



HMIC Inspection Report

South Wales Police

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Introduction to HMIC Inspections

For a century and a half, Her Majesty's Inspectorate of Constabulary (HMIC) has been charged with examining and improving the efficiency of the police service in England and Wales, with the first HM Inspectors (HMIs) being appointed under the provisions of the County and Borough Police Act 1856. In 1962, the Royal Commission on the Police formally acknowledged HMIC's contribution to policing.

HMIs are appointed by the Crown on the recommendation of the Home Secretary and report to HM Chief Inspector of Constabulary, who is the Home Secretary's principal professional policing adviser and is independent both of the Home Office and of the police service. HMIC's principal statutory duties are set out in the Police Act 1996. For more information, please visit HMIC's website at <http://inspectors.homeoffice.gov.uk/hmic/>.

In 2006, HMIC conducted a broad assessment of all 43 Home Office police forces in England and Wales, examining 23 areas of activity. This baseline assessment had followed a similar process in 2005 and has thus created a rich evidence base of strengths and weaknesses across the country. However, it is now necessary for HMIC to focus its inspection effort on those areas of policing that are not data-rich and where qualitative assessment is the only feasible way of judging both current performance and the prospects for improvement. This, together with the critical factor that HMIC should concentrate its scrutiny on high-risk areas of policing – in terms of risk both to the public and to the service's reputation – pointed inexorably to a focus on what are known collectively as 'protective services'. In addition, there is a need to apply professional judgement to some key aspects of leadership and governance, where some quantitative measures exist but a more rounded assessment is appropriate.

Having reached this view internally, HMIC then consulted key stakeholders, including the Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA). A consensus emerged that HMIC could add greater value by undertaking fewer but more probing inspections. Stakeholders concurred with the emphasis on protective services but requested that Neighbourhood Policing remain a priority for inspection until there is evidence that it has been embedded in everyday police work.

HMIC uses a rigorous and transparent methodology to conduct its inspections and reach conclusions and judgements. All evidence will be gathered, verified and then assessed against an agreed set of national standards, in the form of specific grading criteria (SGC). However, the main purpose of inspection is not to make judgements but to drive improvements in policing. Both professional and lay readers are urged, therefore, to focus not on the headline grades but on the opportunities for improvement identified within the text of this report.

Programmed frameworks

This report contains assessments of the first three key areas of policing to be inspected under HMIC's new programme of work:

1. Neighbourhood Policing;
2. performance management; and
3. protecting vulnerable people.

Neighbourhood Policing has been inspected not only because it is a key government priority but also, and more importantly, because it addresses a fundamental need for a style of policing that is rooted in and responds to local concerns. The police service must, of course, offer protection from high-level threats such as terrorism and organised criminality, but it

also has a key role in tackling the unacceptable behaviour of the minority of people who threaten the quality of life of law-abiding citizens.

Performance management is an activity largely hidden from public view, although members of the public are directly affected by poor performance on the part of their local force. This inspection has focused on the need for forces to maximise the opportunities for performance improvement. It also posed questions as to whether forces have an accurate picture of how they are doing and the capability to respond to changing priorities. This area was selected for inspection because it is a key factor in delivering good performance across the board.

Protecting vulnerable people covers four related areas – child abuse, domestic violence, public protection and missing persons – that address the critically important role of the police in protecting the public from potentially serious harm. In the 2006 baseline assessment this was the worst performing area and raised the most serious concerns for HMIC and others. As a result, this area was prioritised for scrutiny in 2007.

Risk-based frameworks

In addition to its programmed inspection work, HMIC continues to monitor performance across a range of policing activity, notably those areas listed in the table below.

HMIC risk-based frameworks
Fairness and equality in service delivery
Volume crime reduction
Volume crime investigation
Improving forensic performance
Criminal justice processes
Reducing anti-social behaviour
Contact management
Training, development and organisational learning

While these activities will not be subject to routine inspection, evidence of a significant decline in performance would prompt consideration of inspection. For 150 years, HMIC has maintained an ongoing relationship with every force. This allows it to identify and support forces when specific issues of concern arise. On a more formal basis, HMIC participates in the Home Office Police Performance Steering Group and Joint Performance Review Group, which have a role in monitoring and supporting police performance in crime reduction, crime investigation and public confidence.

HMIC conducts inspections of divisions, also on a risk-assessed basis, using the Going Local 3 methodology. Combining these various strands of inspection evidence allows HMIC to form a comprehensive picture of both individual force performance and the wider national picture.

The grading process

Grades awarded by HMIC are a reflection of the performance delivered by the force over the assessment period April 2006 to July 2007. One of four grades can be awarded, according to performance assessed against the SGC (for the full list of SGC, see <http://inspectors.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

Excellent

This grade describes the highest level of performance in service delivery and achieving full compliance with codes of practice or national guidance. It is expected that few forces will achieve this very high standard for a given activity. To achieve Excellent, forces are expected to meet **all** of the criteria set out in the Fair SGC and the vast majority of those set out in Good. In addition, two other factors will attract consideration of an Excellent grade:

- The force should be recognised, or be able to act, as a 'beacon' to others, and be accepted within the service as a source of leading-edge practice. Evidence that other forces have successfully imported practices would demonstrate this.
- HMIC is committed to supporting innovation and we would expect Excellent forces to have introduced and evaluated new ways of delivering or improving performance.

Good

Good is defined in the Collins English Dictionary as 'of a high quality or level' and denotes performance above the minimum standard. To reach this level, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

Fair

Fair is the delivery of an acceptable level of service, which meets national threshold standards where these exist. To achieve a Fair grading, forces must meet all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades will be awarded at this level.

Poor

A Poor grade represents an unacceptably low level of service. To attract this very critical grade, a force will have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC but may also reflect a degree of professional judgement on the level of risk being carried by the force.

Developing practice

In addition to assessing force performance, one of HMIC's key roles is to identify and share good practice across the police service. Much good practice is identified as HMIC conducts its assessments and is reflected as a strength in the body of the report. In addition, each force is given the opportunity to submit examples of its good practice. HMIC has selected three or more of these examples to publish in this report. The key criteria for each example are that the work has been evaluated by the force and the good practice is easily transferable to other forces (each force has provided a contact name and telephone number or email address, should further information be required). HMIC has not conducted any independent evaluation of the examples of good practice provided.

Future HMIC inspection activity

Although HMIC will continue to maintain a watching brief on all performance areas, its future inspection activity (see provisional timescales below) will be determined by a risk assessment process. Protective services will be at the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, Neighbourhood Policing will also demand attention. Conversely, those areas (such as volume crime) where performance is captured by statutory performance indicators (SPIs), iQuanta and other objective evidence will receive scrutiny only where performance is deteriorating, as described above.

The Government has announced that, in real terms, there will be little or no growth in police authority/force budgets over the next three years. Forces will therefore have to maintain, and in some areas improve, performance without additional central support or funding. This in itself creates a risk to police delivery and HMIC has therefore included a strategic resource management assessment for all forces in its future inspection programme.

Planned Inspection areas
Serious and organised crime
Major crime
Neighbourhood Policing
Strategic resource management
Customer service and accessibility
Critical incident management
Professional standards
Public order
Civil contingencies
Information management
Strategic roads policing
Leadership

Force Overview and Context

Geographical description of force area

South Wales Police covers an area of 812 square miles, made up of a mixture of densely populated urban areas, valley communities, coastal areas and rural communities. Though it comprises just 10% of the landmass of Wales, the force area contains 42% of the country's population (1.25 million), and South Wales Police is the largest Welsh force in terms of officer and police staff numbers. South Wales Police employs 3,335 police officers, supported by 1,708 members of police staff, 216 police community support officers (PCSOs) and 268 special constables.

The police authority has agreed a net revenue budget of £232,099,000 for 2007/08, compared to £222,804,000 in 2006/07, an increase of 4.2%.

Demographic profile of force area

The force headquarters is in the town of Bridgend, which forms one of seven divisions (Bridgend (population 129,878); Cardiff (population 315,116); Merthyr Tydfil (population 55,385); Neath and Port Talbot (population 135,332); Rhonda Cynon Taff (population 231,600); Swansea (population 224,642); and Vale of Glamorgan (population 121,235). Each division is coterminous with its unitary authority and community safety partnership.

Structural description of force, including staff changes at chief officer level

The police authority has invested heavily in its force chief officer team. As well as maintaining its full chief police officer complement of Chief Constable, deputy chief constable (DCC) and three assistant chief constables (ACCs), the police authority has agreed to the establishment of three civilian directorates, namely director of finance, a new position of director of human resources (HR), and the re-titling of the force solicitor as director of legal services, as part of the force chief officer team.

Chief Constable Barbara Wilding has been in post since January 2004 but there have been a number of changes in her top team due to the retirements of DCC Paul Wood, temporary DCC David Francis, and director of finance Paul Wade.

The post of director of HR was vacant and the post of assistant director was performed by a person in an acting capacity between September 2006 and the end of the inspection period. Peter Vaughan was appointed as DCC on 1 April 2007 and David Morris became ACC (corporate intelligence) on 9 February 2007. ACC Giles York has retained responsibility for the crime and operations portfolio. Umar Hussain and Dougie Woods were appointed in May 2007 to the director posts of finance and HR respectively. The ACC (communities and partnership) post is being filled on an acting basis until early 2008.

Strategic priorities

South Wales Police and the police authority continue with the commitment of creating an environment in which the communities of South Wales are safe and secure and where there is full confidence in the police service.

South Wales Police has adopted five strategic objectives that fully support this commitment:

- building safer communities;
- providing customer-focused policing;
- working in partnership;
- building a professional and efficient workforce; and

- focusing on technology and capability.

Impact of workforce modernisation and strategic force development

The force is now midway through the significant change and development programme Seren (Welsh for “star”), championed by the Chief Constable, who has set the force a target of reaching A-star performance across all aspects of the service. Projects and programmes of work are now being redesigned to take account of the changing environment, and to reflect the new force governance structure that is designed to establish greater accountability at all levels. The Seren programme includes:

- the NICHE crime recording and management information system;
- the National Centre for Policing Excellence (NCPE);
- Neighbourhood Policing;
- workforce modernisation;
- the duty management system;
- information and communications technology (ICT) (completion of the OSM migration project);
- a review of headquarters and divisional organisation and functionality; and
- mobile and agile working.

The ultimate success of the development plan will be based around people and on reaching the anticipated goal through transformational change management. Key elements include:

- a comprehensive workforce modernisation programme that maintains the Chief Constable’s vision of South Wales Police as an employer of choice, with HR processes that are robust, fair and transparent and that support the attraction, retention, motivation and development of a professional and diverse workforce;
- the continued implementation of a learning and development strategy that focuses on employee development and creates significant improvements in organisational and employee performance; and the establishment of a leadership development programme for both police officers and police staff;
- completion of the investment in ICT, namely the NICHE records management system (RMS) roll-out, the OSM migration and the embedding of the business intelligence structure and processes to manage force information;
- completion of the roll-out force-wide of the joint partnership tasking centre (one of only five nationally) as part of the single non-emergency number (SNEN) project.
- The continued implementation of the intelligence management, prioritisation, analysis, co-ordination and tasking (IMPACT) programme.

