.

South Wales Police is well prepared to reduce the risk posed by dangerous and sexual offenders. The force uses sexual harm prevention orders and other orders to restrict and limit offending behaviour.[22] It will routinely apply for orders in relevant cases and currently has 466 sexual offences prevention orders and 81 sexual harm prevention orders in place and these are monitored regularly. There were eight recorded breaches of orders between 1 March 2015 and 7 September 2016, all of which were actioned appropriately.

Investigating officers are encouraged to discuss potential new orders with offender managers to ensure prohibitions are appropriate and proportionate as well as enforceable, and examples are available for officers to view on the force intranet to raise their awareness and provide guidance. Conditions are enforced by checking offenders' computers during home visits and local agencies are made aware of the identities of some offenders when there are prohibitions in place which prevent them visiting certain locations such as swimming pools or parks. Offender managers attend team briefings to update neighbourhood teams about current high-risk offenders. They produce intelligence bulletins and update PCSOs and neighbourhood officers about offenders in their area.

Markers are placed on police systems to identify registered sex offenders (RSOs) and offender managers receive automatic updates when offenders they manage are

---

[20] Multi-agency public protection arrangements (MAPPA) 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.

[21] Multi-agency risk-assessment conference(s) are local meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies.

[22] Sexual Harm Prevention Orders (SHPO) can be applied to anyone convicted or cautioned for a sexual or violent offence. They can place a range of restrictions on individuals depending on the nature of the case, such as limiting their internet use, preventing them from being alone with a child under 16, or preventing travel abroad. Sexual offences prevention orders (SOPOs) were introduced by the Sexual Offences Act 2003 and are designed to protect the public or any particular members of the public from serious sexual harm from an offender. As of March 2015, SOPOs were re-named sexual harm prevention orders (SHPOs).

arrested or are suspected of committing further offences. Activity and outcomes of tasks relating to RSOs are monitored through the DMM, including daily monitoring of custody systems to check for arrests of offenders.

South Wales Police monitors its most dangerous and high-risk violent and sex offenders through its MAPPA. At the time of our inspection, the force had 2,400 MAPPA offenders in the force area with 22 offender managers in place to manage them. The force has plans in place to increase the number of offender managers to 30 to improve this position and to deal with the backlog of 291 visits to registered sex offenders. Similarly, the Management of sex and violent offenders (MOSOVO) team in Cardiff currently manages a high ratio of offenders to officers, with officers managing between 74 and 87 offenders each. The force feels that this ratio is too high and has agreed to increase the number of staff to reduce the ratio. Of the eight additional posts, three are already in post, one is currently being recruited and four will be recruited before the end of March 2017.

Summary of findings
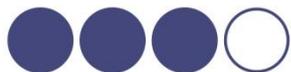
Good

South Wales Police is good at investigating crime and reducing re-offending. It is able to identify repeat and vulnerable victims when they first contact the force. Staff are trained to use the force's risk-assessment process accurately. The grading of calls has improved and is now based upon the level of threat and risk of harm.

The force is good at allocating investigations to the right teams and good at investigating crime. The force has effective arrangements in place to pursue outstanding offenders and reduce re-offending. However, it has inconsistencies in the way it selects offenders for its integrated management programme. Officers are trained to investigate digital and cyber-crimes. The recovery of digital evidence across the force could improve.

South Wales Police is good at keeping the victim at the centre of its investigations. It has high levels of victim satisfaction. Supervision of initial investigations is good, but supervision of handovers and investigations could be better. The force is in the process of improving how it manages high-risk violent offenders and registered sex offenders. It is good at bringing offenders to justice and has a considerably higher charge rate than many other forces in England and Wales.

Areas for improvement

- The force should ensure that there is regular and active supervision of investigations to improve quality and progress.

- The force should improve its ability to retrieve digital evidence from mobile phones, computers and other electronic devices quickly enough to ensure that investigations are not delayed.

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?

In HMIC's 2015 Effectiveness (vulnerability) inspection, the force required improvement in how it protects from harm those who are vulnerable, and the way in which it supports victims. In 2016, we found that the force has trained staff within its public service unit to use the THRIVE risk-assessment tool effectively and that its use is consistently being recorded on force systems with clear rationale. Call handlers are also taking into consideration the demeanour and history of the caller to inform their decision making. We found accurate assessments of the threat of harm and risk which means that the most vulnerable people are receiving an appropriate response. The force has clearly concentrated on this and has achieved a notable improvement as a result.

A clear process is in place for the allocation of domestic abuse cases. We found the investigations to be thorough and appropriate safeguarding measures are put in place with consistent examples of cases of domestic abuse that were effectively supervised. For child sexual exploitation, specialist detectives work within child sexual exploitation teams and they take responsibility for investigating certain child sexual exploitation crimes.

The force now has effective partnership arrangements in place with Barnados to deal with missing children and those who repeatedly go missing and / or are at high risk of becoming victims of child sexual exploitation. This is likely to improve further when the missing and child sexual exploitation teams move to a shared office in the near future. Repeat missing children and high-risk child sexual exploitation victims and perpetrators are now identified and jointly targeted by both the specialist teams and neighbourhood teams, and there is good communication between the different departments. Analytical products are available to help staff to understand the nature of the problem and officers and staff have a good knowledge of which children and young people are at most risk of harm. PCSOs are linking in well with children's homes and hostels for young people in order to build trust with vulnerable individuals and problem-solve future incidents.

The force has worked hard to improve its procedures around the safeguarding of standard and medium risk domestic abuse cases. It has developed an agreement in which all standard and medium incidents can be referred to support agencies when the victim agrees that this can be done. There is an initial assessment, which is supported by a wide range of options for relevant service provision to support victims, including male victims being offered appropriate support via an organisation known as 'Dyn Wales'. Officers now feel that they have the power to make risk-based decisions which are well recorded with sound rationale and public protection notices are now referred appropriately in a timely manner.

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*,[23] others use the definition referred to in ACPO guidance[24] and the remainder use their own definition.

