

# Public Document Pack

**Tŷ Penallta**  
Parc Tredomen  
Ystrad Mynach  
Hengoed  
CF82 7PG

**Penallta House**  
Tredomen Park  
Ystrad Mynach  
Hengoed  
CF82 7PG

**Gwent Police  
and Crime Panel**

**Panel Heddlu  
a Throseddu Gwent**

Am bob ymholiad sy'n ymwneud â'r agenda hon, cysylltwch Charlotte Evans  
(Ffôn: 01443 864210 E-bost: [evansca1@caerphilly.gov.uk](mailto:evansca1@caerphilly.gov.uk))

**Dyddiad: Dydd Gwener, 4 Rhagfyr 2020**

Annwyl Syr/Fadam,

Cynhelir cyfarfod o **Banel Heddlu a Throseddu Gwent yn Ystafell Sirhywi, Tŷ Penallta, Tredomen, Ystrad Mynach ar Dydd Gwener, 11eg Rhagfyr, 2020 am 10.00 am** (Cyn-gyfarfod y Panel am 9.30am) I ystyried y materion a gynhwysir yn yr agenda ganlynol.

## A G E N D A

Tudalennau

1 I dderbyn ymddiheuriadau am absenoldeb.

2 Datganiadau o Ddiddordeb.

I gymeradwyo a llofnodi'r cofnodion canlynol:-

- |   |   |         |
|---|---|---------|
| 3 | Cyfarfod Panel Heddlu a Throseddu Gwent a gynhaliwyd ar 25 Medi 2020                                | 1 - 10  |
| 4 | Diweddariad gan Gomisiynydd yr Heddlu a Throseddu Gwent.  | 11 - 24 |
| 5 | Cyflwyniad ar y Cyd-destun Gweithredol a'r Gofynion ar gyfer y Strategaeth Gyllid 2021/22-2025/26.  |         |
| 6 | Cofrestr Cwynion ac Ymddygiad a Gweithdrefn Cwynion a Gofnodwyd gan Banel Heddlu a Throseddu Gwent. | 25 - 30 |
| 7 | Diwygio Rheolau Gweithdrefn a Threfniadau Panel - Cwestiynau i Gomisiynydd yr Heddlu a Throseddu.   | 31 - 34 |
| 8 | Adroddiad Diweddarau Rheoli'r Trysorlys.  | 35 - 44 |
| 9 | Blaenraglen Waith.  | 45 - 46 |

Eitem Wybodaeth:

- |    |   |         |
|----|---|---------|
| 10 | Adroddiad Monitro Perfformiad Comisiynydd yr Heddlu a Throseddu Chwarter 1 2020/21. | 47 - 76 |
| 11 | Rhestr Termau'r Adroddiad Craffu a Pherfformiad.                                    | 77 - 82 |

12	Strategaeth Rheoli Trysorlys Swyddfa Comisiynydd yr Heddlu a Throseddu 2021/22 i 2023/24	83 - 128
13	Deall y sbardunau - y gydberthynas rhwng bod yn agored i niwed, troseddoldeb a cham-fanteisio ar blant	129 - 154

#### **AELODAETH:**

Councillor Clive Meredith, Blaenau Gwent County Borough Council  
 Cynghorydd Mrs Lisa Winnett, Blaenau Gwent County Borough Council  
 Cynghorydd Mrs Christine Forehead, Caerphilly County Borough Council  
 Cynghorydd Gez Kirby, Caerphilly County Borough Council  
 Cynghorydd Colin Peter Mann, Caerphilly County Borough Council  
 Cynghorydd Mike Jeremiah, Torfaen County Borough Council  
 Councillor Emma Rapier, Torfaen County Borough Council  
 Cynghorydd Peter Clarke, Monmouthshire County Borough Council  
 Cynghorydd Tony Easson, Monmouthshire County Council  
 Cynghorydd William Routley, Newport City Council  
 Cynghorydd Jason Jordan, Newport City Council  
 Councillor Mark Spencer, Newport City Council

Aelodau Cyfetholedig- Mrs G. Howells a Mr P. Nuttall

#### **Drwy Wahoddiad**

Mrs S. Curley, Office of the Gwent Police and Crime Commissioner  
 Mr D. Garwood-Pask, Office of the Gwent Police and Crime Commissioner  
 Mr J. Cuthbert, Office of the Gwent Police and Crime Commissioner  
 Ms E. Thomas, Office of the Gwent Police and Crime Commissioner

A Swyddogion Addas.

Gwent Police  
and Crime Panel

Panel Heddlu  
Gwent a Throseddu

## **GWENT POLICE AND CRIME PANEL**

### **MINUTES OF THE MEETING HELD VIA TEAMS ON FRIDAY 25TH SEPTEMBER 2020 AT 10.00AM**

Present:

Mrs G. Howells (Co-opted) – Chair  
Councillor Colin Mann – Vice Chair

Councillor L. Winnett - Blaenau Gwent County Borough Council  
Councillors W. Routley and M. Spencer - Newport County Borough Council  
Councillors P. Clarke and A. Easson – Monmouthshire County Borough Council  
Mr P. Nuttall – Co-opted Member

By invitation:

Mr J. Cuthbert - Police and Crime Commissioner for Gwent  
Ms E. Thomas - Deputy Police and Crime Commissioner for Gwent  
Mrs S. Curley - Chief Executive, Office of the Police and Crime Commissioner for Gwent  
Mr D. Garwood-Pask – Chief Finance Officer, Office of the Police and Crime Commissioner for Gwent

Also in attendance:

Ms. P. Kelly – Chief Constable, Gwent Police  
Ms J. Robinson – Head of Strategy, Office of the Police and Crime Commissioner for Gwent.  
Mr R. Guest – Head of Communication and Engagement, Office of the Police and Crime Commissioner for Gwent.

Together with:

Mrs C. Forbes-Thompson (Scrutiny Manager - CCBC) and Ms C. Evans (Committee Services Officer - CCBC)

#### **1. INTRODUCTION**

The Chair opened the meeting and introductions were made.

#### **2. DECLARATIONS OF INTEREST**

There were no declarations of interest received at the beginning or during the course of the meeting.

#### **3. APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillors C. Forehead and G. Kirby – Caerphilly

County Borough Council, Councillors M. Jeremiah and E. Rapier- Torfaen County Borough Council, Councillor C. Meredith – Blaenau Gwent County Borough Council and E. Lionel – Principal Finance Officer and Commissioning Manager, Office of the Gwent Police and Crime Commissioner for Gwent and J. Regan – Head of Assurance and Compliance, Office of the Gwent Police and Crime Commissioner.

**4. GWENT POLICE AND CRIME PANEL MEETING HELD ON 31ST JULY 2020**

RESOLVED that the minutes of the Gwent Police and Crime Panel meeting held on 31st July 2020 (minute no. 1 - 7) be approved as a correct record.

**5. TO RECEIVE AND ANSWER ANY QUESTIONS TO THE POLICE AND CRIME COMMISSIONER FOR GWENT.**

To the Gwent Police and Crime Commissioner from the Chair of the Gwent Police and Crime Panel:

“There have been a number of Gwent Police media posts during the last few weeks with regard to disciplinary actions over Officer Conduct. I would like the Commissioner to confirm what actions he has taken to gain assurance from the Chief Constable that Force managers are ensuring Officers and Staff are appropriately reminded of expected conduct and behaviour standards and that Managers are fully aware of their responsibility to identify and appropriately manage situations as they become aware of potential issues.”

Response from the Gwent Police and Crime Commissioner:

The Commissioner explained that the Chief Constable was appointed over 12 months ago and the focus then and now remains for high standards, and professional behaviour. Matters are reported publicly and whilst they are few in number, are taken very seriously, as high standards are paramount. Regular meetings are conducted, however the Panel noted that it would not be appropriate to discuss specific cases before they are closed.

The Panel were assured that staff are made aware of expectations and the standards they are required to maintain, which is also reiterated by managers, as well as through internal communications. The Chief Constable undertakes monitoring of these standards and there is a code of ethics, which has been embedded throughout Gwent Police.

Whilst staff are required to maintain high standards, managers are also required to provide support and assistance, and as result wellbeing meetings are in place to provide this support.

Quarterly meetings are undertaken, this is an opportunity to report misconduct and consider the impact on staff. The Panel were assured that reports are taken seriously, and the appropriate processes are undertaken, via the People Strategy Board.

The Panel noted that regulations were introduced in February, which reflect the practices undertaken by Gwent Police, work is also undertaken with charities and IOPCC in which regular meetings are conducted to deliver the high standards that is expected.

The Chair thanked the Commissioner and Chief Constable for the update and queried whether there are more cases to be reported. The Chief Constable explained that some cases take some time to come to fruition and have sadly led to dismissals, however reiterated that Gwent Police expect high standards, and whilst it is accepted that people make mistakes, misconduct is tackled head on.



## **6. UPDATE BY THE POLICE AND CRIME COMMISSIONER FOR GWENT**

The Panel were provided with an update on the activities undertaken by the Gwent Police and Crime Commissioner, Deputy Police and Crime Commissioner with the support of the Office of the Gwent Police and Crime Commissioner.

The Commissioner explained that Caerphilly County Borough have entered a lockdown, and as a result, the Commissioner has been unable to leave the borough. Since this time Blaenau Gwent and Newport have also entered local lockdowns, which has resulted in adjustments in work loads in order to manage the lockdowns and refocus on the issues presented as a result of the pandemic.

The Commissioner provided the Panel with the highlights under each of the priority areas within the Police and Crime Plan and some of the efforts undertaken to meet and maintain these priorities.

The Gwent Police and Crime Panel thanked the Commissioner for the update and discussion ensued.

Councillor C. Forehead, who was unable to attend the meeting, but asked the Chair to clarify some queries from within the update, sought further information on the support provision to victims of rape following completion of the online anonymous surveys, as concerns were raised that victims were expected to relive traumatic experiences. The Deputy Police and Crime Commissioner for Gwent explained that there is a support mechanism in place to provide the necessary support to victim's post interview, which links in with the Criminal Justice System, and it is important to provide a balance between support provision and processing evidence.

A Member sought further information around Crime Stoppers and suggested that there needs to be more work undertaken to promote the service and reassure the public that the service is an anonymous service, and therefore encourage more people to report crime. The Commissioner thanked the Member for their concern and assured the Panel that links will be provided to the secretariat to disseminate but also confirmed that the service is anonymous and widely used, but a significant number don't use the service. The service is available via Social Media also.

A question was raised in relation to the Cycle Repair Scheme undertaken as a pilot in the Caerphilly area and whether there are similar schemes being undertaken that could be piloted across the board. The Commissioner explained that the scheme is targeted at young people at risk of falling into the criminal justice system and is very successful. The scheme is funded by Police Community funding and links into the work of positive futures. There are a number of similar schemes looking to undertake preventative works being undertaken across Gwent, however this one in particular is based in Caerphilly.

The Gwent Police and Crime Panel thanked the Commissioner for the update and noted the content.

## **8. POLICE AND CRIME COMMISSIONER'S UPDATE QUARTER FOUR 2019/20**

The Panel welcomed J. Robinson, Head of Strategy for the Office of the Gwent Police and Crime Commissioner to the meeting, who introduced the report.

The report provided an overview of the Police and Crime Commissioner's oversight and scrutiny of Gwent Police performance in relation to the Police and Crime Plan and highlights the performance for Quarter 4 of the financial year 2019/20.

The Panel noted that where possible it includes data from April 2017 to correspond with the Police and Crime Plan delivery period and enables a wider view of the Commissioners delivery against the Police and Crime Plan.

It was noted that the scrutiny and monitoring of force performance takes place in a variety of forms, including observation and participation in boards and meetings as a critical friend. The main forum for this is the Strategy and Performance Board, in which the Commissioner holds the Chief Constable to account and is open to the public. There are also specific reports and briefings requested as required. The Commissioner has weekly one-to-one meetings with the Chief Constable to discuss matters arising and any areas of particular concern. It is an expectation that Gwent Police provide good quality information, so that performance can be understood and measured, and effective scrutiny and monitoring can be undertaken. This specifically includes consistent data sets, baseline and actual data for all the force indicators, narrative to describe activity relating to all force indicators and Police and Crime Plan measures; analysis of impact for all activity and future planning.

The Office of the Police and Crime Commissioner has set out to reinforce what is required by providing detailed feedback on previous performance reporting, providing further specific direction on future reporting and feedback on draft reports. This has been evidenced through documentation and strategic meetings.

It was noted that Gwent Police continue to work on the whole Organisational Performance Framework, this will not only enable a more developed and consistent approach to performance monitoring but also another way to identify improvements. This also makes more consistent detail available to the Commissioner to further scrutinise areas whole organisational performance as and when required.

It was noted that the majority of the data and tables contained within the document take into account quarterly figures for the previous two financial years, broken down further to an average two-year quarterly figure. This two-year quarterly average figure can be analysed against quarter 4 2019/20 data, allowing a comparison against a two-year average that will take into account seasonable fluctuations and one off 'spike' anomalies. In addition, the quarter 4 2019/20 data can be compared to quarter 4 figures for years 2018/2019 and 2017/18 to provide a seasonal like-for-like comparison. This is Gwent's agreed performance analysis standard and is aimed at smoothing out long-term changes and counteracting overemphasis of annual percentage changes when previously comparing just two set data points in time.

There were changes to the recording standards of several crime types in March 2017, meaning that unfortunately it is not practical to compare any quarterly data prior to this date as it would compromise the validity of direct comparisons between any later periods.

In 2015, Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) imposed a requirement on all forces to improve their crime recording standards. Since then, all forces have been working on making their crime recording more accurate. Accuracy in crime recording is measured by HMICFRS through its Crime Data Integrity (CDI) inspection regime.

Gwent's most recent inspection in 2018 recorded a CDI rating of 88.9%. The population in Gwent grew by 4% between 2001 and 2011, a rate of 0.4% per annum (Office of National Statistics, 2017). We assume that population growth has remained steady and would expect to see an increase in all demand volumes, by similar amount.

The Officer thanked the Panel and the Performance Sub-group for their extensive input, feedback and support in the collation of the report.

The Panel thanked the Officer for the detailed overview of the report and discussion ensued.

A Panel Member queried the reduction in the positive outcomes and the reason for this steady drop over the last 3 years. Officers explained that this is a point that is being discussed nationally and is as a result of improved crime recording and counter allegations in relation to similar crimes such as domestic abuse. As a result of better recording standards, this has had an impact on outcomes. However, in respect of crimes that are outstanding and not investigated, this is as a result of CPS/ Forensics or waiting on evidence, and it is a priority of the Chief Constable to look to revisit this and make improvements where possible.

A Panel Member, in noting these delays, sought further information on the scrutiny of the CPS. It was noted that there are regular meetings, discussions and challenges around this national issue, in which there are also delays in the Crown Court and every effort is being made to speed up as best as possible. However, the pandemic has had a significant impact on many operations.

It was noted that the Gwent Criminal Justice Board chaired by the Commissioner has oversight into criminal justice performance. Including the CPS and courts although no direct authority over the other organisations. The local board, all Wales Board and the National Board are all working to resolve the issues around court and delays. It was agreed that further information would be provided around the Crime Prevention Panel to the Councillor.

The Panel discussed 101 calls and noted 101 call complaints have decreased, as more staff are available, and callers are notified of where they are in the queue. However, a Panel Member was disappointed to learn that the percentage of people being kept informed has decreased. Whilst it is appreciated that there are significant pressures on officers, this service is vital to victims and more information was sought on this. The Commissioner acknowledged that more needs to be done on this and was disappointed in the trend, as it is not as a result of lack of effort and is very important to build in feedback as part of the process. The Victim Board are currently looking at service changes and making improvements in this area.

A Panel Member sought further information around the support provision and funding of Connect Gwent and whether a review of the performance and provision will be undertaken. It was noted that whilst there are some issues, this is under consideration and as soon as further information is available, this will be provided.

The Panel thanked the Officer for the report and noted its content.

## **9. OFFICE OF THE POLICE AND CRIME COMMISSIONER FOR GWENT ANNUAL REPORT 2019/20**

The Panel were presented with the Office of the Police and Crime Commissioner for Gwent's Annual report for 2019/20 and noted that this year has seen a significant number of changes, in that new processes have been developed, as well as a drive for significant improvements on the work to ensure that Gwent remains a safe place to live, work or visit.

The Panel noted that the office restructure conducted the previous year is now fully embedded and revised work practices are now in place, as a direct result of the Pandemic. There is a great focus on scrutinising and supporting the work of the force in line with the Police and Crime Plan and major changes seen within communities. Here has been an entirely new Chief Officer team appointed in Gwent, beginning with the appointment of Pam Kelly as Chief Constable and Amanda Blakeman as Deputy Chief Constable. They are joined by a new Assistant Chief Constable, Jonathan Edwards and long-standing Assistant Chief Officer Resources, Nigel Stephens.

The Panel noted that the Plan has been updated during the year to reflect the changing

nature of crime and the impact on local policing. This constant evolution poses significant challenges at a time when policing services are facing additional pressures following years of reduced government funding. It was noted that many of these changes are predictable, such as the increase in cyber-enabled crime, but others are less so, such as serious and organised crime and the devastating impact this has on communities. As a result, the force needs to evolve to tackle the ever-changing need.

The Panel noted that in order to meet these demands, resourcing is a key factor, and as a result, Gwent Police have welcomed 59 new recruits to Gwent Police in 2019/20. Of these, 24 are part of the governments Operation Uplift recruitment drive, which aims to create 160 new policing posts over three years.

The Panel noted that the latest Crime Survey for England and Wales shows there is a small drop in recorded crimes in 2019/20 and Gwent remains one of the lowest levels of knife crimes in the UK.

The Commissioner explained that high performance is the key to joint success and whilst performance is scrutinised on a weekly basis, this is reinforced by external scrutiny. It was noted that following an inspection in November, HMICFRS rated Gwent Police as 'good' for overall effectiveness, which includes investigating crime, protecting vulnerable people and tackling serious and organised crime. In addition, Gwent Police were commended on delivering several the Commissioners Police and Crime Plan priority areas, such as crime prevention and supporting victims, and seen significant improvement in tackling areas such as domestic abuse and serious and organised crime.

The Panel were also asked to note the multiagency work being undertaken such as the heavy investment in the wider criminal justice system, with the contract for the Women's Pathfinder's whole system approach, and Early Intervention Services for young adults aged 18-25. These schemes and many others supported by the Commissioner aim to support people and prevent future offending, improving their future and public safety.

The Panel thanked the Commissioner for the report and noted that additional statistics are pending around cybercrime.

A Panel member noted that there is limited information on cybercrime and the Commissioner explained that this is due to cybercrime not being identified as a crime category, but falls under several other categories such as fraud, scams, serious and organised crime etc.

The Panel thanked the Commissioner for the update and noted the report.

## **10. THE MEDIUM-TERM FINANCIAL PLAN AND BUDGET SETTING TIMETABLE (PRESENTATION)**

The Panel were provided with a presentation on the Medium-Term Financial Plan and the Impact of the 2020 Comprehensive Spending Review.

The Panel were provided with details of the context and approach and noted the various implications surrounding the Medium-Term Financial Plan, including Covid-19 costs and the learning experiences offered as a result of the Pandemic, impact of the Funding Formula, Precept Flexibility, a Strategic Shift to a prevention agenda and cutting crime being a priority.

In reference to Policing 'Asks', the Chief Finance Officer provided the Panel with details of the Local Policing Investment, acknowledging international criminality, issues around sustainable funding of Cyber and Economic crime, funding major technology programmes, funding pay awards, acknowledging previous savings, funding inflation, protecting base budgets and

precept and pensions fully funded.

The Chief Finance Officer provided the Panel with information around the £1bn productivity and Efficiency target for the next 3 years, along with the significant technology innovation already underway. It was noted that there is already significant operating model reviews and shared services already underway, lessons being learned as a result of the Pandemic, linking pay progression to performance and streamlining pay scales. With a focus on effectiveness and productivity, a £170m of cashable savings has been achieved.

In respect of issues, including Welsh Dynamic, the Panel noted that other concerns include meeting public expectations and demand, maintaining co-ordinated and strategic 'lobbying', precept increase 'tension', unclear financial picture, sustaining operational uplift, with around political and economic issues, maintaining consistent productivity, recording and measurement, implementing major technologies, considering the value for money and affordability aspect and maximising collaborative opportunities and enabling bodies.

The Panel noted the Budget Setting Timetable.

The Panel thanked the Chief Finance Officer for the detailed presentation and discussion ensued.

A Panel Member queried the possibility of Home Office funding to reimburse the cost of PPE provision. Officers explained that 50% of the overall costs of Covid-19 would be refunded, these include provision of IT, deep cleaning and PPE. The Panel were assured that Officers will continue to lobby the Home Office in order to reclaim the total costs.

It was queried whether there have been any savings realised as a result of staff home working. Officers explained that there have been savings achieved, which will be realised at the end of quarter 2. A Panel Member raised concerns around some staff having difficulty working from home for reasons such as mental wellbeing, unsafe environment, or the lack of facilities to work from home and whether any help and support is provided. Officers explained that the home working arrangements were implemented as a result of operational and organisation need, and staff welfare and wellbeing is taken into account. There is a support structure in place through virtual supervision sessions with managers, in which staff are afforded the opportunity to discuss any issues, and support for wellbeing can be offered..

Discussions took place around staff retention and it was noted that there is a low loss rate of officers and retention in Gwent Police. There is a small loss of Officers during the first 1-3 years of employment, it is anticipated that this is as a result of people trying new careers, but work is underway to consider why Officers leave the service. The Panel were pleased to note the welcomed uplift in just under 200 Officers to Gwent Police, and a cap will be applied to ensure that these numbers cannot reduce. Concerns were noted in which savings are required, and this is often looked at Police staff, which would leave Police Officers performing these roles, reducing their time on the beat.

The Panel thanked the Officer for the report and presentation and noted its content.

## **11. OFFICE OF THE POLICE AND CRIME COMMISSIONER FOR GWENT WELSH LANGUAGE STANDARDS ANNUAL REPORT 2019/20**

The Police and Crime Commissioner for Gwent provided the Panel with an update on the Welsh Language Standards Annual report which provided details of the progress made by the Office of the Police and Crime Commissioner during the last year, and the continued work towards developing an organisation that embraces and reflects the Welsh language culture in Gwent.

The report focussed on the reporting requirements contained within the Welsh Language Standards applied to the Police and Crime Commissioner, as well as providing information on the work towards meeting the four key pledges contained within the joint Office of the Police and Crime Commissioner and Gwent Police Welsh Language Strategy 2017-2020, and the achievements during the year.

The Panel noted that increasing the capacity to provide bilingual services to the citizens of Gwent remains a priority for both the Office of the Police and Crime Commissioner for Gwent and Gwent Police, and since the introduction of the Welsh Language Standards in 2017 work has been undertaken to make significant changes to many procedures and business processes, thus ensuring that anyone wishing to communicate with Gwent Police or the Office of the Police and Crime Commissioner in Gwent are able to do so.

Whilst it was noted that providing a bilingual service is not without its challenges, partnership working with the whole community of Gwent, including future generations in Welsh Medium education, and adult learners of Welsh, and local and national Welsh Language organisations has made this more achievable.

The Panel noted that this is the final report for the current Welsh Language Strategy, and work is currently underway with Gwent Police to develop a new four-year plan that supports the aspirations of Gwent as a whole to continue work in the implementation of the Welsh Language Standards and making Gwent bilingual.

The Panel thanked the Commissioner for the report and were pleased to note the progress.

## **12. OFFICE OF THE POLICE AND CRIME COMMISSIONER FOR GWENT – STRATEGIC EQUALITY PLAN ANNUAL REPORT 2019/20**

The Commissioner provided the Panel with details of the Office of the Police and Crime Commissioner for Gwent's Strategic Equality Annual Report for 2019/20.

