



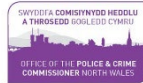
Plismona
yng Nghymru
Policing in Wales



COMISIYNYDD
HEDDLU A THROSEDDU
DYFED-POWYS
POLICE AND CRIME
COMMISSIONER



COMISIYNYDD IŴ
HEDDLU A THROSEDDU
GWENT
POLICE AND CRIME
COMMISSIONER



South Wales
Police and Crime Commissioner
Comisiynydd yr Heddlu a Throeddu
De Cymru



Jenny Rathbone MS
Chair, Equality and Social Justice
Committee
Senedd Cymru/Welsh
Parliament

Emma Wools
Deputy Police and Crime
Commissioner for South Wales

25th August 2023

Dear Jenny,

Re: Equality and Social Justice Committee Inquiry

**Public Health Approach to Preventing Gender Based Violence (Policing in Wales
Submission)**

Thank you for inviting my colleagues PCC Dafydd Lewellyn, Chief Constable Amanda Blakeman and I, to give evidence to your inquiry on 10th July.

Please find attached a supplementary report prepared on our behalf by Chief Superintendent Ian Roberts, covering the additional information you requested in your letters dated 25th July 2023.

For your ease of reference, we have consolidated the information into a single response on behalf of the Policing in Wales Executive Group.

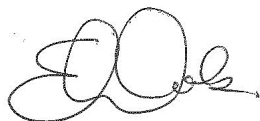
If you require any further information or assistance, please do not hesitate to get in touch.

Yours sincerely,

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Mae'r Comisiynydd a'i dîm yn croesawu gohebiaeth yn Gymraeg neu Saesneg
The Commissioner and his team welcomes correspondence in Welsh or English



Emma Wools

Deputy Police and Crime Commissioner for South Wales

For, and on behalf of Policing in Wales Executive Group

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Senedd Cymru/Welsh Parliament
Equality and Social Justice Committee Inquiry

Preventing Gender Based Violence

Supplementary Evidence Submission

for

Policing in Wales

Author	Chief Superintendent Ian Roberts
Role	VAWDASV/VAWG and Anti-Racism Lead, Policing in Wales
Contact	ian.w.roberts@gwent.police.uk
Date	25 th August 2023

Background

On 10th July 2023, representatives from the Policing in Wales Executive Group gave evidence to the Senedd Inquiry on Preventing Gender-based Violence. Oral evidence was provided by Police and Crime Commissioner Dafydd Llywelyn (Dyfed-Powys), Deputy Police and Crime Commissioner Emma Wools (South Wales), and Chief Constable Amanda Blakeman (North Wales Police).

During the session, a commitment was made to provide supplementary information to the inquiry in writing. The additional information requested was set out in correspondence from the inquiry chair, dated 25th July.

For ease of reference, this report provides a consolidated response on behalf of the Policing in Wales Executive Group. Where examples are provided, these serve as an illustration of activity across police force areas in Wales, but the lists are not exhaustive. Further information can be provided if it is helpful to the inquiry.

Cautioning and Relationship Abuse (CARA Programme)

CARA is an early intervention programme that targets domestic abuse offenders, meeting specific criteria, where the appropriate criminal justice outcome is a conditional caution.

The programme was developed by the Hampton Trust, and first trialled under experimental conditions in 2012, in partnership with Hampshire Constabulary and Cambridge University. CARA was the first UK policing strategy to be evaluated under randomised control trial conditions.

CARA sessions are designed to take offenders on an awareness-raising journey, supporting opportunities for self-disclosure and promoting access to additional support. Through engagement in two workshops, CARA enables offenders to understand what domestic abuse is, its impact, and its consequences.

There is a strong evidence base supporting the benefits of the CARA programme. The University of Cambridge carried out a randomised control trial in Southampton between 2012-2015. This study reported that offenders who had been on the programme were 35% less likely to re-offend than those who hadn't taken part. 63% of victims reported positive changes in behaviour, and 85% of participants reported that CARA changed their attitude towards their partner and/or children.