South Wales Police uses the definition from the ACPO guidance and defines a vulnerable adult as:

"any person aged 18 years or over who is or may be in need of community care services by reason of mental, physical, or learning disability, age or illness AND is or

---

[23] *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

[24] 4 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/

may be unable to take care of him or herself or unable to protect him or herself against significant harm or exploitation"

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, 6.4 percent of all recorded crime in South Wales was identified as having a vulnerable victim, which is below 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[25]
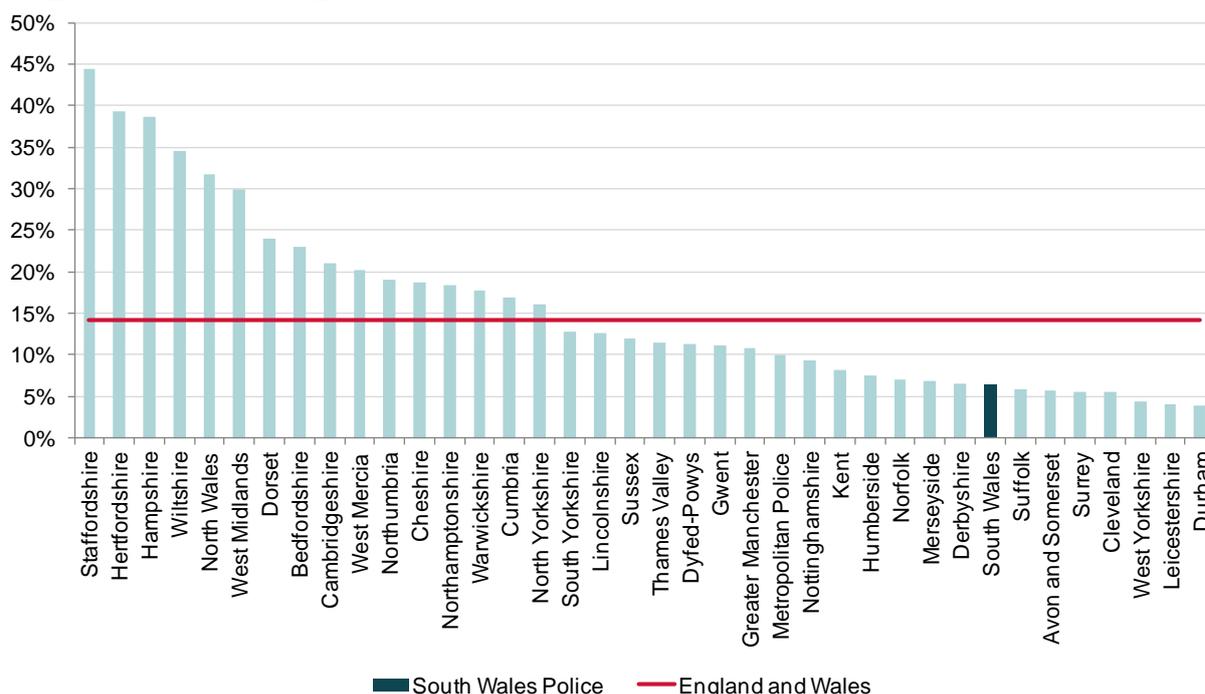
Source: HMIC data return, Home Office data
For further information about these data, please see annex A

South Wales Police has a good understanding of the nature and scale of vulnerability in its local area and describes vulnerability as being the 'priority of priorities'. The force has recently introduced a new definition of vulnerability which is specifically about a person's ability to take care of or protect themselves from harm or exploitation. It has worked hard to ensure that this is well understood by officers and staff of all ranks and across all departments.

The force has a child sexual exploitation problem profile which was last refreshed in October 2016. This includes partnership data and provides a clear view of the nature and scale of child sexual exploitation across the force area. The force's domestic abuse action plan clearly sets out the direction of the force and its partners in

---

[25] 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.

tackling domestic abuse. Both documents are reviewed every month at a strategic level and provide details of the clear governance structures that are in place. However, middle managers have little knowledge of either document. The force might consider how to improve this situation.

To ensure that front line officers and staff have a good understanding of how to identify and protect those who are vulnerable, the force has a continuing training programme for staff. This addresses all areas of vulnerability and provides a continuous level of understanding and development. Child sexual exploitation and coercive and controlling behaviour are two of the most recent subjects to be included in this programme.

The DMM process has a clear focus on vulnerability and discusses missing children and young people as well as those who are at risk of child sexual exploitation. Domestic abuse cases are discussed at this forum to ensure that they are allocated to the appropriate resource. The intelligence unit provides relevant information about vulnerability to the neighbourhood inspectors to ensure that they have a good understanding of the nature and scale of vulnerability in their areas. Information about the highest-risk missing people, child sexual exploitation subjects, domestic abuse victims and perpetrators is then cascaded to frontline staff who are assigned tasks to gather evidence, safeguard victims or arrest outstanding offenders as required.

South Wales Police has made significant improvements in the way it deals with missing people, including its work with Barnardos and the introduction of advocates to debrief children who return home. The force does not use the 'absent' category in its missing persons investigations and has a comprehensive policy for the management of missing persons. The policy details the conduct of a missing person incident from first contact with the police, through to resolution, and identifies times and levels of risk-assessments required and the levels of supervision required throughout the management of the incident. In cases where children go missing, the link between sexual exploitation and children is explicit.

The force has made clear efforts to understand the nature and scale of vulnerability of people who have problems relating to their mental health. Since 2012, the force has recorded the number of incidents and crimes where mental health was a contributory factor. The accuracy of this information relies on the attending officer recording it on the force crime and intelligence system as an incident which involved mental health. As a consequence, there can be no guarantee that this provides the full picture and extent of mental health related incidents. However, it does provide the force with a good indication of the level of demand generated by incidents that involve elements of mental health. Force data suggests that in the 12 months to 31 March 2016 there were 3,021 incidents recorded. In recognition of this, the force has invested in four mental health liaison officers (one in each BCU) and their role is to identify themes and to prevent the recurrence of such incidents. These liaison

officers also ensure that the appropriate care plans and response plans are place for when the person next comes into contact with the police. The force has provided detailed training from mental health experts to 2,000 staff, including missing persons officers and some PPU staff to improve understanding of mental health issues within their spheres of work. The force is also making appropriate professional challenges at a senior level to health service and other partner bodies when officers find themselves dealing with incidents that would be more appropriately dealt with or led by the other organisation. The force is acting as the lead agency in an effort to ensure that people receive the most qualified response to meet their needs and as part of its management of demand.

South Wales Police is good at identifying vulnerable and repeat victims and assessing the level of risk at the initial point of contact by applying the THRIVE assessment model. We found that staff within the public service centre had a clear understanding of vulnerability and were fully aware of the signs and indications which identify that a person might be vulnerable. The force's command and control system is able to identify repeat victims based on the name of the caller, and we found evidence of repeat victims being identified and jointly supported with partner agencies during our inspection. We found consistent evidence of appropriate responses to incidents based on the assessment of threat and risk of harm at the initial point of contact. Staff within the public service centre displayed initiative and common sense when making risk-based decisions using the THRIVE model.

