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**Comisiynydd Heddlu a Throseddu
Dyfed-Powys
Police and Crime Commissioner**

Deep Dive Review Progress Report

**Is Dyfed-Powys Police effectively managing
perpetrators of stalking and harassment?**

June 2024

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Overview

In October 2023, the Police and Crime Commissioner (PCC) presented the Police and Crime Panel with a [report](#) on the findings of a deep dive scrutiny review which set out to determine whether DPP was effectively managing perpetrators of stalking and harassment.

Through intensive scrutiny in this area, the Office of the Police and Crime Commissioner (OPCC) found that in a number of cases DPP was effectively managing perpetrators of stalking and harassment, but it was not a consistent picture. To view the main findings of the deep dive, visit the PCC's [website](#), where a summary is also provided.

The OPCC set out several recommendations which were grouped into the headings of 'Resourcing', 'Training', 'Data', 'Perpetrator Interventions', 'Perpetrator Monitoring', and 'Victims'.

DPPs' Strategic Response to Stalking and Harassment

The strategic response to stalking and harassment is led by DPP's Assistant Chief Constable (ACC) and the Detective Superintendent for Protecting Vulnerable People. As an existing priority for the Chief Constable, the policing of stalking and harassment has been the subject of focus for the Force through a Thematic Vulnerability Improvement Group led by the ACC. The deep dive scrutiny review findings were utilised by the group. The PCC's Head of Strategy and Policy attended the Group's meetings to ensure oversight of progress.

Progress Reported by DPP

At a Policing Board meeting in February 2024, seven months after receiving the report, DPP presented the PCC with an update on progress against each recommendation. To provide the Police and Crime Panel with the most up to date report on DPP's progress, in June 2024, an OPCC representative met with the Detective Superintendent for Protecting Vulnerable People to discuss progress against each recommendation in detail.

The following pages set out the Force's initial response to each recommendation upon receipt of the report in July 2023, progress made as of February 2024, and the position at the time of writing (June 2024). Each recommendation has been assigned a RAG rating in terms of progress made:

- Red** No progress has been made.
- Amber** Some progress has been made but more is required.
- Green** Recommendation is complete.

Detail of the OPCC's ongoing monitoring activity against each recommendation is also provided below.

Please note that Recommendations 5 and 18 were not allocated to DPP, but His Majesty's Courts and Tribunals Service (HMCTS) and the OPCC respectively.

Resourcing Recommendations

Recommendation 1

Longer term sustainable funding should be identified by the Force for the Domestic Abuse and Stalking Perpetrator Co-Ordinator post.

Response July 2023

- During the financial year, the Force will actively seek long-term funding for the Domestic Abuse and Stalking Perpetrator Co-ordinator role.

Progress February 2024

- Funding for a 12-month period has been sourced through the Serious Violence Duty.
- Work continues to source longer term funding to ensure the post is sustainable.

Progress June 2024

- Funding has been confirmed until April 2025.
- Long-term funding is being sought by DPP.

Ongoing OPCC monitoring activity

- To maintain oversight of progress against all outstanding recommendations, the OPCC will meet with the Detective Superintendent for Protecting Vulnerable People in January 2025.
- An update on the long-term funding position will be requested.

Recommendation 2

Recruitment into the Civil Orders Officer role should be prioritised. One of the initial focuses of the role should be the development of a process to monitor offenders subject to all civil orders.

Response July 2023

- This post has been sanctioned by the Force and will come to fruition in Autumn 2023.

Progress February 2024

- A Police Constable has been recruited into the role of Civil Order Co-ordinator and commenced training.
- Internal messages accompanied by a process map have been circulated to ensure clarity around the Civil Order Co-ordinator as a source of information and support.
- The Co-ordinator has commenced police station visits to assist with the compilation of civil order applications.
- They are also developing a library of civil orders to enhance the oversight and management of orders and any subsequent breaches.

Progress June 2024

- The Civil Order Co-ordinator is compiling a list of perpetrators subject to civil orders to provide DPP with a profile report in terms of numbers of perpetrators and civil order types.