In 2021, the University of Birmingham published an Impact Evaluation and Economic Benefits Study of the CARA programme. It found that the intervention has a significant impact on recidivism, reporting an 81% reduction in the first 6 months and 56% reduction in the first 12 months. For every £1 invested in CARA, the evidence was that forces would save £2.75 in other costs.

The University of Southampton is currently leading a multi-site study of CARA, involving nine police force areas. This report is due to be published in December 2023.

A national roll-out of the CARA programme has, until recently, been limited by strictly controlled conditions. However, changes to UK Government policy and the introduction of a new two-tier model for Out of Court Disposals provides the opportunity for all forces to adopt the programme.

At the time of writing, CARA is due to be rolled out in the South Wales and Gwent Police in the Autumn of 2023. Local delivery arrangements are in the process of being commissioned, with support from the Hampton Trust to ensure quality standards are embedded into the service.

The Policing in Wales VAWDASV Task Force will monitor issues arising from implementation and advise PCC's and Chief Constables, so that a consistent and cohesive approach can be adopted across Wales.

VAWDASV Blueprint Programme – An Update on the Tackling Perpetrators Workstream

PCC Involvement in the Workstream

The VAWDASV Blueprint arrangements will ensure a whole systems response to VAWDASV. The Policing in Wales commitment to this is reflected in the joint chairing arrangements for the National Partnership Board between the Minister for Social Justice and the Police and Crime Commissioner for Dyfed and Powys, Dafydd Llywelyn.

At programme management level, DPCC Emma Wools is one of two Senior Responsible Officers and joint chair of the VAWDASV Blueprint Programme Board, alongside Mr Paul Dear, Deputy Director of the Cohesive Communities Division, Welsh Government.

The six workstreams of the Blueprint reflect the delivery priorities of the strategy and in recent months, high level delivery actions have been agreed. The key actions for the Tackling Perpetration Workstream are:

1. Consolidate and enhance the evidence base and analysis on perpetration of VAWDASV in Wales
2. Develop a Wales-wide, whole system approach for tackling perpetration of VAWDASV, that encompasses early intervention and prevention, through a criminal justice response.
3. Clarify roles and responsibilities for all agencies involved in tackling perpetration linked to VAWDASV Act
4. Strengthen accountability mechanisms to ensure public services are meeting their responsibilities to tackle and prevent perpetration of VAWDASV.

Police and Crime Commissioners in Wales work together with the four Chief Constables through the Policing in Wales Group. Each PCC and Chief Constable is responsible for decisions affecting their area, but the purpose of the group is to work together towards a

consistent approach for the benefit of all communities in Wales. Chief Constable Amanda Blakeman is the Chief Officer portfolio lead in Wales.

The Policing in Wales Group have invested in a senior police officer to work full-time on VAWDASV and Anti-Racism portfolios. Chief Superintendent Ian Roberts is heavily involved in the Blueprint programme and works with VAWDASV leads in each force to ensure operational police representation across all six workstreams.

The Effectiveness of Perpetrator Programmes

There is strong evidence for perpetrator programmes as part of a public health approach to preventing VAWDASV¹. I believe that these programmes should exist at all three layers of prevention activity and the VAWDASV Blueprint should ensure effective and sustainable commissioning arrangements are in place. It is acknowledged that provision across Wales is inconsistent, but there are many reasons for this, and it is our aim to use the evidence of what works, along with new policy frameworks, to drive improvements.

The South Wales PCC has invested heavily into the perpetrator programmes in recent years and Chief Officers of South Wales Police have ensured that these are embedded into operational practice. The PCC's team hosts a multi-agency meeting to bring partners and stakeholders together to share learning, and to identify barriers to effective working, including gaps in provision. Work is also currently underway within the Blueprint to review quality standards for commissioners and to map existing provision across Wales.

The Drive perpetrator programme was launched in 2016 and is aimed at high risk of harm perpetrators. An evaluation took place between 2016-2019 and identified the following outcomes for participants:

- Physical abuse reduced by 82%
- Sexual abuse reduced by 88%
- Harassment and stalking behaviours reduced by 75%
- Jealous and controlling behaviours reduced by 73%

The Drive programme is available across the South Wales Police area and is currently being tested in a custodial setting in HMP Swansea.