South Wales Police responds appropriately to vulnerable people based on its assessment of vulnerability and risk at initial point of contact. Where vulnerability is identified, officers must attend within an hour, as a minimum response. A higher level of response can be allocated, when it is appropriate to do so, based on the level of risk to the individual. The response to a vulnerable person can only be downgraded to a longer response time in exceptional circumstances, and this has to be authorised by a supervisor. Staff showed a clear understanding of the importance of setting the correct grading of response and we observed callers receiving realistic and appropriate advice about when they could expect police contact or attendance.

By spring 2017 the force intends to have seven paramedics within the control room to act as advisors to police officers and staff at the scenes of incidents. Although they are not mental health experts, they will be more highly trained and qualified than most police officers and staff.

The force has recently launched an application (app) on the hand-held device for officers and staff known as 'road map'. This is an interactive app that enables officers and staff to answer questions and get advice and direction if they encounter people who have behavioural problems which are related to their mental health. This app is at an early stage, and the force recognises that for it to be effective in the long term it will need to be developed further. It has, however, been shared with North Wales Police and the intention is that it will become a pan-Wales approach.

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?

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 the Office for National Statistics. These data show that in the 12 months to 30 June 2016, police-recorded domestic abuse in South Wales increased by 24 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 13 percent of all police-recorded crime in South Wales, 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 South Wales Police, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 49 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[26]
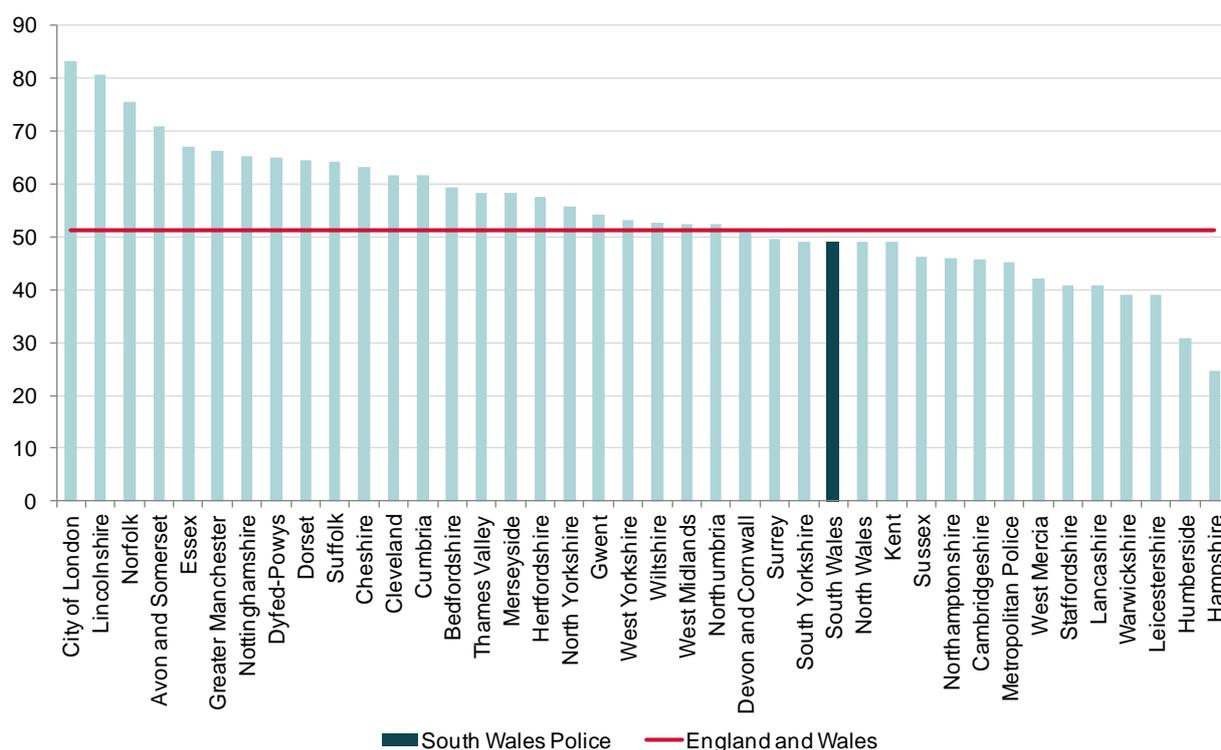
Source: HMIC data return, Home Office data
For further information about these data, please see annex A

South Wales Police is effective at identifying and assessing vulnerability and risk when it first responds to incidents. When officers attend incidents of domestic abuse they complete the domestic abuse sexual harassment (DASH) risk-assessment. Officers also complete a public protection notification document (PPN) for all vulnerable victims across each strand of vulnerability to record and summarise their vulnerabilities. These notices then go to the force Public Protection Department (PPD) where the information is assessed to determine and confirm the level of risk. This is recorded against the victim's details on the force intelligence system to indicate the level of risk to that victim, so that any future checks will identify that person as a repeat vulnerable victim. In 2015, we found that completion of PPNs by officers attending incidents of domestic abuse was inconsistent, whereas in 2016 we found complete consistency. The information is shared appropriately with the relevant agencies and appropriate support and safeguarding is put in place.

A backlog of PPNs on the system in each of the BCUs ranges from between one day to one week. However, the force is confident that none of these relate to high risk cases. At each morning's DMM, all new PPNs and domestic abuse occurrences are considered and discussed to ensure that none relate to victims who might be at a

---

[26] 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.

high level of risk of harm. This is a triage system to ensure that no high-risk PPNS are missed while awaiting full risk-assessment by PPU staff. One BCU has had unforeseen staff absences which has adversely affected the processing of PPN forms. The force is aware of the backlog and is in the process of recruiting additional risk-assessors to reduce the risk. We reviewed numerous domestic abuse incidents and found evidence of identification by officers of risks posed to victims of domestic abuse. We were also reassured that there was clear consideration of safeguarding for the wider family, including children.

Within the force there is a clear understanding of the impact that domestic abuse has on children and young people, and officers consistently ensure that these individuals are safeguarded. The force has not yet issued body-worn video cameras but has a plan for 2,300 body worn cameras to be issued to individual operational staff. The force also plans to have 300 pool-issued cameras. The force will start issuing cameras in January 2017 and will have issued all the cameras by the end of the year. This will help to identify offences against vulnerable victims and will also help in the prosecution of perpetrators of those offences. The identification of vulnerability was clear in all strands of vulnerability with PPNs being regularly submitted for vulnerable adults as well as children. One of the domestic incidents we reviewed related to an elderly man who was a victim of domestic abuse perpetrated by his son. The risk-assessment completed by the attending officer was accurate and correct, and had been assessed by the PPU as high risk. As a consequence of this, the case was appropriately progressed to a MARAC for additional multi-agency safeguarding measures to be implemented. There were also examples of child sexual exploitation risks being correctly identified and addressed at the initial response stage.