Major achievements

The first quarter of 2006 saw the launch of the NICHE RMS system for the management and record-keeping of the custody and case preparation process. The system was rolled out over a number of weeks and is now fully embedded as a core system. Phase 2 of the NICHE project covered the crime and intelligence processes, and this was achieved in March/April 2007, as was the roll-out of the new National Strategy for Police Information Systems (NSPIS) command and control system, which has an interface to the NICHE system for management of slow-time working following an incident. The programme of work to implement this large-scale change has been managed very successfully on major incident lines; the gold group meets regularly throughout the week to manage any issues that arise.

Coupled with these major implementations is the introduction of divisional tasking and demand management units (TDMUs) that have responsibility for the management of

demand (both reactive and proactive), and task officers directly in follow-up activity in the management of incidents. The roll-out of the silver Neighbourhood Policing model is complete: this involved the complete reconfiguration of officers aligned to divisions. This supported force objectives for managing fast-time incidents and Neighbourhood Policing as one project.

The groundwork has been completed to design and implement a business intelligence capability via a force-wide data warehouse. The force is in the process of migrating all legacy system data into the warehouse, which will be used to support and streamline business, intelligence and ad hoc reporting. Intelligence capability has been further enhanced by significant investment during the year to improve the quality of intelligence products to divisions. Further significant investment has been made in the communications technology base, and, without exception, command headquarters and divisional teams are able to communicate via video conferencing.

Major challenges for the future

The force's main challenges centre on the completion of the change programme, Seren, and maintaining the core values of the force which underpin its vision, objectives and operation. These core values guide and determine force actions, reflect force principles, and are the building blocks in the force's pursuit of creating a better, safer South Wales:

- 1. Leadership:** South Wales Police will enhance the existing leadership skills of its staff to take the force forward, using these skills to influence partners to deliver community safety.
- 2. Communities:** South Wales Police will identify ways to engage and develop even closer links with communities, so as to inspire communities' confidence. The force will maintain visible policing and accessibility by making full use of the extended police family, sustaining communities that feel safe and secure.
- 3. Partnership working:** South Wales Police will engage with partners to achieve more customer-focused services for local communities.
- 4. Change:** South Wales Police will exploit all the opportunities arising from the investment in its change programme to deliver an effective and efficient force.

Other major challenges include achieving number one position in the most similar forces (MSF) group by working with communities and partners to tackle social and economic factors which may contribute to crime, and by increasing visibility through Neighbourhood Policing developments.

Force developments since 2006

In the baseline assessment 2006, customer service and accessibility (Policing Performance Assessment Framework (PPAF) 1C) was assessed as Fair – Declined, criminal justice processes (PPAF 3E) as Fair – Declined and information management (PPAF 6E) as Poor – Improved. These areas were re-inspected in February and May 2007.

Contextual factors

The force is undergoing a major information & communications technology (ICT) change programme and this was undoubtedly a factor that affected performance in these three areas. In March 2007, the force went live with the NICHE RMS software, which effectively replaces the IT platform and record management software and has fundamentally changed the way in which officers and staff work. The force has an ACPO-chaired gold group

overseeing implementation and, although there are a number of issues still to resolve, the process has not caused a significant degree of major disruption.

Customer service and accessibility

Strengths

- Cardiff 101 is a government-funded partnership initiative to handle non-emergency calls to both the local authority and police force from a single non-emergency number (SNEN); the easily memorable number has major advantages for the ever-increasing number of mobile telephone users. Cardiff 101 is a call-handling centre staffed by professional call handlers; following recording, calls are referred to the appropriate agency for action. Independent evaluation of the potential benefits of the combined 101 and tasking model by the University of Glamorgan has commenced, with the final evaluation report due in August 2007.
- Customer satisfaction with Cardiff 101 is monitored by random call-backs to members of the public, undertaken by call handlers not associated with the initial call. These are completed on a routine basis with results fed back to the Home Office in a monthly report. For the last six periods of analysis, customer satisfaction levels ranged from 87.38% to 98.71%, with an average satisfaction rating of 93.83%. In addition to the self-monitoring, independent analysis is undertaken by a company named Synovate, which reports directly to the Home Office; the latest results highlight customer service standards of around 90%.

Work in progress

- The role of the occurrence management bureau (OMB) changed from March 2007 in terms of call handling for grade 3 calls. Previously, the OMB did not handle calls from the public that required a response – it was simply a crime recording bureau. The staff have not yet been trained to undertake their new role. The force has designed a two-day service delivery course and a five-day customer service course, designed to enhance the quality of service provided to the public by call facilities other than the Cardiff 101 centre. It is anticipated this will be delivered to the control room and the OMB over the forthcoming year.

Areas for improvement

- The current processes to convert a call from a member of the public into a suitable police response and record the result could be more streamlined and effective. Once NICHE beds in, a comprehensive review of the processes by an inspection/audit team with relevant expertise could free up resources and improve the efficiency, economy and effectiveness of call answering and officer response. Specific issues of note are as follows:
 - The three force control rooms deal with grade 1 and 2 calls only. Callers are informed at the outset of the grade that their call merits and the response time (immediate or within the hour) they should expect, even when it is clear that, due to demand, it is most unlikely to be met.
 - A call received by the control room that is not a grade 1 or 2 is transferred to the OMB, the caller again having to wait for the call to be answered.
 - If a grade 1 or 2 call is not responded to within four hours it can be passed to the divisional TDMU for tasking, effectively as a grade 3 call – even though it was

assessed initially as a grade 1 or 2, and the only change in circumstances is police inability to respond in accordance with the grade.

- With grade 3 calls, the caller is informed that response will be within 72 hours. The OMB is unable to provide the caller with details of who may attend or when. The call log is transferred to the divisional TDMU for tasking, even if the relevant officer or PCSO is on duty and free to respond at that time.
- The system does not allow divisional TDMUs to allocate calls direct to patrolling officers; all calls are tasked to first-line supervisors via NICHE tasking without the supervisor being informed. When supervisors leave the terminal to patrol and supervise, they are not made aware of such tasks, which instead await their attention on return to the station.
- South Wales Police does not perform well in comparison with its most similar family group (MSF) on iQuanta citizen focus measures, notably:
 - a. ease of contact – sixth out of eight; 88.1% against MSF average of 88.2%;
 - b. actions – fifth out of eight; 78.1% against MSF average of 78.2%;
 - c. treatment – eighth out of eight; 85.9% against MSF average of 88.6%;
 - d. follow-up – eighth out of eight; 52.7% against MSF average of 60.5%; and
 - e. whole experience – seventh out of eight; 76.3% against MSF average of 79.2%.

At the time of re-inspection, the force had gone live with NICHE; the system is still bedding in. HMIC assesses that the grade for Customer Service and Accessibility remains as Fair and Stable.

Criminal justice processes

Strengths

- A high-level commitment to the local criminal justice board is evident; the Chief Constable has recently taken over the chair from the Chief Crown Prosecutor, aiming to bring a new focus on performance and link back to force performance review processes.
- In April 2006 the NICHE case and custody IT solution was implemented for prisoner handling. In April 2007, the NICHE RMS was launched, together with NSPIS command and control, to replace the old command and control, crime and intelligence systems. NICHE has direct links with the Police National Computer (PNC) and will ensure that all PNC performance targets are achieved with minimal operator input, providing data quality standards are acceptable.
- Prosecution team performance management meetings are taking place in all divisions; the force participates at chief inspector level to promote shared learning of lessons from cases of discontinuance, 'cracked' trials and Crown Prosecution Service (CPS) decisions to take no further action.

Work in progress

- The mental health subgroup of the safer custody board is still working with partners to seek alternatives to the housing of persons arrested under section 136 of the Mental Health Act 1983 in police cells as a place of safety, pending examination and transfer to health facilities.

- The force has recently signed up to Simple, Speedy, Summary Justice, a Her Majesty's Courts Service initiative to improve case management and performance in magistrates' courts. The force and the CPS have appointed project managers to work together. The first pilot will be in Swansea and it is hoped that this initiative will drive improvement in quality and timeliness of case files.
- At the time of inspection, there was no mechanism to inform victim support of all relevant crimes, with notification estimated at only 17% of recorded crimes. In June 2007, a new system for automatic transfer of data to the victim support service went live and the force anticipates this will resolve these problems.

Areas for improvement

- A number of custody facilities do not meet ACPO/NCPE safety and dignity standards, and remain in use without a documented risk assessment. A documented risk assessment and management plan ought to be in place wherever a custody facility does not meet these ACPO/NCPE standards.
- The force has set up investigative support units to improve the quality and timeliness of case papers, but a lack of corporacy is evident in the level of support that units offer uniformed investigating officers. Overall, the view of the CPS remains that timeliness and quality have not improved since autumn 2006, other than in small pockets across the force. The investigative excellence board, set up at the time of the 2006 Baseline Assessment to improve the quality of investigation, no longer meets.
- Police bail is not actively managed or overseen by divisional command teams, and does not feature on the agendas of the daily superintendent (operations) meetings or the monthly performance reviews. The police bail policy, which is less than a year old, is currently being rewritten; the force has reduced the numbers on police bail by 9.4% since the 2006 Baseline Assessment, although 1,930 persons are currently on police bail.
- The rate of offences brought to justice (OBTJs) has continued to fall:
 - a. At the time of the 2006 baseline assessment, OBTJs were 24.23% against an MSF average of 25.28%.
 - b. In February 2007, the rate fell to 24.01%, against the increasing MSF average of 26.44%.
 - c. iQuanta data for the 12-month period March 2006 to February 2007 shows OBTJs at 23.94% against a slightly increased MSF average of 26.52%.

However, the background to these figures is that South Wales has made a policy decision not to criminalise young people by issuing cautions or fixed penalty notices for relatively minor offences, instead pursuing diversionary tactics. The Home Office and the Office for Criminal Justice Reform are aware of this policy and its consequent impact on OBTJ figures.

In view of the commitment shown and achievements to date by the force, HMIC now assesses that the grade for Criminal Justice processes has improved to Fair and Stable.

Information management

Strengths

- The force has designated an ACPO lead to chair the integrated information strategy group, which will provide sustainable governance for the realisation and implementation

of the force's three-year integrated information strategy. A chief superintendent is designated as the chief information officer, together with two information security officers.