The South Wales PCC has also provided funding for other programmes such as the Clear Programme, a short awareness course for men who are motivated to address their behaviours. This also provides support for partners and ex-partners. Funding is also provided to The Family Programme, which provides therapeutic interventions for families affected by domestic abuse. The intervention focuses on safety, impact of domestic abuse on children, ACE's, respectful communication, attachment, and emotional resilience. The aim of the programme is to enable families to live together safely or to facilitate amicable separation.

¹ As highlighted by the CARA and Drive model evaluations

Early Help Hubs

As part of a trauma informed approach to safeguarding, forces across Wales are developing partnership agreements for referring those affected by VAWDASV to early help services, where statutory safeguarding thresholds are not met. It is acknowledged that local arrangements are currently different in each area, but the Blueprint structure will influence shared learning and the development of good practice models across Wales.

The Vulnerability Change Programme in South Wales Police is an example of this of police involvement in referring into early help services. There are now dedicated PCSO's in each area of force with specific responsibilities and additional training relating to safeguarding. This has resulted in over 3,500 referrals being made to early help services since the launch of the programme in Sept 2020.

Tackling Alcohol-related Street Crime (TASC) Project and The Cardiff Violence Prevention Model

The TASC project was first developed in the late 1990's and early 2000's as a police-led, multi-agency approach to preventing alcohol-related crime and disorder in Cardiff and Cardiff Bay. It involved a range of interventions including dialogue between the police and the licensing trade, measures aimed at improving the quality and behaviour of door staff, targeted policing operations and support for victims of alcohol-related assaults.

Today, the Cardiff Violence Prevention Model, pioneered by Professor John Sheppard of Cardiff University, has been adopted by other cities in the UK and around the world. The approach is underpinned by a key finding that many incidents of violence, where hospital treatment is needed, are not known to police. Therefore, combining data from Emergency Departments with police data provides a much clearer understanding of when and where violence is happening, and who is involved. This knowledge is used to focus limited resources on interventions that work.

The public health approach involves a four-step approach:

- Step one involves systematically collecting data on the magnitude, characteristics, and consequences of violence.
- Step two involves conducting research to establish the factors that increase or decrease the risk for violence.
- Step three uses information from steps one and two to design, implement and evaluate interventions.
- Step four entails scaling up and implementing interventions shown in step three to be effective and widely disseminating prevention information.

A 2022 report on Cardiff Violence Prevention Model demonstrates significant socio-economic benefits and has the firm endorsement of the World Health Organisation.

The VAWDASV Blueprint approach seeks to bring partners together so that a public health approach can be applied to all forms of violence against women and girls, domestic abuse, and sexual violence. Whilst there are clear connections to violence in the night-time economy and the safety of women and girls, there are many other settings in which violence against women and girls occurs.

College of Policing Upstander Programme

The College of Policing has developed a plan to use behavioural interventions based on evidence, to improve culture. College research identified over 200 behaviours related to sexism and misogyny within police forces, and over 100 barriers to better behaviour. A range of interventions were then selected, following women officers' advice to focus on 'everyday' sexism to prevent escalation. Actions range from making it easier and safer for officers to report bad behaviour by colleagues, to training for leaders and career boosts for officers who demonstrate inclusivity. The College is working specifically with Welsh forces on immersive learning in the plan, which can help officers and staff with the practice they need to tackle sexism and create a more inclusive culture.

The Policing in Wales VAWDASV and VAWG Task Force ensures a joined-up approach to the work of the VAWDASV Blueprint in Wales with the work of the National Police Chief's Council and College of Policing.

Wales Police Schools Programme

The Wales Police Schools programme previously named 'All Wales School Liaison Core programme' has been in place since September 2004. It was developed with the understanding that educating young people is a vital component of primary prevention work. Several reviews have taken place since its inception, the most recent being completed in March 2023. The findings and recommendations from this review have been to the Policing in Wales Board and the Welsh Government. Research on the connection between education of children and crime reduction is limited, but anecdotal evidence is that the programme is highly valued by children, teaching staff and partners involved.