The Panel noted that on April 2016, the Office of the Police and Crime Commissioner (OPCC) and Gwent Police published the Joint Strategic Equality Plan (SEP) to help fulfil duties as public authorities, as set out in the Equality Act 2010. The SEP introduced the five Equality Objectives for the four-year period 2016 to 2020 that were determined in consultation with our staff and communities. To help us deliver these Objectives, we have organisational Action Plans that enable us to keep track of our progress and form the basis of the report.

During 2019/20, the OPCC has continued to work towards the delivery of the Equality Objectives. Whilst this Annual Report provides an update on our progress and helps us meet our duties under the Equality Act 2010, it also enables us to celebrate success in working towards a fair and inclusive police service. Previous Annual Reports for the current SEP have been produced as joint publications between the OPCC and Gwent Police. However, in 2019/20, a decision was made to publish separate documents, enabling a greater focus on each organisation's progress.

It was noted that this is the final report for the current SEP and a new Plan is being developed for 2020-24. A number of activities will be rolled over into the new Plan to ensure continuity of delivery; others will require further work for us to demonstrate success which will be indicated within this document. It is recommended that this report be read in conjunction with Gwent Police's Equality Annual Report for 2019/20.

The Panel noted that the overarching aim of our Equality Objectives to ensure that the principles of equality are embedded through all aspects of our day-to-day business, namely:

- Engaged Communities – delivering services that are easy to access and that respond to and meet the needs of all communities;
- Employer of Choice – building a working environment that includes everyone and encourages all personnel to develop and progress
- A Service that Works – building equality into the organisation processes and how performance is managed work to meet our Equality Objectives reflects the five priorities set out in the Police and Crime Commissioner's Police and Crime Plan 2017-2021;
- Crime Prevention
- Supporting Victims
- Community Cohesion
- Tackling Anti-Social Behaviour
- Effective Service Delivery

The Commissioner welcomed feedback from the Panel.

The Panel thanked the Commissioner for the report and a Panel member sought further information on the number of cautions and prosecutions issued for honour-based violence and Female Genital Mutilation (FGM). The Commissioner assured the Panel that these crimes are taken very seriously, however these are not easy to prosecute and are rarely reported. It was noted that often protection orders are put in place to protect victims, but significant efforts are being made to raise awareness and build relationships in communities and encourage reporting. The Commissioner explained that prosecution is the preferred route, as opposed to cautioning.

A Panel Member raised queried the data on hate crimes in relation to disabilities and clarification was sought on the percentages. Officers explained the number of reported cases and the percentages, which varied as a result of differing figures year on year.

Discussions took place around the use of excess force and the numbers that were identified as unknown or other. Officers explained that these categories are assigned to persons who refused to say or were not known, but a dip sample identified that 'other' refers to Arab ethnicity.

The Panel discussed the Gypsy and Traveller engagement works and were keen to see the progress in this area, as there have been a number of recent issues around illegal encampments and anti-social behaviour, including horse racing through a high street in Gwent. The Commissioners assured the Panel that every effort is made to engage with groups, but issues such as the horse racing were unexpected. Work is undertaken to move on any illegal encampments, but the pandemic has made this work quite difficult, due to the COVID-19 restrictions and Welsh Government are not supportive of moving travellers on.

The Panel thanked the Commissioner for the report and noted its content.

## **12. CREATION OF AN ESTATE STRATEGY REFERENCE GROUP**

The Panel noted that since March 2017, the Police and Crime Commissioner for Gwent (the Commissioner) has briefed the Panel on the development and implementation of the Estate Strategy. The latest update on the Estate Strategy was provided to the Panel in December 2019.

It was noted that the Commissioner oversees the governance of the Estate Strategy development, implementation and maintenance programme through the Estate Strategy Board.

The Commissioner is committed to retaining and more effectively occupying accommodation and sites where properties are well located for operational needs, in good condition and support the Estate Strategy.

The key deliverables of the Estate Strategy were outlined and it was recommended that an Estate Strategy Reference Group be established, containing representatives from the Gwent Police and Crime Panel and relevant officers, in order to influence and scrutinise the setting of the Estate Strategy and provide assurance on its implementation.

The Panel thanked the Officers for the report and discussion ensued.

The Panel were in support of the recommendation and suggested that representation also be considered on the basis of Local Authority representation.

The Panel agreed for the Secretariat to disseminate information and collate a list of representatives from the Panel and provide this to the Office of the Gwent Police and Crime Commissioner.

### **13. FORWARD WORK PROGRAMME**

Mrs C. Forbes-Thompson (Lead Officer to the Panel) presented an overview of the Forward Work Programme which listed items planned up until December 2020 and noted the items identified under date to be confirmed.

The Panel noted the reports as outlined within the Forward Work Programme and it was noted that the report on the use of Automatic Facial Recognition is available for a future meeting.

### **14. TREASURY MANAGEMENT ANNUAL REPORT 2019/20 (INFORMATION ITEM)**

Panel were provided with the Annual Treasury Management Activity Report and actual Prudential Indicators for 2019/20 for their information.

The Panel thanked the Officer for the report and a member queried the reserves situation as outlined at a table on page 312 of the report. Officers explained that the table identifies spend on the Headquarters, which, due to unforeseen circumstances has slipped and therefore this allocation has been moved to 20/21 spend.

A further query was raised in relation to the 0.9% interest as identified within the report and the term for which this will be available. Officers explained that this is uncertain at present and could be for a period of 2 years. However, assurances were given that this will be dealt with under due governance.

The Chair thanked all in attendance for their participation in the meeting.

Meeting Closed at 12.34pm.



## **Police and Crime Commissioner for Gwent's Update December 2020**

This is an update on activities undertaken, scrutinised or supported by the Office of the Police and Crime Commissioner (OPCC) in September – November 2020.

### **COVID-19 IMPLICATIONS**

At the time of writing, we have recently come out of the national 'firebreak', which followed local lockdowns in Blaenau Gwent, Caerphilly county borough and Newport. A command structure, including a daily Gold group, has been running by Gwent Police throughout this period to ensure that all appropriate arrangements are in place and are being monitored. My office attends this meeting to understanding operational decisions and offer reasonable support and challenge where necessary. Key messaging across all channels continues to be shared frequently, both internally and externally. The OPCC staff have been working remotely since the middle of March and have adapted well to this.

Policing a pandemic has proved challenging and has not been helped by different rules in England and Wales. It has been a difficult balancing act. However, I am reassured that Gwent Police's response throughout, both in terms of looking after the welfare of its own staff and its approach to the public, has been commendable.

In November we received funding from the UK Government to reimburse Gwent Police for all medical grade PPE it has purchased during the pandemic. It is reassuring that we no longer have to find this money from our already stretched budget.

Sadly, one of the consequences of the lockdowns and restrictions of movement is that incidents of domestic abuse have risen. We know this is under reported to the police, but understand from our partners and charities working in these areas that this is the case. My team has been doing everything possible to support the Welsh Government, Gwent Police and local partners to raise awareness of this issue and where people can get help and support. Gwent Police continue to review cases of known vulnerable and high-risk victims where reports are not being made and work with partners to find the safest and most appropriate ways to provide support.

### **PRIORITY 1 – CRIME PREVENTION**

#### **1.1 Crime data**

The latest **crime data released by the Office for National Statistics** reinforces the fact that Gwent continues to be one of the safest places to live, work and visit in the UK. The figures show that there was a six per cent drop in recorded crime in Gwent between June 2019 and June 2020, and reveal that Gwent has one of the lowest levels of recorded crime in the UK. However, we know that areas such as domestic abuse and sexual violence remain under-reported. This has been of particular concern since March, with so many people confined to their homes due to lockdowns, local restrictions and the Welsh 'firebreak'. We have worked with partners, including Welsh Government, Gwent Police and the regional Violence Against Women, Domestic Abuse and Sexual Violence (VAWDASV) partnership on public messaging to encourage victims to seek support. We have also worked with

Public Health Wales and the other three Welsh OPCCs to ensure that there is information available at Track and Trace Centres, as many victims have limited opportunities to get support information with Covid-19 restrictions.

## **1.2 CrimeStoppers**

Fearless is part of the charity CrimeStoppers and is funded by the Office of the Police and Crime Commissioner, and the Home Office, as part of a wider project aimed at tackling serious and organised crime across Gwent.

Despite ongoing challenges of direct youth delivery, as of the end of October, the Fearless youth outreach worker for Gwent had delivered workshops to 390 children and young people. In addition, training was delivered to 633 professionals, who will reach an estimated 25 young people each, with a possible ripple effect to more than 15,000 young people.

Fearless campaigns have been helping to provide a counter-narrative to the use of social media by criminal gangs to exploit young people. The results of the previous Fearless campaign over the summer saw 'Aaron's Story' and 'Amy's Story' reaching 35,977 and 34,681 young people across Gwent respectively. This resulted in 1,948 young people engaging with the adverts by 'swiping up' to watch the video and/or visit the website.

In September, a new county lines film and characters stories were shared online, with Snapchat adverts reaching 8,035 young people in Newport and surrounding areas. During the 'firebreak' in October and November, it ran a short Snapchat campaign to help prevent anti-social behaviour and firework misuse. This supported the partnership efforts of 'Operation Bang'.

In addition to the Fearless-commissioned activity, my office contributes to the CrimeStoppers contact centre. In order for Gwent Police to receive information on priority crime areas, CrimeStoppers runs regular campaigns. During the second half of September, its county lines digital campaign reached about 100,000 people across Wales. During October, it partnered with Victim Support Cymru to support National Hate Crime Awareness Week with a new campaign to 'Speak Up Stop Hate Crime', while in November the 'Silence Won't Stop Violence' campaign supported efforts to tackle knife crime.

## **1.3 Cyber**

We have been encouraging businesses to stay safe online, by promoting the Police Cyber Alarm. This is a government-funded scheme that monitors cyber-threats and provides businesses with regular reports that highlight any vulnerabilities within their organisations. It is an extremely useful tool in the battle against cyber-crime. It helps to protect businesses and helps the police in identifying national trends in cyber-crime. No user data or personal information from the business is collected and the alarm is fully compliant with the General Data Protection Regulation (GDPR).

## **1.4 Halloween**

Halloween was obviously very different this year, with gatherings banned and the Welsh Government strongly advising people to avoid trick or treating. My office supported key messaging from our police and fire service partners, and shared resource packs for children that were produced by Gwent Police.

Since 2018, my office has contributed funding to Urban Circle's U-Turn project, which uses the creative arts to tackle social problems affecting young people. Urban Circle and G-Expressions, a Newport-based creative arts youth project, hosted a special Halloween event young people, part-funded through my community fund. It aimed to give young people a fantastic Halloween experience in their own homes in a safe, online environment. For the last few years, it has run a large Halloween event to try and prevent young people getting involved in anti-social behaviour. Due to the 'firebreak', a virtual celebration was held this year, which saw five days of interactive and engaging challenges across social media platforms. Each day £100 worth of gift cards were given away to participants, who took part in the challenges.

On Halloween itself, young people were given access to an all-inclusive Zoom experience, where they witnessed an event filled with interactive games and challenges focusing primarily on creative arts and media, with an addition £200 of prizes up for grabs. The four-hour event saw 267 young people engaged on the night.

## **1.5 Modern day slavery**

I recently met with Dame Sara Thornton, the Independent Anti-Slavery Commissioner, and members of the Wales Anti-Slavery Leadership Group, for a round table discussion. We updated Dame Sara on the work we are doing in Wales, including the recent arrest by Gwent Police of three people on suspicion of modern day slavery offences.

I have also been interviewed by GRETA – the Council of Europe's group of experts on action against trafficking in human beings. The group is currently producing a report into how modern-day slavery and human trafficking is tackled in the UK, and I was able to explain how we are dealing with this in Gwent. We were praised by members of the group for the strong partnerships we have with Welsh Government and other police forces. It is only by working together that we can tackle these appalling crimes and it was good to see that the hard work and commitment to tackling modern day slavery across Wales is being recognised at the highest level.

## **1.6 Police Community Fund**

Applications to my Police Community Fund for the 2020/21 financial year have now closed. Organisations in Gwent were given the opportunity to bid for a share of £300,000. In total, 53 organisations expressed an interest, with 20 invited to submit applications. The fund is open to non-profit organisations that support children and young people who are involved, or at risk of becoming involved, in crime and anti-social behaviour, or those who have been victims of crime. The fund is partly made up from money seized from criminals, and organisations could have bid for sums from £10,000 to £50,000. Children and young people are often the most vulnerable

people in our communities and this can put them at risk of becoming involved in crime and anti-social behaviour. By supporting organisations that offer positive, diversionary activities for young people, helping them to develop confidence, skills and learning, we can help them to realise their full potential and create safer, more cohesive communities. Funding decisions are due to take place in February, with organisations notified in March.

## **1.7 Project EDWARD**

During October, Gwent Police supported Project EDWARD, a national campaign that stands for 'every day without a road death'. Officers carried out a range of traffic enforcement activities across Gwent, while also engaging residents with the Gwent Police crash car to demonstrate why road safety is so important. The reality is that almost all traffic incidents that result in serious injury and death could have been easily avoided. During the week-long driver safety campaign, Gwent Police recorded 1,022 road-related offences, including seatbelt offences, speeding and mobile phone use.

I am a road safety lead for the Association of Police and Crime Commissioners (APCC) and during Project EDWARD we used the increased awareness of road safety issues to share a survey the APCC was running on roads policing. A total of 66,266 people across the UK took part in the survey and the key findings were that most people want drivers who speed to face higher penalties, and for more of the money raised from speeding fines to be invested in enforcement. The results of the survey will be used by the APCC to inform its work with the UK Government's roads policing review.

## **PRIORITY 2 – SUPPORTING VICTIMS**

### **2.1 Domestic abuse and sexual violence funding**

A successful bid was submitted to the Home Office VAWDASV perpetrator programme fund in September. As a result, Phoenix Domestic Abuse Services has extended its behavioural change intervention to perpetrators of domestic abuse in Gwent until September 2021. The provision will expand existing adult and youth behavioural change provision across Gwent, widen eligibility criteria for group and 1-2-1 work, test an online provision and extend support for victims and families.

Following the ending of its short term Covid-19 emergency funding to help tackle domestic abuse and sexual violence, the Ministry of Justice (MoJ) requested a further needs assessment to demonstrate the need for more funding. We have since been allocated £63,729 and are currently working with partners to submit a proposal to the MoJ about how this funding will be allocated.

This funding will help us and our partners to provide much-needed support to victims of rape, sexual violence and domestic abuse. It has also helped to develop new ways of working that have been necessary in the current environment but will be continued in the future having proven to be popular with many victims including remote counselling and support.

### **2.2 White Ribbon Day**

The annual White Ribbon Day took place on Thursday 25 November. Due to Covid-19 restrictions, the annual community walk held in Gwent for the last several years was unable to take place, so instead a virtual challenge was launched based around the number 149.

The latest **Femicide Census** report shows that 149 women were killed by men in the UK in 2018. More than half were killed by a former spouse or partner, and almost all of them were committed by a man known to the victim. To help tackle this, residents, schools, organisations, sports teams and community groups across Gwent were encouraged to complete the #149Challenge. This could be anything from walking or running for 149 minutes, baking 149 cakes, or undertaking a task 149 times. My office created and coordinated of this year's event, working in partnership with Gwent VAWDASV regional team, Llamau, housing associations and all five local authorities to raise awareness of the day with communities across Gwent.

Social media channels and our website provided platforms to share information about the challenge. An activity pack was developed in English, Welsh and a range of other languages to encourage all communities to take part. The language packs were welcomed by community cohesion officers in Newport, who shared the information via their trusted channels.

The #149Challenge was well received by sports organisations and clubs, including Newport County whose players wore White Ribbon t-shirts during pre-match warm-ups and worked with young people in Newport who participate in the Premier League Kicks initiative to raise awareness of the day. The Dragons supported the challenge on its social media channels, while Caerphilly council's sports development team worked hard to engage local sports clubs, council staff and schools across the county to get 149 children to dedicate their 'daily mile' to the challenge.

Positive Futures ambassadors Leon Brown and Sean McGoldrick took part in a series of challenges as part of the initiative, showcasing sports such as rugby passes, football keep up and boxing pads.

The challenges were not all based around sport. The activity pack suggested various ideas and resources to raise awareness, from encouraging people to create their own white ribbon to display in windows to hunting for one of 149 rocks painted with a white ribbon that were hidden across Gwent.

Following White Ribbon Day, there are 16 days of action, which were ongoing at the time of writing. I will provide a summary of overall engagement with the #149Challenge in my next panel report; however, it is significantly larger than what is normally achieved via the annual walk.

## **PRIORITY 3 – COMMUNITY COHESION**

### **3.1 Black History Month**

Black History Month is a time to come together and celebrate Gwent's rich multicultural heritage. It is an opportunity to find out more about the history, diversity and achievements of those who have called it home. Existing political differences, and social and economic anxieties, have been exacerbated in recent months by

Covid-19. The spread of this virus, and the effects of the social restrictions put in place to tackle it, has put clear pressures and demands on all our communities. However, we know that our Black, Asian and Minority Ethnic (BAME) communities have been disproportionately affected by this. The death of George Floyd in America has also, understandably, left many in these communities feeling anger and dismay. Trust in policing across the world has been damaged. Moving forward, we must rebuild trust with these communities and reassure them that anyone dealing with the police in Gwent will be treated equally, fairly and with respect.

The week prior to the formal launch of Black History Month, I joined the Chief Constable for the second in our bi-monthly meetings with representatives of Gwent's BAME community. This online forum is giving us an opportunity to speak directly to our Black, Asian and Minority Ethnic communities and have some open and honest discussions. I was pleased to hear Gwent Police praised for acting on the issues raised in previous calls, particularly around the Pillgwenlly area. It is also clear that there are areas where we need to do more work.

During the month itself, Positive Futures sporting ambassadors Ashton Hewitt, Leon Brown and Sean McGoldrick held online interactive sessions with children. They shared the experiences they have had and the challenges they have overcome in their lives and sporting careers.

### **3.2 Community engagement**

In addition to the bi-monthly calls with representatives of Gwent's BAME community, my office has continued to take part in the weekly community dial-in conference calls that were set up during the Covid-19 lockdown in March. The meetings are headed by a Chief Inspector and enable Gwent Police and my office to hear from a wide range of organisations that work with people with protected characteristics. The calls are helping to foster relations and strengthens engagement between the communities, the force and my office. I use information from these meetings to help me hold the Chief Constable to account.

### **3.3 Community Hero Award**

Gwent Police and I have sponsored the Community Hero Award as part of the South Wales Argus's Pride of Gwent Awards. Now, more than ever before, local people have been stepping up to support others in their community. This is an opportunity to recognise and celebrate people who go above and beyond to make a difference. A virtual awards ceremony will be held on Thursday 17 December.

### **3.4 Hate crime**

As part of Hate Crime Awareness Week, I organised an online session with residents who have first-hand experience of this appalling crime. I was joined by the Chief Constable and we heard from victims about the hatred they have been subjected to as they go about their daily lives. I am committed, through my Police and Crime Plan for Gwent, to tackling hate crime and improving the support offered to victims. However, we can only do that if we listen to what victims are telling us about their experiences. I know it can be difficult for victims to share their stories and I would like to thank everyone who took the time to be involved.

Young people from the Community Youth Project – Newport, which receives funding from my office, created a social media video to mark Hate Crime Awareness Week. It is fantastic to see young people engaging with such a serious subject. It gave the youth work team from the project an opportunity to talk to the young people about what to do if they experience hate crime and how to report it.

### **3.5 Refugee engagement**

I recently met Rafi Abbas and Marilyn Gwet, of the Bahá'í Faith, who shared with me their desire to educate communities on the plight of refugees and asylum seekers. Hearing the personal journeys of Marilyn and Rafi was compelling. Communities need to hear these voices to really understand why people and families need to flee terrifying circumstances such as genocide and war.

Hateful words and actions can have an impact on anyone, even more so if you have arrived in a new country without friends or family. I am pleased that my office provides some funding to The Sanctuary project in Newport, which helps young asylum seekers and refugees. The project provides advice, social activities, mentoring and support. This is invaluable in making a real difference to the lives of these vulnerable young people.

### **3.6 Strategic Equality Plan**

My office and Gwent Police have published our joint Strategic Equality Plan for 2020–2024. The plan was completed following a public engagement exercise with residents across Gwent, which saw more than 770 members of the public share their views. The document will help create a police service that reflects the communities it serves, foster an organisational culture that demonstrates the importance of equality and inclusivity, and deliver a high-quality service that Gwent's diverse communities are confident to use and engage with. The Strategic Equality Plan embeds the principles of equality, diversity and inclusion into everything undertaken by both organisations. It aims to challenge discrimination and links to my Police and Crime Plan for Gwent, which sets out local policing priorities. These priorities are now more important than ever and I would like to thank everyone who took the time to have their say on the plan.

### **3.7 High Sheriff**

I contributed £60,000 to the Gwent High Sheriff's Fund, as part of my commitment to preventing crime and anti-social behaviour in our communities. Groups can apply for grants of up to £5,000 for projects that help to reduce crime and improve safety in their community. Successful applicants are decided at a participatory grant making event that allows local people to decide which initiatives would best address local issues.

## **PRIORITY 4 – TACKLING ANTI-SOCIAL BEHAVIOUR**

The following six projects all receive funding from my office.

### **4.1 Community House – Newport**

Since the end of September, Community House – Newport has continued detached youth work five nights a week, complemented with one-to-one sessions for young people. This work has focused on Maindee, Shaftesbury, city centre, Pillgwenlly, Ringland and Alway. Two members of the team are also currently running sport and play (socially-distanced) on Mondays, Wednesdays and Fridays, with 20-40 young people attending per night. Outreach work has allowed youth workers to assess the mental health needs of local people and direct them to support services, where appropriate. They have also been linking with local food parcel services.

Three young people have been put onto a detached youth work course run by youth work trainer and author Vanessa Rogers. This will enable them to volunteer as peer mentors in street-based work in the future. Although delivery of services has been hard throughout the Covid-19 period, Community House – Newport reports that the pandemic has actually widened its reach, largely due to all the outreach work it is undertaking.

#### **4.2 Cwmbran Centre for Young People**

Cwmbran Centre for Young People has continued to provide digital care packages to young people who need them. These packs consist of a loaned laptop/tablet, chargers, ear phones, and stationary. It has been providing up to 40 food packages each week to vulnerable young people and their families. Included within these are activity packs that include everything needed for young people to complete a task. For example, if the task is baking a cake, the pack will contain all the ingredients needed, a mixing bowl, spoon, cake tin and method.

The centre has been providing young people support with job skills, employability, CV writing and job applications. Counsellors are now back in all the local secondary schools, as well as running drop-in sessions for any young people in need of support. A booking system is used for all activities to ensure adherence to Covid-19 regulations. Forthcoming sessions include candle making, fitness circuits, boxing, soap making, Christmas crafts and fudge making. Meanwhile, the team is also doing outreach work in the town centre with young people who gather there.

#### **4.3 Positive Futures**

The Positive Futures team has continued to work hard, with plenty of work taking place during the firebreak. In Newport, Halloween packs were distributed to young people, which included sports equipment, activity sheets, drinks and t-shirts encouraging people to stay active and engaged during the break. Young people were kept in touch with via phone calls, digital communication and one doorstep visit per week per referral.

In Blaenau Gwent, engagement during this period was done virtually or via telephone. However, the team also undertook specific targeted work with vulnerable year-8 pupils. In Caerphilly, the alternative education provision continued with a blend of online learning and face-to-face interaction. Operation Bang was also supported. In Torfaen, the Positive Futures lead was in the Garnteg area within a well-being hub targeting support to vulnerable young people. In Monmouthshire, open access provision has been run on Friday night projects, although these were suspended for the 'firebreak'.



#### **4.4 7Corners Centre**

The 7Corners Centre is a Bridge to Cross charitable trust project. As a youth centre, it is still closed due to the impact of Covid-19 restrictions. However, youth work has continued with online group meetings via Zoom taking place twice a week, complemented with telephone advice being available to young people. Fare Share food parcels have also been delivered to young people who need them.