In HMIC's 2015 vulnerability inspection, we found that officers perceived that in all cases of domestic abuse the force's positive action clause was actually a positive arrest policy that left little room for discretion. In recognition of this misunderstanding, the force introduced Operation Liberty, initially concentrating upon areas of vulnerability. The aim was to engage with front line officers to ensure that crucial messages were given to them, and to ensure that their views were listened to. One of the early messages was to clarify the arrest policy for domestic abuse. Senior officers made it clear to officers that they had the power to make risk-based decisions before carrying out an arrest. We reviewed numerous domestic abuse cases during the inspection and found that perpetrators are being arrested appropriately in line with the risk-assessments and the views of the victims have clearly been taken into account. Officers clearly consider the safeguarding measures required for victims and family members. A consequence of this approach is that the arrest rate for domestic abuse has reduced by 13.4 percentage points, when comparing the 12 months to 31 March 2015 to the 12 months to 30 June 2016. There is no evidence, however, that people who should have been arrested have not been arrested. In fact, we found consistent evidence of sound rationale being

recorded as to whether or not an arrest is required as well as due consideration and use of domestic violence prevention notices (DVPNs) and domestic violence protection orders (DVPOs) to protect and safeguard victims of domestic abuse.[27] Throughout the cases reviewed there was a clear indication that officers had the welfare of children at the forefront of their minds when dealing with domestic abuse incidents. We found that strategy discussions are taking place with partner agencies as a result of PPNs submitted. An example of this was the progression to a case conference for a child. This was because there was concern that the child's mother had decided to stay with her abusive partner, putting the child at potential risk. This issue was identified by the response supervisor who reviewed the case initially and highlighted it for assessment by the PPU. We are reassured that the force is dealing appropriately with cases of domestic abuse.

The force risk-assessment at initial response is effective at providing good quality handovers to investigation teams and information to external partners. This included handovers between uniformed shifts where the sergeants have processes to ensure that outstanding arrests are passed between shifts, as well as handovers to investigation teams such as child protection and CID. We found examples of good information sharing with external partners and other police forces when vulnerability had been identified. The force has strong partnership arrangements in place with Barnardos' advocates who work closely with the missing and child sexual exploitation teams. Information is shared in order to make children and young people safer. The neighbourhood officers and PCSOs are allocated specific children's homes and young person's hostels so that they can talk to individuals who have been identified as having gone missing regularly, and / or who are at risk of child sexual exploitation.

---

[27] Domestic Violence Disclosure Scheme is often referred to as Clare's Law. Rolled out across all 43 police forces in England and Wales on 8 March 2014, it enables the police to disclose information about a partner's previous history of domestic violence or violent acts. Under the scheme an individual can ask police to check whether a new or existing partner has a violent past.
Domestic Violence Protection Order is a power that enable 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. This gives the victim an opportunity to consider their options and get the support and guidance they need from a dedicated domestic abuse service.

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).

South Wales Police is effective at investigating crimes that involve vulnerable victims. The file review covered ten cases where there was a vulnerable victim and found that vulnerability had been correctly identified in each case. In all ten files, all lines of enquiry were identified and pursued, all ten had an effective investigation and eight investigations were well supervised. This is consistent with the findings of files examined during the inspection. The force's domestic abuse policy provides guidance on basic investigative considerations, along with suggestions on how best to obtain evidence from, and deal with, victims of domestic abuse. Similarly, the force's policy on stalking and harassment covers basic operational considerations about how to investigate offences and deal with the vulnerabilities presented by victims.

In 2016 the force applied for 145 DVPNs of which all were authorised. 91 DVPOS were applied for of which 93 percent were authorised by the court. Despite this being slightly below the England and Wales rate there has been an increase in applications and DVPOs authorised between 2015 and 2016 in the force. This is due to proactive work conducted to increase the awareness of officers and staff of this legislation. Supervisors consider DVPN applications and record their rationale if they decide not to apply. Senior officers have reiterated the importance of this legislation being appropriately used as part of Operation Liberty.

In the 12 months to 30 June 2016, the force used the Clare's Law, 'Right to Ask' 57 times. This equates to a rate of 4.4 uses per 100,000 population and is below the 5.3 rate for England and Wales as a whole. The force used the 'Right to Know' 55 times. This equates to a rate of 4.2 uses per 100,000 population. This is below the 5.6 rate per 100,000 population for England and Wales as a whole. Clare's Law is a national disclosure scheme and we are satisfied that despite the force's usage being slightly lower than the national, there are processes in place via MARAC to ensure that the appropriate disclosures are given.

Safeguarding information is specifically shared with partner agencies. The force contributes effectively to multi-agency work with external partners to safeguard vulnerable victims. The force has multi-agency safeguarding hubs (MASHs) in two of its four BCUs and has a clear desire to encourage partner organisations to develop a MASH in each area. In the meantime the existing MASHs are operating well with partner agencies sharing offices with the police, and continual, real time sharing of information. Referrals to the MASH can be made direct from partner agencies. The other two areas work effectively with their partners to safeguard victims, but do not yet share offices. Once this happens, their processes and information sharing will become even more timely and effective than is now the case.

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.[28]

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).

---

[28] 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.

Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in South Wales Police[29]

Outcome type / group	South Wales Police	England and Wales
Charged / Summonsed	29.9	23.2
Caution – adults	4.4	5.6
Caution – youths	0.1	0.3
Community resolution	0.9	1.4
Evidential difficulties prevent further action; victim supports police action	24.3	24.1
Evidential difficulties prevent further action; victim does not support police action	24.6	35.4

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

In the 12 months to 30 June 2016, South Wales Police's use of outcomes for domestic abuse flagged offences was in line with those in England and Wales as a whole. 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.

South Wales Police responds well to all victims of domestic abuse. Since HMIC's 2015 vulnerability inspection, the force has worked hard to improve its procedures around the safeguarding of standard and medium risk domestic abuse cases. It has developed an agreement in which all standard and medium incidents can be referred to support agencies when the victim agrees that this can be done. There is an initial assessment of risk to the victim using the DASH risk-assessment form, which is completed by the attending officer. This is followed by an assessment by specialists in the PPU, and relevant service and safeguarding measures are put in place. Examples of services available are Women's Aid, drug and alcohol provision, counselling, support with children, IDVA support, financial advice and confidence-building courses. We were pleased to find examples of male victims being offered the appropriate support from Dyn Wales, a project that provides support to LGBT men experiencing domestic abuse. In turn, if Dyn Wales staff feel the risk has increased or has been wrongly scored originally they will refer it back to the PPU. To understand and support victims of domestic abuse, the force has employed a person who will consider the victim's perspective. They work with voluntary organisations to

---

[29]   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.

obtain feedback from victims of domestic abuse and understand if there are areas that could be changed or improved. The response provided by South Wales Police to victims of domestic abuse is comprehensive.