Night-Time Economy Initiatives

Below are examples of police-led prevention initiatives to reduce and prevent gender-based violence in Wales:

Safer Streets Programme Wrexham

Safer Streets and Safety of Women at night funding totalling just under £1 million was obtained to support initiatives such as installation and upgrades of new CCTV and street lighting sites in the Wrexham City Centre, ensuring that arterial routes through the city

centre have good coverage. Priority was given to those routes used by pedestrians to navigate from the city centre to poorly lit locations.

In addition to this, the partnership programme implemented several other prevention measures to reduce gender-based violence. These included bystander training with licensed premises through the 'Good Night Out' communications campaign, the Hafyn y Dref Welfare Centre, providing help and support to people stranded, intoxicated, or suffering minor injuries.

The programme also implemented a street marshal's scheme, and operation Vista was mobilised to ensure a visible police presence in the right locations at the right time.

Cardiff Safety Bus Project

The Safety Bus Project is an existing service using a hired van and a pool of sixty volunteers. The service supports members of the public, primarily students, who are at risk, due to alcohol-related incidents/ other vulnerabilities, to get home safely. This service reduces user's risk of becoming victims of crime, particularly VAWG. Since September 15th, 2021, more than 1,800 individuals have been safely taken home.

South Wales Police Operation Minerva

Taking forward lessons learnt from a recent pilot, a specialist plain clothes officer team is deployed to operate at key periods between 8pm and 4am over weekends. This tactic aims to identify predatory behaviours and send a clear message that female safety is taken seriously in Cardiff, with plain clothed officers present on patrol. This initiative will also promote use of help points and work with door staff and feed into the Club Corps training proposal.

Cardiff Club Corps

Club Corps is a scheme to promote safeguarding training for Licensed premises staff. This project will introduce 'Club Corps' staff who will act as safeguarding champions, trained in alcohol and substance misuse and vulnerability awareness in night clubs and late bars in Cardiff City Centre. 'Club Corps' staff will be recruited, trained and deployed by three key licensed Cardiff venues and become permanent members of staff after initial 3 month funding. In addition, four safeguarding courses are to be held, reaching approximately 48 members of staff. This initiative arises following a request from Cardiff Licensees Forum to extend Street Pastor style public guardianship to within late night licensed venues to connect with existing services such as the Street Pastors, Alcohol Treatment Centre, Student Safety Bus, and Safety Walk.

Operation City Safe - Newport

Newport City centre has the busiest night-time economy in the Gwent Police area. The 'City Safe' policing model is designed to manage and coordinate the policing in Newport City Centre on Friday and Saturday evenings. The aim for 'Operation City Safe' is:

- Reduce supply and consumption of illegal drugs and psychoactive substances

- Reduce the hazardous consumption of alcohol.
- Reduce incidents of violence, reduce incidents of ASB.
- Ensure licensed pubs and clubs provide a safe, lawful, and enjoyable environment for customers.
- To ensure customers of the late night-time economy can exit the city centre safely via good transport provision.
- To improve communication between all stakeholders within the city centre.

Gwent Women's Safety at Night Charter

The Women's Safety at Night Charter Toolkit has been developed Gwent Police Problem Solving Hub as a commitment to creating safe spaces for women, in partnership with the Pub Watch scheme and involvement of over one hundred high-risk licensed premises across the force area. Participants receive police monthly updates via the Pub Watch meetings. The next step in this programme is to raise awareness in universities and colleges. Communications will promote initiatives such as Safer Spaces, Spiking prevention, and safe reporting schemes such as 'Ask for Angela'.

Dyfed Powys Operation Aberford

Operation Aberford was a Dyfed Powys Police operation, deploying plain clothes patrols in Aberystwyth as spotters. They were used in the night-time economy and at The Big Tribute Festival. The aim was to target and identify sexual predatory behaviours, allowing early police interventions to prevent offences before they occur.