Aside from the 'firebreak' period, detached youth work in open spaces has continued three times a week. This outreach work offers a safe environment not restricted by location, as volunteers go out onto the streets to connect with young people. Trusting relationships are developed through this outreach and young people who may be at risk of falling into substance misuse, crime and anti-social behaviour are targeted. More than 570 young people have so far attended 42 sessions. The project has bought a caravan to facilitate some of its work, which is due to be refitted this month to enable this.

#### **4.5 St Michael's Amateur Boxing Club**

St Michael's Amateur Boxing Club has been working with the council's looked after children's team and the youth offending service to deliver socially-distanced sessions. There are up to 20 new service users who have been enjoying private one-to-one sessions to help build confidence and allow a safe place to release aggression. Many of these are hard to engage users, so this work is breaking down barriers and encouraging positive behaviours.

#### **4.6 #StopStabbingStartJabbing**

Covid-19 restrictions have impacted on demand, with fewer referrals being made to #StopStabbingStartJabbing project at Alway Boxing Club. However, the hard work has continued with the club offering support by phone or digitally, complemented by instructor-led videos across boxing sessions, aerobics, strength and resistance, Pilates and yoga.

It has also made changes to its physical classes that take place on site. It has been running smaller and shorter classes to ensure social distancing is maintained and everything is thoroughly cleaned between sessions. It has reported that 53% of parents were doing more physical activity with their children than they did prior to lockdown and 61% felt that playing sport and keeping fit was helping maintain their family's physical and mental well-being.

### **PRIORITY 5 – EFFECTIVE SERVICE DELIVERY**

#### **5.1 Board assurance framework**

We have developed a board assurance framework for my office and Gwent Police as suggested by the joint audit committee. This will help us identify areas of compliance and areas for improvement with statutory requirements, as set out in the Police Reform and Social Responsibility Act 2011 and our joint manual of corporate governance. We may also identify other areas during the document's development.

Once this is done, we will have an improved method of ensuring that areas for improvement are monitored and progressed appropriately.

## **5.2 Commissioning**

Throughout this period, there has been a large amount of contract and grant management activity. All funded organisations were required to submit mid-year reports on their performance and finances in October. These reports are currently being reviewed by my office and Gwent Police representatives. Meetings have been held with key organisations to discuss performance of their services over the previous quarter. It is clear that commissioned services have worked exceptionally hard during the period to meet and overcome significant barriers and challenges presented by Covid-19 and the ever-changing government guidance. While it has been difficult, for many it has also been a period of reflection and learning, with some changes here to stay because of the benefits identified for staff and service users. The focus for the majority of services is still on contingency and recovery planning, but with a view to transitioning back to a 'new normal'. Mostly this will consist of a mixture of face-to-face and virtual services. My office is also submitting returns to the MOJ on the expenditure of funding, including the MOJ Victims Support Services Grant, additional ISVA funding and Covid-19 extraordinary funding.

## **5.3 Complaint reviews**

Since 1 February, I have been responsible for requests made by the public for a review of their complaint when certain criteria is met. To date, 10 reviews have been received, eight have been completed and two are ongoing. The number of referrals for review continues to be low in comparison to other Welsh OPCCs. I expect this to be due to both East and West Local Policing Areas being allocated a Sergeant specifically to deal with complaints to ensure they are dealt appropriately and in a timely manner.

## **5.4 Force control room**

During International Control Room Week in October, both the Chief Constable and I recognised the control room team, who are the unsung heroes of Gwent Police. The team field thousands of calls, emails and social media messages 365 days a year and, since the start of the Covid-19 pandemic, the demand for their services has been incredibly high. Their hard work and dedication to the people of Gwent has never been more apparent. I would like to thank them all for their hard work, and for going above and beyond the call of duty every day to help protect and reassure the people of Gwent.

## **5.5 Gifts, hospitality and business interests**

An annual review has been undertaken of Gwent Police registers, with feedback provided on compliance with policy and in relation to the registers themselves. Undertaking this review provides assurance that, in declaring any gift or hospitality or outside business interest, Gwent Police officers and staff have not undermined personal and/or professional integrity and that all officers are treated with parity. Information on the feedback provided and the response from Gwent Police can be found in decision log **PCCG-2020-034** on the OPCC website.

## **5.6 Gwent Police Awards**

Gwent police officers and staff have had their long service recognised with a special online ceremony. The Long Service and Good Conduct Awards celebrate police officers and staff who have served with the force for 20 years. I am lucky that, here in Gwent, we are fortunate to have such dedicated, hardworking officers and staff that care deeply about the communities they serve. This has never been more apparent than in the response to Covid-19. Twenty years is a significant milestone and I would like to thank all officers and staff involved, not just on behalf of myself but also of the people of Gwent for everything they have done over the last 20 years, and for their continued service.

## **5.7 Information management**

Work is ongoing to dispose of hard copy information in line with our retention schedule. This is a large piece of work, which will continue to be progressed for some time. It will need to be finalised prior to the move to the new HQ building next year. All documents identified for keeping will be scanned in and the original document disposed of where appropriate.

## **5.8 New HQ**

A topping out ceremony has been held to mark the completion of the tallest point of the new Gwent Police headquarters in Cwmbran. The 5,178sqm facility at Llantarnam Industrial Estate will accommodate 480 officers and staff, and will be home to the force control room, which is the first point of contact for 999 and 101 calls. Once complete it will play a key role in ensuring the well-being and training needs of policing staff in Gwent are met, helping them to protect and reassure the communities they serve. It will also house major crime teams, support services and senior management. It will occupy about half the footprint of the current site in Croesyceiliog and is estimated to make about a £1.1million year-on-year saving due to lower running costs. Construction is due to be completed in spring next year.

## **5.9 Social media**

Between 10 September and 10 November, the OPCC Twitter account grew by 1%, taking the total number of followers to 5,392. There were 123 posts, totalling 99,800 impressions during this time, as well as 149 retweets and 366 likes. Facebook followers has increased by 7.4% bringing the total number to 2,302. There were 55 posts, with a combined reach of almost 37,000. Our Welsh Facebook page continues to have low take-up and has five likes; however, we will continue to encourage people to use it. Instagram followers have grown from 472 to 547, an increase of 15.8%, and is high compared to comparable OPCCs. The ebulletin continues to grow steadily too, with 1,464 subscribers. Analytics show that 42 per cent of subscribers are highly engaged and regularly open their emails. This remains exceptionally high and I expect this to reduce.

## **5.10 Unconscious bias**

My team and I took part in unconscious bias training. The training examines the nine protected characteristics of: sex, race, disability, sexual orientation, religion or belief,

age, marriage or civil partnership, gender reassignment, pregnancy and maternity, and explores how our unconscious bias towards these can affect our behaviour and relationship with others. The aim is to make sure that these don't affect our behaviour and relationships in delivering our work. This training is incredibly important to ensure that we better understand our communities and provide the best possible service to our residents.

### **5.11 Understanding The Triggers**

Last month I released a new report calling on public services in Wales to develop new ways of preventing and reducing child criminality and exploitation. The Understanding The Triggers report identifies a series of improvements that public services in Wales can make to tackle these issues at the earliest opportunity and reduce the risk of children becoming vulnerable to criminal exploitation. The research found recurring triggers in a group of local children identified through offending data, including trauma within the home, such as witnessing or experiencing domestic abuse, and challenges within education, including the struggle to transition between primary and secondary school, and school exclusion.

Understanding the Triggers makes an important contribution to our collective understanding of child criminal and sexual exploitation in Wales by providing an evidence base to steer action and improve outcomes for vulnerable children. The report's findings are stark and demonstrate the devastating impact criminality and exploitation has on children's lives. In Wales we have already made significant strides in tackling these challenges, but we can and must go further. I believe we now have a real opportunity to reflect on current practices and consider new ways of preventing and reducing child criminality and exploitation. I am confident that we will seize this opportunity and build upon our work to improve the life outcomes for our most vulnerable children in Wales.

The report was produced as part of a multi-agency research project carried out by the Office of the Police and Crime Commissioner for Gwent in partnership with Newport City Council, Gwent Police and the Aneurin Bevan University Health Board. In November I met with the Deputy Minister and Chief Whip, Jane Hutt, to discuss the report and opportunities to work together to address the issues identified in the report. We share a common aim of reducing the numbers of children experiencing harm and particularly to reduce the numbers of children who are criminalised as a result.

### **5.12 Volunteer schemes**

Following postponement of the Animal Welfare and Independent Custody Visiting schemes in March, we have maintained regular contact with Gwent Police to ensure there are no issues of concern regarding the welfare of detainees in custody or with the welfare of police dogs. As Covid-19 continues to pose a risk, detainee welfare is currently being monitored via the alternative telephone process. Once restrictions have been lifted, a dual process will be implemented of both telephone calls and face-to-face visits to custody. To encourage uptake in the telephone calls, posters are to be displayed in custody and leaflets distributed to detainees to publicise the role of the Independent Custody Visitors. As the majority of visits undertaken by

Animal Welfare visitors are outside, it was expected that visits would resume in September. However, local restrictions and the 'firebreak' meant this hasn't happened yet. Quarterly meetings for both schemes have continued online.

### **5.13 Website**

The OPCC website has been completely rebuilt to ensure it complies with new accessibility regulations that came into effect in September. Refining work in the backend of the website has continued since then, as we add new features to the content management system. Although the website itself appears very similar in appearance, we have taken this opportunity to refine some of the backend functionality, iron-out some performance issues and added some features. However, due to a prominent new cookies banner, the amount of recorded web views will be significantly reduced.

This page is intentionally left blank

Gwent Police and  
Crime Panel

Panel Heddlu a  
Throseddu Gwent

**SUBJECT: GWENT POLICE AND CRIME PANEL RECORDED COMPLAINTS AND  
CONDUCT MATTERS REGISTER AND COMPLAINTS PROCEDURE**

**DATE: 11TH DECEMBER 2020**

--

## **PURPOSE OF REPORT**

- 1.1** This report provides Members of the Panel with an overview of the complaints received by the Panel for the period from November 2019 to November 2020.

## **1. LINKS TO STRATEGY**

- 2.1** The Police Reform and Social Responsibility Act 2011 requires the establishment of a Police and Crime Panel within each police force area to support and challenge the local Police and Crime Commissioner. The Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2011 provides the legislative background to the handling of complaints by the Panel and the Police and Crime Panels (Application of Local Authority Enactments) Regulations 2012 also provides procedural requirements for the Panel.

## **2. BACKGROUND**

- 3.1** The Gwent Police and Crime Panel (“the Panel”) was established in November 2012 following the first elections for Police and Crime Commissioners. The Panel has statutory responsibilities as to the handling and determination of certain complaints made against the Police and Crime Commissioner (PCC) and Deputy Police and Crime Commissioner (DPCC). The Panel agreed its revised procedure for the handling of complaints on 14th December 2018.

## **3. COMPLAINTS DATA**

- 4.1** During the period November 2019 to November 2020 there were 3 complaints recorded. The Recorded Complaints and Conduct Matters Register November 2019 – 2020 is attached at appendix 1.
- 4.2** There are three categories of complaints with the corresponding outcomes:

- A Complaint - a general complaint about the PCC or DPCC that is not a Conduct Matter or a Serious Complaint or is a complaint that ceases to be investigated by the Independent Police Complaints Commission or a police force. The Panel is responsible for the informal resolution of these complaints.
  - A Conduct Matter - a matter where there is an indication (whether from the circumstances or otherwise) that the PCC and/or DPCC may have committed a criminal offence. Conduct matters can arise without a Complaint being made (for example, press stories). The Gwent Police and Crime Panel must notify the IOPC of Conduct Matters. The IOPC are responsible for considering all Conduct matters.
  - A Serious Complaint - a complaint about the conduct of the PCC or DPCC which constitutes or involves or appears to constitute or involve the commission of a criminal offence. The Gwent Police and Crime Panel must notify the IOPC of Serious Complaints. The IOPC are responsible for considering all Serious Complaints.
- 4.3 There have been three complaints during the past 12 months, two complaints have been resolved through informal resolution with a request to the PCC to send an apology for administrative errors in dealing with complaints against Gwent Police. The third complaint is ongoing.
- 4.4 There have been no trends identified or areas of concern for consideration by the Panel and monitoring will continue. However noticeable in the review of the complaints was that delays in responses and the administration of the complaint had contributed to the complaints being escalated to the Panel. Other correspondence has also been received during the past year with complaints against Gwent Police and these are always referred appropriately as they were not matters within the remit of the Panel.
- 4. FINANCIAL IMPLICATIONS**
- 5.1 This handling of complaints is funded using the existing resources within the Home Office Grant.
- 5. EQUALITIES IMPLICATIONS**
- 6.1 Monitoring of complaints by the Panel addresses the statutory duties under the Equality Act 2010 (Statutory Duties) (Wales) Regulations 2011 as any specific complaints to the Panel around alleged discrimination can be considered as well as the monitoring of complaints from people who fall under the categories protected by the Equality Act 2010.
- 6. CONSULTATION**
- 7.2 Consultation has been undertaken as listed below and any responses received have been incorporated into the report.
- 7. RECOMMENDATION**
- 8.3 The Panel are asked to note the information provided in relation to complaints listed at appendix 1.



- 8.4** The PCC's Office to ensure that the complaints received are dealt with clearly and in a timely manner.

## **8. REASON FOR RECOMMENDATIONS**

- 9.1** To monitor and note complaints received by Gwent Police and Crime Panel.
- 9.2** To ensure that complaints received by the PCC's Office are administered in a timely fashion to avoid unnecessary escalation to the Panel where the lack of response is a clear factor in the complaint.

## **9. STATUTORY POWERS**

- 10.1** Police Reform and Social Responsibility Act 2011.
- 10.2** The Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2011

**Author:** Cath Forbes-Thompson, Scrutiny Manager, Caerphilly County Borough Council  
Email: [forbecl@caerphilly.gov.uk](mailto:forbecl@caerphilly.gov.uk) Telephone: 01443 864279

**Consultees:** Robert Tranter, Head of Legal and Monitoring Officer Caerphilly County Borough Council  
Lisa Lane, Head of Democratic Services Caerphilly County Borough Council  
Sian Curley, Chief Executive Office of the Gwent Police and Crime Commissioner  
Gwent Police and Crime Panel Complaints Group

## **Appendices**

**Appendix 1:** Recorded Complaints and Conduct Matters Register November 2019– 20

This page is intentionally left blank



## RECORDED COMPLAINTS AND CONDUCT MATTERS REGISTER

((November 2019 – November 2020))

No	Date of Receipt	Summary of Complaint	Complaint Category (Serious Complaint, Conduct Matter or Complaint)	Intended Action	Other Information
1	09/3/20	Complaint against PCC	Complaint	Complaint dealt with under informal resolution	Apology requested from PCC - failure to respond to letter.
2	20/3/20	Complaint against PCC	Complaint	Complaint dealt with under informal resolution	Apology requested from PCC - failure to provide consistency and clarity in response to complainant.
3	5/10/20	Complaint against PCC	Complaint	Ongoing	

This page is intentionally left blank

## Gwent Police and Crime Panel

## Panel Heddlu a Throseddu Gwent

**SUBJECT: AMENDMENT TO RULES OF PROCEDURE AND PANEL  
ARRANGEMENTS – QUESTIONS TO THE POLICE AND CRIME  
COMMISSIONER**

**DATE: 11TH DECEMBER 2020**

### **1. PURPOSE OF REPORT**

- 1.1** This report provides Members of the Panel with detail of the procedure for questions to the PCC to be submitted in advance and placed on the agenda for Panel meetings. The change to panel procedures was approved on 16th December 2019 and it was agreed to review after twelve months.

### **2. LINKS TO STRATEGY**

- 2.1** The Police Reform and Social Responsibility Act 2011 requires the establishment of a Police and Crime Panel (PCP) within each police force area to support and challenge the local Police and Crime Commissioner.

### **3. REPORT**

- 3.1** The change to the rules of procedure was approved on 16<sup>th</sup> December 2019 and introduced a process to allow Panel Members to submit questions on notice to the Police and Crime Commissioner in order to receive a response at the next appropriate Panel meeting. A copy of the procedure is attached at appendix 1. The Panel agreed to implement and review this amendment to procedures after 12 months.
- 3.2** Since the procedure was introduced there have been 4 meetings of the Panel, with March 2020 cancelled due to the coronavirus lockdown. The procedure for questions allows two question per meeting, the following details the meeting date and the number of questions submitted:

January – 2 questions  
March – Cancelled  
July – 0 questions  
September – 1 question

- 3.3** Panel Members are asked to consider if the procedure is a useful addition to the meeting agenda and also highlight if there have been any difficulties in submitting questions for consideration on time and as set out in the procedure.

### **4. CONSULTATION**

- 4.1 Consultation has been undertaken as listed below and any responses received have been incorporated into the report.

## **5. RECOMMENDATION**

- 5.1 The Panel are asked to note the information provided in in this report and comment on the first 12 months since the implementation of the procedure to allow questions to the PCC to be submitted and responded to at the following Panel meeting.

## **6. REASON FOR RECOMMENDATIONS**

- 6.1 To review the change to Gwent Police and Crime Panel procedures introduced in December 2019.

## **7. STATUTORY POWERS**

- 7.1 Police Reform and Social Responsibility Act 2011.

**Author:** Cath Forbes-Thompson, Scrutiny Manager, Caerphilly County Borough Council Email: [forbec1@caerphilly.gov.uk](mailto:forbec1@caerphilly.gov.uk) Telephone: 01443 864279

**Consultees:** Robert Tranter, Head of Legal and Monitoring Officer Caerphilly County Borough Council  
Lisa Lane, Head of Democratic Services Caerphilly County Borough Council  
Sian Curley, Chief Executive Office of the Gwent Police and Crime Commissioner  
Mrs Gill Howells – Chair of Gwent Police and Crime Panel  
Cllr Colin Mann – Vice Chair of Gwent Police and Crime Panel

## **Appendices**

**Appendix 1:** Procedure for Questions to the Gwent Police and Crime Commissioner at Meetings of Gwent Police and Crime Panel

## PROCEDURE FOR QUESTIONS TO THE GWENT POLICE AND CRIME COMMISSIONER AT MEETINGS OF GWENT POLICE AND CRIME PANEL

1. Questions from Panel Members to the Police and Crime Commissioner (PCC) should be submitted to the host authority for Gwent Police and Crime Panel (gwentpcp@caerphilly.gov.uk). A maximum of three questions that are submitted in accordance with the criteria outlined below will be taken at the next Police and Crime Panel (PCP) meeting. Questions can be on any area of concern within the remit of the Police and Crime Commissioner. A Panel Member may only submit one question under this procedure, for consideration at each meeting.
2. Questions should be submitted 15 working days (or more) prior to a PCP meeting. The agreed questions will be emailed to the PCC as soon as agreed or at the latest 10 working days prior to the meeting. Clarification on the question, should it be necessary, must be sought in advance of the meeting via the Host Authority
3. In order for a question to be accepted, the host authority will ensure that it:
  - Relates to the strategic functions of the PCC (including his/her Police and Crime Plan) and **not** relate to the operational management of Gwent Police.
  - **Is Not** substantially similar to a question put at a meeting within the preceding six months.
  - **Does Not** require the disclosure of exempt or confidential information at a public meeting.
  - **Is Not** vexatious or defamatory.

*\*Any questions relating to the operational management of Gwent Police will automatically be directed to the Office for the Chief Constable, who will endeavour to respond in the normal way – the questioner will be notified that it has been forwarded. These questions will therefore not be taken in public at PCP meetings. However operationally sensitive questions that are under the remit of the Police and Crime Commissioner can be considered in closed session or at a later date in open session once they are no longer considered sensitive.*

4. The first three questions received, that meet the criteria outlined in this procedure, will be processed for consideration at the next ordinary Panel meeting. Any additional questions that comply with this procedure will be answered in writing and will be tabled at the same meeting without debate.
5. If more than one question on a similar theme is received, the Panel member(s) who submit(s) any subsequent question(s) will be advised accordingly and the subsequent question(s) will not be progressed. The Panel member who submitted the original question will be advised that another

Panel member has put forward a similar question and may want to acknowledge this when asking the question at the Panel meeting.

6. If the host authority, acting as appropriate, in consultation with the Chair of the PCP, considers that a question does not comply with paragraph 3, it shall advise the questioner accordingly and, if appropriate, direct the question to the appropriate public body. Where the question has been submitted by the Chair, the Vice-Chair will decide.
7. If the host authority considers that the question does comply with paragraph 3, the question will be treated as having been accepted by the PCP and subject to the procedure below.
8. The question will be verbally asked at the meeting by the Panel Member who submitted the question and the PCC will verbally respond to the question. The Chair will intervene if the questioner makes a significant change to the agreed question. The Vice-Chair will determine this where the Chair has put forward the question. If the questioner is not present the Chair will read out the question.
9. The questioner must be present at the meeting to ask any supplementary questions which must relate to the nature of the initial question and not raise new issues. Only one supplementary question will be permitted for each initial question. Supplementary questions and responses will be included in the formal minute of the meeting.
10. There will be instances where the PCC (or his/her officers) are unable to respond to a supplementary question put at the meeting. In such instances , a written response will be issued to the questioner by the PCC within ten working days of the meeting and a copy of the response provided to the host authority who will distribute to the PCP.