Work in progress

- Back-record conversion from paper files to the case administration tracking system (CATS), used in child investigation cases, continues. At the time of inspection it was estimated that there were approximately six weeks' work remaining to complete this task. This system remains a standalone system; however, the force is working with IT consultants on a solution to integrate this with NICHE.
- The force has still not implemented the IT infrastructure library (ITIL), implementation of which was anticipated for the first quarter of 2007. A business case has been prepared for approval and the force anticipates commencement in June 2007 with an eight-month timescale for implementation.
- The ICT transformation project has yet to realise the benefits of the production of a list of mission-critical applications with contingency plans to restore systems within defined timescales. The realisation plan has been completed and went before the ICT strategy board for ratification when it met in July.
- The information security policy is now in the final stages of consultation and will be ratified by the ICT strategy board when it next meets in July.
- The creation of a business intelligence data warehouse remains a work in progress; although partially complete it awaits the resolution of early NICHE teething problems regarding data transfer.

Areas for improvement

- The force recognises that its usage of the IMPACT nominal index (INI) database needs to be improved, having only undertaken 50 checks on the system in the first four months of 2007. The force has applied to increase the number of licence holders from 22 to 56 in order to help resolve this situation. It is recognised that a review is under way into licence distribution across all systems and that INI checks will be monitored under the new governance structure at silver and gold review levels.
- The force has made a policy decision not to back-record convert its domestic violence risk assessment forms (FSU9), which makes it non-compliant in respect of the provision of nominal datasets to CRB. Officers could not, however, provide a documented risk assessment to support this decision.
- Performance of the ICT department is not currently assessed against agreed performance management criteria; this will be picked up by the ICT transformation project.

In view of the commitment shown by the force and its achievements to date, HMIC now assesses that the grade for Information management is Fair and Improved.

Findings

National summary of judgements

	Excellent	Good	Fair	Poor
Neighbourhood Policing				
Neighbourhood Policing	6	14	21	2
Performance management				
Performance management	6	29	8	0
Protecting vulnerable people				
Child abuse	3	17	21	2
Domestic violence	1	13	27	2
Public protection	2	16	23	2
Missing persons	1	21	21	0

Force summary of judgements

Neighbourhood Policing	Grade
Neighbourhood Policing	Fair
Performance management	Grade
Performance management	Fair
Protecting vulnerable people	Grade
Child abuse	Fair
Domestic violence	Fair
Public protection	Fair
Missing persons	Good

Neighbourhood Policing

GRADE	FAIR
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National grade distribution

Excellent	Good	Fair	Poor
6	14	21	2

National contextual factors

The national Neighbourhood Policing programme was launched by ACPO in April 2005 to support the Government's vision of a policing service which is both accessible and responsive to the needs of local people. It was anticipated that, by April 2007, every area across England and Wales would have a Neighbourhood Policing presence appropriate to local needs, with all Neighbourhood Policing teams in place by April 2008. For local communities this means:

- increased numbers of PCSOs patrolling their streets, addressing anti-social behaviour (ASB) and building relationships with local people;
- access both to information about policing in their local area and to a point of contact in their Neighbourhood Policing team; and
- having the opportunity to tell the police about the issues that are causing them concern and helping to shape the response to those issues (Home Office, May 2006).

By focusing on the key areas of resources, familiarity/accessibility, problem identification and joint problem solving, this inspection has identified the extent to which Neighbourhood Policing is being implemented. It has also examined forces' capability and commitment to sustain implementation beyond April 2008.

Contextual factors

Like many other forces, South Wales took its 340 wards as the starting point for establishing neighbourhoods. It then looked at demand and crime levels, together with community views and other factors; this culminated in the identification of 405 neighbourhoods. Neighbourhoods are clustered together to form sections, headed by inspectors with geographical responsibility. In some areas, these inspectors are also in charge of response policing within their cluster, but this varies across the force.

There have been a number of changes in chief officer lead for Neighbourhood Policing over the past 18 months; the current lead is temporary. Longer-term stability at this level would enhance development of Neighbourhood Policing within a corporate framework.

Some local authority partners argue that they were not consulted during the implementation of the Partners and Communities Together (PACT) process. Unable to service so many out-of-hours meetings, they believe the community would be better served by less frequent meetings, at times which are more feasible for local authorities, and attended by an officer of the rank of at least inspector. They are working with their relevant sector inspector and at executive level to influence the changes they believe to be necessary.

As part of the inspection process, a telephone survey of 100 randomly selected residents was carried out, consisting of six questions about their experience of and views on how Neighbourhood Policing is being delivered. All responses were within the national average range.

Strengths

- Neighbourhood Policing is one of seven strands of the Seren change and improvement programme, which is driven by the Chief Constable. The Seren programme brings together Neighbourhood Policing with the citizen focus agenda and the national quality of service commitment.
- Neighbourhood Policing is a clear central theme of the 2007/08 policing plan.
- The force has achieved 100% coverage, with each neighbourhood having a named contact, in advance of the April 2008 target.
- Some good examples exist of joint training throughout divisions with local authority counterparts. The force would benefit from developing this to include other partners, picking up the better examples and formally rolling out a wider joint training programme. Partners also believe the public would benefit from police and partners undertaking joint problem-solving training.
- PACT meetings are established as the basic mechanism for community engagement within every identified neighbourhood in the force area. There is a strong force steer that the meetings ought not to be chaired either by police or by partners, but rather by citizens and this is beginning to happen. The force recognises that the PACT process is a sound platform from which it can develop to engage citizens, including those from hard-to-reach communities. HMIC estimates that community engagement is taking place in over 50% of neighbourhoods.
- The force is working in partnership with the Sports Council for Wales to develop a Community Sport and Physical Activity Challenge in the Merthyr Tydfil and Rhondda Cynon Taff areas. The aim is to target young adults to create opportunities for more people to be more active, more often. Young people often complain of a lack of activity provision, which contributes to a youth culture of inactivity and gatherings in public places.
- The Cardiff 101 contact centre was established by a partnership between South Wales Police and Cardiff Council as part of the Home Office initiative to establish a SNEN, alleviating the pressure on the 999 system. The collaboration has resulted in more effective and efficient 'front-end' service delivery through joined-up service techniques. This has been achieved by enabling 101 staff to task partner agencies directly. For example, when dealing with abandoned vehicles, the average time taken to resolve a case (eg remove the vehicle where required) has been reduced by as much as five days. Some of the early benefits of the 101 initiative, combined with a TDMU, are seen by the force (although not evaluated by HMIC) as:
 - a. freeing up officer time to an extent that has enabled 25 constable posts in Cardiff to be redeployed to Neighbourhood Policing;
 - b. referral of approximately 2,570 calls per year to PACT meetings that might otherwise have resulted in police deployment;
 - c. a reduction in the average time to remove abandoned vehicles from 11 to 5.2 days; and

- d. a local increase in the scope of the 101 number to handle lost property calls, at an average call length of 4.5 minutes. The total number of lost property calls handled to date is 14,355, resulting in a saving of around 1,000 hours of police time.
- Customer satisfaction with Cardiff 101 is monitored by random call-backs to members of the public, undertaken by call-handlers not associated with the initial call. These are undertaken on a routine basis, with results fed back to the Home Office in a monthly report. For the last six periods of analysis, customer satisfaction levels ranged from 87.38% to 98.71%, with an average satisfaction rating of 93.83%. In addition to self-monitoring, independent analysis is undertaken by Synovate, which reports directly to the Home Office; the latest results show customer service standards at around 90% satisfaction.
 - All officers in post 12 months ago received Centrex-accredited training; the force is about to refresh training for those officers and train all officers new to the role.
 - Accessibility of neighbourhood staff is a priority for the force; each member of a Neighbourhood Policing team has been issued with a mobile telephone to afford the public direct access to their named contact.
 - The force policy 'Guidance on PCSOs' sets out the deployment policy for PCSOs, providing clarity as to their role and limitations.
 - Ourbobby.com is a public-facing website developed by Merthyr Rhondda Cynon Taf Division, which has been widely acclaimed by partners and public alike as well-presented and informative. There is currently no web-based information about Neighbourhood Policing available to the public on the other five divisions, although the force is actively working on rolling out Ourbobby.com to cover the whole force area. The force ought to consider branding the initiative and integrating it into the main force website.
 - The rationale for resourcing Neighbourhood Policing was based on a resource allocation formula which took into account geography, crime rate and deprivation scale. The neighbourhood teams are a priority for staffing and have very low vacancy rates.
 - The force has information-sharing protocols in place with all local authorities, which are working well in practice.
 - The force's 282 special constables are all aligned to Neighbourhood Policing.
 - ACPO tracking data is in place so that chief officers can monitor progress of the deployment of police officers and PCSOs to neighbourhood teams.
 - The force has 325 PCSOs in post – 100% of the total allocation.
 - Partners are fully engaged in the process of defining the constitution of neighbourhoods.
 - The force is working towards the production of joint strategic assessments at divisional level.
 - An example was provided which demonstrates how community engagement informs force-level priorities. Off-road motorcycle issues have been largely ignored by the force due to pressure around volume crime targets over last ten years. They were identified as a problem on so many neighbourhoods that, through National Intelligence Model (NIM) processes, they became a priority for both force and partners, working together on

enforcement and prevention. One local authority is in the process of building an indoor venue in order to resolve the issue in the longer term.

- The force has developed innovative community bases to bring the neighbourhood teams closer to their communities, involving schools, supermarkets and a local sports stadium.
- PACT provides a model to identify local priorities and to involve the community and partners in resolving the issues and feeding back. Evidence of joint problem solving was provided throughout the inspection and it is estimated by HMIC that this is taking place in at least 50% of neighbourhoods.
- The force has run a number of awareness seminars with neighbourhood inspectors, sergeants and their local authority counterparts to work through joint problem solving at a strategic level.
- Ahead of formal joint problem-solving training with local authority partners, the force (in partnership with the local authorities, has run a number of events designed innovatively to retain the attention of young officers and staff at a tactical level. Using a 'speed dating' theme, local authority and Neighbourhood Policing practitioners meet to understand each other's roles and how, on a day-to-day basis, they can assist each other in the context of Neighbourhood Policing.
- Implementation is being driven by a central project team using a programme management plan. Regular programme board meetings are chaired by the ACC to monitor and steer implementation. Additionally, each division has a small implementation team.
- All divisional tasking meetings where joint tasking takes place are attended by partners. Local policing priorities at neighbourhoods are built into NIM and the tactical tasking processes.
- The force has attested, trained and deployed its full allocation of 325 PCSOs.
- A communications strategy is in place, with a communications lead employed on the central implementation team together with communications champions on divisions and within departments.
- South Wales took its 340 wards as the starting point for establishing neighbourhoods. It then looked at demand and crime levels, together with community views and other factors; this culminated in the identification of 405 neighbourhoods. Partners and the community were consulted as part of the process of identifying neighbourhoods, and indeed a number of neighbourhoods are subject to review in full consultation.
- A number of divisional commanders have, on their own initiative, completed self-assessment based on the national Neighbourhood Policing template; the force would benefit from driving this process corporately.
- The force training manager has a close working relationship with the lead for Neighbourhood Policing implementation.