- The Civil Order Co-ordinator liaises with officers to confirm whether offenders they have been allocated, who are subject of civil orders, have attended the mandatory perpetrator programme.
- The Civil Order Co-ordinator has undertaken a period of observation and upskilling within both Legal Services and the Vulnerability Hub.
- During National Stalking Awareness Week in April 2024, the Civil Order Co-ordinator was involved in activities aimed at raising awareness both of the role and of the use of civil orders.
- As part of the national Op Flagship¹, in June and July, the Civil Order Co-ordinator will be engaged in the civil order aspects of the Op's delivery plan.

Ongoing OPCC monitoring activity

- The Policy Advisor leading on this piece of work has met with the Civil Order Co-ordinator to fully understand the role and will maintain contact to keep abreast of any developments, areas of concern and good practice in this area.

Recommendation 3

Officers should be encouraged to proactively seek specialist support and advice from Legal Services, Stalking Champions and the Offender Management Unit when dealing with stalking and harassment cases.

Response July 2023

- Once the Civil Order Co-ordinator is in place, they will provide support to officers and coordinate contact with those specialists who can provide information on the variety of orders and application process.
- Detective Sergeants who manage the daily discussion process will continue to prompt officers around civil measures; and signpost staff to specialist knowledge.

Progress February 2024

- Internal communications are planned to highlight the single points of contact across the Force who can provide advice and guidance to frontline officers.

Progress June 2024

- As part of Op Flagship, the Civil Order Co-ordinator will promote civil orders, and liaise with officers who have queries/need guidance.
- The Civil Order Co-ordinator is focusing on ensuring that supervisors within the Criminal Investigation Department (CID) and Local Investigation Units (LIUs) have an understanding of civil orders, as they are the officers most likely to be investigating cases such as stalking.

Ongoing OPCC monitoring activity

- As per Recommendation 2, the Policy Advisor will maintain contact with the Civil Order Co-ordinator to keep abreast of any further developments in this area.

¹ The National Police Chiefs' Council (NPCC)'s Operation during the EURO 2024 tournament.

Training Recommendations

Recommendation 4

The Force should review the impact of the refreshed Stalking Champion training programme within 12 months of implementation. This review should include the consideration of victim feedback, outcomes, and reoffending data.

Response July 2023

- The vulnerability trainer will co-ordinate a programme of continuous professional development to ensure Stalking Champions have enhanced knowledge about domestic abuse and stalking and harassment.

Progress February 2024

- Stalking Champion Training has been delivered to DPP representatives undertaking a wide variety of roles across the organisation. This included the lived experience of Rachel Williams, [Stand Up to Domestic Abuse](#), which was impactful on officers.
- A formal evaluation of the regular inputs will be completed in February 2025.

Progress June 2024

- A Domestic Abuse Champions training day was delivered in March/April 2024, led by DPP’s Vulnerability Trainer.
- All Champions attended upskilling and information sharing events across National Stalking Awareness Week in April 2024.
- Welsh Women’s Aid has hosted a risk assessment day for Domestic Abuse Officers (DAOs) and Secondary Risk Assessment Unit (SRAU) staff who are considered Champions.
- DPP are in discussion with Paladin National Stalking Advocacy Service² in relation to delivery of Stalking Champion training later this year, though funding has yet to be secured.
- A formal evaluation of the regular inputs will be completed in February 2025.

Ongoing OPCC monitoring activity

- As per Recommendation 1, to maintain oversight of progress, the OPCC will meet with the Detective Superintendent for Protecting Vulnerable People in January 2025.
- An update on plans for specific training for Stalking Champions will be requested.

Recommendation 6

The Force should look to seek specific feedback from officers on inputs from victims and survivors in any future training surveys.

Response July 2023

- Future Vulnerability Hub training will capture feedback from staff, which will be used to inform future training.
- The new training officer will be able to manage and monitor this using “Forms” on Microsoft Teams.

² [Paladin – National Stalking Advocacy Service \(paladinservice.co.uk\)](http://paladinservice.co.uk)

Progress February 2024

- This activity links into Recommendation 4 and will be included in the evaluation.

Progress June 2024

- The Detective Superintendent for Protecting Vulnerable People has heard anecdotally that police officers do support hearing from those with lived experience during training.
- This will be considered formally however in the above-mentioned evaluation.