OFFICE OF THE POLICE & CRIME COMMISSIONER																				
TITLE:		Treasury Management Update Report																		
DATE:		10 <sup>th</sup> December 2020																		
TIMING:		Routine																		
PURPOSE:		For monitoring																		
1.	<u>RECOMMENDATION</u>																			
1.1	To consider the Treasury Management Activity for the period 1 <sup>st</sup> April 2020 to 30 <sup>th</sup> September 2020.																			
2.	<u>INTRODUCTION &amp; BACKGROUND</u>																			
2.1	Treasury Management Activity is reported twice yearly to Joint Audit Committee (JAC) members. This is the first Treasury Management Activity report for 2020/21.																			
2.2	Treasury Management Activity includes investment and borrowing transactions.																			
3.	<u>ISSUES FOR CONSIDERATION</u>																			
3.1	<u>INVESTMENTS</u>																			
3.1.1	<p>Appendix 1 summarises fixed investments on deposit with counterparties as at 30<sup>th</sup> September 2020. The listing shows that the Police and Crime Commissioner's (PCC's) current fixed investment portfolio totals £45m. On maturity these deposits will earn an average rate of return of 0.514%, which will amount to £0.199m of earned interest income on maturity.</p> <p>Appendix 2 summarises money market investments as at 30<sup>th</sup> September 2020. The listing shows a current portfolio of £3m, invested across one triple-A rated fund. The current average yield is 0.21%, which will provide an estimated annual interest return of £0.008m, if the current investment level is maintained and rates remain stable.</p>																			
3.1.2	<p>The current investment portfolio composition is shown in Table 1 below:</p> <p><u>Table 1</u></p> <table><tr><th><u>Counterparty</u></th><th><u>Deposit £'m</u></th><th><u>Portfolio %</u></th></tr><tr><td>UK Debt Management Office</td><td>0.00</td><td>0.00</td></tr><tr><td>Banks &amp; Building Societies</td><td>0.00</td><td>0.00</td></tr><tr><td>Local Authorities</td><td>45.00</td><td>94.00</td></tr><tr><td>Money Market Funds</td><td>3.00</td><td>6.00</td></tr><tr><td></td><td><b>48.00</b></td><td><b>100.0</b></td></tr></table>		<u>Counterparty</u>	<u>Deposit £'m</u>	<u>Portfolio %</u>	UK Debt Management Office	0.00	0.00	Banks & Building Societies	0.00	0.00	Local Authorities	45.00	94.00	Money Market Funds	3.00	6.00		<b>48.00</b>	<b>100.0</b>
<u>Counterparty</u>	<u>Deposit £'m</u>	<u>Portfolio %</u>																		
UK Debt Management Office	0.00	0.00																		
Banks & Building Societies	0.00	0.00																		
Local Authorities	45.00	94.00																		
Money Market Funds	3.00	6.00																		
	<b>48.00</b>	<b>100.0</b>																		

3.1.3	As per the 2020/21 Treasury Management Strategy, all investment deposits are with counterparties that have at least an 'F1/P1/A1' short term credit rating (Fitch, Moody's and Standard and Poor's). All money market funds are triple-A rated.																														
3.1.4	<p>No single fixed term deposit exceeds a time limit of 365 days (this is one day longer due to the leap year). There is currently one deposit, which on maturity will have been on deposit for 365 days: Thurrock Borough Council (£6m) On maturity this deposit will earn interest of £0.062m.</p> <p>The weighted average maturity of fixed term investments as at the 30<sup>th</sup> September 2020 was 252 days and 33% of these investments held during the first six months of the year, had a maturity of between 3 to 6 months.</p> <p>In addition, no single or multiple deposits with a single counterparty exceeded the money limit of £3m for Banks and Building Societies and £15m for Local Authorities. The most invested with one single counterparty is £15m with Thurrock Borough Council.</p> <p>There is no money limit for investments with the UK Debt Management Office (DMO), however no funds are currently invested with the DMO due to the low interest rate. Due to the Bank of England Interest rate decrease, the rate of return is now 0.01% (up to 3 months) and 0.01% (3 to 6 months), which is below the average rate of return of 0.483% on the current investment portfolio.</p>																														
3.1.5	<p>Appendix 3 details fixed term investment deposits made and repaid during the period 1<sup>st</sup> April 2020 to 30<sup>th</sup> September 2020. Investment interest earned on matured deposits during this period totalled £0.186 on a cash basis. The average rate of return on these deposits was 0.483%. For the financial year 2019/20, the weighted average rate of return on investment deposits was 0.858%.</p> <p>Table 2 below details the movement in money market funds during the period 1<sup>st</sup> April 2020 to 30<sup>th</sup> September 2020. Funds earned an average rate of return of 0.210% over this period:</p> <p><b>Table 2</b></p> <table><tr><th><b>Counterparty</b></th><th><b>Fund b/fwd £'m</b></th><th><b>Net Movement £'m</b></th><th><b>Fund c/fwd £'m</b></th><th><b>Interest Rec £'m</b></th></tr><tr><td>Blackrock</td><td>0.00</td><td>0.00</td><td>0.00</td><td>0.002</td></tr><tr><td>BNP Paribas</td><td>1.00</td><td>(1.00)</td><td>0.00</td><td>0.001</td></tr><tr><td>Invesco</td><td>2.50</td><td>0.50</td><td>3.00</td><td>0.004</td></tr><tr><td>Morgan Stanley</td><td>0.00</td><td>0.00</td><td>0.00</td><td>0.000</td></tr><tr><td></td><td><b>3.50</b></td><td><b>(0.50)</b></td><td><b>3.00</b></td><td><b>0.007</b></td></tr></table> <p>During the period these funds have proved a useful alternative to fixed term investments. The liquid nature of these funds, with the ability to invest and redeem as and when required, have helped manage unplanned cash</p>	<b>Counterparty</b>	<b>Fund b/fwd £'m</b>	<b>Net Movement £'m</b>	<b>Fund c/fwd £'m</b>	<b>Interest Rec £'m</b>	Blackrock	0.00	0.00	0.00	0.002	BNP Paribas	1.00	(1.00)	0.00	0.001	Invesco	2.50	0.50	3.00	0.004	Morgan Stanley	0.00	0.00	0.00	0.000		<b>3.50</b>	<b>(0.50)</b>	<b>3.00</b>	<b>0.007</b>
<b>Counterparty</b>	<b>Fund b/fwd £'m</b>	<b>Net Movement £'m</b>	<b>Fund c/fwd £'m</b>	<b>Interest Rec £'m</b>																											
Blackrock	0.00	0.00	0.00	0.002																											
BNP Paribas	1.00	(1.00)	0.00	0.001																											
Invesco	2.50	0.50	3.00	0.004																											
Morgan Stanley	0.00	0.00	0.00	0.000																											
	<b>3.50</b>	<b>(0.50)</b>	<b>3.00</b>	<b>0.007</b>																											

	surpluses and provided additional flexibility around the timing of settling financial commitments.
3.2	<b><u>BORROWING</u></b>
3.2.1	No new borrowing has been taken out during the period 1 <sup>st</sup> April 2020 to 30 <sup>th</sup> September 2020, resulting in the Commissioner remaining debt-free at this time. The 2021/22 Treasury Management Strategy forecasts the Commissioner to take on external debt from the 2022/23 financial year onwards.
4.	<b><u>NEXT STEPS</u></b>
4.1	That Members note the Treasury Management Activity.
5.	<b><u>FINANCIAL CONSIDERATIONS</u></b>
5.1	These are detailed in the report.
6.	<b><u>PERSONNEL CONSIDERATIONS</u></b>
6.1	There are no staffing/personnel implications arising from this report.
7.	<b><u>LEGAL IMPLICATIONS</u></b>
7.1	There are no legal implications arising from this report.
8.	<b><u>EQUALITIES AND HUMAN RIGHTS CONSIDERATIONS</u></b>
8.1	This report has been considered against the general duty to promote equality, as stipulated under the Single Equality Plan and has been assessed not to discriminate against any particular group.
8.2	Consideration has been given to requirements of the Articles contained in the European Convention on Human Rights and the Human Rights Act 1998 in preparing this report.
9.	<b><u>RISK</u></b>
9.1	Treasury Management can never be risk free. In borrowing, the risk is that interest payable might be higher than necessary and in lending there is the risk of default on repayment and the risk that a better rate of return could have been achieved. Adherence to the Chartered Institute of Public Finance and Accountancy (CIPFA) Code of Practice on Treasury Management is best practice in terms of balancing risk and return.
10.	<b><u>PUBLIC INTEREST</u></b>
10.1	This is a public document.
11.	<b><u>CONTACT OFFICER</u></b>
11.1	Rebecca Jones –Assistant Accountant
12.	<b><u>APPENDICES</u></b>

12.1	Appendix 1 – Current Fixed Term Investment List Appendix 2 – Current Money Market Investment List Appendix 3 – Analysis of Fixed Term Investments Made and Repaid
------	---

## Police and Crime Commissioner for Gwent

## Fixed Investments as at 30th September 2020

Borrower	Principal (£)	Interest Rate	Interest at Maturity (£)	Start Date	Maturity Date	Days
EASTBOURNE BOROUGH COUNCIL	5,000,000	0.14000%	2,358.90	29/06/20	30/10/20	123
ROYAL BOROUGH OF WINDSOR & MAIDENHEAD	5,000,000	0.10000%	1,424.66	18/08/20	30/11/20	104
ROYAL BOROUGH OF WINDSOR & MAIDENHEAD	5,000,000	0.20000%	4,493.15	20/07/20	31/12/20	164
ROYAL BOROUGH OF WINDSOR & MAIDENHEAD	5,000,000	0.22000%	5,997.26	14/07/20	29/01/21	199
BLACKBURN WITH DARWEN BOROUGH COUNCIL	5,000,000	1.00000%	49,863.01	28/02/20	26/02/21	364
THURROCK BOROUGH COUNCIL	3,000,000	1.03000%	30,815.34	26/03/20	25/03/21	364
DERBYSHIRE COUNTY COUNCIL	5,000,000	0.12000%	3,682.19	19/08/20	31/03/21	224
THURROCK BOROUGH COUNCIL	6,000,000	1.03000%	61,800.00	27/04/20	27/04/21	365
THURROCK BOROUGH COUNCIL	4,000,000	0.65000%	25,928.77	28/08/20	27/08/21	364
THURROCK BOROUGH COUNCIL	2,000,000	0.65000%	12,964.38	30/09/20	29/09/21	364
<b>Total Investments</b>	<b>45,000,000</b>	<b>0.00514%</b>	<b>199,327.67</b>			

This page is intentionally left blank

## Police and Crime Commissioner for Gwent

## Money Market Investments as at 30th September 2020

Borrower	Closing Balance (£)	Average Yield	Est Annual Interest (£)
Invesco AIM Short-Term Investment Company	3,000,000	0.21000%	7,594.21
<b>Total Investments</b>	<b>3,000,000</b>	<b>0.21000%</b>	<b>7,594.21</b>

This page is intentionally left blank



## Police and Crime Commissioner for Gwent

## Analysis of Fixed Investments Made and Repaid

Date	Borrower	Agency ratings (short term)		Rate %	Terms	Loans Made £	Loans Repaid £	Int Received £	Maturity date	Status
		At time of investment	as at 30/09/2020							
<b>April 2020</b>	Balance b/f					38,000,000				
<b>Loans made</b>										
07-04-20	THURROCK BOROUGH COUNCIL			0.72000	Fixed	3,000,000			28-08-20	
27-04-20	THURROCK BOROUGH COUNCIL			1.03000	Fixed	6,000,000			27-04-21	
<b>Loans repaid</b>										
27-04-20	THURROCK BOROUGH COUNCIL						6,000,000	65,819.18		
30-04-20	BLACKBURN WITH DARWEN BOROUGH COUNCIL						5,000,000	18,698.63		
<b>May 2020</b>										
<b>Loans made</b>										
07-05-20	THURROCK BOROUGH COUNCIL			0.76000	Fixed	2,000,000			30-09-20	
07-05-20	SURREY COUNTY COUNCIL			0.72000	Fixed	1,000,000			30-09-20	
<b>Loans repaid</b>										
29-05-20	CONWY COUNTY BOROUGH COUNCIL						5,000,000	18,871.23		
<b>June 2020</b>										
<b>Loans made</b>										
29-06-20	EASTBOURNE BOROUGH COUNCIL			0.14000	Fixed	5,000,000			30-10-20	
<b>Loans repaid</b>										
30-06-20	CONWY COUNTY BOROUGH COUNCIL						3,000,000	12,715.07		
30-06-20	ASHFIELD DISTRICT COUNCIL						4,000,000	13,347.95		
<b>July 2020</b>										
<b>Loans made</b>										
14-07-20	ROYAL BOROUGH OF WINDSOR & MAIDEHEAD			0.22000	Fixed	5,000,000			29-01-21	
20-07-20	ROYAL BOROUGH OF WINDSOR & MAIDEHEAD			0.20000	Fixed	5,000,000			31-12-20	
<b>Loans repaid</b>										
31-07-20	ROYAL BOROUGH OF WINDSOR & MAIDEHEAD						3,000,000	16,303.56		
31-07-20	ROYAL BOROUGH OF WINDSOR & MAIDEHEAD						2,000,000	9,772.60		
31-07-20	CONWY COUNTY BOROUGH COUNCIL						1,000,000	4,238.36		

Date	Borrower	Agency ratings (short term)		Rate %	Terms	Loans Made £	Loans Repaid £	Int Received £	Maturity date	Status
		At time of investment	as at 30/09/2020							
<b>August 2020</b>										
<b>Loans made</b>										
18-08-20	ROYAL BOROUGH OF WINDSOR & MAIDEHEAD			0.10000	Fixed	5,000,000			30-11-20	
19-08-20	DERBYSHIRE COUNTY COUNCIL			0.12000	Fixed	5,000,000			31-03-21	
28-08-20	THURROCK BOROUGH COUNCIL			0.650	Fixed	4,000,000			27-08-21	
<b>Loans repaid</b>										
28-08-20	THURROCK BOROUGH COUNCIL						3,000,000	8,462.47		
28-08-20	THURROCK BOROUGH COUNCIL						1,000,000	9,200.00		
<b>September 2020</b>										
<b>Loans made</b>										
30-09-20	THURROCK BOROUGH COUNCIL			0.65000	Fixed	2,000,000			29-09-21	
<b>Loans repaid</b>										
30-09-20	THURROCK BOROUGH COUNCIL						2,000,000	6,080.00		
30-09-20	SURREY COUNTY COUNCIL						1,000,000	2,880.00		
						81,000,000	36,000,000	186,389.05		
	<b>Balance C/F</b>						<b>45,000,000</b>			
	<b>Average rate of interest received April to Oct</b>			<b>0.483</b>						

**Explanation of Credit Ratings**

- F1 (Fitch) Indicates the strongest capacity for timely repayment of financial commitments; may have an added '+' to denote an exceptionally strong credit feature.
- A1 (S&P) The obligator's capacity to meet its financial commitment on the obligation is strong. With this category, certain obligations are designated with a plus '+' sign. This indicates that the obligator's capacity to meet its financial commitment is extremely strong.
- P1 (Moody's) Issuers (or supporting institutions) rated Prime - 1 have a superior ability to pay short term debt obligations.

## **GWENT POLICE AND CRIME PANEL FORWARD WORK PROGRAMME 2020/21**

### **11th December 2020 at 10am**

- PCC Update
- Complaints Annual Report
- Budget Briefing
- Chief Constable 'Ask'

### **29<sup>th</sup> January 2021**

- PCC Budget Requirement and Council Tax Precept Proposal

### **5<sup>th</sup> March 2021**

- PCC Update
- Automatic Facial Recognition

### **1<sup>st</sup> July 2021**

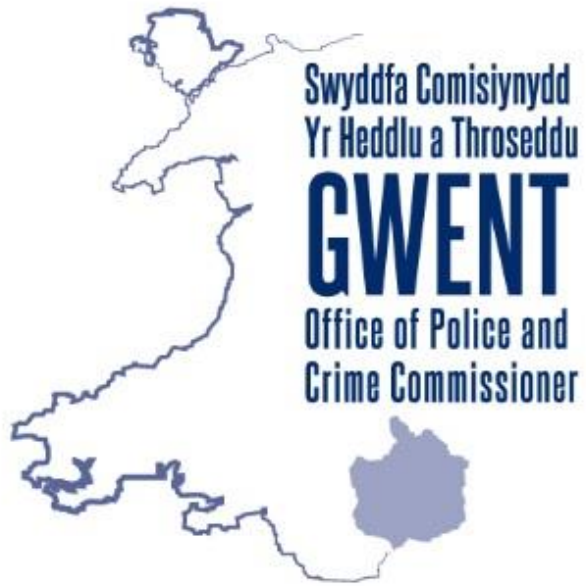
- PCC Update
- Performance Framework
- Annual Report

### **Date to Be Confirmed –**

Cyber Crime

Serious and Organised Crime

This page is intentionally left blank



**Police and Crime Commissioner for Gwent**  
**Performance Monitoring Report Quarter 1 2020/21**

## **Introduction**

This report provides an overview of the Police and Crime Commissioner's (PCC) oversight and scrutiny of Gwent Police performance in relation to the Police and Crime Plan. This is a report for Quarter 1 of the financial year 2020/21. Where possible, it includes data from April 2017 to correspond with the Police and Crime Plan delivery period and enable a wider view of the PCC's delivery against the Police and Crime Plan.

The scrutiny and monitoring of force performance takes place in a variety of forms, including observation and participation in boards and meetings as a critical friend. The main forum where this takes place is the Strategy and Performance Board, the meeting at which the PCC holds the Chief Constable (CC) to account and is open to the public. There are also specific reports and briefings requested as required. The PCC has weekly one-to-one meetings with the CC to discuss matters arising and any areas of particular concern. The PCC has made it very clear to the CC that his expectation is that he is provided with good quality information, so he can understand performance and undertake effective scrutiny and monitoring. This is specifically to include:

1. Consistent data sets, baseline and actual data for all of the force indicators;
2. Narrative to describe activity relating to all force indicators and Police and Crime Plan measures;
3. Analysis of impact for all activity; and
4. Future planning.

The Office of the Police and Crime Commissioner (OPCC) has set out to reinforce what is required by providing detailed feedback on previous performance reporting, providing further specific direction on future reporting and feedback on draft reports. This has been evidenced through documentation and strategic meetings.

Gwent Police continue to develop Organisational Performance Framework and currently this is to include new requirements from the Home Office linked to Operation Uplift, as well as the impact of Covid-19. It has already significantly improved and provides a more developed and consistent approach to performance monitoring.

A glossary is provided as an appendix to this document to provide further clarity about terminology.

## Data Conventions

The majority of data and tables contained within this document take into account quarterly figures for the previous two financial years, broken down further to an average two-year quarterly figure. This two-year quarterly average figure can be analysed against Quarter 1 2020/21 data, allowing a comparison against a two-year average that will take into account seasonal fluctuations and one off 'spike' anomalies. In addition, the Quarter 1 2020/21 data can be compared to Quarter 1 figures for years 2019/20 to provide a seasonal like-for-like comparison. This is Gwent's agreed performance analysis standard and is aimed at smoothing out long-term changes and counteracting overemphasis of annual percentage changes when previously comparing just two set data points in time.

There were changes to the recording standards of several crime types in March 2017, meaning that unfortunately it is not practical to compare any quarterly data prior to this date as it would compromise the validity of direct comparisons between any later periods.

In 2015, Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) imposed a requirement on all forces to improve their crime recording standards. Since then, all forces have been working on making their crime recording more accurate. Accuracy in crime recording is measured by HMICFRS through their crime data integrity inspection (CDI) regime. Gwent's most recent inspection in 2018 recorded a CDI rating of 88.9%.

The population in Gwent grew by 4% between 2001 and 2011, a rate of 0.4% per annum (Office of National Statistics, 2017). We assume that population growth has remained steady and would expect to see an increase in all demand volumes, by a similar amount.

## Priority 1 - Crime Prevention

### 1.1 Number of Reported Incidents

All Incidents	2017-18	2018-19					2019-20					2020-21	2 Year
Closing Class 1	Total	Q1	Q2	Q3	Q4	Total	Q1	Q2	Q3	Q4	Total	Q1	Quarterly Avg
Public Safety and Welfare	53,570	14,015	13,798	13,176	13,125	54,114	13,639	14,734	13,171	12,706	54,250	12,034	13,546
Crime Related	49,378	14,490	14,372	13,535	13,337	55,734	13,582	14,285	12,974	11,675	52,516	11,345	13,531
Admin	34,214	8,140	8,102	7,570	7,446	31,258	7,838	8,480	7,614	7,446	31,378	8,405	7,830
Transport	34,115	8,668	8,072	8,098	8,422	33,260	8,320	8,374	7,844	7,214	31,752	5,580	8,127
Anti-Social Behaviour	17,359	2,856	3,119	2,534	2,639	11,148	2,875	2,915	2,362	2,817	10,969	11,456	2,765
Open Log	10	59	82	165	113	419	263	145	2	55	465	145	111
Total	188,646	48,228	47,545	45,078	45,082	185,933	46,517	48,933	43,967	41,913	181,330	48,965	45,908

Overall incident demand has changed this quarter, increasing by 17%. Anti-social behaviour accounts significantly for this increase in Quarter 1 2020/21 rising by 307%. The reason for this is that it includes all Covid-19 incidents.

If we just look at the other incident categories without including the anti-social behaviour category, overall incidents for this quarter have decreased by 4%, which follows the downward incident trend seen in the previous two quarters.

When comparing categories of incidents, Transport has seen the biggest decrease of 23% compared with quarter 4 of 2019/20, and this is due to the fact that during the majority of Quarter 1 of 2020/21 Gwent was under complete Covid-19 lockdown. This meant there was far less traffic on the roads. Other categories remain stable.



## 1.2 Number of Total Recorded Crimes

All Crime Quarterly Comparison													
Crime Type	2017-18	2018-19					2019-20					2020-21	2 Year
	Total	Q1	Q2	Q3	Q4	Total	Q1	Q2	Q3	Q4	Total	Q1	Quarterly Avg
All Other Theft	4,509	1,242	1,256	1,138	1,117	4,753	1,161	1,157	1,026	924	4,268	693	1,128
Bicycle Theft	310	115	108	95	107	425	97	110	68	54	329	73	94
Burglary Dwelling	2,613	700	593	619	628	2,540	667	603	656	576	2,502	489	630
Burglary Non-Dwelling	1,121	270	248	343	302	1,163	287	305	249	254	1,095	187	282
Criminal Damage & Arson	8,683	2,284	2,488	2,293	2,354	9,419	2,382	2,063	2,191	1,914	8,550	1,629	2,246
Drug Offences	1,369	323	377	384	379	1,463	410	357	373	373	1,513	476	372
Homicide	7	0	1	1	2	4	0	3	1	2	6	0	1
Miscellaneous Crimes	1,195	391	356	331	325	1,403	350	307	316	401	1,374	406	347
Other Sexual Offences	902	213	250	231	287	981	245	250	262	281	1,038	128	252
Possession of Weapons	208	47	60	54	76	237	50	83	55	61	249	68	61
Public Order Offences	4,735	2,133	2,267	1,754	1,718	7,872	2,056	2,205	1,828	1,784	7,873	2,023	1,968
Rape	418	106	142	160	166	574	114	137	120	128	499	58	134
Robbery	257	91	77	64	69	301	79	70	82	70	301	63	75
Shoplifting	3,883	990	855	874	814	3,533	821	891	905	819	3,436	477	871
Theft From the Person	348	105	83	107	78	373	74	73	82	54	283	46	82
Vehicle Crime	3,353	834	743	906	915	3,398	748	909	840	735	3,232	554	829
Violence with Injury	4,860	1,451	1,482	1,500	1,390	5,823	1,429	1,483	1,476	1,401	5,789	1,020	1,452
Violence without Injury	9,865	3,403	3,576	3,503	3,694	14,176	3,597	3,844	3,556	3,680	14,677	3,461	3,607
Total	48,636	14,698	14,962	14,357	14,421	58,438	14,567	14,850	14,086	13,511	57,014	11,851	14,432

Overall crime has been falling and this is good news. However, there needs further monitoring of recorded crime trends. The rise and fall of offences is likely to have been impacted by the Covid-19 epidemic. We need to monitor the likelihood of numbers for each crime category returning to trends seen previously in quarter 3 of 2019/20. We also need to monitor any new emerging trends and what can and is being done to continue to prevent crime.

In Quarter 1 2020/21 we see a continued trend in the reduction of recorded crime. In comparison with quarter 4 2019/20 recorded crime has decreased by 12% (n=1,660) and falls below the quarterly average of the last two years by 18%.

Of the 18 crime categories, there has been a reduction against the quarterly average in 13 categories, with significant reductions in Rape (-53%), Other sexual offences (-47%) and Shoplifting (-47%). This is more than likely due to the changes in the way everyday

life is occurring due to Covid-19; such as the lack of night time economy, and the changes and restrictions for shopping. These have made it increasingly difficult for offenders to commit such crimes.

The largest increases in this quarter compared with last quarter have been seen in bicycle theft and drug offences. The bicycle theft increase (35%) is probably because cycling has been encouraged and increased during lockdown. This has increased bike sales and therefore increased the supply of available bikes within the public domain. For offenders involved in acquisitive crime it may also be ease of access to bikes rather than shoplifting or other theft offences that have become harder during restrictions.

Drug offences have increased by 28% this quarter. Covid-19 police roadside checks, patrols and smaller populations of people in public spaces have led to supplier and dealers being more visible which will have contributed to this. Police have also continued to undertake targeted police operations involving known offenders for drugs supply in Gwent.

Violence without injury has fallen by 6% this quarter when comparing it with Quarter 4 2019/20. This again would have partly been because of Covid-19 lockdown contributions to the reduction in night-time economy and the majority of the public being off the streets. As expected, violence with injury numbers have fallen by 27% this quarter when compared with Quarter 4 2019/20. Further analysis shows that reported domestic abuse has also decreased by 8% which would have more than likely contributed to the reduction of both violence with and without injury. There was widespread concern that domestic abuse would have been significantly unreported during lockdown. However, until there is a sustained period of lockdown being eased and people being more able to report, will won't be able to confirm this. Therefore, it remains a priority for the force to communicate with potential victims and find ways to offer support and safety.

Gwent Police recorded a 15% decrease in dwelling burglary in Quarter 1 2020/21 compared with quarter 4 2019/20. This figure has been steadily decreasing quarter on quarter since Quarter 1 of 2019/20 (-28% n=178). The opinion is that lockdown has played a significant role in aiding this reduction, and offences are expected to rise over the coming months, particularly as increasing numbers of people resume taking holidays and trips away. Gwent Police do have a focus on addressing this area. Work focusing on burglary and methods of reducing this crime and tackling offending is ongoing. We would expect to see the results of this work later in the year.