Work in progress

- The force is about to commence a pilot on three divisions to define and manage community intelligence, tackling the fit between local priorities and NIM tactical tasking. In the meantime, the force is using NICHE to capture community intelligence, with a

folder for each neighbourhood. As NICHE is a fully integrated IT platform this means that the contents are fully searchable.

- Neighbourhood priorities will be created on the NICHE IT platform for all neighbourhoods such that, from the initial call, the operator and the officers attending an incident will have knowledge of the relevant priorities. This will enable officers and staff to demonstrate to the caller knowledge of local priorities, together with the current position on how those priorities are being addressed.
- All divisions have identified community priorities emanating from engagement processes, which inform NIM products. Two divisions currently feed back priorities and results on public-facing websites, and the force is developing these websites to cover the whole force area.
- Neighbourhood supervisors are held to account for crime reduction and volume crime performance; the force is working on the development of performance indicators that will provide a fuller reflection of their role.
- Early training developed with Centrex was delivered to neighbourhood officers in post 12 months ago, although it was not formally evaluated. The force has designed initial and refresher training which is programmed for delivery in August 2007; although it is not currently nationally accredited, the force is basing the product on the Centrex training package, but is fine-tuning it to meet local force needs.
- The force is in the process of training neighbourhood inspectors together with local authority staff, using a three-day neighbourhood management course.
- The force has encountered partner reluctance from one particular local authority, which is being addressed at Chief Constable level.
- The police authority is developing 'local accountability panels' to trial on two divisions. The panels will meet on a quarterly basis with the aim of co-ordinating the priorities from the various community engagement processes. The police authority will provide the chair of the group, while the relevant divisional commander and senior representative from the local authority will be present, together with members of the community. The objective is a greater engagement with communities and better management of the relationship between police, community and local authority.
- In many instances personal development reviews (PDRs) for PCSOs are not up to date; the force is working through them to ensure they are updated. The PDR system for officers is being upgraded to enable better searching across objectives, checking that these are SMART (specific, measurable, achievable, realistic and timely) and relevant to role.
- There is considerable work being carried out on all divisions to develop PACT, using many community engagement models such as the schools programme, partnerships, surgeries and so on. The force is continuing to develop its toolbox of engagement techniques to ensure that teams reach a representative sample of local communities.
- The force is examining hand-held technology to enable access to force IT systems from remote community bases.
- Control room and OMB staff do not have access to any record of predictive duties or availability of neighbourhood officers such as would, combined with a deployment policy, empower them to diarise incidents suitable for neighbourhood officers, providing a better

quality of service to the public. The force acknowledges this issue and will roll out the duty management system module of the NSPIS command and control package by autumn 2007, to provide such information to control rooms and the OMB. However, the force does not intend that these staff will directly task officers – this will remain a function of the TDMU.

Areas for improvement

- There is no deployment policy currently in place for neighbourhood officers to ensure that they are deployed only in accordance with their role. Neighbourhood officers are responsible for responding to all non-urgent calls for assistance, whether relevant to their neighbourhood role or not. Effectively, neighbourhood officers' main role is currently that of a slow-time response team; there are examples of officers dealing with fraud investigations, crimes where neither party is resident within their neighbourhood, and traffic incidents that are unrelated to their neighbourhood. This can result in a significant abstraction from their roles of local community engagement and joint problem solving.
- Expectations are unclear regarding the types of crime or crime workloads that should fall to neighbourhood officers. If a crime investigation emanates from a non-urgent call for assistance, the neighbourhood officer retains ownership whether the crime is a neighbourhood issue or not, even if the victim and witnesses are not connected with the neighbourhood. This again can result in a significant abstraction from neighbourhood officers' roles of local community engagement and joint problem solving.
- Although role descriptions for neighbourhood officers are available, they are extremely broad-based and do not focus on the primary rationale for Neighbourhood Policing; rather, they are a catch-all document which does not steer officers towards their primary neighbourhood function. The neighbourhood constable role description was last amended by the force in June 2005.
- Merthyr Rhondda Cynon Taf Division is one of seven pilot sites for the development of performance measurement of Neighbourhood Policing officers, but there is no clarity among officers performing neighbourhood roles as to what the force expects them to achieve. This is exacerbated by the requirement that they provide a response to all grade 3 calls.
- The force has not considered the role that neighbourhood officers and staff should play in respect of support and reassurance to victims of crime, particularly repeat victims and victims of hate crime.
- There is no corporate template for neighbourhood profiles, which are stored either on local standalone computers or in paper-based files. They cannot be easily accessed by the intelligence units, although there is evidence that they do feed into the NIM processes.
- The force has recently implemented an abstraction policy, with five categories of abstraction, and a target to keep the rate below 30%. The policy has been trialled by the force for some time but, due to abstractions and backfilling of abstractions for NICHE training, divisional commanders have not been held to account for delivery of targets. The target of no more than 30% of officer days is above that of most forces and not in line with the principles of high neighbourhood visibility.
- The process of notifying abstractions relies on officers self-completing a form which many complain is overly bureaucratic; as a consequence, officers have largely ceased to notify abstractions.

Developing Practice

INSPECTION AREA: Neighbourhood Policing

TITLE: The 101 single non-emergency number contact centre and the tasking and demand management unit

PROBLEM:

The 101 contact centre was initially established by a partnership between South Wales Police and Cardiff Council as part of the Home Office initiative to establish a national SNEN service. This aims to alleviate the pressure on the 999 system caused by the volume of non-emergency calls, by providing an easily accessible, memorable three-digit route for the public to report quality-of-life and ASB issues.

SOLUTION:

The 101 service model developed in Cardiff has gone beyond the initial Home Office brief by closely incorporating the TDMU alongside the 101 contact centre. In an innovative move, not seen in any of the four other pathfinder 101 areas, the contact centre and the TDMU were co-located to facilitate collaborative working and create a tangible identity and focus for the new non-emergency service. This collaboration has resulted in a state-of-the-art operational configuration, which allows both criminal and community intelligence to be gathered, analysed and disseminated more quickly and more effectively than ever before.

The combined 101 contact centre and TDMU has resulted in a higher level of customer service to callers with non-emergency issues, coupled with higher customer satisfaction. The collaboration has also resulted in more effective and efficient front-end service delivery, as a result of the use of joined-up service techniques. For example, when dealing with abandoned vehicles, the average time taken to remove the vehicle where required has been reduced by as much as five days. The joined-up working has also facilitated better resource management, in that police officers are no longer tasked to attend every abandoned vehicle prior to referral to the local authority; where appropriate, vehicles are now passed direct to the council for removal. Similarly, local authority resources are no longer deployed to vehicles which should more properly be dealt with by the police.

The TDMU has been developed in such a way as to facilitate greater co-operation between members of the extended policing family and a wider group of partner agencies. For example, the daily video-link briefing, which takes place at 10am, is attended by patrol officers, specialist departments (such as the criminal investigation department and the operational support department), PCSOs, traffic wardens, and members of the community safety partnership team. There are also plans to include representatives from the fire service and victim support.

The reconfiguration of resource management by the TDMU allows response officers to concentrate on emergency and priority issues. Neighbourhood officers from the recently established Neighbourhood Policing teams are able to concentrate on the scheduled issues for their localities. This allows a more proactive, intelligence-led policing strategy, which leads to more focused allocation of resources, greater community reassurance and greater community involvement (through PACT meetings resulting in the formulation of local PACT priorities). The key aim is deploying the right resource, at the right time, to the right place, to do the right thing'.

OUTCOME(S):

The outcomes of the initiative continue to accrue, with the 101 service being gradually rolled out to cover the whole of the force area. It is intended that all calls received by police switchboards relating to the 101 remit will be transferred to the 101 contact centre, and the TDMU model of intelligence and resource management has been established force-wide. Partnership working relationships, building on the 101 model in Cardiff and existing community safety partnerships, have been established with the seven local authorities in the South Wales Police area, to spread the efficiencies and service delivery benefits seen in Cardiff across the force area.

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Performance Management

GRADE	FAIR
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National grade distribution

Excellent	Good	Fair	Poor
6	29	8	0

National contextual factors

There is no single accepted model of performance management across the police service but any such model or framework must be fit for purpose. Ideally, forces should demonstrate that individuals at every level of the organisation understand their contribution to converting resources into agreed delivery, and know how they will be held to account. On a daily basis, first-line supervisors monitor, support and quality assure the performance of their teams. At the other end of the spectrum, chief officer-led performance meetings – often based loosely on the American Compstat model – are a vehicle for accountability and improvement. Robust leadership, a commitment to improvement and reliable, real-time information systems are all critical factors in effective performance management.

There is no mechanistic link between overall force performance and the grade awarded in this framework. The grade is based on the quality of the force’s processes that enable it to identify and react to changes in performance.

Contextual factors

South Wales Police, together with the police authority, has a commitment to create an environment in which the communities of South Wales are safe and secure and have full confidence in the police service. The objectives for 2007/08 remain focused on reducing crime and ASB, and improving public reassurance.

The budget for 2007/08 supports the continued implementation of the force change and development programme, Seren, to improve service delivery to communities and professionalise the workforce. Notably, over the last year the force has introduced the NICHE (RMS and custody) and NSPIS computer systems, together with TDMUs and the OMB, all of which have fundamentally changed the way the force does business.

Strengths

- The major change and development programme, entitled Seren (Welsh for ‘star’), aims to ensure that South Wales Police is an up-to-date, intelligence-led organisation, supported by modern technology and business practices. The ‘A★’ vision has clearly been taken on board by officers and staff, who demonstrate that they want to improve and reach the aspirational position. The monthly Seren briefings by the Chief Constable are popular and a real strength in terms of effective communication of ACPO-level priorities directly to staff.
- The policing plans and strategies are clearly interlinked with NIM processes, and the planning process takes into account the strategic assessment, which is a comprehensive analysis and realistic evaluation of the crime, disorder and organisational issues that may

impact on the force to shape operational and organisational priorities. All force-level targets are assigned to ACPO portfolio owners.