Ongoing OPCC monitoring activity

- An update on the process to retrieve officer feedback on victim inputs will be requested from the Detective Superintendent for Protecting Vulnerable People in January 2025.

Recommendation 7

The Force should consider how learning from the Operation Soteria Bluestone report may be relevant and applicable to the policing of stalking and harassment.

Response July 2023

- The Op Soteria³ team is currently reviewing the newly published operating model and will share the relevant learning across other areas including stalking and harassment, domestic abuse, and child sexual abuse.
- One of the key elements of learning will focus on victim support and suspect focus.
- The restructure of the strategic response to Vulnerability will support this as the Detective Chief Inspector and Detective Inspector with responsibility for rape and other serious sexual offences (RASSO) now also leads on domestic abuse and stalking and harassment.

Progress February 2024

- Ongoing activity: Update as of July 2023.

Progress June 2024

- The Detective Superintendent for Protecting Vulnerable People advised of key Op Soteria learning in relation to victim engagement. For example:
 - DPP is looking at how they implement victim engagement and ongoing contact; and
 - they are maximising the use of Early Advice from the Crown Prosecution Service; a process encouraged through Op Soteria.

Ongoing OPCC monitoring activity

- DPP provides the PCC with regular updates in relation to Op Soteria at Policing Board. The next update is due in July.

³ “Operation Soteria Bluestone is a national Home Office funded research and change programme [...] to enable forces to transform their response to rape and serious sexual offences (RASSO).” <https://www.npcc.police.uk/our-work/violence-against-women-and-girls/operation-soteria/>

- OPCC staff attend regular internal and external meetings to keep abreast of progress and any issues linked to Op Soteria, and these are escalated to the PCC if necessary.

Data Recommendations

Recommendation 8

If they are not already doing so, the Force should set out the preventative and intervention methods utilised against repeat offenders within their future crime profile reports.

Response July 2023

- Information and guidance on managing perpetrators is accessible on the force intranet, however, there is disparity in the way officers/staff record this information.
- This requires improvement, and the Force will work towards this in the next 12 months.
- Progression against this recommendation will be monitored through the Force's governance structure, the action will be managed on the force action plan.

Progress February 2024

- A process is being piloted across the Force to identify high risk perpetrators, who are then discussed at the monthly intelligence and tasking meetings.
- This process is accompanied by a guidance document outlining the intervention and prevention options available to offenders. It also includes a link to the Violence Against Women and Girls (VAWG) toolkit which specifically references offender management options.

Progress June 2024

- To effectively identify and consider repeat offenders and the interventions utilised, the Detective Superintendent for Protecting Vulnerable People has written an options paper to be discussed with the Assistant Chief Constable, setting out a new Multi-agency Tasking and Co-ordination process.
- Improvements in data processes (see Recommendation 9 updates) will enable greater consideration of preventative and intervention methods when compiling crime profile reports.

Ongoing OPCC monitoring activity

- An update on the Multi-agency Tasking and Co-ordination process will be requested from the Detective Superintendent for Protecting Vulnerable People in January 2025.

Recommendation 9

The Force should expand its Performance Dashboards to enable closer scrutiny of the application and breaches of civil orders.

Response July 2023

- The strategic team will work closely with the performance team to ensure this information is captured within the dashboard. In addition, the Civil Order Co-

ordinator will conduct daily reviews of the force systems to monitor incidents and ensure there is a robust response to any breaches of civil orders.

Progress February 2024

- No progress: Update as of July 2023.

Progress June 2024

- As per Recommendation 2, the Civil Order Co-ordinator is compiling a list of perpetrators subject to civil orders. This process needs to be uploaded to a performance dashboard and discussions are ongoing as to what the dashboard needs to include.
- A Vulnerability Analyst has been recruited and is currently reviewing available data in order to enrich the data considered at performance boards.
- DPP's Performance Manager is currently assessing whether DPP deals effectively with breaches: A challenging piece of work which will improve DPP's ability to monitor and respond to breaches.

Ongoing OPCC monitoring activity

- Progress on performance dashboards will be monitored through OPCC representatives' attendance at Force governance meetings.
- An update on the development of the performance dashboard will be requested from the Detective Superintendent for Protecting Vulnerable People in January 2025.