### **1.3 Communications and Engagement Activities - OPCC**

Reported in PCC update and provided as a separate report on an annual basis.

## 1.4 Number of Repeat Offenders

Total Repeat Offenders Numbers												
	2017-18			2018-19			2019-20			2020-21 Year to Date		
All Offence Types	Offender Related Crime	Repeat Offenders	Repeat Offender %	Offender Related Crime	Repeat Offender	Repeat Offender %	Offender Related Crime	Repeat Offender	Repeat Offender %	Offender Related Crime	Repeat Offender	Repeat Offender %
Total Numbers	22,711	4,329	19.1%	25,360	5,058	19.9%	21,344	4,266	20.0%	5,193	1,041	20.0%

Breakdown of Repeat Offenders by Crime Type												
	2017-18			2018-19			2019-20			2020-21 Year to Date		
All Offence Types	Offender Related Crime	Repeat Offenders	Repeat Offender %	Offender Related Crime	Repeat Offender	Repeat Offender %	Offender Related Crime	Repeat Offender	Repeat Offender %	Offender Related Crime	Repeat Offender	Repeat Offender %
All Other Theft	1,127	134	11.9%	941	85	9.0%	742	62	8.4%	151	8	5.3%
Bicycle Theft	38	2	5.3%	55	4	7.3%	42	2	4.8%	8	0	0.0%
Residential Burglary	487	94	19.3%	427	85	19.9%	328	49	14.9%	82	12	14.6%
Commercial Burglary	222	41	18.5%	189	32	16.9%	192	38	19.8%	42	9	21.4%
Criminal Damage & Arson	2,274	346	15.2%	2,346	326	13.9%	1,872	264	14.1%	395	38	9.6%
Drug Offences	1,183	121	10.2%	1,290	156	12.1%	1,221	105	8.6%	417	32	7.7%
Misc Crimes Against Society	787	59	7.5%	806	56	6.9%	587	37	6.3%	179	8	4.5%
Other Sexual Offences	491	35	7.1%	417	33	7.9%	386	34	8.8%	59	2	3.4%
Possession Of Weapons	164	6	3.7%	184	14	7.6%	180	10	5.6%	51	1	2.0%
Public Order Offences	2,790	376	13.5%	3,909	540	13.8%	3,448	462	13.4%	940	91	9.7%
Rape	194	4	2.1%	194	10	5.2%	192	14	7.3%	36	1	2.8%
Robbery	117	15	12.8%	127	32	25.2%	102	11	10.8%	20	3	15.0%
Shoplifting	2,020	313	15.5%	1,571	258	16.4%	1,342	203	15.1%	206	48	23.3%
Theft From The Person	65	0	0.0%	64	2	3.1%	54	4	7.4%	15	1	6.7%
Vehicle Crime	419	58	13.8%	382	48	12.6%	279	26	9.3%	84	12	14.3%
Violence With Injury	3,339	411	12.3%	3,594	450	12.5%	2,881	324	11.2%	549	40	7.3%
Violence Without Injury	6,991	1,113	15.9%	8,861	1,593	18.0%	7,442	1,409	18.9%	1,943	350	18.0%
Totals	22,711	3,128	13.8%	25,360	3,724	16.5%	21,344	3,054	14.3%	5,193	656	12.6%

*N.B The total numbers for repeat offenders in this table included offenders who have committed more than one crime, sometimes from different categories of crime. The repeat offenders in the offence category list part of the table includes offenders who have committed the same category of crime.*

This year to date, 20% of all crimes have been committed by a repeat offender (an offender who has committed more than one crime this year across all crime types). There has been no change in the total percentage of repeat offenders for all crimes since 2017/18.

When looking at repeat offending across specific crime types so far during 2020/21, shoplifting (23%), commercial burglary (21%) and violence without injury (18%) have the highest percentage of offences committed by repeat offenders. This is as expected and consistent with the most common forms of repeat offending evidenced by research and across forces. However, Gwent Police recognise that they do need to improve efforts to affect repeat offending. Gwent Police are reviewing the operating model at the moment. This will be considerate of areas that the could be improved including reducing repeat offending. Many violence without injury offences include domestic abuse offences and will involve historic reports of crimes as well as current, i.e. the repeat offending has occurred before coming to the attention of police.

## 1.5 Investigation Outcome Rates

Outcome Rates for All Crime (based on period crime was committed)													2 year Quarterly Avg
	2017-18	2018-19					2019-20					2020-21	
Outcome	Total	Q1	Q2	Q3	Q4	Total	Q1	Q2	Q3	Q4	Total	Q1	
1: Charged/Summoned	4,982	1,361	1,274	1,275	1,161	5,071	1,110	1,137	1,137	1,072	4,456	1,022	1,191
2: Youth Caution/Conditional Caution	199	18	19	10	29	76	22	16	21	24	83	3	20
3: Adult Caution/Conditional Caution	1,052	286	234	212	191	923	195	208	130	132	665	140	199
4: TIC	17	15	0	3	12	30	14	0	3	3	20	0	6
5: Offender has Died	11	2	3	7	0	12	4	1	1	3	9	1	3
6: Penalty Notice for disorder	361	71	94	78	70	313	64	58	76	42	240	82	69
7: Cannabis Warning	204	43	66	71	70	250	68	62	64	73	267	107	65
8: Community Resolution/Youth Restorative Justice	667	184	191	175	99	649	63	113	144	135	455	214	138
9: Prosecution not in the public interest	5	1	2	1	3	7	3	0	3	2	8	1	2
10: Police - Formal action not in public interest	278	49	85	60	90	284	93	139	168	164	564	132	106
11: Named suspect below age of criminal responsibility	78	11	15	12	17	55	13	30	16	24	83	2	17
12: Named suspect too ill to prosecute	50	13	6	10	12	41	18	13	8	15	54	9	12
13: Named suspect but victim/key witness deceased or too ill	23	7	8	5	8	28	8	7	9	3	27	3	7
14: Victim declines/unable to support action to identify offender	2,309	825	820	714	814	3,173	717	785	768	730	3,000	619	772
15: Named suspect, victim supports but evidential difficulties	7,163	2,360	2,231	2,158	1,381	8,130	2,426	2,313	1,907	1,809	8,455	1,577	2,073
16: Victim withdraws support - named suspect identified	10,382	3,597	3,947	3,489	3,265	14,298	3,633	3,865	3,512	3,415	14,425	2,950	3,590
17: Suspect identified but prosecution time limit expired	91	39	27	27	37	130	40	50	21	21	132	1	33
18: Investigation complete no suspect identified	20,353	5,748	5,626	5,761	5,681	22,816	5,690	5,544	5,219	4,226	20,679	3,085	5,437
20: Other body agency has investigation primacy	332	80	75	122	71	348	53	59	74	57	243	60	74
21: Named suspect, investigation not in the public interest	91	35	17	24	29	105	53	50	31	38	172	12	35
22: Diversionary, educational or intervention activity	1	0	1	3	6	10	20	63	54	54	191	41	25
New/Still Open	188	91	154	158	297	700	346	451	769	1,150	2,716	1,879	427
Positive Outcomes	7,493	1,980	1,881	1,831	1,632	7,324	1,540	1,595	1,576	1,484	6,195	1,569	1,690
Total Outcomes	48,837	14,836	14,895	14,375	13,343	57,449	14,653	14,964	14,135	13,192	56,944	11,940	14,299
% of Positive Outcomes	15.3%	13.3%	12.6%	12.7%	12.2%	12.7%	10.5%	10.7%	11.1%	11.2%	10.9%	13.1%	11.8%
Total Finalised Outcomes	48,649	14,745	14,741	14,217	13,046	56,749	14,307	14,513	13,366	12,042	54,228	10,061	13,872
% of Positive Outcomes Against Finalised Outcomes	15.4%	13.4%	12.8%	12.9%	12.5%	12.9%	10.8%	11.0%	11.8%	12.3%	11.4%	15.6%	12.2%

The table above displays outcomes based on crime committed date. Positive outcome rates for all of 2019/20 are still below the quarterly average. However, this is to be expected due to the number of crimes still recorded as New or Under Investigation, which will always create a time lag in finalised outcomes based on this way of reporting. However, in Quarter 1 the percentage of positive outcomes was 13.1%, which is above the average for the last two years and the same is reflected in the percentage of positive outcomes against finalised outcomes. This positive result hasn't been seen since 2017/18. This is as a result of improved administration, as well as a renewed supervisory focus on achieving improved positive outcomes in a number of areas.

## **Priority 2 - Supporting Victims**

### **2.1 Percentage of Victim Satisfaction with Service Received**

Category	Victim Satisfaction Survey				2 Year Avg
	2017-18	2018-19	2019-20	2020-21 YTD	
Whole experience	81%	75%	75%	81%	75%
Ease of contact	88%	89%	95%	94%	92%
Action taken	76%	71%	76%	81%	74%
Way treated	92%	87%	85%	90%	86%
Kept informed	65%	64%	46%	74%	55%

The Victims' Board has continued to scrutinise performance and oversee a programme of improvement work. There has been a vast improvement in four of the five areas this quarter. The victim satisfaction survey consists of multiple choice questions that enable ease of collation of findings, along with the opportunity to provide further comments. In Quarter 1 2020/21, the survey script was modified so that the question regarding being kept informed would not be asked of anyone whose case is "resolved without deployment". This has resulted in a much truer and positive picture, as it now takes into account all cases that were dealt with in the first point of contact. There has also been a series of force training days that have had a focus on services for victims. This has continued to be delivered during lockdown. Updating and communication with victims has been a key message of the training. Where victims express dissatisfaction with the service and there is an opportunity for 'service recovery', information is shared with the appropriate local inspector in order for a resolution to be provided.

## 2.2 Number of Repeat Victims of Crime

Total Repeat Victims																
	2017-18				2018-19				2019-20				2020-21 Year to Date			
All Offence Types	Total Crime with Victim	Victims of Crime	Repeat Victims	Repeat Victims %	Total Crime with Victim	Victims of Crime	Repeat Victims	Repeat Victims %	Total Crime with Victim	Victims of Crime	Repeat Victims	Repeat Victims %	Total Crime with Victim	Victims of Crime	Repeat Victims	Repeat Victims %
	37,657	29,657	5,040	17.0%	45,352	33,308	6,791	20.4%	43,549	31,680	6,870	21.7%	9,498	7,779	1,322	17.0%

Breakdown of Repeat Victims by Crime Type																
	2017-18				2018-19				2019-20				2020-21 Year to Date			
All Offence Types	Total Crime with Victim	Victims of Crime	Repeat Victims	Repeat Victims %	Total Crime with Victim	Victims of Crime	Repeat Victims	Repeat Victims %	Total Crime with Victim	Victims of Crime	Repeat Victims	Repeat Victims %	Total Crime with Victim	Victims of Crime	Repeat Victims	Repeat Victims %
All Other Theft	3,269	3,123	140	4.5%	3,290	3120	155	5.0%	2,878	2,776	103	3.7%	537	530	12	2.3%
Bicycle Theft	303	304	4	1.3%	410	403	10	2.5%	319	315	7	2.2%	71	71	0	0.0%
Residential Burglary	2,507	2,512	88	3.5%	2,425	2419	104	4.3%	2,368	2,347	102	4.3%	472	488	13	2.7%
Commercial Burglary	540	553	20	3.6%	543	540	31	5.7%	545	532	38	7.1%	91	90	2	2.2%
Criminal Damage & Arson	7,014	6,075	638	10.5%	7,059	6150	658	10.7%	6,553	5,717	606	10.6%	1,219	1,161	78	6.7%
Drug Offences	20	21	0	0.0%	24	24	1	4.2%	31	31	0	0.0%	4	5	0	0.0%
Misc Crimes Against Society	726	724	21	2.9%	855	853	29	3.4%	671	662	19	2.9%	197	193	7	3.6%
Other Sexual Offences	735	720	34	4.7%	773	773	28	3.6%	765	757	22	2.9%	126	122	5	4.1%
Possession Of Weapons	28	28	0	0.0%	26	25	1	4.0%	29	29	0	0.0%	4	4	0	0.0%
Public Order Offences	3,933	3,589	283	7.9%	6,282	5458	615	11.3%	6,191	5,437	576	10.6%	1,613	1,524	108	7.1%
Rape	341	315	20	6.3%	380	326	23	7.1%	317	295	20	6.8%	55	52	2	3.8%
Robbery	240	252	3	1.2%	283	273	9	3.3%	283	283	10	3.5%	59	60	1	1.7%
Shoplifting	350	298	41	13.8%	374	311	41	13.2%	360	312	39	12.5%	48	46	2	4.3%
Theft From The Person	323	322	2	0.6%	359	359	4	1.1%	280	280	2	0.7%	46	46	1	2.2%
Vehicle Crime	3,060	2,985	85	2.8%	3,028	2970	93	3.1%	2,913	2,845	99	3.5%	517	519	8	1.5%
Violence With Injury	4,749	4,482	275	6.1%	5,590	5,213	379	7.3%	5,316	4,954	381	7.7%	1,009	995	38	3.8%
Violence Without Injury	9,513	8,118	1,112	13.7%	13,596	10581	2081	19.7%	13,396	10,102	2,379	23.5%	3,411	2,811	530	18.9%
Totals	37,651	34,421	2,766	8.0%	45,352	39,798	4262	10.7%	43,549	37,674	4,403	11.7%	9,498	8,717	807	9.3%

*N.B The total numbers for repeat victims in this table relates to repeat offence types collectively, the repeat victims in the offence type part of the table relates to each offence category. The slight discrepancy in the total figures is due to inaccurate recording at source.*

In 2020/19, nearly 17% of all crimes have been committed against a repeat victim (a victim who has had more than one crime of any crime type committed against them). When looking at repeat victims across specific crime types, Violence without Injury (18.9%) accounts for almost 66% of all repeat victims. However, when we compare this with 2019-20, it's almost 5% lower. A large majority of this category is made up of victims of Domestic Abuse and Stalking and Harassment, where the victim is known to or an ex-partner of the offender. Domestic abuse is given significant focus by Gwent Police and arrangements for high risk victims have been enhanced this year with the introduction of a multi-agency risk assessment conference coordinator. Repeat victims will also be reviewed at



tasking meetings and all victims are offered support from specialist agencies and workers. However, we will continue to expect high levels of repeat victims recognising the average amount of time it takes to attempt to leave abusive relationships and the complexity of this crime. Therefore, in all cases safeguarding action as well as investigations are vital.

### 2.3 Number of Missing Children and Number of Repeat Missing Children

Missing Children	2017-18	2018-19					2019-20					2020-21	2 Year
	Total	Q1	Q2	Q3	Q4	Total	Q1	Q2	Q3	Q4	Total	Q1	Quarterly Avg
Missing Children Occurrences	3,923	1,306	993	853	918	4,070	937	846	757	751	3,291	521	920
Number of Missing Children	1,320	345	334	410	455	1,544	338	308	294	295	1,235	207	347
Number of Repeat Missing Children	522	156	137	124	151	568	122	111	103	97	433	84	125

The number of missing children in Quarter 1 of 2020/21 continues the downward trend from the previous year. In Quarter 1 2020/21, the number of missing children decreased by 30% compared with quarter 4 of 2019/20. Similarly, the downward trend of repeat missing children is apparent at a decrease of 13% compared with quarter 4 of 2019/20.

This ever-decreasing pattern could be attributed to the change in reporting practices seen in care homes since the start of this financial year, meaning fewer children are reported missing once an original curfew has been missed. However, further analysis needs to be conducted to establish a clear link. There is work happening with children's services, children's homes and Gwent Police to ensure that children are safeguarded appropriately with proportionate responses to risk.

### 2.5 Number of Adult and Children Public Protection Notices.

PPN Numbers													
PPN - Nature of Concern	2017-18	2018-19					2019-20					2020-21	2 Year
	Total	Q1	Q2	Q3	Q4	Total	Q1	Q2	Q3	Q4	Total	Q1	Quarterly Avg
Adult at Risk	3,710	1,178	1,357	1,300	1,380	5,215	1,502	1,660	1,548	1,515	6,225	1,630	1,430
Child Concern/Child Sexual Exploitation	9,125	2,922	2,740	2,583	2,683	10,928	2,896	3,240	3,216	3,566	12,918	3,382	2,981



## 2.6 Number of Strategy Meetings for Adults and Children at Risk\*

Strategy Discussion	2018-19	2019-20					2020-21
	Total	Q1	Q2	Q3	Q4	Total	Q1
Adult At Risk	~	192	193	196	202	783	149
Child Protection	907	490	501	511	556	2,058	505

\*The strategy discussion numbers have only been monitored with the introduction of the new performance framework. Child protection were considered first, but this has now expanded to include adults at risk.

The number of PPNs for adults at risk in Quarter 1 2020/21 has increased by 8% since quarter 4 2019/20. It is nearly 13% above the prior 2-year average and 9% higher than numbers seen in Quarter 1 2019/20. This shows that the work of improving frontline officers' understanding and response to safeguarding issues has continued rather than an actual safeguarding increase.

The number of Adults at Risk strategy discussions decreased by 26%. This is likely to be because in April and May the numbers were a lot lower than usual (32 & 43) and then returned to the expected levels in June (74). The fall in numbers is mostly likely attributed to Covid-19 restrictions affecting partner discussions and work prioritisation.

Child PPNs have decreased by 5% in Quarter 1 2020/21 compared with the previous quarter. The number of child protection strategy meetings have fallen by 9%. Again, the reduction in the numbers would have been impacted by Covid-19 lockdown with children not at school and thus impacting the ability to identify children of concern. This is also reflected in reduced strategy meetings. However, June's figure of 203 shows that the meetings are returning to the expected levels and shows that the improvement in this area continues.

## 2.7 Number of Children Identified as experiencing Domestic Abuse through Operation Encompass Reports

Notification to local Authorities	2019-20					2020-21
	Q1	Q2	Q3	Q4	Total	Q1
Single Incidents	1,359	1,486	1,436	1,665	5,946	1,912
Multiple Incidents	329	378	343	225	1,275	386
No of Children	1,901	2,063	1,854	2,012	7,830	1,953
% of Multiple Notifications	24%	25%	24%	14%	21%	20%

Operation Encompass is a police and education early intervention safeguarding partnership that sees the police inform the relevant school of any incident of domestic abuse that is experienced or involves a child or young person. This information sharing enables the school to provide the most appropriate support for that child and creates a trusting environment.

Operation Encompass has now been implemented across all five local authorities in Gwent. In Quarter 1 2020-21, there has been an increase in single incidents compared to quarter 4 2019/20 by 15%. However, compared to Quarter 1 of 2019/20, they have increased by 41%. The number of multiple incidents of domestic abuse where children have been exposed has increased compared with both the last quarter (Quarter 4 2019/20) and Quarter 1 2019/20 by 76% and 17%. This is an early indicator that police officers in Gwent are ensuring that every call that they attend where children are present is being logged properly and referred through the correct channels.

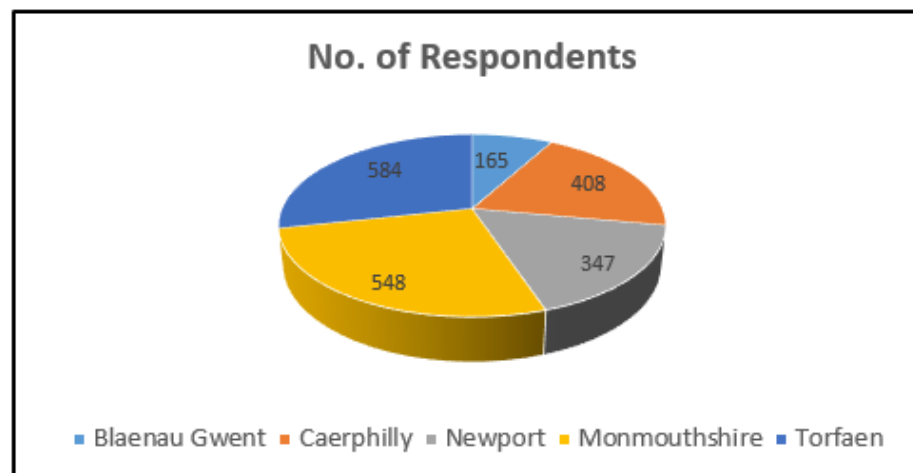
Children who experience domestic abuse receive emotional and practical support in school via the safeguarding lead. All PPNs with domestic abuse concerns for children are emailed to children services. Depending on the risk to the child/children, they will receive the relevant support coordinated by social care, which can include the 'open and closed door project' that is run by Barnardo's specifically for child victims of domestic abuse.

Further work is to be undertaken looking at the services available for children by the Violence Against Women, Domestic Abuse and Sexual Violence Team. This is supported by partners including the Office of the Police and Crime Commissioner and Gwent Police.

## **Priority 3 - Community Cohesion**

### **3.1 Number of Persons Engaged with Your Voice**

Your Voice is Gwent Police's commitment to fulfil its statutory obligation to engage with the public, obtain views of local communities and set priorities. They should be guided by an evidence-based approach and include the concerns of our local communities. The process cycle is six-monthly and contributes to problem solving activity during that period. The last set of surveys went live on 13 January 2020 for a time period of three weeks.



As reported in the last period, the Your Voice survey presented a clear picture of what means the most to the residents in our communities who took part. Throughout all five local authorities in Gwent, there is a consensus that anti-social behaviour should be a top priority, followed by the dealing and misuse of drugs in wards in Blaenau Gwent, Monmouthshire, Newport and Torfaen.

The dealing and misuse of drugs didn't come up as a priority in Caerphilly; however, Bedwas communities felt that off-road biking is of priority scoring 58% of priority choices given in the survey. Similarly, residents in Brynmawr in Blaenau Gwent also felt that edalyn with off-road bikes are a priority, scoring 36% of priority choices given in the survey.

In Caldicot and Usk, speeding vehicles are residents' top priority scoring 32% and 40% respectively.

The majority of respondents were female. Respondents of other ethnic groups accounted for less than 6% in all areas apart from Newport where it was 21%. The majority of completed surveys were from people ages 35 or over.

Blaenau Gwent	% Of Total Respondants to Surveys sent out	Chosen Priority Location with percentage of choice
Brynmawr	36%	Off road bikes at Waunhulog (37%)
Ebbw Vale	26%	ASB at Lime Avenue (40%)
Abertillery	25%	Drugs in the Town Centre (66%)
Tredegar	12%	Drugs in Tredegar Town (55%)

Caerphilly	% Of Total Respondants to Surveys sent out	Chosen Priority Location with percentage of choice
Bedwas	18%	Off road bikes at Bedwas, Trethomas & Machen (58%)
Blackwood	17%	ASB in Blackwood Town (84%)
Risca	15%	ASB in Newbridge (73%)
Ystrad Mynach	40%	ASB in Ystrad Town & Siloh Square (90%)
Rhymney	7%	ASB in Jones Street, Derlwyn Street & Phillipstown (41%)
Bargoed	3%	ASB in Bargoed Gateway and Angel Way (77%)

Torfaen	% Of Total Respondants to Surveys sent out	Chosen Priority Location with percentage of choice
Cwmbran	65%	Drug Misuse / ASB at The Grange & Cwmbran Leisure (31%) & St Woolos Green, Pontypool /
Pontypool / Blaenavon	35%	Drug Misuse / ASB at The Civic Centre 7 Tesco's car park - Pontypool (30%) and Drug Misuse / ASB at The Dome - New Inn (22%)

Newport	% Of Total Respondants to Surveys sent out	Chosen Priority Location with percentage of choice
Alway/ Maindee	39%	ASB in Spytt Retail Park (29%) & ASB in Morris Street /Corporation Rd (23%)
Stow Hill	34%	Begging at city centre cash machines (47%) & ASB at Friars walk bus station (37%)
Bettws	22%	Drug dealing around Bettws estate (59%)
Pill	5%	ASB & Drug dealing around Francis Drive (50%)

Monmouthshire	% Of Total Respondants to Surveys sent out	Chosen Priority Location with percentage of choice
Abergavenny	42%	Drugs & ASB in Town near the castle (61%)
Monmouth	17%	Drugs & ASB at Drybridge Town (40%)
Chepstow	16%	Vehicle ASB at All wards (48%)
Caldicot	15%	Speeding at Caerwent (32%)
Usk	10%	Speeding vehicles at Llanybi (40%)

Gwent Police have made good progress and responded well to the feedback given from the last Your Voice Survey. The following is a snapshot of the targeted approach from each area.