Safer Streets Funding

The Safer Streets Fund was launched by the Home Office in 2020. Police forces, local authorities, British Transport Police and eligible community groups across England and Wales are invited to submit bids for local projects to prevent violence against women and girls in public, neighbourhood crime and anti-social behaviour.

The total amount of Safer Streets funding secured by Policing in Wales from rounds 1-4 is £9,209,499.40, from a total available fund of £120m².

Public Confidence Surveys

Public confidence surveys provide valuable insight, as part of an overall assessment of police performance. The below extracts from a recent survey carried out for North Wales Police is an example of confidence levels in policing, with some useful data relating to violence against women offences.

² Source – UK Government Website.

Figure 1 – Overall Confidence Levels in North Wales Police

Confidence

Respondents were asked how confident in general they are in North Wales Police. 86% of respondents expressed confidence in the police force, with around three in ten (29%) very confident in North Wales Police. 14% express little confidence in North Wales Police, with just 3% said they have no confidence at all. Perceptions have risen slightly when compared to the 2022 findings, however not significantly (86% cf. 84%), and still remain markedly lower than the 2020 findings.

Figure 1: So firstly, how confident are you in North Wales Police generally? (All responses)

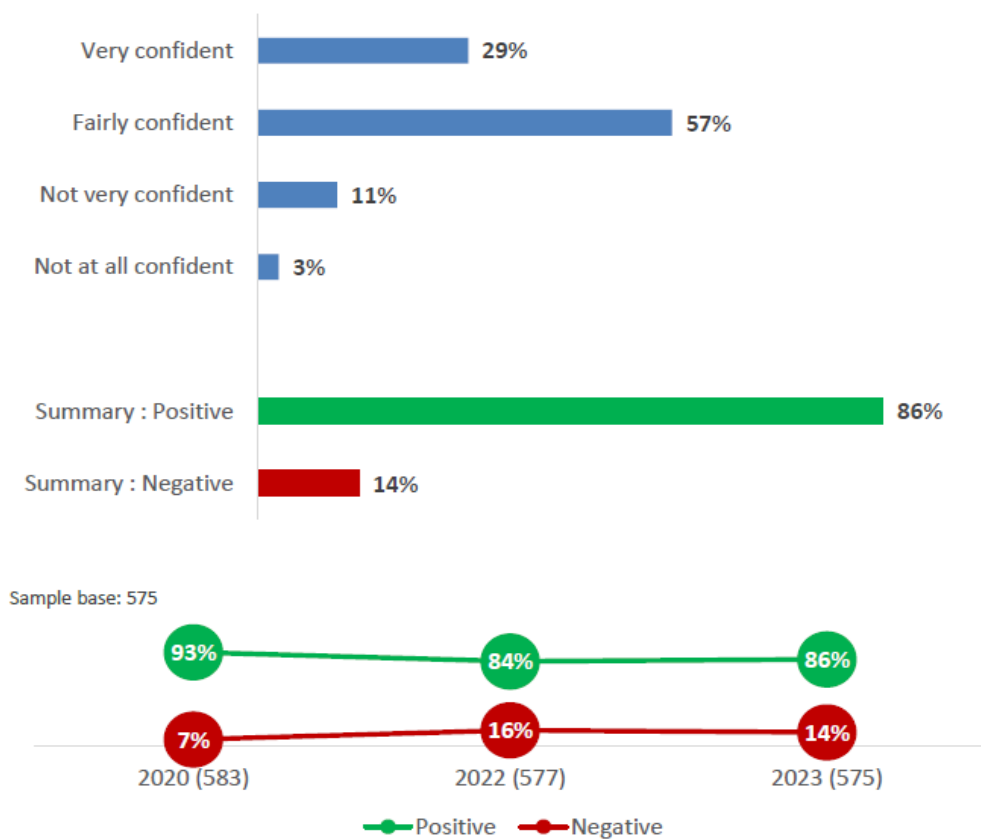


Figure 2 – Violence Against Women Survey Results in North Wales



Figure 3 – Confidence levels for North Wales Police to deal with violence against women offences.