Recommendation 10

Dyfed-Powys Police should be assured that investigating officers can easily access a complete record of a perpetrator's breach history at the earliest possible stage of an investigation.

Response July 2023

- Any breach which is reported to DPP will lead to the creation of a STORM incident, and where necessary a crime being recorded, or the offender being brought to custody. These actions will be captured on the force records management system (NICHE).
- These actions will be identified in the future through a search on the person on the records management system. However, the record will not hold information if they have not ended up with the policing response.
- Police Officers will be directed to conduct searches on NICHE, STORM, the Police National Computer (PNC), and the Police National Database (PND) to ensure they have the background information of the perpetrator.
- In future the force will capture details of breaches which do not require the creation of a crime in a section on the person dossier. This will ensure that any breaches of orders and any risk management plan is accessible by all relevant officers/staff.
- The Offender Management package of Record Management System has not been implemented to date, but it will be included in phase 2 of the delivery plan. This will give officers and staff information on breaches which are not linked to an occurrence or STORM message.

Progress February 2024

- No progress: Update as of July 2023.

Progress June 2024

- Details of both DPP and external agency breaches, which lead to the creation of a crime will now be on Niche.

Ongoing OPCC monitoring activity

- Through maintained contact with the Civil Order Co-ordinator, the OPCC will keep abreast of any issues in relation to breaches of civil orders.

Perpetrator Interventions Recommendations

Recommendation 11

Work to embed the Perpetrator Prioritisation Tool within Niche should be prioritised by the Force, so as not to lose traction with this vital project.

Response July 2023

- The Force Performance Team have been tasked to rebuild the Perpetrator Prioritisation Tool.
- The team have been unable to complete the work due to the additional demand following NICHE implementation.
- The request is in the work queue which is being prioritised based on risk.
- The progress is being monitored through the force governance structure.

Progress February 2024

- In the interim DPP identify repeat perpetrators through a Power BI dashboard.
- A process had also been introduced to ensure high risk repeat offenders are discussed at local intelligence and tasking meetings.
- Whilst this does not have the functionality of the Perpetrator Prioritisation Tool it has enabled the Force to have a more robust process for the identification of offenders.

Progress June 2024

- The interim process remains in place.

Ongoing OPCC monitoring activity

- An update on a more permanent process in monitoring repeat perpetrators will be requested from the Detective Superintendent for Protecting Vulnerable People in January 2025.

Recommendation 12

Dyfed-Powys Police should seek assurance that investigating officers are considering the use of a range of interventions, including civil orders, as part of their perpetrator management strategies, and at the earliest possible stage of an investigation.

Response July 2023

- The VAWG Toolkit provides a wide range of interventions for offences including stalking and harassment. This is available via the intranet and is included within the learning pack given to supervisors when they attend their Secondary Risk Assessment Unit (SRAU) / Offender Management Unit (OMU) familiarisation day.
- The new audit framework will seek to include a process that will check, and test interventions are being considered where necessary.

Progress February 2024

- The VAWG Toolkit is available via the intranet and now via a hyperlink on NICHE specific to safeguarding.
- The Civil Order Co-ordinator and Stalking Perpetrator Co-ordinator roles will ensure that the Force has better oversight and management of orders and interventions.
- The introduction of a Stalking Clinic with psychologists will enable staff to assess the most appropriate interventions based on offending behaviour and presentation.

Progress June 2024

- The established Civil Order Co-ordinator and Stalking Perpetrator Co-ordinator roles ensure oversight of officers' use of interventions such as civil orders.
- As part of Op Flagship, over a month, DPP will focus on reviewing whether any live cases should be considered for a Stalking Protection Order.

Ongoing OPCC monitoring activity

- Through maintained contact with the Civil Order Co-ordinator, the OPCC will monitor the use of interventions such as civil orders.
- The Policy Advisor leading on this piece of work will attend a Stalking Clinic in July 2024 to observe the processes in place and the consideration given to the offenders' breach history.
- In August 2024, the PCC's Quality Assurance Panel will revisit stalking and harassment in their scrutiny activity. Officers' consideration of civil orders at an early stage is currently being considered as the focal topic.