- The police authority holds the Chief Constable to account for performance at its bi-monthly planning and performance management group. The minutes from this group and other police authority groups/committees feed into the police authority meetings for approval by all authority members. The police authority has employed a performance analyst, who works at force headquarters and has access to all force systems.
- In partnership with the police authority and the local criminal justice board, a citizen panel has been established, consisting of 1,500 people representing the area's communities; panel members are sent questionnaires and asked to give their views on policing and justice issues in South Wales. The surveys are run by an external organisation and a summary of results is published on the force internet site for general access.
- The force has also established, with the University of Glamorgan, a Police Science Institute to equip new probationers with the right skills from the moment they take up employment, leading eventually to the award of a formal degree in policing.
- The force has effective systems in place for acknowledging good work at all levels, using a range of techniques including commendation ceremonies at force and divisional level, letters of appreciation, feedback through the PDR process and entries in the internal *Billboard* magazine. It is of note that police officers and staff see this as an inclusive process.
- An annual sponsored awards ceremony makes a number of awards to individuals and teams who have contributed outstanding performance throughout the year. Other examples of good practice include one division's recognition of staff who have delivered good performance with minimal sickness over the year.
- A clear performance review framework, based on Compstat-style meetings, holds officers to account at all levels on a monthly basis, supplemented by the performance initiative of gold, silver and bronze targets (gold and silver being stretch targets). Twice monthly, ACPO officers convene to review force performance as a standing agenda item at the chief officer implementation group .
- The force internal audit and inspection team comprises a chief inspector and four officers who undertake work through a co-ordinated tasking process arising from bids from chief officers, the police authority and second-tier management meetings.
- The ACC (crime and operations) chairs a monthly force-wide resource management board (FRMB) which includes representatives from all divisional command teams, HR, corporate finance, crime support, business development, criminal justice, Operational Support Department and staff associations. The HR department provides statistical information to inform decisions by the FRMB on allocating resources, based on strategic aims and objectives, force priorities and financial implications. All meetings are formally minuted.
- The force demonstrates a clear commitment to meet the policing demands posed by counter-terrorism and serious and organised crime operations extending beyond its geographical area. The ACC (crime and operations) chairs both the regional Special Branch tasking and co-ordination meetings and the level 2 regional tactical tasking and co-ordination group. There are clear tasking processes that allow a problem identified at divisional level which extends outside the force's geographical area to move through to force and then regional tasking stages where appropriate resources are allocated.

Available resources committed by the force to tackle cross-border activity include the regional intelligence unit, the regional task force and the regional asset recovery team. The force contributes considerable financial and human resources to these regional assets.

- There is a systematic approach to encouraging officers and staff to feed back views on many issues beyond policies and strategies; methods used include the staff survey 'Got a question, ask the Chief', Seren broadcasts, the communication champion structure, staff support groups, mediators and the first contact scheme.
- Activity-based costing (ABC) is a widely used costing system that seeks to place an accurate cost on what an organisation produces. In policing, the ABC model has been developed to calculate the costs of policing activities, thus enabling policing managers to improve resourcing and deployment. Identifying variations in performance and costs between divisions can point to good practice and help inform future strategic resource decisions. The force undertook a fifth ABC exercise in November 2006, to measure the activities undertaken by operational police officers at division level (including PCSOs). The data obtained will be used to calculate the cost of crime and identify areas of service delivery that could be improved. It will also be used to help inform resourcing decisions and as a key driver in deciding which areas require review.
- Joint problem-solving is a key feature of the Cardiff 101 centre.

Work in progress

- The newly appointed DCC is leading a comprehensive review of the structures, functions and processes operating on divisions and at headquarters. The objectives of the review will lead to a series of recommendations and options to further the ambition of the force to become an A★ service, taking account of current and evolving demands and constraints facing the force. It is anticipated that a project plan to implement the chosen options will be in place by September 2007.
- The force is currently revising its corporate governance structure and meeting arrangements (described as a gold, silver or bronze business entity) to be more co-ordinated and include support departments' contributions to delivering force-level targets within a streamlined accountability framework.
- Formal appraisal of each officer and member of staff, known as PDR, takes place annually, resulting in the submission of a formal written appraisal of performance against set objectives. Due to limited server capacity, the current electronic PDR system does not allow for quarterly review updates, and the production of management information is difficult to achieve. The force is in the process of purchasing a new system (KIM), used by the other Welsh forces, that will alleviate these problems. Last year, the force did not achieve 100% completion of PDRs on time; a breakdown of divisional/departamental compliance reveals a variation in completion rates of between 8% and 88%. A recent dip sample undertaken by the force highlighted that PDR objectives are not always SMART and relevant to the role.

Areas for improvement

- Compstat processes are held on a monthly basis at both force and divisional levels. However, the process at divisional level looks only at headline issues and does not drill down to team-level contribution or its constituent elements. Not all performance areas are addressed; for example, force performance in OBTJ has steadily declined, but this is

not currently reviewed in detail by the Compstat process at a divisional level in order to unpick, understand and address the reasons.

- There is an acceptance that victim satisfaction needs to improve and the force would benefit from the development of qualitative performance indicators, built into performance review at all levels.
- The force has recently changed the process for keeping victims informed, as follow up contact has been identified as a key priority for the force. This responsibility falls primarily to TDMUs and ISUs, and NICHE will enable tracking at each stage to complement other performance management information, such as results of user satisfaction survey data, to feed into Compstat processes.

Protecting Vulnerable People – Overview

National contextual factors

The assessment framework for Protecting Vulnerable People was first developed in 2006 as part of HMIC's baseline assessment programme. It replaced two existing frameworks – Reducing/Investigating Hate Crime and Crimes against Vulnerable Victims – which focussed on hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced with four components – domestic violence, the investigation and prevention of child abuse, the management of sex and dangerous offenders, and vulnerable missing persons. Although the four areas are discrete, they are also linked and share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force.

This year's inspection has been carried out using similar assessment standards as those in 2006. These highlight the importance of leadership and accountability; policy implementation; information management; staffing, workload and supervision; performance monitoring and management; training; the management of risk; and partnership working.

The work carried out by forces to protect the public, particularly those most vulnerable to risk of serious harm, is complex and challenging. No single agency, including the police, has the capacity to deliver the required response on its own. Success is therefore, dependent on effective multi-agency working and there are a number of established partnerships, involving a wide range of services and professionals, aimed at ensuring that an integrated approach is adopted to protecting those most vulnerable to risk of serious harm.

Contextual factors overview

All divisions have a public protection unit (PPU) led by a dedicated detective inspector. Line management responsibility and operational accountability for each unit is with the divisional commander; the majority of the units are co-located and include the following specialisms:

- child abuse investigators;
- domestic abuse officers;
- sex and dangerous offender officers (SDOs); and
- adult abuse investigators.

Strengths

- Sexual assault referral centres (SARCs) are a model of good practice in the provision of immediate aftercare to victims of serious sexual violence. Excellent partnership working between agencies and the voluntary sector is crucial in the provision of such centres, of which there are currently just 14 across the country. Commendably, the force has invested time and resources in partnership to set up a SARC in Merthyr, which includes the provision of services to children and young people. There are plans to open further SARCs in Swansea and Cardiff.
- In some divisions, all disciplines are co-located and exchange information routinely as the need arises.

Work in progress

- The NICHE RMS is potentially a major step forward in the reduction of risk. All incidents dealt with by the force, whether public- or police-generated, are fully linked and easily searchable. From a single search, officers and staff can easily view all linked material. Each address and each person is captured separately on the system and a search on the person or address shows every other police occurrence – eg command and control data, crime data (including victim, informant, witness, suspect etc), custody data, intelligence data and the stops database. Thus, a sex offender manager searching a nominal will readily be able to find any police dealings with that individual, provided they have been recorded on a police system. The use of NICHE is a work in progress at this time, but this searchability will be a strength once the system settles.
- Due to technical problems, the force crime intelligence system has not entirely transferred to NICHE. Not all officers and staff within the force still have access to the old intelligence system, although 24-hour access is available through the PNC bureau. Clearly, there is a risk posed by some intelligence not being on the main system and there being hurdles to obtaining it. Due to licensing restrictions, if the transfer to NICHE is not completed by mid-July 2007 then only five people in the entire force will have access to the crime intelligence system. The force recognises this vulnerability and is working with technical partners to resolve the issue by autumn 2007.
- The force command and control system (NSPIS) automatically ‘dumps’ call data into NICHE RMS. It creates an automatic entry against the call venue which sits on the system as an accessible word document. The NSPIS call documents may contain valuable intelligence and information that ought to be copied to an individual person’s NICHE file, or regarding which appropriate warning flags should be created, as the internal content of the NSPIS record is not searchable. Local intelligence officers are working to find a solution to this new problem created by the NICHE implementation, in order to develop improved intelligence and information sharing.
- The force is progressing the collection of existing protecting vulnerable people (PVP) performance management information that will feed into the monthly performance processes to complement a suite of performance indicators for child protection, domestic abuse, missing persons and public protection, which are currently in draft format.
- The force is currently developing a health check template as part of a wider performance management structure to undertake periodic, thematic audit and review of PVP areas. The health checks will test compliance with policy, corporacy and consistency of quality of service delivery, together with staffing levels and workloads. Such audits, undertaken by an expert central strategic team, will provide immediate practical guidance for divisional commanders and a strategic overview for the chief officer group.
- There is no abstraction policy in respect of officers and staff working in specialist units; a service level agreement abstracts for short-term assistance to major crime enquiries. Although levels of abstraction are extremely low, the force will undertake a systematic and formal audit of all abstraction as part of the developing health check template process.

Areas for improvement

- Due to the training demands of NICHE, almost all other training within the force has ceased, including training for specialist officers. There is no force-level budget for the provision of outside training for specialist officers. Officers requiring out-of-force training vital to their role are required to submit business cases to their divisional commander.

- Independent and confidential counselling for officers and supervisors working in PVP, conducted by suitably qualified personnel, should be mandatory at appropriate intervals. Good practice suggests that forces should consider referral at least yearly. The force policy requires mandatory annual occupational health interface only for officers employed in public protection. Officers employed within other PVP areas were unaware of the policy and none had interfaced with occupational health. In practice, the force perceives resistance and non-compliance.
- There is no specific reference in the force policing plan or strategic NIM products to public protection, domestic abuse or child protection. A comprehensive and detailed assessment of the potential risk/harm factors arising from the public protection arena ought to be routinely undertaken by the force to inform future plans and strategies.
- Staffing levels are based on historic numbers and are decided by divisional commanders, with no steer from the strategic lead. Although they are reviewed at divisional resource management boards, there is no expert input into this process. Nor is there a documented risk-assessed rationale in respect of staffing levels or workloads. There is little resilience in some PVP areas and the force needs to be confident that it does not carry undue risk both operationally and in terms of staff welfare, with current staffing levels and workloads.

Protecting Vulnerable People – Child Abuse

GRADE	FAIR
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National grade distribution

Excellent	Good	Fair	Poor
3	17	21	2

National contextual factors

The Children Act 2004 places a duty on the police to ‘safeguard and promote the welfare of children’; safeguarding children, therefore, is a fundamental part of the duties of all police officers. All police forces, however, also have specialist units which, although they vary in structure, size and remit, normally take primary responsibility for investigating child abuse cases. Officers in these units work closely with other agencies, particularly Social Services, to ensure that co-ordinated action is taken to protect specific children who are suffering, or who are at risk of suffering, significant harm. The Children Act 2004 also requires each local authority to establish a Local Safeguarding Children Board (LSCB). This is the key statutory mechanism for agreeing how the relevant organisations in each local area will co-operate to safeguard and promote the welfare of children in that locality, and for ensuring the effectiveness of what they do.