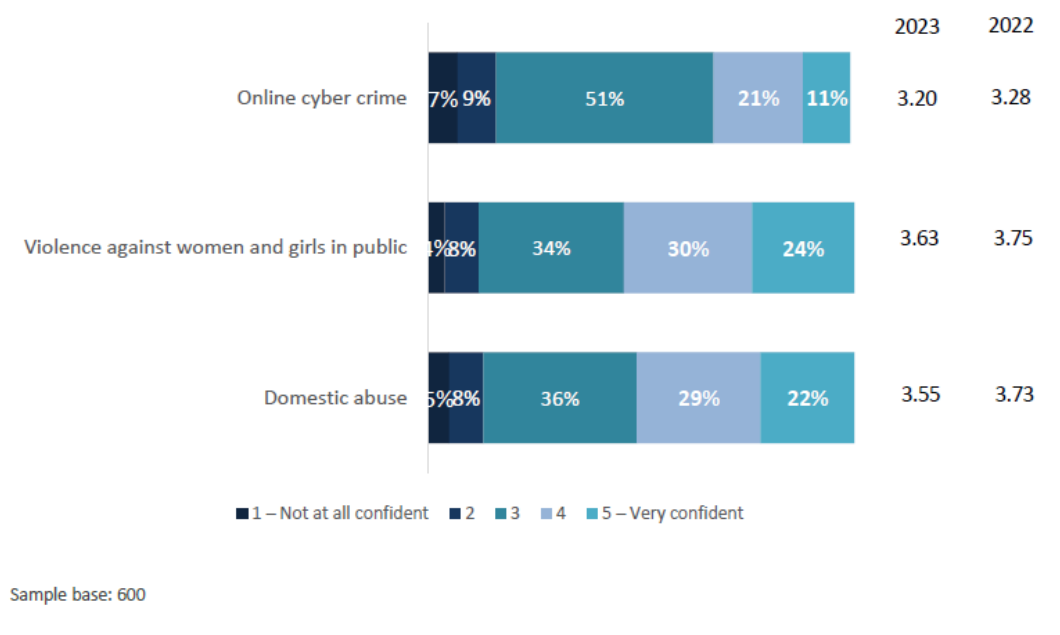
Confidence in North Wales Police

Respondents were also asked for their levels of confidence in North Wales Police to effectively deal with online cybercrime, violence against women in public and domestic abuse crimes. Respondents were asked to give a score between 1 to 5, where 1 is not at all confident and 5 is very confident.

Positively, only a small proportion of respondents felt they had no confidence at all in the police force in regard to effectively dealing with these crimes. The biggest proportion stating they had no confidence was in regard to online cybercrime (average score 3.20). This measure also had a substantially smaller proportion of those feeling very confident when compared to violence against women and domestic abuse cases (average scores 3.63 and 3.55 respectively).

When compared to the previous years findings, average confidence scores have dropped in all measures, most notably amongst dealing with domestic abuse.

Figure 19: How confident are you that North Wales Police is dealing effectively with the following crime types... (All responses)



Ask Me Training

The 'Ask Me' project is a Welsh Women's Aid initiative, which forms part of their 'Change That Lasts' programme. The project provides free training and ongoing support for community members to enable them to start conversations about domestic abuse, dispel

myths and stereotypes that normalise harmful behaviours, and to signpost people to places where they can get the right help and support.

The project is supported by funding from South Wales PCC, Swansea Council, and the Waterloo Foundation. A recent uplift in funding has allowed expansion into North Wales, and Welsh Women's Aid has an ambition to ensure this is available to all communities in Wales in the future.

Training currently takes place online and at face-to-face venues in Cardiff and the Vale, Neath and Port Talbot, Swansea, and North Wales.

Ask Me Training has been developed through the extensive involvement of survivors of abuse.

A handwritten signature in black ink, appearing to read 'Ian Roberts', with a horizontal line underneath.

Ian Roberts

Chief Superintendent