The charge rate for domestic abuse cases in South Wales Police has reduced from 34.5 percent in 2015 to 29.9 percent in 2016, with an increase in the use of DVPNs and DVPOs. Despite this reduction, it is still modestly higher than the England and Wales rate. In the 12 months to 30 June 2016, the rate of the 'evidential difficulties and the victim does not support a prosecution' outcome was 24.6 percent compared to 35.8 percent England and Wales as a whole. This means that the force appears to gather the best evidence available even when victims do not want or do not feel able to support a prosecution.

Summary of findings
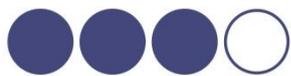
Good

South Wales Police has a good understanding of the nature and scale of vulnerability in its local area. Vulnerability is its "priority of priorities". The force has a child sexual exploitation problem profile that includes partnership data and provides a clear picture of the nature and scale of child sexual exploitation across the area. Its domestic abuse action plan clearly sets out how the force and partner organisations are tackling domestic abuse.

Officers and staff have a good understanding of how to identify and protect vulnerable people. The force's training programme for staff addresses all areas of vulnerability. The force has made significant improvements in the way it deals with missing people. It has made clear efforts to understand the nature and scale of vulnerability of people who have problems with mental health.

The force is good at identifying vulnerable and repeat victims. It assesses the level of risk at the initial point of contact and when officers first attend incidents. When officers attend incidents, they clearly consider safeguarding the victim and family members, including the use of disclosure and protection orders. The force is good at investigating crime involving vulnerable victims and working with partner organisations to keep people safe.

Area for improvement

- The force should improve its initial investigation of cases involving vulnerable victims by providing responding officers with access to photographic and/or video-recording equipment to show evidence of injuries and crime scenes.

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.

As at 1 July 2016, South Wales Police was actively disrupting, investigating or monitoring 27 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.

South Wales Police is effective in its assessment of the threat and risk from serious and organised crime. Each of the four BCUs has prepared an individual serious and organised crime local profile to inform their local serious and organised crime boards. The serious and organised crime local profiles are specifically police-led and include very little partner information, if any. The force has identified this as a concern and plans to refresh the local profiles with partner data to give a better understanding of the threats.

The force accesses a variety of intelligence sources to develop its understanding of the threat from serious and organised crime. This includes the use of the government agency intelligence network (GAIN) and other partner agencies working from ROCU. Intelligence meetings to share and consider intelligence about serious and organised crime occur at local, force and regional levels. Support is also given to forces outside the region when tackling county line (across county borders) crime activity.

During our inspection, we found that local policing teams are aware of OCGs and are involved in intelligence-gathering and enforcement activity. To assist with this, the force holds serious and organised crime workshops. These are designed to increase staff awareness of the signs to look for in OCG activity. Further guidance is also available on the force intranet. The force has also provided training to staff about newer threats such as those presented by child sexual exploitation. The emergence of newer threats is discussed at the force intelligence group meeting and also at the force 'threat and grip' meeting, at which the force uses intelligence to inform its response to the emerging threats.

The force identifies and maps organised crime groups (OCGs) in a timely and appropriate manner. It has a structured process where the identification of OCG activity can be identified at a neighbourhood level. Local policing teams are aware of the OCGs living in their area, and staff are able to identify and report relevant intelligence and new areas of risk. The new risks are raised at the local daily management meeting and can be moved to a regional level from there. Once identified, the ROCU scores and maps the OCGs in a timely manner in order to provide a corporate response across the region. They will be regularly re-scored in line with the level of threat posed in national guidelines, using a risk-assessment tool (MoRiLE).[30]

---

[30] MoRiLE: the 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes, which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016[31]

South Wales Police   ———England and Wales
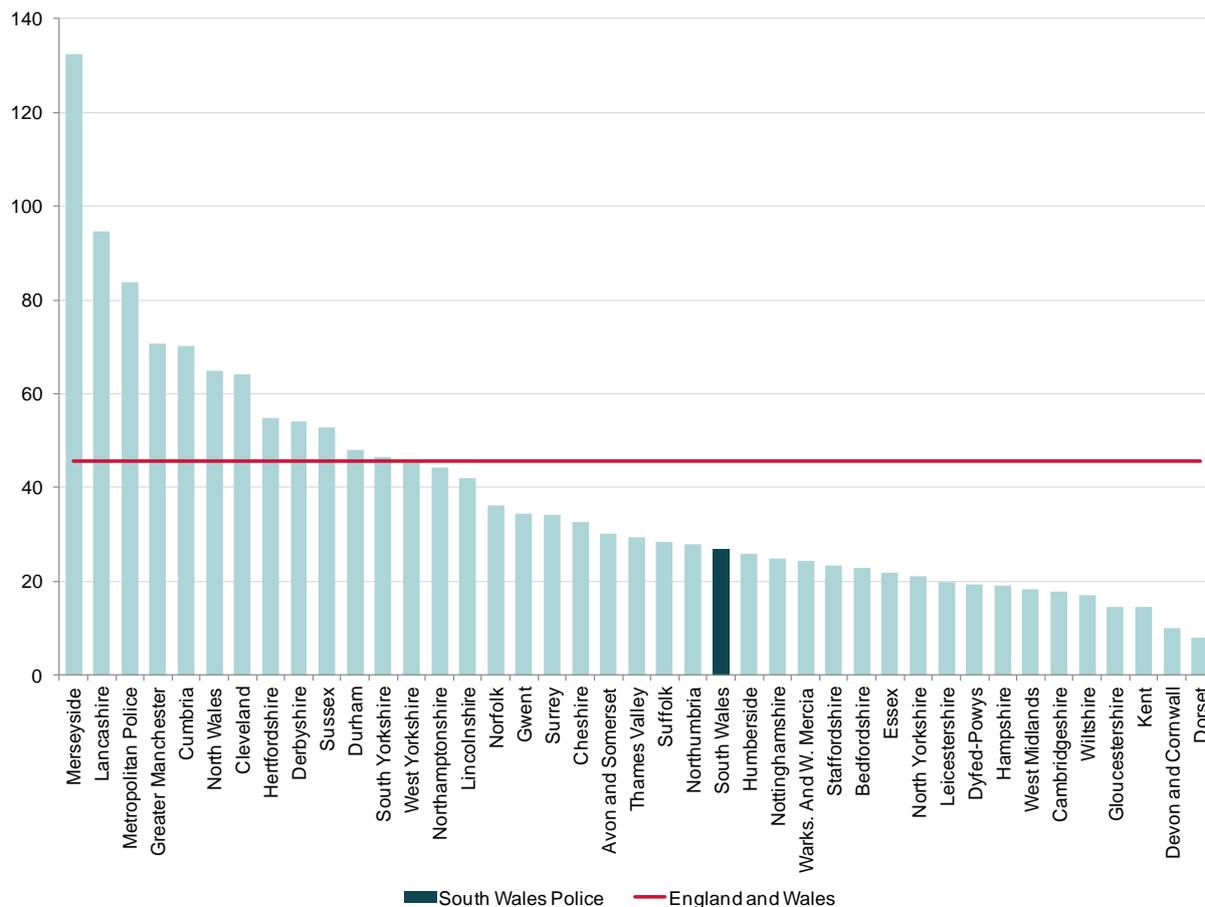
Source: HMIC data return
For further information about these data, please see annex A