Membership of LSCBs includes representatives of the relevant local authority and its Board partners, notably the police, probation, youth offending teams, strategic health authorities and primary care trusts, NHS Trusts and NHS Foundation Trusts, the Connexions service, Children and Family Courts Advisory and Support Service, Secure Training Centres and prisons.

Contextual factors

Children can only be safeguarded properly if the key agencies work effectively together. Local safeguarding children boards (LSCBs) are designed to help ensure that this happens, putting the former area child protection committees on a statutory footing. The core membership of LSCBs is set out in the Children Act 2004, and includes local authorities, health bodies, the police and others. The objective of LSCBs is to co-ordinate and to ensure the effectiveness of their member agencies in safeguarding and promoting the welfare of children.

The National Assembly for Wales enacted the Local Safeguarding Children Boards (Wales) Regulations 2006, which came into force on 1 October 2006, mandating the establishment of LSCBs throughout Wales by April 2007. In the South Wales Police area, seven boards are established and the force is represented by the relevant divisional commander at each one.

The All-Wales Child Protection Review Group has a mandate and representation from all Welsh LSCBs and partner agencies. The group is tasked with updating the All-Wales Child Protection Procedures. These were first produced in 2002 and updated in 2004 and 2005, and although they reflect immediate changes required to meet recommendations from the

Clywch, Bichard and Kelly reports, they are currently the subject of a complete refresh and update.

The specific comments in this section should be read in conjunction with those contained in the generic PVP section of the report.

Strengths

- A headquarters-based team, led by a detective superintendent, is responsible for strategy and policy development. The ACC (crime and operations) is the force strategic lead for all PVP areas, pulling the strands together under single ownership.
- South Wales Police recognises that some children and young people who commit sexual offences may in fact be victims of abuse themselves. A protocol has been developed with partners, including Barnardo's, which triggers a psychological assessment while strategy meetings establish the root cause of the offending behaviour. This will provide further support and action plans to address the offending behaviour of the child or young person.
- There is increasing evidence of child exploitation in and human trafficking into the UK. The Welsh Assembly Government has identified this as a concern; as a consequence, a multi-agency group led by South Wales Police has been formed. Links have been established with the Child Exploitation and Online Protection Centre (CEOP), in order to make inroads into this aspect of the sex industry in South Wales. The group has highlighted the issue of child exploitation on a national scale, and raised its profile on the policing and political agenda.
- Enhanced disclosure checks in respect of persons applying to work with children need to be thorough and comprehensive. South Wales Police invests a considerable amount of time and effort to ensure that no known sex offender slips through the system; this process is conducted by officers attached to the operational investigation units to ensure that checks are conducted to a high standard.
- Job descriptions of child abuse investigators and supervisors are up to date and accurately reflect the role.
- SARCs are a model of good practice in the provision of immediate aftercare to victims of serious sexual violence. Excellent partnership working between agencies and the voluntary sector is crucial in the provision of such centres, of which there are currently just 14 across the country. Commendably, the force has invested time and resources in partnership to set up a SARC in Merthyr, which includes the provision of services to children and young people. There are plans to open further SARCs in Swansea and Cardiff.
- When officers encounter a child or young person whom they believe should be referred to social services, they are required to complete form PP1 which is sent electronically to the PPU for referral to social services.
- There is a dedicated detective sergeant in each of the six divisional based PPU's with responsibility for child abuse investigation and the line management of the dedicated child abuse investigators.
- Reviews of child protection cases are undertaken by the PPU detective inspector and detective sergeant, in the most serious cases through the use of policy logs.

- In Cardiff Division, a dedicated duty officer/referral desk has been established to counter problems with the quality and quantity of child referrals from agencies and partners. This initiative has enabled referrals to be more intrusively supervised, provided greater consistency and optimised the use of resources to conduct investigations.
- The force routinely gathers quantitative management information regarding referrals and caseloads to monitor performance at senior management level.
- The record and minutes of strategy discussions/meetings and case conferences are inputted on the relevant file on CATS.
- The force has a corporate IT system, CATS, in place for the management of child abuse investigation; this enables management of notifications, referrals and investigations, and aids the supervision of investigation.
- Staff working within force control rooms demonstrated an awareness of the responsibilities commensurate with their role regarding child protection procedures, such as emergency protection procedures.

Work in progress

- Back-record conversion from paper files to CATS continues, and should be completed by the end of August 2007. This system remains a stand-alone system; however, the force is working with IT consultants on a solution to integrate it with NICHE.
- The force child abuse investigation policy is currently in draft format and is consistent with the ACPO guidance on child abuse and safeguarding children. The revised force policy will need to take full cognisance of the existing All-Wales Child Protection Procedures, which are currently being updated by the All-Wales Child Protection Review Group. The policy will require a communications strategy to ensure that relevant staff and officers are fully acquainted with the expectations of their role.
- In 2005, the force piloted the Centrex Specialist Child Abuse Investigator Development Programme, but in fact only a limited number of individuals were trained. The force has recognised this training gap for officers both new to role and experienced, and has scheduled training to commence in October 2007.

Areas for improvement

- Although there is corporate policy (currently under review) in respect of the remit of child abuse investigation, in reality this is applied differently by each division in terms of investigating cases such as internet pornography and certain minor categories of assault. Thus cases such as these which fall outside core child protection are investigated by specialist officers in one division but by a generalist criminal investigation department officer in another division.
- Although the majority of specialist officers have received Tier 3 child interview training and Initial Crime Investigators' Development Programme training, other training provision is patchy – for example, CEOP training or opportunities for developing learning through joint social services training and professional development seminars. There is no induction training for officers joining the PPU's.

- The 'designated officer' is an officer of at least inspector rank who takes an independent oversight of the circumstances under which a child is taken into police protection. This is a pivotal role in ensuring police action is 'right first time'. A force training package is delivered to newly promoted uniformed inspectors to equip them for the role, but those already in post have not received this training.
- Evidence points to a practice of running investigations on CATS following referral but not creating a crime record on NICHE until the point of arrest. This means that officers responding to calls to that victim or address will be unaware of this intelligence, which could be vital in informing risk-based decision making.
- At the conclusion of an investigation, the CATS system requires the consideration of an intelligence submission, by way of tick in a box prior to closure. In reality, intelligence is not being routinely transferred across to NICHE intelligence at this point.
- There is no corporacy in the application of the criteria for joint police/social services visits and investigations across the force, which were agreed in January 2005. In some divisions, visits and investigations are determined largely by the workload of the PPU; some divisions undertake considerably more joint work than others, which rely more heavily on social services. This situation presents a worrying level of risk in ensuring that cases proceed in the best interests of the child concerned, and the force should take steps to secure compliance with corporate policy.
- Ongoing supervision of child abuse investigation across the force is ad hoc and dependent on supervisory workload factors; first-line supervisors estimate that 70% of their time is spent attending strategy meetings; but on occasion they have to delegate this task to a child abuse investigator when they are too busy to attend, or in extreme cases the force is not represented at all. A periodic formal review of investigation strategies and actions does not take place due to the competing demands on supervisors' time; they are unable formally to review caseload and investigation actions and strategies with staff on a regular and routine basis.
- Although awareness of child protection issues is raised through weekly orders, daily briefing and tasking, the force needs to develop a communication strategy to ensure that response officers and supervisors possess a good working knowledge of their responsibilities, the possible consequences of their actions and the importance of the submission of referral notifications in all appropriate circumstances. Supervisors and the TDMU need to become actively involved in ensuring that a referral form is submitted in all appropriate cases.
- Staffing levels are based on historic numbers and are a decision for divisional commanders, with no steer from the strategic lead. Although they are reviewed at divisional resource management boards, there is no expert input into this process. Nor is there a documented risk assessed rationale in respect of staffing levels or workloads. There is little resilience in some PVP areas and the force needs to be confident that it does not carry undue risk both operationally and in terms of staff welfare, with current staffing levels and workloads as part of the independent developing health check process.

Developing Practice

INSPECTION AREA: Child abuse investigation

TITLE: Protocol on children who display sexually harmful behaviour

PROBLEM:

There was a failure to recognise that children and young people who commit sexual offences may in fact be victims of abuse themselves, which often manifests itself in offending behaviour.

SOLUTION:

A protocol has been developed between South Wales Police, local authorities in South Wales, the CPS and Barnardo's (Taith Project). The protocol triggers a process whereby an accused child/young person is bailed for 28 days (depending on the severity of offence) pending a psychological assessment into their sexual offending by the Barnardo's Taith Project.

During this 28-day period, strategy meetings are held and the root cause of the offending behaviour is highlighted. This protocol will go on to provide further support and action plans to address the offending behaviour of the child/young person. This approach should not be seen as a 'soft option', as early intervention can often prevent far worse outcomes in later life.

OUTCOME(S):

This approach has been successful in early intervention in offending behaviour by children. It has identified historic incidents of abuse towards children, which have been thoroughly investigated.

The intervention has ensured that offending behaviour is addressed at an early stage, which could ultimately ensure that this behaviour does not continue into adulthood and that the cycle of abuse is broken. The outcome is focused on cure and not simply on punishment.

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Protecting Vulnerable People – Domestic Violence

GRADE	FAIR
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National grade distribution

Excellent	Good	Fair	Poor
1	13	27	2

National contextual factors

There is no statutory or common law offence as such of ‘domestic violence’; the term is generally used to cover a range of abusive behaviour, not all of which is criminal. The definition of domestic violence adopted by ACPO does, however, take account of the full range of abusive behaviour as well as the different circumstances in which it can occur:

‘any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults, aged 18 and over, who are or have been intimate partners or family members, regardless of gender or sexuality’.

As with the investigation of child abuse, responding to and investigating domestic violence is the responsibility of all police officers. Again, however, forces have dedicated staff within this area of work, although their roles vary. In some forces staff undertake a support/liason role, generally acting as a single point of contact for victims and signposting and liaising with other agencies and support services; in others, staff have responsibility for carrying out investigations.

Irrespective of who carries out the investigation in domestic violence cases, an integral part of every stage is the identification of risk factors, followed by more detailed risk assessment and management. In 2004, HMIC, together with HMCPSI, published a joint thematic inspection report on the investigation and prosecution of domestic violence. At that time, risk identification, assessment and management were in the early stages of development throughout the service. Since then, there has been considerable progress in developing formal risk identification and assessment processes and - in a number of forces - the implementation of multi-agency risk assessment conferences (MARACs). Other improvements include the introduction of specialist domestic violence courts and the strengthening of joint working arrangements.

Contextual factors

DV remains a major problem in general for society and professionally for the police. DV accounts for around 15% of all violent crime, and will involve one in four women and one in six men at some point in their lives. Tragically, two women are murdered every week in incidents of DV, accounting for 35% of all murders. DV also has a worryingly high rate of repeat victimisation.