Recommendation 13

The Force should ensure all considerations of assessments (such as the Homicide Risk Escalation) and any interventions (such as civil orders and the Reflecting on Relationships Programme), whether progressed or not, are noted by officers within the Crime Management System. This should include when cases are discussed at Daily Management Meetings.

Response July 2023

- The Homicide Timeline/Risk escalation is a tool that is used by secondary risk assessors when assessing escalation factors and identifying triggers when considering the actions of perpetrators of stalking and harassment. This assists staff to identify cases where there is increasing risk to the Victim and is an evidence-based process which has been developed by the University of Gloucester.

- To embed this training across the organisation, a number of training sessions have been rolled out across the force, utilising external funding. Approximately 300 officers and staff have received the training to date including investigators, domestic abuse officers and response officers. However, the training has not been mandated for all, so this is something the Force is looking at in the next 12 months.
- Domestic abuse, stalking and harassment (DASH) and screening assessment for stalking and harassment (SASH) assessments are recorded on NICHE and linked to the incident and the nominal record. These are standardised processes used widely across policing to assess the potential risk posed to victims of domestic abuse and stalking.
- The Reflecting on Relationships Programme can only be offered to suspects whose investigations have been finalised with no further police action. These details will not routinely be recorded on the crime management system. Co-ordination and attendance will be managed by the Domestic Abuse and Stalking Perpetrator Coordinator.
- In respect of the crime management system the response is as per the comments for recommendation 8.

Progress February 2024

- No progress: Update as of July 2023.

Progress June 2024

- Processes have been professionalised through the Force's Daily Management Meetings (DMMs) whereby senior officers are checking whether officers have considered risk assessments/interventions and are holding supervisors to account.

Ongoing OPCC monitoring activity

- The Detective Superintendent for Protecting Vulnerable People has suggested that an OPCC representative attends a DMM to observe such discussions and holding to account. This is to be arranged by the OPCC.

Perpetrator Monitoring Recommendations

Recommendation 14

The Force should consider the implementation of processes to manage civil orders as recommended by the Force's VAWG lead in the Domestic Abuse Review. This should include heightened follow-up and monitoring once interventions such as the Reflecting on Relationships Programme are completed.

Response July 2023

- The additional post has been agreed through the force governance structures, it will be advertised in Autumn 2023.

Progress February 2024

- The Civil Order Co-ordinator role will ensure heightened monitoring of interventions and offenders.

Progress June 2024

- Single Points of Contact (SPOCs) are being established across the Dyfed-Powys area, who link in with the Civil Order Co-ordinator to manage and review civil orders.

Ongoing OPCC monitoring activity

- The Policy Advisor will seek assurances from the Civil Order Co-ordinator in terms of SPOC processes and how civil orders are monitored.

Recommendation 15

The new Civil Orders Officer should support reviews of civil orders. Such reviews should incorporate the views of the victim.

Response July 2023

- This post has been sanctioned by the Force and will come to fruition in Autumn 2023.

Progress February 2024

- It is not foreseen that the Civil Order Co-ordinator will undertake this role, i.e., engage victims, as they do not engage with nor update all victims seeking a civil order. The Civil Order Co-ordinator is a source of information and support. The investigating officer in a case would speak to a victim and request their views.

Progress June 2024

- SPOCs are being established across the Dyfed-Powys area, who link in with the Civil Order Co-ordinator to manage and review civil orders.
- The Civil Order Co-ordinator undertakes risk assessments in his reviews of civil orders and advises officers of the appropriate course of action, such as when they ought to speak to victims.

Ongoing OPCC monitoring activity

- The Policy Advisor will seek assurances from the Civil Order Co-ordinator in terms of SPOC processes and how reviews are undertaken.

Victims Recommendations

Recommendation 16

Officers should be encouraged to revisit contact agreements with victims at various stages of the investigation.

Response July 2023

- Victims contact agreements are an area the Force is working on.
- There is work to do to understand whether officers understand the need to routinely review the victim contract during the investigative period.

Progress February 2024

- This piece of work is being led by the Victim and Witness Sub-Group of the Local Criminal Justice Board (LCJB).

Progress June 2024

- DPP is undertaken a piece of work to ensure that a victim needs assessment is undertaken. Findings are reported to the Victim and Witness Sub-Group.