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 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 South Wales Police as at 1 July 2016. This was also the most common OCG crime type recorded by all forces in England and Wales.

---

[31] 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.

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

South Wales Police

3%
9%
89%

England and Wales

17%
8%
11%
13%
51%

■ Drug activity

■ Organised theft

■ Economic crime

■ Violent criminal activity

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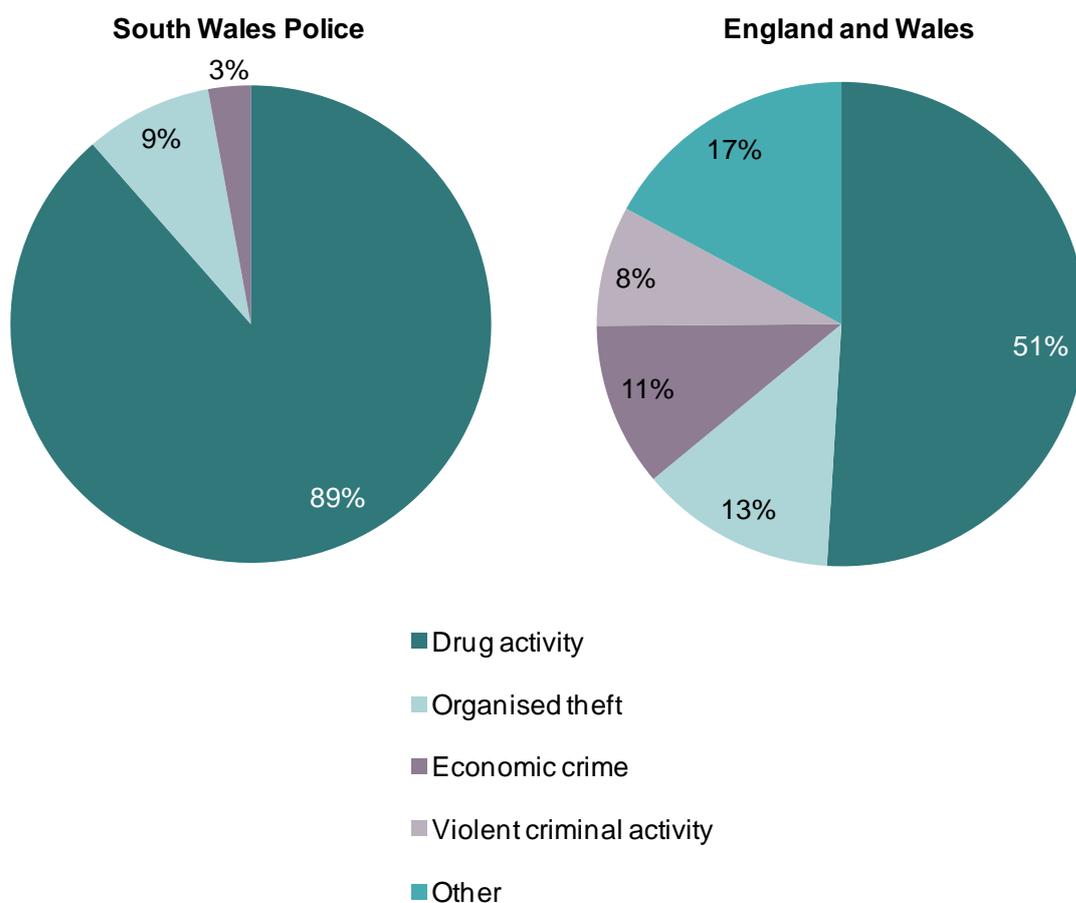
Source: HMIC data return
Note: Figures may not sum to 100 percent due to rounding. For further information about these data, please see annex A.

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.

South Wales Police is effective in its response to serious and organised crime To make the best use of its resources, the force prioritises its activity to tackle organised crime groups (OCGs). At a local level, each of the four BCU commanders directs appropriate resources to tackle the OCGs operating in their area. At a force level, OCGs are discussed at the monthly force intelligence group. At this meeting, there is an expectation that all active OCGs have an updated action plan available for

discussion. This meeting then feeds into the force's assessment (made at its 'threat and grip' meetings) of how to best deploy its resources to address the threats and risks posed by OCG activity. In turn this feeds in the regional response to OCG threats and risks. As a result of this sequence, the force manages its response in an appropriate and effective manner.

South Wales Police has a strong overall response to tackling active OCGs involved in all categories of crime. All OCGs are mapped and scored and the threat of harm or risk is considered and prioritised by the force threat and grip meeting when deploying to investigate or disrupt OCG activity. Although drug activity is the most common predominant crime type (89 percent) of the OCGs managed by South Wales Police, the force's OCGs are also involved in a much wider range of crimes. Many of the OCGs are identified and mapped for numerous crime types. Drug activity is often the primary crime category. Other crime types include human trafficking offences, theft, robbery and burglary, crimes involving vulnerability and county-line offending where offenders are involved in cross-border crime. The force has systems in place to capture all crime types and once mapped, each identified OCG is sent to the region for scoring.

Once mapped, an appropriate and capable lead responsible officer (LRO) is appointed and a management plan for the OCG is created and documented. These plans are up-to-date and use a consistent 4Ps structure for all mapped OCGs These are reviewed monthly at the force intelligence group meeting. The LRO is held responsible for the creation and management of plans to tackle OCGs over their active lifespan. They provide updates on the activities - for which they are responsible – that are being undertaken to disrupt and dismantle OCGs. If the OCG is being investigated locally the LRO is from that BCU, but at a force level the LRO will be the force's director of intelligence. All OCGs have a management plan that is structured using the 4Ps and the LROs attend a monthly force intelligence meeting where the management plans are considered. The meeting is also used as a means of sharing good practice and providing updates on regional and national issues.