In 2004, ACPO provided guidance to forces in the form of the guidance on investigating DV. This has been supported by numerous Home Office research papers guiding good practice, and ought by now to be embedded into everyday policing. There is no doubt that the following of this good practice by forces should impact on repeat victimisation rates and thus save lives. This is an area where the putting in place of basic processes and procedures,

acknowledged and understood by all front-line officers and staff, will ensure that forces maximise every opportunity to prevent a victim from enduring further harm.

In December 2002, South Wales Police piloted a victim initial risk indicator form for responding officers to complete at the scene of DV incidents. The aim was to identify serious cases of DV that could be addressed through multi-agency risk assessment conferences (MARACs), which were first introduced by the force in April 2003. Both approaches are only now being adopted by many other areas in the UK. In April 2007, the force replaced the paper-based risk indicator form (FSU9) with a new PPD1 form which can be electronically inputted and linked to the force NICHE system to facilitate ongoing, dynamic risk assessment of victims.

The specific comments in this section should be read in conjunction with those contained in the generic PVP section of the report.

Strengths

- The MARAC approach to risk reduction commenced in South Wales in 2003. It recognises the multiple and unique needs of victims and their children, and has been independently evaluated by Cardiff University. All very high-risk victims are referred by the relevant DV co-ordinators to a MARAC meeting so that a multi-agency risk management plan can be developed. The MARAC process requires supervisory officers constantly to review the investigation, action plan and strategy process for each case.
- 'Police Watch' and 'Cocoon Watch' are tactical options to manage the risk to victims of DV. In appropriate cases, neighbourhood teams are tasked to undertake support visits at specified intervals or to engage the help and support of neighbours, family and relevant agencies in protecting the victim by contacting the police immediately if further incidents occur. These options are good examples of the deployment of neighbourhood teams in support of the protection of vulnerable people. Good examples also exist of information sharing with partner agencies and their representatives – particularly accident and emergency departments, midwives and health visitors – which provides greater access for victims to domestic abuse services and MARACs. At the Royal Glamorgan Hospital, for example, a dedicated domestic abuse nurse is employed through a joint funding initiative between the community safety partnership and the local health board. This has led to an increase in the number of referrals, particularly from previously hard-to-reach groups of the community. These initiatives are localised and the force should consider rolling them out across the force area.
- Specialist DV courts were piloted nationally in 2003 in five areas, including Cardiff, to develop models for multi-agency co-operation between police, the courts, the CPS and statutory and voluntary sector agencies such as women's support groups, in order to help victims of DV and drive home the message that domestic abuse is a serious crime. Specialist DV courts are now operating across the force area.
- Having identified specific problems with domestic abuse cases which did not lead to successful court outcomes, South Wales Police obtained funding to purchase a number of head cameras. A domestic abuse champion was appointed on each shift, trained in the use of the camera and obtaining best evidence from domestic abuse scenes. In the pilot area there was an increase from 20% to 31% in the proportion of unsupported cases (ie those where the victim is reluctant to co-operate with the prosecution) leading to prosecutions.

- Clear procedures and processes are in place for identifying to child abuse investigation officers instances of children living in households where DV is taking place, via the PPD1 form which is electronically inputted and linked to the force NICHE system and forwarded to the relevant PPU for referral to social services.
- Job descriptions of domestic abuse co-ordinators and supervisors are up to date and accurately reflect their roles.
- A headquarters-based team, led by a detective superintendent, is responsible for strategy and policy development. The ACC (crime and operations) is the force strategic lead for all PVP areas, pulling the strands together under single ownership.
- Divisional commanders hold public protection staff to account through fortnightly meetings where performance is reviewed and discussed with the divisional detective chief inspector or detective inspector. In addition, Compstat processes cover domestic abuse performance, including arrest rates by first responders.
- The force embarks on DV campaigns around events that are proven to be precursors of an increase in DV incidents – eg sporting events such as the Six Nations rugby tournament.
- The profile of DV has been raised within the force through promotion campaigns on divisions, dip-sampling of PPD1 forms, officer attachments to the PPUs and making the PPUs the first point of contact for investigative advice.
- Line managers test staff's understanding of what actions they should be taking at incidents through daily tasking, supervision of incidents and reviewing of paperwork.

Work in progress

- The domestic abuse policy was last updated in April 2004 and a new policy is currently being written to reflect the ACPO guidance on investigating DV.

Areas for improvement

- Compliance by initial investigating officers with the flagging requirements for DV incidents appears patchy. This may be exacerbated by the lack of clarity on what constitutes a DV incident under the ACPO definition, which notably is not exactly mirrored by current force policy (eg the omission of psychological abuse). The most common incidents not flagged on NSPIS or NICHE are those of harassment and DV-related criminal damage. Where such an incident is not flagged as a DV incident, this denies the force an opportunity to reassess dynamically the risk to a victim on the basis of that incident, since the domestic abuse co-ordinator will not be aware of it. The force needs to provide clearer guidance to officers on what constitutes a DV incident for flagging purposes, and to introduce an audit system to monitor compliance.
- Flagging systems assist front-line officers and staff in taking appropriate action if called to relevant addresses, and prompt them to submit intelligence accordingly. The force needs a mechanism to ensure 100% flagging in respect of persons at risk and those who present a risk of harm.

- Domestic abuse co-ordinators are responsible for undertaking the initial and dynamic risk assessment and management of victims of DV. National good practice suggests that DV officers should undertake the relevant modules of the Centrex DV training programme (or equivalent), which includes Module 5 (Protecting Victims and Holding Offenders Accountable) risk-related training. None of the domestic abuse co-ordinators interviewed had completed either this training module or other relevant modules, although there was evidence of joint training with partners and of Initial Crime Investigators' Development Programme training.
- All secondary investigation of DV-related crime is undertaken by uniformed response or neighbourhood officers, and overseen by uniformed supervisors. There is no additional investigative support or resilience from specialist staff in relation to those victims identified as high-risk or very high-risk cases. Detective sergeants dedicated to the specialist role of DV are, despite their investigative expertise, operating primarily in an administrative role. The inspection found fragmentary evidence of these officers' involvement in setting and reviewing investigation strategies or in overseeing investigations in any way.
- The force should identify a mechanism and realistic timescales by which the training needs of front-line officers can be met, preferably through the adoption of the Centrex Responses to Domestic Violence Training modular programme, which provides clarity of purpose to all roles involved in the DV process. The force estimates that approximately 2,000 officers require such training.
- Since the inception of MARACs, the workload has changed the role of the DV co-ordinator to a largely administrative one, which means that they have far less time to concentrate on their core role, notably the dynamic risk assessment of victims.
- Domestic abuse is not a standing agenda item at divisional tasking meetings. Specific inclusion of owned action plans around the priority DV offenders would serve to complement the MARAC meetings, which consider the highest-risk victims. Additionally this would raise the profile of domestic abuse at divisional level and focus NIM tasking on serial and repeat offenders.
- Despite a positive action and arrest culture, South Wales Police does not perform well in the latest iQuanta data (October–December 2006) for the percentage of DV incidents where an arrest was made: arrests were made on just 31% of occasions, compared with an MSF average of 37.1%, placing the force sixth out of eight in its MSF group.

Protecting Vulnerable People – Public Protection

GRADE	FAIR
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National grade distribution

Excellent	Good	Fair	Poor
2	16	23	2

National contextual factors

The Criminal Justice and Courts Services Act 2000 led to the formation of the Multi-Agency Public Protection Arrangements, commonly known as MAPPA, requiring the police and probation services to work together as the Responsible Authority in each area of England and Wales to establish and review the arrangements for the assessment and management of sexual and violent offenders. Subsequent legislation brought the Prison Service into the Responsible Authority arrangements and also requires a range of social care agencies to co-operate with the Responsible Authority in the delivery of the assessment and management of risk in this area. These agencies include health, housing, education, social services, youth offending teams, Jobcentre Plus, and electronic monitoring services.

Under MAPPA, there are three categories of offender who are considered to pose a risk of serious harm:

Category 1 – Registered Sex Offenders (RSOs)

Category 2 – violent and other sex offenders

Category 3 – other offenders (with convictions that indicate they are capable of causing, and pose a risk of, serious harm).

To be managed under MAPPA, offenders must have received a conviction or caution. However, there are some people who have not been convicted or cautioned for any offence, and thus fall outside these categories, but whose behaviour nonetheless gives reasonable ground for believing a present likelihood of them committing an offence that will cause serious harm. These people are termed Potentially Dangerous Persons (PDPs).

Following risk assessment, risk management involves the use of strategies by various agencies to reduce the risk, at three levels:

- Level 1 offenders can be managed by one agency;
- Level 2 offenders require the active involvement of more than one agency;
- Level 3 offenders – the ‘critical few’ – are generally deemed to pose a high or very high risk and are managed by a multi-agency public protection panel (MAPPP).

In 2003, the Home Secretary issued MAPPA guidance to consolidate what has already been achieved since the introduction of the MAPPA in 2001 and to address a need for greater consistency in MAPPA practice. The guidance outlines four considerations that are key to the delivery of effective public protection.

- defensible decisions;
- rigorous risk assessment;
- the delivery of risk management plans which match the identified public protection need; and,
- the evaluation of performance to improve delivery.

Contextual factors

At the time of inspection, 726 people resident within South Wales were being risk-managed using the Violent and Sex Offender Register (ViSOR) under the multi-agency public protection arrangements (MAPPA). The ACC (crime and operations) alternates chairing of the MAPPA strategic management board (SMB) with the probation lead.

The specific comments in this section should be read in conjunction with those contained in the generic PVP section of the report.

Strengths

- The force has a comprehensive policy in place which is compliant with current MAPPA guidelines. To ensure the policy remains fit for purpose and reflects progress made, it is currently the subject of review.
- A headquarters-based team, led by a detective superintendent, is responsible for strategy and policy development. The ACC (crime and operations) is the force strategic lead for all public protection areas, pulling the strands together under single ownership. Operational responsibility for the delivery of public protection sits with divisional commanders.
- The Cardiff multi-agency public protection unit is a good example of co-location and information sharing on an everyday basis. The unit includes police, probation service, social services, mental health and housing staff. While the practitioners work together, their respective IT systems are also linked and accessible to all staff in the unit. Similar units are being developed in Rhondda Cynon Taff, Merthyr Tydfil and Swansea.
- The MAPPA co-ordinator quality-assures level 2 and level 3 processes by undertaking random samples three times a year, using the HM Probation Inspectorate model, and feeding back the results to the SMB. The MAPPA manager includes the chief inspector (PPU) and the lay adviser (an SMB post) within the process. Where poor performance is identified, this is fed back to the particular officer's line manager (whether police or probation service).
- South Wales Police participates fully in MAPPA meetings at all levels. Level 2 meetings are chaired by the probation service and attended by the relevant divisional detective inspector. Level 3 meetings are chaired at an appropriate level by the referring agency.
- SDOs have appropriate and up-to-date job descriptions in place.