### Blaenau Gwent

Intelligence has been developed on drug dealing in the Abertillery area. Gwent Police met with partners and requested their assistance. We have completed several successful warrants that has resulted in four arrests, three large quantities of drugs and cash recovered leading to ongoing enquiries.

Gwent Police have also developed intelligence on drug dealing in the Tredegar area. Again, through working with partners, a successful warrant was completed, a cannabis cultivation was located, and an arrest made. Further warrants are planned, and intelligence gathering is ongoing.

In Ebbw Vale police have linked in with community safety partners. Foot patrol officers have identified hot spot areas have been increased, with an introduction of a duty car to concentrate on identified areas. Processes are in place to work with young people involved in ASB in the area and there are further plans in place for an ASB operation during the October/November.

## Caerphilly

The specific areas of concern for the illegal use of off-road bikes were identified and local CSOs and officers have liaised with local councillors, farm owners, residents and walking / horse riding groups to agree actions. Due to the information fed back there have been nine section 59 warnings given and a bike has been seized. Site visits and CSO patrols on Sundays have taken place in problematic locations. Several people have been stopped, details taken, warnings given about their conduct and asked to stay away from the area.

Operation Harley (planned operation for off road biking) saw CSOs, neighbourhood and ASU officers as well as local councillors, traffic officers and forest rangers all working together to address the issue. As a result, one off-road bike was seized and two section-59 warnings were issued. Gwent Police are working with a local councillor who has secured money for fitting anti-vehicle gates and fences around the Rudry Common area and will be working with her in the future to identify the best location for these to be fitted.

There were several areas of ASB concern in Caerphilly county borough. Due to the Covid-19 lock down the number of incidents in Caerphilly town centre has dropped dramatically, however there remained to be some issues with parks and police patrols along with engagement work by Positive Futures. When lockdown restrictions began to lift there appeared to be a shift in the main ASB issue to gatherings outside licenced premises. In response to this, a patrol plan was put in to place that required CSOs and officers to patrol the park and Cardiff Road at times of peak activity.

In Caerphilly north, meetings were held with Morrisons in Bargoed along with youth engagement activity. In New Tredegar a criminal behaviour order has been put in place for a main offender that was identified and was arrested for other offences and received a significant custodial sentence as a result. Partnership work including with Members of the Senedd (MS) and MPs has also assisted in problem identification and responses.

## Monmouthshire

In Abergavenny & Monmouth there have been action days where warrants have been carried out, targeted area patrols have taken place and intelligence has been gathered. CSOs have also held day surgeries in their local wards to focus on ASB and drug issues. As a result of this, 29 strike letters have been issued, seven community protecting warnings and seven community protection notices have been issued. In Usk, there have been speed check deployments in and around the area. There have also been day surgeries to enable further engagement and problem solving with the community.

## Newport

In Maindee there has been an increase in patrols with an agile working location created through the development of a mobile police station to be used as a working base. To address issues of drugs supply and associated criminality a number of actions have taken place, and more are planned. The Victoria Hotel has had a closure order and is now closed for three months. In order to further tackle drug dealing seven drug warrants have been executed. Two cannabis cultivations located, four further closure orders / evictions planned for properties linked to drug use and supply. A significant amount of class A and class B drugs has been seized as well as more than £30,000 in criminal property. Licensing engagement has also taken place regarding the sale of alcohol in the area and a community assist day has been planned.

In relation to the issue of Car Cruising; the Fire Service, Local Authority, business owners and other partners have been engaging with a group linked to car cruising activity to educate and manage any disorder. The main organiser of the car cruising events has been identified and a relationship has been developed. This has led to an agreement being made in the ongoing pandemic no large-scale events are to be organised, and that restrictions are published. We have identified a future venue that the group will be looking to use (Buyology – Maesglas). The local authority has been asked to provide guidance and support to the organiser to ensure that the event is legal and does not impact the surrounding community. Target hardening is already in place at Tesco and Newport Velodrome, but we have increased patrols with a 'City Safe' style patrol plan. Where large event has planned resources have been allocated; section 35 notices used; and other enforcement taken. The local authority applied for a Public spaces' protection order.

In Stow Hill begging has ceased in the city centre; this is because homeless people have all been offered accommodation or have been housed in line with the Welsh Government Covid Plan. Community Protection Warning/ Community protection notices and Criminal behaviour orders have been issued to all people refusing to engage positively and continuing behaviours that present higher risks during the pandemic.

ASB in Friars Walk and the bus station has reduced significantly during the lockdown period. The use of the Friars Walk unit for surgeries and engagement as part of the problem-solving approach has assisted dramatically as the increase in police presence and visibility has been a successful deterrent.

## Torfaen

We held an initial problem-solving group (PSG) with council departments, youth service, police and Youth Offending Service regarding the issues of youths gathering in the civic centre carpark and then the overspill on to Tesco's carpark. Prior to the meeting a crime prevention survey was completed which identified a number of solutions. Despite there being cost implications for the local authority the following has been completed:

- 1 A number of 24 hour monitored cameras have been installed throughout the carpark
- 2 The lighting has been repaired/improved
- 3 Street Scene from the local authority have attended and cleared the carpark of litter
- 4 The issue with the barrier has been resolved so the car park is closed at night
- 5 Youth service have been involved engaging with the youths and diverting them away from the area.
- 6 CSOs have actively patrolled the area and submitted ASB referrals where appropriate

As a result of the above actions there has been a dramatic reduction in the number of calls to the car park.

Youth ASB and drug dealing in an area of New Inn came was an unexpected concern raised in the survey. An initial PSG was held with community safety, police and the youth service in attendance. Following this the youth service attend and carry out positive interventions with children and young people in the area. CSOs also included this area on their patrols. CSOs maintain a regular presence in the area but there have been no further incidents.

For youth ASB and drug misuse at The Grange, we held a PSG and crime prevention survey with Torfaen County Borough Council's community safety team, the Grange Arts Centre, and the Centre for Children and Young People (CCYP). There were plans put in place for engagement opportunities with the young people, these have not been able to be delivered due to COVID. However, police patrols have been maintained. Numerous ASB referrals have been submitted resulting in letters home to parents and carers. There have also been early intervention clinics. Op Pringle (1), a plain- clothes operation targeting drugs youth on the town resulted in a nine young people referred to the Youth Offending Service for both minor drug and public order offences.

A problem orientated policing (POP) Plan was put in place for St Woolos Green flats, which has become an area with ASB issues. Unfortunately, the crime prevention survey revealed design issues that would be prohibitively expensive to rectify. The ward team carried out a number of stops searches in the area and included it in the CSOs and ward officers patrol diary. Calls to the area have dropped dramatically.

### 3.2 Number of Specials and Hours Contributed

This data has only been recorded from this financial year.

Specials Hours Worked	2017-18	2018-19	2019-20					2020-21	2 Year Quarterly Avg
	Total	Total	Q1	Q2	Q3	Q4	Total	Q1	
No.of Active Specials	70	49	46	43	57	69	~	69	~
No.of Volunteered Hours	1,753	16,084	3,305	2,943	4,986	5,392	16,626	9,316	4,089
No.of Duties Covered	2,566	2,260	442	387	730	812	2,371	1,227	579

Special Constables offer a valuable and vital resource to GP They conduct local, intelligence-based patrols and take part in crime prevention initiatives providing operational support to regular officers. There is usually a reduction in hours worked during holiday periods, such as the summer holidays, Christmas and Easter. However, they have increased since the start of COVID 19 and continue to do so.

The number of volunteered hours increased by 3,924 (73%) compared with quarter 4 2019/20. This is predominantly due to several individuals being placed on furlough, being made redundant or having finished university early and wishing to offer their time to Gwent Police and the communities of Gwent.

### 3.3 Number of Heddlu Bach Schools and Children Engaged in the Programme

Heddlu Bach	2019-20			2020-21
	Q3	Q4	Year End	Q1
No. of Primary School engagement	~	50	50	50
No. of Young people aged 9-11	~	994	994	944

We have 50 Primary Schools currently hosting the Heddlu Bach Mini Police programme in Gwent and will be increasing this to 64 by the end of 2020. The Heddlu Bach scheme engages 944 young people aged 9-11 years old. We know that children participating in the scheme have an increased confidence in Gwent Police and improved feelings of safety. The scheme is available to any school. We have particularly welcomed schools from areas of deprivation and higher crime to encourage children to consider careers in policing and improve relationships with whole families and the police.



Due to the pandemic the normal programme was suspended however, Heddlu Bach continued with virtual intergenerational work, by writing to elderly residents and sending pictures to hospital wards. The Heddlu Bach continued with decorating pebbles and leaving messages in the community. The programme will be continuing virtually with an activity book and supporting videos, virtual input from various department to keep the scheme engaged and the link between the police and communities thriving through young people.

### 3.4 Number of Hate Crime Incidents and Number of Repeat Hate Crime Victims

Hate Crime	2017-18	2018-19					2019-2020					2020-21	2 Year Quarterly Avg
	Total	Q1	Q2	Q3	Q4	Total	Q1	Q2	Q3	Q4	Total	Q1	
Hate Crime Occurrences	1,005	276	326	250	286	1,138	303	261	197	206	967	288	263
Hate Crime Repeat Victims	85	24	27	18	23	92	27	20	16	26	89	25	23
Hate Crimes Sent to HO	651	198	231	169	199	797	233	183	157	136	709	191	188

The number of hate crime occurrences, and those that have been sent to the Home Office, have increased above the figures seen in quarter 4 2019/20 and the two-year quarterly average, bringing them more in line with the numbers seen in Quarter 1 of 2018/19 and 2019/20.

The increase in hate crimes recorded in Quarter 1 may be seen in a good light as it shows that members of the public are having the confidence to come forward and report those crimes.

The tables below capture the strands by which hate crimes are categorised. The figures for Quarter 1 2020/21 show that 72% of hate crime recorded is racial hate crime, followed by disability hate crime with 16%. Whilst racial hate crime has seen an increase compared with the last quarter, disability hate crime has seen a decrease. This could be largely down to the recent media and protest events being held in light of the Black Lives Matter movement.

Recognising that there is still believed to be underreporting of hate crime, the OPCC and Gwent Police will continue to explore ways to encourage people to report and we expect to include more on this by the end of the year.

Q3 2019/2020 by Hate Strand	No.	%
Religious	6	3.05
Transphobic	2	1.02
Disability	39	19.80
Homophobic	38	19.29
Racial	112	56.85
Total	197	100.00

Q4 2019/2020 by Hate Strand	No.	%
Religious	5	2.43
Transphobic	5	2.43
Disability	59	28.64
Homophobic	37	17.96
Racial	100	48.54
Total	206	100.00

Q1 2020-2021 by Hate Strand	No.	%
Religious	1	0.52
Transphobic	6	3.14
Disability	16	8.38
Homophobic	31	16.23
Racial	137	71.73
Total	191	100.00

## Priority 4 - Tacking anti-social behaviour (ASB)

### 4.1 Number of ASB Incidents

ASB Incidents	2017-18	2018-19					2019-20					2020-21	2 Year Quarterly Avg
	Total	Q1	Q2	Q3	Q4	Total	Q1	Q2	Q3	Q4	Total	Q1	
East LPA	7,417	1,316	1,362	1,144	1,140	4,934	1,291	1,294	1,048	1,301	4,934	830	1,544
West LPA	9,924	1,544	1,727	1,399	1,500	6,192	1,588	1,614	1,284	1,540	6,026	1,018	2,015
Total	17,738	2,860	3,089	2,543	2,640	11,126	2,879	2,908	2,332	2,841	10,960	1,848	3,608

*N.B the figures may be slightly different to the figures in the first table of this document due to ASB incidents that fall outside of the east or west of the force, or that have been recorded incorrectly.*

For the purpose of consistency, the table above only represents non-Covid-19 related ASB.

The number of non-Covid-19 ASB incidents in quarter one 2020/21 has significantly decreased by 35% compared to quarter 4 of 2019/20

Despite this decrease, ASB rose sharply in June when compared April and May. This is likely to be associated with the easing of Covid-19 restrictions and lockdown, resulting in greater freedoms being afforded to people. Due to many children of school age having what was, in effect, an extended break, ASB incident numbers during June and July are likely to reflect the normal higher than average numbers usually associated with the school summer holiday period.

The divide between East and West LPAs has seen a similar pattern previously, with the majority of ASB happening in the west of the Gwent force area.

ASB can require varying levels of intervention particularly when it is linked to crime and Gwent Police work closely with partners to reduce ASB.

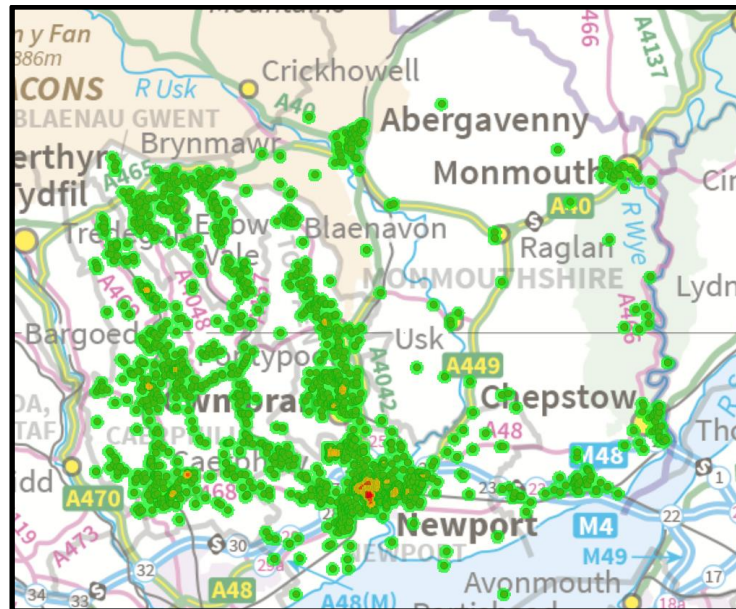
## 4.2 Number of Repeat Victims of ASB

ASB Repeat Victims	2017-18	2018-19					2019-20					2020-21	2 Year Quarterly Avg
	Total	Q1	Q2	Q3	Q4	Total	Q1	Q2	Q3	Q4	Total	Q1	
Total ASB Victims	6,762	937	1,138	891	852	4,303	955	1,106	995	753	4,303	695	1,383
ASB Repeat Victims	911	57	82	64	70	526	70	89	75	57	526	57	180
% Repeat ASB Victims	13.5%	6.1%	7.2%	7.2%	8.2%	12.2%	7.3%	8.0%	7.5%	7.6%	12.2%	8%	3%

Repeat ASB Victim data for Quarter 1 2020/21 is similar to quarter 4 of 2019/20, the only difference is that the percentage of victims of repeated anti-social behaviour has increased by 0.4%.

When we look at the 2 year quarterly average the number of victims and that of repeat victims in Quarter 1 2020/21 continues to remain in the lower numbers as seen in the previous year.

## 4.3 Number of Identified ASB Hotspots



As might be expected, the hotspot map shows areas of highest concentration of incidents in or near the centre of Newport and the larger towns, including slightly higher numbers in Caerphilly, Blackwood, New Tredegar, Cwmbran and Pontypool.

In Quarter 1, the most common period for incidents to occur was between 2pm and 7pm, which is a significant difference to the usual trends seen of 5pm-8pm. In Quarter 1 2020/21, ASB numbers spiked on Sundays and Mondays, with Saturdays following close behind. This doesn't follow trends seen in previous quarters that were usually Fridays and Thursdays.

The very different days and times associated with ABS incidents is undoubtedly down to the Covid-19 lockdown restrictions. Night-time economy closure and people out of work or working from home with the good weather may have contributed to more alcohol consumption that is typically linked with anti-social behaviour.

#### **4.4 Partnership Activity to Address Hotspots**

The five Community Safety Hubs are now fully established. The main purpose of the hubs is to facilitate a multi-agency approach to dealing with crime and anti-social behaviour. Gwent Police Crime and Disorder Reduction Officers (CADRO) are embedded within the hubs and other members include representatives from South Wales Fire and Rescue Service, local authority Community Safety teams and Connect Gwent. The OPCC is working with the Community Safety Coordinator to assist the hubs in producing highlight reports, which will then be used to share and improve approaches and practice. Case studies are provided to demonstrate the approach.

##### **Case study**

Example: there was an increase in ASB, Graffiti, unoccupied houses and littering in gardens at Jones street Phillips Town, Rhymney.

This was identified following a number of complaints from residents and local councillors. These issues were taken to tasking and a problem orientated plan was created. Each agency was identified for their respective issues and focus was given to targeting these issues. Housing and environmental health partners focused on graffiti and littering in the gardens. The unoccupied premises were identified and the owners responsible for these were informed, with recommendations made for improving their appearance and security.

Positive action was taken by police and supported by a Caerphilly County Borough Council community safety officer resulting in one male signing an anti-social behaviour contract. A local private tenant was identified as being at the epicentre of the issues. Through working closely with partner agencies and the private landlord the tenant subsequently left the area. A leaflet was also produced with the support of agencies. This leaflet was for all the residents in the Phillipstown area highlighting their points of contact for any issues that they had. As a result, this has seen a decrease in demand in calls to the area especially involving ASB and improved the quality of life for the local residents.

## **Priority 5 - Effective and Efficient Service Delivery**

### **5.1 Workforce Characteristics**

Characteristic	Stated	Perfer not to say	Not Stated	Blank
Religion	669	117	1007	287
Ethnicity	2510	2	89	276
Sexual orientation	1456	63	1073	285
Transgender	720	11	101	49
Transexual	433	12	240	2192
Intersex	433	12	239	2193
Disabled	2236	6	604	31

*Table 1: Workforce Characteristics (July) - BW strength report provided by people services*

Characteristic	Stated	Perfer not to say	Not Stated	Blank
Religion	1085	94	972	11
Ethnicity	2152	0	59	0
Sexual orientation	1117	44	1038	9
Transgender	551	2	84	1614
Transexual	295	3	214	1699
Intersex	292	3	216	1700
Disables	1895	3	313	0

*Table 2: Workforce Characteristics (May) - BW strength report provided by people*

Table 1 shows the number of persons with protected characteristics not stated or blanks on the Gwent Police strength report. As can be seen there are many persons who have 'not stated' or left the field blank. Two fields (religion and sexual orientation) have a considerable number of persons who would prefer not to say.

Table 2 shows the identical table from Quarter 4 2019/20. It remains the case that Gwent Police have a large proportion of persons who don't state their characteristics.

## 5.2 Number of Complaints Received

Complaint Cases	2018-19		2019-20										2020-21	
	Total		Q1		Q2		Q3		Q4		Year End		Q1	
	Finalised	Pending	Finalised	Pending	Finalised	Pending	Finalised	Pending	Finalised	Pending	Finalised	Pending	Finalised	Pending
Recorded During Period	260	71	7	49	11	65	3	50	57	51	57	51	14	62
Recorded Prior	100	6	49	52	22	49	49	65	32	83	32	83	37	97
Total	360	77	56	101	33	114	52	115	89	134	89	134	51	159

Top 10 Allegations made against Police Officer		
	2019-20	2020-21
	Q4	Q1
A4. General level of service	46	118
H3. Unprofessional attitude and disrespect	7	18
A2. Decisions	3	15
A3. Information	5	14
A1. Police action following contact	5	12
B9. Other policies and procedures	0	11
S. Other neglect or failure in duty	18	10
B3. Power to arrest and detain	3	9
B4. Use of force	2	9
B5. Detention in police custody	2	8

Top 10 Allegations made against Community Support Officer		
	2019-20	2020-21
	Q4	Q1
A4. General level of service	1	2
A1. Police action following contact	0	1
F10. Other	0	1
H3. Unprofessional attitude and disrespect	0	1
H4. Lack of fairness and impartiality	0	1

Top 10 Allegations made against Police Staff		
	2019-2020	2020-21
	Q4	Q1
A4. General level of service	2	5
A3. Information	1	3
H3. Unprofessional attitude and disrespect	2	3
S. Other neglect or failure in duty	1	3
A1. Police action following contact	0	2
A2. Decisions	0	1
B4. Use of force	0	1
B5. Detention in police custody	0	1
C1. Handling of or damage to property/premises	0	1

The Independent Office for Police Conduct performance framework is yet to be implemented. It is hoped that this will take place in early 2021. This may affect the style of reporting, but will enable national comparisons.

As reported in quarter 4, the new complaints regulations were introduced on 1 February 2020. This has changed the way that complaints are now dealt with. They are split into:

- 1) Non Schedule 3 (Logged); this allows complaints to be dealt with outside of the Police Reform Act 2002, previously regarded as dissatisfaction.
- 2) Schedule 3 (Recorded) which relates to complaints dealt with under the Police Reform Act 2002, whereby the complainant can request a review if they are not satisfied. Schedule 3 complaints are further split into Special Procedures (Misconduct/Gross Misconduct), the review body being the IOPC; or Non-Special Procedures (handled reasonably and proportionately), the review body being the LPB (Local Policing Body which is the OPCC).

During Quarter 1, there is still a mixture of old and new regulations which instantly highlights an increase in complaints, as all complaints whether logged or recorded are recorded under the complaint register. It will be 6-12 months before we can accurately ascertain our baseline.

In line with the national picture, delivery of duties and service (general level of service) remains the most prevalent category for allegations. Work continues by Gwent Police to improve positive crime outcomes and improve victim support and timeliness. This in turn should help to reduce the number of complaints in this category. It will be monitored over the next 12 months as new processes such as the use of community resolutions, monitoring victim updates and referrals to support services are put into place.

### 5.3 Stop and Search

Stop & Search	2017-18	2018-19					2019-20					2020-21	2 Year
	Total	Q1	Q2	Q3	Q4	Total	Q1	Q2	Q3	Q4	Total	Q1	Quarterly
Vehicle	~	~	83	117	172	372	130	85	164	220	599	416	139
Person	~	~	594	588	840	2,022	776	625	818	922	3,141	1,505	738
Find rate	~	~	28%	24%	23%	25%	21%	24%	25%	24%	24%	23%	25%
Total		0	677	705	1,012	2,394	906	710	982	1,142	3,740	1,921	876

Quarter 1 saw a continued increase in the use of Stop and Search, to reach the highest level for the past three years. The volume of stops carried out in Quarter 1 2020/21 represents a 112% increase when compared to the same period the previous year. This also represents a 68% increase (+779 stop searches) when compared to quarter 4 2019/20.

Approximately 23% of the Stop Searches completed in Quarter 1 2020/21 resulted in a positive outcome. This is a slight decrease in the overall find rate. However, the actual numbers of items recovered did increase. The rise in Stop and Search activity can largely be attributed to a few factors, including Covid-19 and a more proactive approach to tackling drugs and weapons. It has also been used to target repeat burglary offences in areas of concern.

Nearly 350 prohibited items were taken off the streets of Gwent in Quarter 1, up by more than 50 on the previous quarter. One category representing the largest increase in numbers was controlled drugs, with a total of 1,469 searches completed during Quarter 1 2020/21. This represents an increase of 140 (856 searches) when compared to the same period the previous year. Offensive weapon stops are showing similar numbers to the previous year, with only one additional stop recorded compared to Quarter 1 2019/20.



The latest figures indicate that persons of a Black, Asian and Minority Ethnic (BAME) background are generally between four and five times more likely to be stopped and searched as a white person. The disproportionate use of Stop and Search in BAME communities serves to increase mistrust and erodes confidence in the police.

Extensive research and analysis have been carried out in this area, which shows the disproportionality is not uniform across all sections within the force area. This research will help to inform the Gold group set up to address disproportionality across all areas of policing.