Ongoing OPCC monitoring activity

- OPCC representatives co-ordinate and sit on the Victim and Witness Sub-Group. Attendance at this meeting will ensure continuous oversight of improvement in the Victim Contact Agreement processes. Any concerns regarding this process will be highlighted to the PCC.

Recommendation 17

Any future engagement with victims should consider whether victims were kept informed in line with the Victim Contact Agreement made with their investigating officer.

Response July 2023

- The Victim Satisfaction Survey provides feedback about the victim contract agreement. The performance pack which includes victim feedback is available to local managers.
- In future this information will be used to improve our delivery of the Victims' Code of Practice (VCOP).

Progress February 2024

- The Force's performance data aids supervisors in monitoring and managing victim updates.

Progress June 2024

- The Force's PowerBI performance dashboard provides information as to which victims have not received contact as per the agreement.

Ongoing OPCC monitoring activity

- As per Recommendation 17, Victim Contact Agreements and compliance against VCOP are key areas for discussion and scrutiny at the Victim and Witness Sub-Group of the LCJB. Attendance at this meeting will ensure continuous oversight of improvement in the Victim Contact Agreement processes. Any concerns regarding this process will be highlighted to the PCC.

Progress Reported by HMCTS and the OPCC

Please note that neither HMCTS nor the OPCC were asked to provide a formal response to the recommendations set out within the deep dive report.

The report was shared with the respective senior staff members, the Senior Legal Manager for North Wales and Dyfed Powys at HMCTS, and the PCC's Director of Commissioning and Partnerships, whom have both provided a recommendation progress update for this paper.

Recommendation 5

HMCTS should consider independent training to improve judges' understanding and knowledge of the significance of breaches of civil orders.

Progress June 2024

- The preliminary position of the Judicial College who have the remit to train the Judiciary is that training is not required for Magistrates given that the Sentencing Guidelines applicable to Breach of Protective orders are thorough and are available. There does not appear to be a need elsewhere in other regions across England and Wales.
- Notwithstanding the above, last year given the concerns raised by the police regarding Domestic Violence Protection Orders, additional awareness sessions to all Magistrates in the Dyfed-Powys area via multi-agency Teams events through the Domestic Violence co-ordinators was arranged by HMCTS.

Recommendation 18

Further consideration should be given to the support provided to victims of stalking in the upcoming retendering of Victim and Witness Services by the OPCC.

Progress June 2024

- Goleudy Victim and Witness Service currently provides support to medium and standard risk victims of domestic abuse, with specialist training available for staff. As such, service provision should be able to offer a first level of support to victims, including those experiencing stalking crimes. They would then signpost as appropriate to specialist support.
- The PCC also commissions specialist providers for sexual abuse and domestic abuse support, both of which have specialist training regarding stalking. Each individual case should be reviewed to ensure the most appropriate support is provided.
- Within the specification for the new victim referral service there is a requirement for the provider to work in partnership with specialist domestic abuse services to ensure support is in place for all victims of domestic abuse, including those experiencing stalking.
- Separately, the new service providing Independent Sexual Violence Advisory services across Dyfed Powys, Gwent and South Wales goes live on 1st July 2024 and will support those experiencing stalking within a sexual violence context.
- The PCC has recently approved funding for the OPCC to pilot a service through which stalking victims will receive specialist support from an Independent

Stalking Advocacy Caseworker (ISAC). The pilot service will provide both the offer of advocacy to high-risk victims of stalking and the offer of short-term support/one off advice to low and medium risk victims. This ensures a level of support for all stalking victims. The accompanying training for professionals included within the pilot agreement will ensure a more widespread understanding of stalking and its complexities, and the support stalking victims need.

Conclusion

It is encouraging to see the positive progress made against each of the recommendations and the plans the Force have in place for others.

No recommendations have been assigned a Red RAG rating in terms of progress made.

The Force has recognised the need for a sustained focus on this work in aspiring to improve their service delivery to reduce the risk to victims and the wider communities.

As detailed throughout the report, the OPCC will continue to monitor DPP's progress in this area to assist further improvement in the policing of stalking and harassment and the management of perpetrators.

Representatives will continue to attend meetings relating to this thematic area, and DPP will be asked to provide further progress reports at Policing Board at regular intervals.