In 2015, we found that the force did not engage routinely with partner organisations to increase its ability to disrupt and investigate serious and organised crime. In 2016, we were pleased to see that the force was able to demonstrate how it works with partners where this is appropriate, to support serious and organised crime investigations and provide resources to enable interventions towards vulnerable offenders. As an example the force cited a memorandum of understanding with the local authority housing department in Swansea. This has been developed to help the force and the local authority to share information in order to identify tenants classed as vulnerable and from whose homes OCGs were selling drugs - a county-line type crime.

The force recognises the impact and potential of criminal activity that crosses county borders. To counter this level of criminal activity, the force ran several successful

operations with partner agencies. These included Operation Purple Barracuda which identified 13 modern-day slaves and looked after children dealing drugs across county lines. All the operations had some aspect of partner agency intervention to a greater or lesser degree.

The force uses local policing teams effectively in the disruption of organised crime. It uses them to support both intelligence-gathering and enforcement activity taken against OCGs. This includes work in the community following the arrest stage, where officers and staff are given the main messages about the activity so that they can tell partner organisations and the public. In one example, Operation Orange Gobi, the local policing team led a project to complete local community impact questionnaires. This aimed to assess the overall community reaction to the police activity in their neighbourhood to tackle serious and organised crime. Public confidence, positive community impact and knowledge of law enforcement activity were all measured. The findings were distributed internally and to relevant partner agencies.

The force makes good use of the Government Agency Intelligence Network (GAIN)[32] and prison intelligence as part of its operational response to organised crime. The force's organised crime team, which shares an office and works well with the Regional Organised Crime Unit (ROCU), also makes use of the links with prison intelligence to support its investigations. Intervention with the prison service has resulted in offenders being relocated in the prison to address concerns about vulnerability and to continue to disrupt any OCG activity. The force does not have an action plan to define how it makes best use of ROCU capabilities and relies on a document produced at a regional level that outlines what regional capabilities are available to the force.

The force's covert operational capabilities are appropriate to enable it to address serious and organised crime within its own resources. It has a suitable action plan to help minimise any duplication with similar work at a regional level. The sharing of an office with the ROCU also helps to avoid any unnecessary duplication of work carried out at a regional level.

The force uses the national disruption scale (major, moderate, minor etc) to assess the degree of OCG disruption. The impact of force activity on serious and organised crime is considered at the monthly force intelligence group meeting. The OCG management plans do consider the impact against the 4Ps to a degree, but the force acknowledges that some plans need further development in the application of the 4Ps.

---

[32] The Government Agency Intelligence Network (GAIN) is a large network of partners, including all police forces in England and Wales, which shares information about organised criminals.

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.

In HMIC's 2015 effectiveness inspection, we found that South Wales Police needed to take steps to identify those people who were at risk of being drawn into serious and organised crime and ensure that preventative projects were put in place with partner organisations to deter those people from offending. In 2016, we found that the force is actively working on a number of projects to deter young people from being drawn into organised crime. The force works with education partners to train young people aged 11 to 16 about the misuse of drugs, child sexual exploitation and gang-related crime, which now forms part of the national curriculum. The Adverse Childhood Experience is a project with partner organisations to offer early intervention to children who are at risk of becoming involved in crime, including serious and organised crime. In Cardiff, the force is running a pilot involving the National Offender Management Service (NOMS) to provide early intervention to prevent young people from being drawn into serious and organised crime. There is also a scheme for women under 24 who have been identified as potential gang members. In the scheme, those identified are referred to support workers who talk to them in an effort to divert them away from criminal behaviour. Officers were able to talk to us about occasions where they had identified vulnerability and dealt with the concerns with the help of expert specialist trained officers from the public protection unit (PPU).

The force recognises that it has problems in some areas with urban street gangs and a degree of crime committed by offenders who operate across county lines. The force clearly understands the problems caused by this type of criminal activity and has run a number of successful operations with partners to tackle it. This is clear from its efforts and work with partner organisations to tackle urban street gangs in Swansea.

The force is effective in how it manages existing offenders. To help prevent serious and organised crime, when an offender is charged, if it is appropriate, the force

applies for serious crime prevention orders (SCPOs).[33] The force monitors OCG members who are subject to SCPOs using both intelligence resources and local policing teams. This has resulted in identification of any breaches of the orders. The force also actively engages with the Prison Service during the investigation process. This co-ordinated approach can result in the movement of prisoners and other appropriate safeguarding actions to prevent and disrupt serious and organised crime. The force has placed 12 high risk serious and organised crime offenders on the IOM programme (Wisdom Project) to provide a greater oversight of their behaviour. In addition to the force activity surrounding OCGs, it has 25 high-risk serious and organised crime offenders who are monitored by intelligence staff based within the ROCU.

The force works well with the media to publish the results of enforcement activity taken to fight serious and organised crime. Local officers conduct impact assessments and inform the community of police activity through the use of specific and targeted messages (Operation Perception). Following a drugs-related operation (Operation Orange Gobi) a survey was conducted by community support officers. This was analysed to assess the impact which the operation had had within the local community, and showed positive results. This information was shared with partner organisations. Work is continuing in the force to identify vulnerable victims of fraud and cyber-crime. It intends to conduct crime prevention visits to the people who have been identified. Get Safe Online, a national campaign aimed at preventing cyber-crime, is publicised by the force.

Summary of findings

 Good

South Wales Police is good at tackling serious and organised crime. The force effectively assesses the threat and risk from serious and organised crime, and local policing teams are aware of the organised crime groups (OCGs) living in their area. OCGs are mapped and scored appropriately and consistently, using the national assessment tool, with all mapping up to date. All OCGs are assigned to a capable lead responsible officer, and structured and up to date management plans are in place for all mapped OCGs.

---

[33] SCPOs are court orders 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 placing an obligation to report his or her financial affairs to the police.

The force works effectively with partner organisations to support serious and organised crime investigations and provide resources for interventions towards vulnerable offenders. However, partnership data is not included in the serious and organised crime local profiles. Local officers are aware of the OCGs in their areas and are fully engaged in their disruption. The force uses the national disruption scale to assess the degree of OCG disruption and the impact of force activity on serious and organised crime. The force has several projects to raise awareness and deter young people from serious and organised crime. It has processes in place to update communities and assess the impact of police operations to tackle serious and organised crime.