Find Rates by Self Defined Ethnicity						
Year/SDE	Asian	Black	Mixed	Other	Unknown	White
2018	24.6%	12.5%	29.4%	37.5%	15.1%	26.4%
2019	19.6%	15.0%	22.2%	24..0%	16.0%	24.0%
2020	14.3%	14.9%	20.3%	23.5%	13.5%	25.0%

The table above shows the find rates attributed to Stop and Search by ethnicity over the last two and a half years. Find rates for BAME members of the community are below that of their white counterparts. The improvements to governance and scrutiny of this area are expected to produce further understanding of any issues behind this disproportionality.

## 5.4 Number of 999 Calls

Breakdown of 999 Calls													2 Year
	2017-18	2018-19					2019-20					2020-21	Quarterly
	Total	Q1	Q2	Q3	Q4	Total	Q1	Q2	Q3	Q4	Total	Q1	Avg
Total 999 Calls	74,693	20,768	22,160	20,927	19,414	83,269	20,234	22,310	20,032	18,714	81,290	17,319	20,570

In Quarter 1, there were 17,319 999 calls; which equates to roughly 190 calls per day or eight calls per hour.

The demand from 999 calls continues to decrease in Quarter 1 2020/21, following the previous trend seen since quarter 2 of 2019/20. Demand has decreased by 7.4%, this follows a 6.6% decline in the previous quarter.

On average 90% of calls were answered within 10 seconds. In line with the continued lifting of Covid-19 lockdown restrictions, 999 demand has risen back to near expected levels during June 2020.

## 5.5 Number of 101 Answered and Abandoned

Breakdown of 101 Calls													2 Year
	2017-18	2018-19					2019-20					2020-21	Quarterly
	Total	Q1	Q2	Q3	Q4	Total	Q1	Q2	Q3	Q4	Total	Q1	Avg
Total 101 Calls	214,576	57,969	57,348	52,827	53,091	221,235	55,489	57,382	51,966	34,245	199,082	39,646	52,540
101 Answered	175,441	46,794	44,317	43,682	46,622	181,415	47,860	51,510	48,506	32,531	180,407	36,848	45,228
101 Abandoned	39,068	11,175	13,031	9,172	6,469	39,847	7,561	5,872	3,460	1,714	18,607	2,795	7,307

In Quarter 1 there were 39,646 101 calls; which equates to 436 calls per day (excluding switch board calls) and 18 calls per hour. On average 82% of calls were answered within 60 seconds, with approximately 7% of calls being abandoned. 101 demand has steadily risen since January when the new menu option was installed.

The answered call rates for both 999 and 101 reflects positively. It's shows us that the new menu options are a success meaning that calls are being directed the correct lines i.e. 101 freeing up the 999 line.

## **Scrutiny and Performance Report Glossary of Terms**

**Active Risk Management System (ARMS)** – ARMS is a structured assessment process used to assess dynamic risk factors known to be associated with sexual re-offending, and protective factors known to be associated with reduced offending. It is intended to provide police and probation with information to plan management of convicted sex offenders in the community.

**Bureau** – Bureau is a youth diversion scheme that supports young people committing first time low-level offences and diverts them away from the criminal justice system. Interventions are provided through the Youth Offending Service (YOS) following an assessment of need and suitability for the Bureau scheme.

**Cautions** – A formal alternative to prosecution in minor cases for both adults and children. It is used in cases where full prosecution is not considered as the most appropriate solution. It is most commonly used for first time low level offences, and accepting a caution requires an admission of guilt. There are a range of cautions, which include Fixed Penalty Notices with penalty fees, Simple Cautions and Conditional Cautions which could include requirements to attend short courses and referrals to services for support. While it is not a conviction, it will show up on a criminal records check.

**Community Resolution** – A Community Resolution is an alternative way of dealing with an offender, which is proportionate to lower level crime. It can be offered when the offender admits an offence, usually it is a first offence, and in most cases where the victim has agreed they do not want formal action to be taken.

**Community Tension Assessments** – An assessment that monitors changes in tension between different communities or between people within the same community, covering areas such as Hate Crime and Extremism.

**Community Trigger** – A process allowing members of the community to ask the Community Safety Partnership to review their response to complaints of anti-social behaviour. The Community Trigger is not a complaints process, but rather a means by which partners' activity can be reviewed and recommendations made, where possible, for any further actions.

**Criminal Outcome 15 (CO15)** – Under Ministry of Justice guidance, CO15 refers to the following outcome: *Named suspect, victim support but evidential difficulties.*

**Criminal Outcome 16 (CO16)** – Under Ministry of Justice guidance, CO16 refers to the following outcome: *Victim withdraws support – named suspect identified.*

**Criminal Outcome 18 (CO18)** – Under Ministry of Justice guidance, CO18 refers to the following outcome: *Investigation complete, no suspect identified.*

**18-25 Diversionary Scheme** – This diversionary scheme works with women between the ages of 18-25 to support their needs and reduce reoffending. This cohort was selected due to the percentage of 18-25 year olds committing offences. There is also evidence of continued immaturity until an adult reaches 25. Working with individuals

up to 25 creates opportunities to provide support and guidance that can reduce the risk of reoffending.

**Domestic Violence Protection Notice (DVPN)** – A DVPN is an emergency non-molestation and eviction notice, which the police can issue to a perpetrator when attending a domestic abuse incident. Because the DVPN is a police-issued notice it is effective from the time of issue, thereby giving the victim the immediate support they require in such a situation. Within 48 hours of the DVPN being served on the perpetrator, an application by police to a magistrates' court for a Domestic Violence Protection Order (DVPO) must be heard.

**Domestic Violence Protection Order (DVPO)** – A DVPO is a civil order that fills a 'gap' in providing protection to victims by enabling the police and magistrates' courts to put in place protective measures in the immediate aftermath of a domestic violence incident where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions.<sup>1</sup>

**Harassment** – Behaviour that is unwanted from someone that makes a person feel distressed, humiliated or threatened. This includes unwanted phone calls, texts, letters, emails, visits, physical gestures, threats or actual violence.

**Hate Crime** – Any incident/crime which is perceived by the victim or any other person to be motivated by hostility or prejudice based on a person's race or religion or perceived race or religion.

**Incidents** – Occurrences that have been reported to the police that have not yet been recorded as a crime or cannot be recorded as a crime under current relevant criminal legislation. These are recorded under the following categories:

- Public safety and welfare - this includes domestic incidents, missing person reports and abandoned calls to emergency services;
- Crime related - crimes and calls related to crimes that are already recorded such as witness contact and multiple reports for one crime but from different people;
- Admin - also categorised as unclassified and includes lost and found, police activity and messages, complaints against the police;
- Transport - road traffic accidents and disruptions; and
- Anti-Social Behaviour - the categories are personal, nuisance and environmental.

**Integrated Offender Management (IOM)** – A multi-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed by police and probation.

**Investigation Outcome Rates** – Investigation outcomes provide the third essential element of Gwent Police's investigations, after identifying the crime and, where

---

<sup>1</sup> Home Office definition. See <https://www.gov.uk/government/publications/domestic-violence-protection-orders>

possible, interviewing the suspect. Investigation outcomes include charged at court, out of court disposal and no further action.

**Miscellaneous Crimes Against Society** – This category includes all other police-recorded crimes where there is no victim and which do not fit into any other category. This includes offences such as skipping bail, dangerous driving and perjury.

**Multi-Agency Public Protection Assessment (MAPPA)** – A MAPPA is an assessment used to coordinate management of offenders deemed to be high risk. MAPPAs require local criminal justice agencies and other bodies dealing with offenders to work together in partnership when managing offenders.

**Multi-Agency Risk Assessment Conference (MARAC)** – A MARAC is a meeting where representatives from police, probation, health, child protection, Independent Domestic Violence Advisors (IDVAs) and other statutory and voluntary partners share information on the highest risk domestic abuse cases.

**Multi-Agency Sexual Exploitation (MASE)**– A multi-agency meeting where partners review cases concerning children and young people at risk of criminal or sexual exploitation.

**National Referral Mechanism (NRM)** – The system for identifying victims of human trafficking or modern slavery and ensuring they receive support, including accessing safe accommodation.

**National Two Tier Out of Court Disposal Framework** – A framework consisting of two options for out of court disposals. These options are community resolution or conditional caution where rehabilitative, reparative or punitive conditions are attached to each disposal. This is a new framework and is being introduced in forces across England and Wales over the coming months.

**Non-notifiable Offences** – These are offences that are more minor and do not require a home office notification or crime report. They include traffic offences, such as using a mobile phone whilst driving, driving without insurance and driving without due care and attention.

**Organised Crime Group (OCG)<sup>2</sup>** - This is a group consisting of 3 or more people which is formed with the aim of carrying out criminal activities.

**Operation Encompass** – A police and education early information sharing partnership that enables schools to offer immediate support for children and young people experiencing domestic abuse. Information is shared by the police with a school's Designated Safeguarding Lead prior to the start of the next school day after officers have attended a domestic abuse incident. This allows appropriate support to be given, dependent upon the needs and wishes of the child.

**Police Education Qualification Framework (PEQF)** – The PEQF is a new, professional framework for the training of police officers and staff. The framework will

---

<sup>2</sup> This is a Crown Prosecution Service definition. See <https://www.cps.gov.uk/legal-guidance/organised-crime-group-participating-activities>

cover the range of professional training for police officers through the ranks of constable to chief officer. It will also encompass many police staff, police community support officers (PCSOs) and special constables.

**Police National Computer (PNC)** – The PNC is used to facilitate investigations and information sharing at both a national and local level. It affords mission critical services to the police, UK Law Enforcement and criminal justice agencies throughout the United Kingdom by providing real-time checks on people, vehicles, crimes and property. **Problem Orientated Policing (POP) Plans** – An evidence-based problem-solving tool used to identify and find solutions to policing issues. POP plans are often used where there have been recurring issues or crime trends within particular areas.

**Public Protection Notice (PPN)** – A safeguarding form completed by officers. Officers use PPNs to make referrals to partner agencies when they have concerns about vulnerable people. The PPN is also used as a risk assessment tool for victims of domestic abuse and stalking and harassment.

**Referral Order** - A statutory community based order available for young people who have offended and pleaded guilty to an offence. The young person is referred to a youth justice panel run by the local Youth Offending Service. A referral order lasts 3-12 months.

**Referral Order Panel** – Two or three volunteers from the local community lead the Referral Order Panel, together with a member of the YOS. The panel will review the case and will, along with the young person and parent/carer, agree a contract. This should include reparation for the community or individual victim, as well as undertaking a programme of interventions and activities to address their offending behaviour. The conviction is 'spent' once the contract has been successfully completed.

**Repeat Victim** – A person who has been a victim of crime more than once in a 12-month period.

**Repeat Offender** – A person who has committed more than one offence in a 12-month period.

**Restorative Justice** – Restorative justice brings those harmed by crime or conflict and those responsible into communication, enabling everyone affected by a particular incident to play a part in repairing the harm and finding a positive way forward. Restorative practice can involve both a proactive approach to preventing harm and conflict, and activities that repair harm where conflicts have already arisen.<sup>3</sup>

**Recorded Crime** – An incident that has been categorised as a crime within police records.

**Section 59-** the legislation used to address issues of 'vehicles used in a manner causing alarm, distress or annoyance'. Police are to implement a 12 month warning and seize vehicles depending on evidence and level of risk.

---

<sup>3</sup> Restorative Justice Council Definition. See <https://restorativejustice.org.uk/what-restorative-justice>

**Stalking** – This is a pattern of obsessive behaviour that is repeated, persistent, invasive and causes fear of violence or alarm and distress to the victim. It can include some of the same behaviours as harassment, but is deliberately more repetitive and intrusive.

**Stop and Search: Positive Outcome** – Outcome from which an action has resulted from a stop and search. Actions categorised include arrest, alternative disposal and caution.

**Two Year Quarterly Average** – A two-year quarterly average is calculated using data from the previous 2 years prior to the current reporting period. It is used to create a longer-term comparison for the quarter being reported on. This will take into account seasonal fluctuations and one-off 'spike' anomalies. In addition to this the same quarters for the 2 years prior are also provided to enable seasonal like-for-like comparison. This is Gwent's agreed performance analysis standard and is aimed at smoothing out long term changes and counteracting overemphasis of annual percentage changes when previously comparing just two set data points in time.

**Taken Into Consideration (TIC)** – This is used for additional historical offences that are disclosed by an offender when an offence is being investigated.

**Victim Contact Management** – A module within the police information system (NICHE) which allows officers to manage their interactions with victims throughout an investigation. This includes how and when victims would like to receive updates about their investigation and whether they wish to be referred to victim services.

**Violence Without Injury** – An offence where the victim is punched, kicked, pushed or manhandled with no resulting injury.

**Voluntary Attendance** – An interview conducted at a police station where the suspect is not under arrest. The interview is legally the same as one conducted when the suspect is under arrest. The distinction is that the suspect agrees to attend the police station for interview, rather than being brought in under arrest.

**Women's Pathfinder** – A diversionary scheme that supports women by meeting their needs and reducing their likelihood of reoffending. Women are prioritised for diversion due to the evidence that women are more likely to face severe punishment in the criminal justice system than men. It is also cognisant of the fact that women are often primary care givers and therefore the impact of any criminality is likely to affect children in their care.

**Youth Offending Service - First Time Entrants (YOS FTE)** – First time entrants are defined as young people (aged 10–17) who receive their first substantive outcome (a pre-court disposal with or without an intervention, or a court disposal for those who go directly to court).

**Your Voice Survey** – Survey used by Gwent Police to gauge the Gwent public's views on policing and crime in their area.

This page is intentionally left blank



## **OFFICE OF POLICE AND CRIME COMMISSIONER**

**TITLE:** OPCC Treasury Management Strategy 2021/22 to 2023/24

**DATE:** 10<sup>th</sup> December 2020

**TIMING:** This decision needs to be taken before the Revenue Budget for 2021/22 is formally approved

**PURPOSE:** For Consideration

1.	<p><b><u>RECOMMENDATION</u></b></p> <p>That the Joint Audit Committee considers and comments on the Treasury Management Strategy for 2021/22. This will enable the Police and Crime Commissioner (Commissioner) to subsequently approve:</p> <ul style="list-style-type: none"> <li>(i) The Treasury Management Strategy for 2021/22 to 2023/24 set out in Appendix A; and</li> <li>(ii) The twelve Treasury Management Practices set out in Appendix B.</li> </ul>
2.	<p><b><u>INTRODUCTION &amp; BACKGROUND</u></b></p> <p>Treasury Management covers borrowing, investing, banking and cash flow management. This report fulfils four key annual legislative requirements:</p> <ul style="list-style-type: none"> <li>(i) The setting of the Prudential Indicators relating to Capital Expenditure;</li> <li>(ii) The Minimum Revenue Provision Policy;</li> <li>(iii) The Treasury Management Strategy; and</li> <li>(iv) The Investment Strategy in accordance with the Welsh Government's Guidance on Local Government Investments.</li> </ul> <p>The report also seeks approval for twelve Treasury Management Practices.</p>
3.	<p><b><u>ISSUES FOR CONSIDERATION</u></b></p> <p>The Commissioner is required to adopt and comply with the Chartered Institute of Public Finance and Accountancy (CIPFA) Prudential Code for Capital Finance in Local Authorities (2011 (as revised)) and the CIPFA Code of Practice on Treasury Management (2011 (as revised)). The Treasury Management Strategy 2021/22 to 2023/24 (Appendix A) and the Treasury Management Practices (Appendix B) are submitted for approval in compliance with the Codes.</p>
4.	<p><b><u>NEXT STEPS</u></b></p> <p>The Capital Prudential Indicators demonstrate that the Capital Programme is affordable, prudent and sustainable and it is essential that the Commissioner is satisfied of this situation prior to formally setting the Budget and Council Tax Precept for 2021/22.</p>
5.	<p><b><u>FINANCIAL CONSIDERATIONS</u></b></p> <p>This is a financial report required prior to setting the budget and Council Tax</p>

	Precept for 2021/22.
<b>6.</b>	<b><u>PERSONNEL CONSIDERATIONS</u></b> There are no additional staff requirements stemming from this report.
<b>7.</b>	<b><u>LEGAL IMPLICATIONS</u></b> Approval of the Treasury Management Strategy by the Commissioner is a statutory responsibility.
<b>8.</b>	<b><u>EQUALITIES AND HUMAN RIGHTS CONSIDERATIONS</u></b> This report has been considered against the general duty to promote equality, as stipulated under the Strategic Equality Plan and has been assessed not to discriminate against any particular group.  Consideration has been given to requirements of the Articles contained in the European Convention on Human Rights and the Human Rights Act 1998 in preparing this report.
<b>9.</b>	<b><u>RISK</u></b> Treasury Management can never be risk free. In borrowing, the risk is that interest payable might be higher than necessary and in lending there is the risk of default on repayment and the risk that a better rate of return could have been achieved. Adherence to the CIPFA Code of Practice on Treasury Management is best practice in terms of balancing risk and return.
<b>10.</b>	<b><u>PUBLIC INTEREST</u></b> Once approved the Treasury Management Strategy will be published on the Commissioner's website.
<b>11.</b>	<b><u>CONTACT OFFICER</u></b> Darren Garwood-Pask, Chief Finance Officer (Section 151 Officer) to the Commissioner.
<b>12.</b>	<b><u>ANNEXES</u></b> The Appendices to this report provide more details on the proposal.

**OFFICE OF THE POLICE AND CRIME COMMISSIONER FOR GWENT**

**Treasury Management Strategy 2021/22 to 2023/24**

**1 INTRODUCTION**

- 1.1 Treasury Management is the management of cash flows, banking, money market and capital market transactions; the management of the associated risks, and the pursuit of the optimum performance or return consistent with those risks. The treasury management service is an important part of the overall financial management of the Police and Crime Commissioner's (Commissioner) affairs. The Commissioner is required to operate a balanced budget, which broadly means that cash raised during the year will meet cash expenditure. Part of the treasury management operation is to ensure that this cash flow is adequately planned, with cash being available when it is needed. Surplus monies are invested in low risk counterparties or instruments commensurate with the Commissioner's low risk appetite, providing adequate liquidity initially, before considering investment return. The second main function of the treasury management service is the funding of the Commissioner's capital plans. These capital plans provide a guide to the borrowing need of the Commissioner, essentially the longer term cash flow planning to ensure that the Commissioner can meet his capital spending obligations. This management of longer term cash may involve arranging long or short term loans, or using longer term cash flow surpluses. On occasion, any debt previously drawn may be restructured to meet the Commissioner's risk or cost objectives.
- 1.2 The Commissioner's treasury activities are strictly regulated by statutory requirements and a professional code of practice, the Chartered Institute of Public Finance and Accountancy (CIPFA) Code of Practice on Treasury Management. Under the Code, the Commissioner is required to receive and approve, as a minimum, three main reports each year, which incorporate a variety of policies, estimates and actuals.
- 1.3 The Prudential Code 2017 introduced a new requirement for local authorities (including Commissioners) to produce an annual capital strategy. It is for local authorities to decide whether to include their treasury management strategy and annual investment strategy as part of a capital strategy or to complete separately. In the first year of operation, the Commissioner has elected to complete a separate capital strategy which was completed at the conclusion of the budget setting process in February 2020 and approved before the commencement of the 2020/21 financial year.
- 1.4 The adoption of a Treasury Management Strategy for 2021/22, prior to the start of the financial year, is the first of the three reporting requirements in

respect of that year. This will be followed in due course by a mid-year Treasury Management report and an Annual Treasury Report before 30<sup>th</sup> September 2022, providing a selection of actual prudential and treasury indicators.

- 1.5 The Treasury Management Strategy for 2021/22 covers two main areas:

**Capital Issues**

- (i) The capital plans and the prudential indicators; and
- (ii) The Minimum Revenue Provision (MRP) strategy.

**Treasury Management Issues**

- (i) Debt and investment projections;
- (ii) Limits on borrowing activity;
- (iii) The expected movement in interest rates;
- (iv) Borrowing and investment strategies;
- (v) Treasury performance indicators; and
- (vi) Specific limits on treasury activities.

**2. CAPITAL PRUDENTIAL INDICATORS 2021/22 to 2023/24**

- 2.1 The Local Government Act 2003 requires the Commissioner to adopt the CIPFA Prudential Code, which was updated in 2017, and produce prudential indicators. Each indicator either summarises the expected capital activity or introduces limits upon that activity, and reflects the outcome of the underlying capital appraisal systems. This document updates currently approved indicators.

- 2.2 Within this overall prudential framework there is an impact on the Commissioner's treasury management activity, as it will directly impact on borrowing or investment activity.

**2.3 Capital Expenditure Plans**

- 2.3.1 The capital expenditure plans are summarised below and this forms the first of the prudential indicators. A certain level of capital expenditure is grant supported by the Government; any decisions by the Commissioner to spend above this level will be considered unsupported capital expenditure.

- 2.3.2 This unsupported capital expenditure needs to have regard to:

- (i) Service objectives (e.g. strategic planning);
- (ii) Stewardship of assets (e.g. asset management planning);
- (iii) Value for money (e.g. option appraisal);
- (iv) Prudence and sustainability (e.g. implications for external borrowing and whole life costing);
- (v) Affordability (e.g. implications for the council tax); and
- (vi) Practicality (e.g. the achievability of longer term plans).

- 2.3.3 The revenue consequences of capital expenditure, particularly the supported capital expenditure, will need to be paid for from the Commissioner's own resources.
- 2.3.4 This capital expenditure can be paid for immediately (by applying capital resources such as capital receipts, capital grants, earmarked reserves (known as committed funds) or revenue resources), but if these resources are insufficient any residual capital expenditure will add to the Commissioner's borrowing need.
- 2.3.5 A key risk to the plans, are that the level of Government support has been estimated and could therefore be subject to change.
- 2.3.6 The Commissioner is asked to approve the following summary capital expenditure projections which is the first prudential indicator:

First Prudential Indicator - Estimates of Capital Expenditure					
	2020/21 Original £000's	2020/21 Revised £000's	2021/22 Estimate £000's	2022/23 Estimate £000's	2023/24 Estimate £000's
<b>Capital Expenditure</b>	<b>28,063</b>	<b>22,507</b>	<b>18,655</b>	<b>16,608</b>	<b>26,055</b>
Financed by:					
Capital Receipts	0	201	500	0	0
Capital Grants and PIF Grants	539	120	120	120	120
Reserves	24,879	12,173	13,399	2,227	0
Revenue	2,645	10,013	4,636	3,641	3,641
<b>Net Financing Need for the Year</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>10,620</b>	<b>22,294</b>

- 2.3.7 The above financing need excludes other long term liabilities, such as Private Finance Initiative (PFI) and leasing arrangements which already include borrowing instruments. The table above identifies the financial requirements for the delivery of the Commissioner's Estate Strategy, which includes the investment in a new Headquarters and the transformation of operational policing presence into a 'Hub and Spoke' model, resulting in a borrowing need from 2022/23 onwards. During 2021/22, the Capital Programme will continue to be funded from a combination of capital grant, revenue contributions to capital, capital receipts and committed funds.
- 2.4 **The Commissioner's Borrowing Need (the Capital Financing Requirement)**
- 2.4.1 The second prudential indicator is the Commissioner's Capital Financing Requirement (CFR) which is simply the total outstanding capital expenditure which has not yet been paid for from either revenue or capital resources. It is a measure of the Commissioner's underlying borrowing

need. Any capital expenditure in the table in paragraph 2.3.6 above which has not immediately been paid for will increase the CFR.

2.4.2 The CFR includes any other long term liabilities (e.g. PFI schemes) brought onto the balance sheet. Whilst this increases the CFR, and therefore the Commissioner's borrowing requirement, these types of scheme include a borrowing facility and so the Commissioner is not required to borrow separately for these schemes. As at 31<sup>st</sup> March 2020, the Commissioner had no schemes of this type within the CFR.