- Management information gleaned from the quarterly dip-sample audit undertaken by the MAPPA co-ordinator is disseminated to police and probation line managers for appropriate action, and to the MAPPA SMB for strategic overview.
- South Wales Police has invested in the provision of nationally accredited training for public protection officers and supervisors, provided by an outside force. The Lancashire Sex and Violent Offender Management Course is accredited by the National Crime Faculty and provides public protection officers and their supervisors with a foundation in the risk management of such persons. The course now includes a one-day overview of the use of the RM2000 static risk assessment tool. Eight out of eleven SDOs have successfully completed this course and the force plans that all officers will attend.

Work in progress

- Back-record conversion from the Paedophile Registry System to ViSOR and NICHE intelligence remains incomplete; it is estimated that hundreds of records still await conversion. This presents an obvious risk as this information is stored on a number of CD-ROMs and a stand-alone IT system shared drive. The force ought to complete this work as a matter of urgency, prioritising conversion on the basis of the level of risk that each individual presents.
- There is no current vetting policy in place, although the force is reviewing all PVP roles and will have a stated vetting policy in respect of each role by December 2007.
- The force is progressing the collection of performance/management information for public protection; this will feed into the monthly performance processes.
- The force is in the process of reviewing public protection policy and guidance.
- The strategic lead for public protection has produced a minimum training standards document as an appendix to the public protection strategy; however, this is viewed by the force training manager as aspirational and has not gone before the ACPO-led training board for agreement. Subsequent to inspection, however, the force has indicated that the document will now be considered by the force training board.

Areas for improvement

- There is no current national guidance on the default period for updating a RM2000-based risk assessment of a ViSOR nominal; good practice suggests that a new static risk assessment should be undertaken at least annually. The force has not issued any guidance for officers on this matter.
- It appears that ViSOR nominals are flagged on NICHE but that their addresses are not, and it is unclear whether the latter are flagged on the force command and control system (NSPIS). It is recommended that this issue be included in future reviews.
- There is currently no training in place for MAPPA chairs.
- There is no corporacy in respect of home visits. Good practice suggests that home visits ought to be conducted by two officers, but some SDOs struggle to find another officer to visit with them, the outcome being that visits either fall behind schedule or are undertaken singly.

- Some neighbourhood officers are not aware of the MAPPA nominals residing in or frequenting their neighbourhood, and the force has not issued guidance on the role that neighbourhood officers should play as 'eyes and ears' on the ground in the monitoring of those nominals.
- The force has produced a comprehensive policy on the management of dangerous offenders (MAPPA category 3) but this makes little reference to potentially dangerous persons who may never have committed an offence but could pose a significant risk of harm. The view of the MAPPA co-ordinator was that such subjects would be managed by the division outside the MAPPA process, but there are no procedures guiding how the risk posed by such individuals is managed in practice by divisions.
- There was evidence of inconsistent use of ViSOR, and inconsistencies in the inputting of data and the updating of the system. The force should conduct an internal audit to identify and remedy any inconsistencies, and assess the its preparedness for the introduction of the ViSOR National Standards.
- The initial decision on the level at which a MAPPA nominal will be managed is made by the relevant single point of contact, who is an probation service team leader. Information which could change the risk or management level may, however, be missed under this arrangement; the MAPPA level 2 meeting ought to undertake this function.
- The audit and review dip-sampling needs to be expanded to examine the handling of MAPPA nominals at level 1.
- Staffing levels are based on historic numbers and are a decision for divisional commanders, with no steer from the strategic lead. Although they are reviewed at divisional resource management boards, there is no expert input into this process. Nor is there a documented risk assessed rationale in respect of staffing levels or workloads. There is little resilience in some PVP areas and the force needs to be confident that it does not carry undue risk both operationally and in terms of staff welfare, with current staffing levels and workloads as part of the independent developing health check process.

Protecting Vulnerable People – Missing Persons

GRADE	GOOD
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National grade distribution

Excellent	Good	Fair	Poor
1	21	21	0

National contextual factors

Each year, thousands of people are reported to police as missing. Many have done so voluntarily and are safe from harm, whether or not they return home. But a number are vulnerable, because of age or health concerns, and the police service has developed well-honed systems to respond swiftly and effectively to such cases. For obvious reasons, missing children arouse particular concern, and many forces deploy 'Child Rescue Alert' to engage the media in publicising such cases. Key good practice in this framework are early recognition of critical incident potential, effective supervision of enquiries, the use of NIM problem profiles and other intelligence techniques to analyse repeat locations (eg, children's homes), and the use of an IT-based investigation tracking system such as COMPACT.

Contextual factors

The joint ACPO/NCPE *Guidance on the Management, Recording and Investigation of Missing Persons* was one of the first of the current generation of national minimum standards to be published, and is now well embedded into force business. The management of missing person investigations is owned operationally by divisional commanders, with a headquarters-based detective superintendent providing a policy lead on behalf of the chief officer group. All high-risk missing persons are jointly managed by the critical incident manager (CIM) (a control room inspector who has attended the relevant Centrex course) and the divisional bronze inspector. The force has in place systems and processes to ensure adequate supervision and ongoing review of missing person investigations.

The specific comments in this section should be read in conjunction with those contained in the generic PVP section of the report.

Strengths

- The ACC (crime and operations) has overall accountability and strategic lead for public protection issues including missing persons, with operational responsibility falling to divisional commanders.
- In order to raise awareness among senior officers, the force designed a one-day, missing person/abduction exercise to be used within the immersive learning simulation system (HYDRA). Some 80 officers of inspector, chief inspector and superintendent rank took part in the exercise. Following this, control room inspectors have noted a far more intrusive approach from bronze and silver commanders in relation to missing persons

investigations, at a far earlier stage in the investigation. The force plans to provide all sergeants and inspectors with this training.

- A problem (common to many forces) was identified of young persons repeatedly going missing from care homes. Analysis demonstrated that police officers are not well placed to identify the root causes. The force is working closely with Barnardo's staff, debriefing repeat vulnerable missing persons in order to develop strategies to reduce the incidence of this. Furthermore, the force and Barnardo's are seeking to establish a 'halfway house' for suitable missing persons, prior to their return to the original environment.
- The force has in place a comprehensive missing persons policy which has been supported by the provision of aide-mémoire material for operational officers undertaking initial and secondary investigation.
- All missing person reports are graded for either an immediate or a timed response. At every stage there is a nominated person with responsibility for the investigation, which is reviewed at set periods by trained supervisors.
- All high-risk missing person investigations are managed by Critical Incident Managers (CIMs) of inspector level (control room inspectors on duty 24 hours per day) who have attended the National Crime Faculty Critical Incident Command 1 course. The divisional bronze inspector works in conjunction with the CIMs.
- All medium- and low-risk missing person investigations are managed by the divisional bronze inspector, which is also a 24-hour resource.
- The force silver superintendent reviews all high-risk missing persons on commencement of duty and has oversight of all the outstanding actions.
- There are robust procedures in place for the handover of missing person investigations.
- All missing person investigations are debriefed daily at divisional level in the operational superintendents' morning management meetings, which include a review of actions taken and a consideration of further necessary actions.
- The major crime review team is reviewing long-term missing person reports to identify investigative opportunities.
- All missing person reports are on the NICHE system as occurrences. The risk assessment is also included on NICHE and performance data can be extracted from the system to monitor and review investigations.
- Line managers test staff's understanding of what actions they should be taking through daily tasking, supervision of incidents and reviewing of paperwork.
- Staff demonstrated knowledge of Child Rescue Alert, with sergeants being aware of what action to be taken and by whom.

Work in progress

- Missing person enquiries are still managed on a paper system and duplicated on the NSPIS command and control system. This means that officers have to type all actions onto NSPIS, after having first written them on the relevant paper form. Running two systems in parallel is an inefficient use of officer time, and introduces the possibility of

errors. NICHE has an inbuilt system for missing persons which will be switched on once the system settles down.

Area for improvement

- All student officers receive a half-day training lesson covering a number of the National Occupational Standards for Police Officers, which includes immediate actions and initial risk assessment in missing person cases. Newly promoted sergeants and inspectors also receive a specific training package on their supervisory responsibilities in relation to missing persons. There is, however, no training for constables already in post, who thus may miss out on this key issue.

Developing Practice

INSPECTION AREA: Missing persons

TITLE: Vulnerable missing person training exercise

PROBLEM:

A training need was identified in relation to the strategic and operational management of high-risk missing persons.

SOLUTION:

Using the force immersive learning HYDRA system, a one-day exercise was developed. The scenario involved a thirteen-year old girl who had not returned home. The initial missing person report progressed to child abduction, with information being fed into the syndicates in relation to what actions/policies the officers would follow, with debriefs after every session.

Some 80 senior officers from inspector to superintendent ranks participated; roles were represented from bronze/silver commanders to senior investigating officers.

OUTCOME(S):

Since this exercise, there is greater awareness among senior officers in relation to the management of high-risk missing persons. Control room inspectors have noted a far more intrusive approach from bronze and silver commanders in relation to missing person investigations, and their involvement is now evident at a far earlier stage of the investigation.

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Appendix: Glossary of Terms and Abbreviations

A

ABC	Activity-based costing
ACC	Assistant chief constable
ACPO	Association of Chief Police Officers
ASB	Anti-social behaviour

C

CATS	Case administration tracking system
CEOP	Child Exploitation and Online Protection Centre
CIM	Critical incident manager
CPS	Crown Prosecution Service

D

DCC	Deputy chief constable
DV	Domestic violence

F

FRMB	Force-wide resource management board
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H

HR	Human resources
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I

ICT	Information and communications technology
IMPACT	Intelligence management, prioritisation, analysis, co-ordination and tasking
INI	IMPACT nominal index
IT	Information technology

L

LSCB Local safeguarding children board

M

MAPPA Multi-agency public protection arrangements

MARAC Multi-agency risk assessment conference

MSF Most similar force(s)

N

NCPE National Centre for Policing Excellence

NIM National Intelligence Model

NSPIS National Strategy for Police Information Systems

O

OBTJ Offences brought to justice

OMB Occurrence management bureau

P

PACT Partners and Communities Together

PCSO Police community support officer

PDR Personal development review

PNC Police National Computer

PPAF Policing Performance Assessment Framework

PPU Public protection unit

PVP Protecting vulnerable people

R

RMS Records management system

S

SARC	Sexual assault referral centre
SDO	Sex and dangerous offender officer
Seren	South Wales Police change and development programme
SMART	Specific, measurable, achievable, realistic and timely
SMB	Strategic management board
SNEN	Single non-emergency number

T

TDMU	Tasking and demand management unit
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V

ViSOR	Violent and Sex Offenders Register
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