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 the quality of its action plan that sets out the steps it will take to maximise the use of regional organised crime unit capabilities, minimise duplication at force level, and ensure that the use of shared ROCU resources is prioritised effectively between forces in the Southern Wales region.

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)[34] 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.

South Wales Police has the necessary arrangements in place to fulfil its national policing responsibilities. The force has assessed each of the threats set out in the *Strategic Policing Requirement* (SPR) and is well prepared to address these threats.

The force is integral to the multi-agency response to local resilience through the South Wales Local Resilience Forum (SWLRF) and is represented on the Civil Contingencies and Resilience Unit at chief officer level. The SWLRF monitors any risks that have been identified following exercises or events with partners and produces a strategic plan and a training plan to ensure that the force continues to monitor and prepare its capability to respond to any SPR threat. Recent exercises included counter-terrorism exercises such as 'Black Swan' and 'New Salesman', to test civil contingencies, business continuity, public order and arrangements for a

---

[34] 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

cyber-attack. The force also contributes to the regular completion of the regional National Police Coordination Centre[35] capability and capacity updates to determine the status of its public order capability and capacity.

The force has prepared strategic threat assessments for each of the SPR areas and has an identified chief officer lead with responsibility for each requirement. Recently, the force was involved in a large scale counter-terrorism exercise to test the regional and national response (Operation Red Kite).

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.

South Wales Police is well prepared to respond to an attack which requires an armed response. The force is an integral part of the tri-force regional joint firearms unit (JFU) with Gwent Police and Dyfed-Powys Police. The unit provides a comprehensive and robust response to the current firearms and terrorist threats facing the South Wales region.

Each year South Wales Police and the other two forces in the South Wales region carry out a comprehensive armed policing strategic risk-assessment (APSTRA) to enable them accurately to assess the level of threat and risk to the forces themselves and the South Wales region. In addition to that, each month the force holds a strategic risk-assessment meeting to review all parts of the APSTRA to update the threat and risk and adjust the force and region's response to address any emerging firearms or terrorist risks or threat of harm. The force has appropriate and sufficient command structures in place, and sufficient and appropriately trained authorised firearms officers to meet the threat and risk identified within the APSTRA.

---

[35] National Police Coordination Centre (NPoCC) is responsible for co-ordinating the deployment of police officers and staff from across UK policing to support forces during large scale events, operations and in times of national crisis for example large scale flooding and civil emergencies.

The region/force refreshed its annual APSTRA in February 2016, adapting its responses to meet the change in identified risks following the Paris attacks. An example of how it has adapted is the introduction of a new shift pattern for armed officers in the region. This has enabled a more comprehensive 24/7 armed response, capable of dealing with the level of threat identified by the revised APSTRA across the whole of the South Wales region. This change has also enabled the region to have the capability to respond to, and negate, the potential risks presented to the public during large sporting events. Another recent and notable change introduced by the region as a consequence of the revised APSTRA has been to deploy in crowded places plain clothes specialist firearms officers who are trained in counter-terrorism tactics. These officers are deployed every day in response to the potential for a marauding terrorist firearms attack (MTFA), as experienced in Paris. The region now also provides an armed contingent with their own armoury at the Senedd Welsh Assembly (the seat of Welsh government in Cardiff.). The training of armed officers has also been changed as a result of the recent attacks in Paris to provide a response to attacks on trains and in shopping centres, learning from the region's response to terrorist attacks on aircraft.

The region has adopted learning from national operations. As a consequence, it has increased the number of rifle trained officers to meet the regional requirements under increased levels of threat. This enhances the region's capability and response to attacks similar to those experienced in Paris. Armed response vehicles (ARVs) now routinely provide a response to large regional events. This response was not previously provided. The force/region is also looking to replace its current ballistic shields with a more suitable level of protection for officers, also as a consequence of the lessons learned in the Paris attacks. In addition, the region has commissioned an external review of the JFU. This will subject its structure and response to independent scrutiny.

In June 2016, as part of the national SPR requirements, the force completed a highlight report detailing its readiness to deal with counter-terrorism threats within the force area. The report provides reassurance and detail of ongoing operations, risk-assessments and staff and partner training and briefings and is structured around the 4 Ps.

The force is involved in a continuing programme of exercises and table-top exercises as part of the JFU response, together with partner agencies including the military, fire and ambulance services and local authorities, to test all aspects of the APSTRA including a MTFA. Examples of these include Operation Vortigern's Legacy, which was run in October 2015 as a three day counter-terrorism exercise that involved a number of partner agencies, including the military. This tested command and operational response to an MTFA attack and a siege situation. Operation Elsa was a multi-agency counter terrorism firearms exercise in January 2016 that simulated a terrorist attack on a critical national infrastructure site. The operation involved firearms officers from the region boarding a moving ship. In September 2016,

Operation Mulligan tested the region's response to a simulated MTFA attack on Aberystwyth University. The operation involved JFU regional armed officers and partners such as the university, emergency services and the military. The force/region is also working with a wide range of partners at shopping centres and stadiums to develop a multi-agency response through its strategic co-ordinating group and has tested its response to counter-terrorism and MTFA through a series of nationally recognised table-top exercises. The force and region have also met with the National Police Coordination Centre to discuss its national mobilisation plan.

The force has plans in place for increasing its firearms capability. It is making good progress towards the implementation of these plans and is well advanced in its work towards the national armed uplift programme. The region is licensed by the College of Policing to conduct firearms training courses and exercises and has developed its own training plan with input from firearms officers. The number of counter-terrorism commanders has been increased to enhance the region's capability to respond to terrorist incidents and threats. In addition, the region's specialist firearms team frequently train with the army's special forces. Examples include Operation Shake-out and Operation Vortigern's Legacy to deal with an MTFA exercise that turned into a siege situation.

Summary of findings

Ungraded

South Wales Police has the necessary arrangements in place to fulfil its national policing responsibilities. The force has assessed each of the threats set out in the *Strategic Policing Requirement* and has been involved in a series of comprehensive exercises with partner organisations to test each of the threats.

The force is well prepared to respond to an attack requiring an armed response. It can provide a comprehensive response to the current firearms and terrorist threats facing the South Wales region.

The force has processes in place to assess the level of threat and risk to the force and the region accurately. It conducts regular reviews to update the threat and risk and adjusts the force/region's response to address any changes. The force is involved in a continuing programme of operations and table-top exercises with partner agencies to test all aspects of identified threat and risk.

The force has appropriate and sufficient command structures in place with sufficient and appropriately trained authorised firearms officers to meet the identified threat and risk. It has plans in place for increasing its firearms capability as part of the national armed uplift programme and is making good progress towards this.

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.