2.4.3 The Commissioner is asked to approve the CFR projections below:

Second Prudential Indicator - the Capital Financing Requirement (CFR)					
	2020/21 Original £000's	2020/21 Revised £000's	2021/22 Estimate £000's	2022/23 Estimate £000's	2023/24 Estimate £000's
<b>Opening CFR</b>	0	0	0	0	10,619
Capital Spend	28,063	22,507	18,655	16,608	26,055
Movement In finance lease liability	0	0	0	0	0
Resources Used	(28,063)	(22,507)	(18,655)	(5,988)	(3,761)
MRP		0	0	0	(425)
<b>Closing CFR</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>10,619</b>	<b>32,489</b>

2.4.4 The adoption of International Financial Reporting Standard (IFRS) 16 – 'Accounting for Leases' should have commenced at the 1<sup>st</sup> April 2021, which would have impacted on the calculation of the Commissioner's CFR within this Strategy. However, in late November 2020 as a result of the Coronavirus pandemic, the adoption of this Standard has been delayed for a year and will now take effect from 1<sup>st</sup> April 2022.

2.4.5 In line with the latest MRP guidance, although the Commissioner will not be required to make a MRP until 2022/23, he will still require a policy on this matter as per section 3 below.

### 3. MINIMUM REVENUE PROVISION POLICY

3.1 The Commissioner is required to recognise an element of outstanding capital borrowing each year through a revenue charge known as the MRP. The MRP is calculated to match the repayment of borrowing over the life of the assets, for which debt has been raised and is charged the following year after the asset becomes operational. It is also permissible to pay an additional amount known as a Voluntary Revenue Provision (VRP). Under Welsh Government (WG) Regulations the Commissioner has to approve an MRP Statement in advance of each year. The Commissioner is recommended to adopt the following MRP policy for 2021/22:

- (i) For all capital expenditure incurred before 1<sup>st</sup> April 2008 and all supported capital expenditure incurred since that date or in the future, the MRP policy will be 4% of the CFR. This is consistent with the practice in place prior to the current regulations; and
- (ii) For all unsupported borrowing since 1<sup>st</sup> April 2008 and in the future, the asset life method will be used, i.e., the amount borrowed will be divided by the life of the asset.

#### **4. THE USE OF THE COMMISSIONER'S RESOURCES AND INVESTMENT POSITION**

- 4.1 The application of resources (capital receipts, committed funds, etc.) will have an on-going impact on investments. Detailed below are estimates of the year-end balances for each resource and anticipated day to day cash flow balances:

Investment Position - Year end Resources					
	2020/21 Original £000's	2020/21 Revised £000's	2021/22 Estimate £000's	2022/23 Estimate £000's	2023/24 Estimate £000's
Police Fund Earmarked	4,000	4,750	4,750	4,750	4,750
Reserves	14,255	27,982	10,625	7,211	6,624
Provisions	1,497	1,417	1,417	1,417	1,417
Total Core Funds	19,752	34,149	16,792	13,378	12,791
Working Capital	6,220	4,101	4,101	4,101	4,101
Expected Investments	25,972	38,250	20,893	17,479	16,892

\*Working capital balances shown are estimated year end; these may be higher mid-year.

#### **5. AFFORDABILITY PRUDENTIAL INDICATORS**

- 5.1 The previous sections cover the overall capital and control of borrowing prudential indicators. Prudential indicators are also required to assess the affordability of the capital investment plans. The Commissioner is asked to approve the third and fourth prudential indicators, which assess affordability in terms of the impact of the capital investment plans on the Commissioner's overall finances.
- 5.2 The third prudential indicator is the ratio of net financing costs (financing income less finance interest expense) to net revenue stream. This indicator identifies the trend in the cost of capital (borrowing and other long term obligation costs net of investment income) against the net revenue stream:

Third Prudential Indicator - Ratio of Financing Costs to Net Revenue Stream					
	2020/21 Original %	2020/21 Revised %	2021/22 Estimate %	2022/23 Estimate %	2023/24 Estimate %
<b>Ratio</b>	<b>-0.18%</b>	<b>-0.18%</b>	<b>-0.15%</b>	<b>0.21%</b>	<b>1.05%</b>

- 5.3 The estimates of financing costs include current commitments and the proposals in the budget report. The ratio turns positive in 2022/23 as interest expense will be payable on newly borrowed debt, at this point forecast interest expense will be greater than interest income.
- 5.4 The fourth prudential indicator identifies the increased revenue costs associated with the approved three year Capital Programme and expresses these in terms of the increase in Band D Council Tax Precept. The assumptions are based on the budget, but will invariably include some estimates, such as the level of Government support, which is not published over a three year period:

Fourth Prudential Indicator - Incremental Increase in Council Tax Precept			
	2021/22 Estimate £	2022/23 Estimate £	2023/24 Estimate £
<b>Ratio</b>	<b>0.28</b>	<b>1.89</b>	<b>5.77</b>

## 6. BORROWING

- 6.1 The capital expenditure plans are set out in Section 2.3.6. The treasury management function ensures that the cash is organised in accordance with the relevant professional codes, so that sufficient cash is available to meet the capital expenditure requirements. This will involve both the organisation of the cash flow and, where capital plans require, the organisation of appropriate borrowing facilities. The strategy covers the relevant treasury prudential indicators, the current and projected debt positions and the annual investment strategy.

### 6.2 Current borrowing portfolio position

The current treasury borrowing position at 30<sup>th</sup> September 2020, with forward projections, are summarised below. The below table shows the actual and forecasted external debt (the treasury management operations), against the future underlying capital borrowing need (the CFR), highlighting any over or under borrowing:



Borrowing Position					
	2020/21 Original £000's	2020/21 Revised £000's	2021/22 Estimate £000's	2022/23 Estimate £000's	2023/24 Estimate £000's
<b>External Debt</b>					
Debt at 1st April	0	0	0	(0)	10,619
Expected Change in Debt	0	0	(0)	10,620	22,294
Other Long Term Liabilities at 1st April	0	0	0	0	0
Expected Change in OLTL	0	0	0	0	0
<b>Gross Debt at 31st March</b>	<b>0</b>	<b>0</b>	<b>(0)</b>	<b>10,619</b>	<b>32,913</b>
Capital Financing Requirement at 31st March	0	0	(0)	10,619	32,489
<b>Under/(Over) Borrowing</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(425)</b>

- 6.3 The related impact of the above movements on the revenue budget is shown below:

Impact on Revenue Budgets					
	2020/21 Original £000's	2020/21 Revised £000's	2021/22 Estimate £000's	2022/23 Estimate £000's	2023/24 Estimate £000's
<b>Revenue Budget Heading</b>					
Interest on Borrowing	0	0	0	585	1,267
Investment Income	(246)	(260)	(221)	(88)	(79)
<b>Net Police Fund Borrowing Cost</b>	<b>(246)</b>	<b>(260)</b>	<b>(221)</b>	<b>496</b>	<b>1,188</b>

## 7. LIMITS ON BORROWING ACTIVITY

- 7.1 Within the prudential indicators there are a number of key indicators to ensure that the Commissioner operates activities within well-defined limits. For the first of these the Commissioner needs to ensure that gross debt does not, except in the short term, exceed the total of the CFR in the preceding year, plus the estimates of any additional CFR for 2021/22 and the following two financial years. This allows some flexibility for limited early borrowing for future years, but ensures that borrowing is not undertaken for revenue purposes. The following table is relevant for this indicator:

Limits on Borrowing Activity - Year End Position					
	2020/21 Original £000's	2020/21 Revised £000's	2021/22 Estimate £000's	2022/23 Estimate £000's	2023/24 Estimate £000's
Gross Debt	0	0	(0)	10,619	32,913
Investments	(30,672)	(38,250)	(20,893)	(17,479)	(16,892)
Net Borrowing	(30,672)	(38,250)	(20,893)	(6,860)	16,021
Capital Financing Requirement	0	0	(0)	10,619	32,489
Gross Debt <= CFR	Yes	Yes	Yes	Yes	No

- 7.2 The next key indicator is the operational boundary. This is the limit beyond which external debt is not normally expected to exceed:

Operational Boundary for Debt at 1 <sup>st</sup> April					
	2020/21 Original £000's	2020/21 Revised £000's	2021/22 Estimate £000's	2022/23 Estimate £000's	2023/24 Estimate £000's
Debt	0	0	(0)	10,619	32,913
Other Long Term Liabilities	0	0	0	0	0
Net Borrowing	0	0	(0)	10,619	32,913

- 7.3 A further key prudential indicator representing a control on the overall level of borrowing is the Authorised Limit for External Debt. This is calculated on a 5% mark up on the operational boundary. This represents a limit beyond which external debt is prohibited and this limit needs to be set or revised by the Commissioner. It reflects the level of external debt which, while not desired, could be afforded in the short term, but is not sustainable in the longer term. This is the statutory limit determined under section 3 (1) of the Local Government Act 2003. The Government retains an option to control either the total plans of all Local Authorities and Commissioners, or those of a specific Authority or Commissioner, although no control has yet been exercised. The Commissioner is asked to approve the following Authorised Limit:

Authorised Limit for Debt at 1 <sup>st</sup> April					
	2020/21 Original £000's	2020/21 Revised £000's	2021/22 Estimate £000's	2022/23 Estimate £000's	2023/24 Estimate £000's
Debt	0	0	(0)	11,150	34,559
Other Long Term Liabilities	0	0	0	0	0
Working Capital Requirement	6,220	4,101	4,101	4,101	4,101
Authorised Limit	6,220	4,101	4,101	15,251	38,660

- 7.4 Risks associated with any advance borrowing activity will be subject to appraisal in advance and subsequent reporting through the mid-year or annual reporting mechanism.

## 8. PROSPECTS FOR INTEREST RATES

- 8.1 The Commissioner uses Link Asset Services (previously known as Capita Asset Services) as treasury management advisors and part of their service is to provide a view on the prospects for interest rates and economic growth. The following table gives the Link Asset Services central view on the prospects for interest rates:

### UK Interest Rate Forecast

Bank Rate															
	NOW	Dec-20	Mar-21	Jun-21	Sep-21	Dec-21	Mar-22	Jun-22	Sep-22	Dec-22	Mar-23	Jun-23	Sep-23	Dec-23	Mar-24
Link Group	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%
Capital Economics	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	-	-	-	-	-
5yr PWLB Rate															
	NOW	Dec-20	Mar-21	Jun-21	Sep-21	Dec-21	Mar-22	Jun-22	Sep-22	Dec-22	Mar-23	Jun-23	Sep-23	Dec-23	Mar-24
Link Group	1.83%	1.80%	1.80%	1.80%	1.80%	1.80%	1.90%	1.90%	1.90%	1.90%	1.90%	2.00%	2.00%	2.00%	2.00%
Capital Economics	1.83%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%	-	-	-	-	-
10yr PWLB Rate															
	NOW	Dec-20	Mar-21	Jun-21	Sep-21	Dec-21	Mar-22	Jun-22	Sep-22	Dec-22	Mar-23	Jun-23	Sep-23	Dec-23	Mar-24
Link Group	2.17%	2.10%	2.10%	2.10%	2.10%	2.20%	2.20%	2.20%	2.30%	2.30%	2.30%	2.20%	2.30%	2.30%	2.30%
Capital Economics	2.17%	2.30%	2.30%	2.30%	2.30%	2.30%	2.30%	2.30%	2.30%	2.30%	-	-	-	-	-
25yr PWLB Rate															
	NOW	Dec-20	Mar-21	Jun-21	Sep-21	Dec-21	Mar-22	Jun-22	Sep-22	Dec-22	Mar-23	Jun-23	Sep-23	Dec-23	Mar-24
Link Group	2.75%	2.50%	2.50%	2.60%	2.60%	2.60%	2.60%	2.70%	2.70%	2.70%	2.70%	2.80%	2.80%	2.80%	2.80%
Capital Economics	2.75%	2.80%	2.80%	2.80%	2.80%	2.80%	2.80%	2.80%	2.80%	2.80%	-	-	-	-	-
50yr PWLB Rate															
	NOW	Dec-20	Mar-21	Jun-21	Sep-21	Dec-21	Mar-22	Jun-22	Sep-22	Dec-22	Mar-23	Jun-23	Sep-23	Dec-23	Mar-24
Link Group	2.58%	2.30%	2.30%	2.40%	2.40%	2.40%	2.40%	2.50%	2.50%	2.50%	2.50%	2.60%	2.60%	2.60%	2.60%
Capital Economics	2.58%	2.70%	2.70%	2.70%	2.70%	2.70%	2.70%	2.70%	2.70%	2.70%	-	-	-	-	-

- 8.2 The Monetary Policy Committee (MPC) reduced the Bank Rate to 0.10% in 2020, due to the economic challenges experienced related to the Coronavirus pandemic. This was one of the measures to help UK businesses and households ease the temporary disruption caused by the pandemic. The MPC reported that any future Bank Rate changes would depend on the growth in the global economy and in turn, the UK economy. This rate cutting action has been mirrored around the world by other major central banks. There has been some market 'chatter' about a move to negative interest rates by the MPC, but with the recent announcement of the potential rollout of a vaccine, combined with the Bank of England favouring additional Quantitative Easing of £150bn at their November policy meeting, these have placed that idea on the backburner for now.

- 8.3 At the November 2020 meeting, the Bank of England voted unanimously to keep interest rates on hold at 0.10% and expected GDP to not fully recover until after Quarter 3 in 2022 (which was their initial forecast). The inflation rate is forecast to end at 0.6% this year, with unemployment expected to end at 6.3%. The UK economy grew by 15.5% in the three months to September 2020, the most on record and compared with market consensus of 15.8%, as restrictions on movement eased across June, July, August and September. The final Chartered Institute of Procurement and Supply (CIPS) UK Composite Purchasing Manager's Index (PMI) dropped to 52.1 in October 2020 from 56.5 in September, further than preliminary estimates of 52.9. This reflects the weakest period of growth in the manufacturing and services sectors in four months, suggesting that the economic recovery is slowing in the face of the reimposition of lockdown restrictions around the country.
- 8.4 Having left the EU on the 31<sup>st</sup> January 2020 and entered the transition period, attention will now focus on the success of the UK's attempt to negotiate a free trade treaty with the EU.
- 8.5 The US economy expanded by an annualised 33.1% in Quarter 3 of 2020, beating forecasts of a 31% surge. It is the biggest expansion ever, following a record 31.4% plunge in Quarter 2, as the economy rebounds from the Coronavirus pandemic. Meanwhile, the Federal Reserve voted to leave the federal funds rate unchanged once again in their November meeting. However, the Federal Open Market Committee stated that they would increase their holdings of treasury and asset backed securities over the coming months. They also confirmed that rates will remain low until the labour market is sufficiently consistent with maximum employment. The US Composite PMI stood at 56.3 in October 2020 up from the previous month's 54.3 and signalling a further solid rise in business activity.
- 8.6 According to the final reading, the Eurozone Composite PMI decreased to 50 in October 2020 from 50.4 in September, slightly higher than preliminary estimates of 49.4. This latest reading pointed to neither growth nor contraction in manufacturing and services activity. The Eurozone economy shrank by 4.4% year on year in Quarter 3 of 2020, easing from a record slump of 14.8% seen during Quarter 2 and very close to market expectations of a 4.3% contraction. At its October meeting, the European Central Bank left its key interest rates and Coronavirus stimulus package unchanged, as they took a 'wait and see' approach until more insightful projections are released in December, allowing for a more thorough assessment of the economic outlook. This means that they will continue with their pledge to buy up to 1.35 trillion Euros worth of debt through to June 2021, under their Pandemic Emergency Purchase Programme and maintain interest rates until inflation is sufficiently close to, but below, 2%.
- 8.6 The Chinese economy grew by 4.9% year on year in Quarter 3 of 2020, faster than the 3.2% year on year rate recorded in Quarter 2, but less than market forecasts of a 5.2% expansion. These two consecutive periods of expansion have proved enough to more than compensate for the

contraction earlier in the year, with the Chinese economy expanding 0.7% through the first three quarters of this year. The 'official' Chinese manufacturing PMI fell slightly to 51.4 in October 2020 from 51.5 in the previous month and above market expectations of 51.3. This was the eighth straight month of growth in factory activity and the second strongest since March 2020, as the economy recovered further from the Coronavirus shock. However, the 'official' non manufacturing PMI index increased to 56.2 in October 2020 from 55.9 a month earlier. This marked the fastest growth in the service sector since October 2013, as the economy recovers further from the Coronavirus crisis.

## **9. BORROWING STRATEGY 2021/22 – 2023/24**

- 9.1 The uncertainty over future interest rates increases the risks associated with treasury activity. Investment returns are likely to remain low during 2021/22 and will continue to remain low for the foreseeable future. As a result, the Commissioner will continue a cautious approach to treasury strategy.
- 9.2 The Chief Finance Officer (CFO) (Section 151 Officer), under delegated powers, will take the most appropriate form of borrowing depending on the prevailing interest rates at the time, taking into account the risks shown in the forecast above. It is likely that shorter term fixed rates may provide lower cost opportunities in the short/medium term.
- 9.3 The Commissioner is currently maintaining a neutral-borrowing position. This means that the capital borrowing need (the CFR), has been fully matched with loan debt. For 2022/23 it is predicted there will be debt as the CFR exceeds the internal resources utilised funding the Capital Programme.
- 9.4 External debt will only be sought once the committed funds earmarked for capital expenditure have been utilised. In future years, the over-borrowing position is a direct impact of the MRP charge reducing the CFR.

## **10. INVESTMENT STRATEGY 2021/22 – 2023/24**

- 10.1 **Key Objectives** - The Commissioner's primary investment strategy objectives are, firstly, safeguarding the re-payment of the principal and interest of his investments on time; and secondly, ensuring adequate liquidity. The investment return is an important third objective, but not as important as the first two objectives. Following the economic background outlined above, the current investment climate has one over-riding risk consideration; that of counterparty security risk.
- 10.2 **Risk Benchmarking** – A development in the revised 2011 Codes and the Welsh Government Investment Guidance is the consideration and approval of security and liquidity benchmarks. Yield benchmarks are currently widely used to assess investment performance. Discrete security

and liquidity benchmarks are new requirements in the revised Code, although the application of these is more subjective in nature.

10.3 These benchmarks are simple guides (not limits) and so may be breached from time to time, depending on movements in interest rates and counterparty criteria. The purpose of the benchmark is that officers will monitor the current and trend position and amend the operational strategy to manage risk as conditions change. Any breach of the benchmarks will be reported, with supporting reasons in the Mid-Year or Annual Report.

10.4 **Security** - The Commissioner's maximum security risk benchmark for the current portfolio, when compared to these historic default tables, is:

- (i) 0.010% historic risk of default when compared to the whole portfolio.

10.5 **Liquidity** – In respect of this area the Commissioner seeks to maintain:

- (i) Liquid short term deposits of at least £2m available with a week's notice;
- (ii) Weighted Average Life of investments with banks between 3 and 12 months; and
- (iii) Note that no overdraft facility is held at Lloyds bank.

10.6 **Yield** - Local measures of yield benchmarks are:

- (i) Investments – Internal returns compared to the 7 day London Interbank Bid Rate (LIBID).

10.7 The security benchmark for each individual year is:

	1 year	2 years	3 years	4 years	5 years
Maximum	0.010%	0.010%	Not applicable	Not Applicable	Not Applicable

Note: This benchmark is an average risk of default measure and would not constitute an expectation of loss against a particular investment.

10.8 **Investment Counterparty Selection Criteria** - The primary principle governing the Commissioner's investment criteria is the security of his investments, although the yield or return on the investment is also a key consideration. The Commissioner will not use non-specified investments, i.e. investments exceeding 1 year 364 days. The Commissioner will ensure:

- (i) A policy covering types of investment, criteria for choosing investment counterparties with adequate security and monitoring their security. This is set out in the Specified Investment (investments not exceeding 1 year 364 days) sections below; and
- (ii) Sufficient liquidity in investments. For this purpose procedures will be set out for determining the maximum periods for which funds

may prudently be committed. These procedures also apply to the prudential indicators covering the maximum principal sums invested.

- 10.9 The Assistant Chief Officer - Resources will maintain a counterparty list in compliance with the following criteria. This criteria is separate from that which chooses Specified and Non-Specified Investments, as it provides an overall pool of counterparties considered high quality, that the Commissioner may use rather than defining what his investments are.
- 10.10 The rating criteria uses the lowest common denominator method of selecting counterparties and applying limits. This means that the application of the Commissioner's minimum criteria will apply to the lowest available rating for any institution. For instance, if an institution is rated by two agencies, one meets the Commissioner's criteria, the other does not, the institution will fall outside the lending criteria. This is in compliance with a CIPFA Treasury Management Panel recommendation in March 2009 and the CIPFA Treasury Management Code of Practice.
- 10.11 Credit rating information is supplied by the Commissioner's treasury consultants on all active counterparties that comply with the criteria below. Any counterparty failing to meet the criteria would be omitted from the counterparty (dealing) list. Any rating changes, rating watches (notification of a likely change), rating outlooks (notification of a possible longer term change) are provided to officers almost immediately after they occur and this information is considered before dealing. For instance a negative rating watch applying to a counterparty at the minimum of the Commissioner's criteria will be suspended from use, with all others being reviewed in light of market conditions.
- 10.12 The Commissioner only uses the following high credit quality counterparties:
- (i) UK banks and banks domiciled in a country other than the UK which has a minimum Sovereign long term rating of AAA, which have at least the following Fitch, Moody's and Standard and Poor's ratings (where rated):
    - Short Term – F1/A1/P1;
    - Long Term – A;
  - (ii) Part nationalised UK banks – Lloyds Banking Group and Royal Bank of Scotland. These banks can be included if they continue to be part nationalised or they meet the ratings in Banks above;
  - (iii) Building Societies which:
    - Meet the ratings for banks outlined above; or
    - Have assets in excess of £1bn;
  - (iv) Money Market Funds – AAA;
  - (v) UK Government (including gilts and the DMADF (see below));

- (vi) Local Authorities;
- (vii) Property Funds – These funds allow the Commissioner to diversify into asset classes other than cash, without the need to own and manage the underlying investments; Property Funds offer enhanced returns over the longer term, but are more volatile in the short term. Their value changes with market prices, so will be considered for longer investment periods; and
- (viii) Supranational institutions.

10.13 Due care will be taken to consider the country, group and sector exposure of the Commissioner's investments. In part, the country selection will be chosen by the credit rating of the Sovereign state. In addition:

- (i) No more than £3m will be placed with any single non-UK country at any time;
- (ii) Limits in place above will apply to Group companies; and
- (iii) Sector limits will be monitored regularly for appropriateness.

10.14 Additional requirements under the Code of Practice now require the Commissioner to supplement credit rating information. Whilst the above criteria relies primarily on the application of credit ratings to provide a pool of appropriate counterparties for officers to use, additional operational market information will be applied before making any specific investment decision from the agreed pool of counterparties. This additional market information (for example Credit Default Swaps, negative rating watches/outlooks) will be applied to compare the relative security of differing investment counterparties.

10.15 The time and monetary limits for institutions on the Commissioner's Counterparty List are as follows:

	<b>Fitch (or equivalent)</b>	<b>Money Limit</b>	<b>Time Limit</b>
UK Banks (Groups)	<i>P1/F1/A1</i>	£10m	<365days
Non UK Banks (Groups)	<i>P1/F1/A1</i>	£5m	<365days
Building Societies	<i>P1/F1/A1</i>	£5m	<365days
Money Market Funds	AAA	£5m	<365days
Local Authorities	-	£15m	<2 years
UK DMO	-	None	<365days
Property Fund		£5m	<5 years
Guaranteed Organisations	-	£3m*	<365days

*\*Guaranteed institutions will need to be restricted to the terms of the guarantee.*



10.16 In the normal course of the Commissioner's cash flow operations it is expected that only Specified Investments will be utilised.

10.17 **The criteria for choosing counterparties set out above provide a sound approach to investment in 'normal' market circumstances. However, under exceptional market conditions the CFO may, after consulting the Commissioner, temporarily restrict further investment activity to those counterparties considered of higher credit quality, than the minimum criteria set out for approval. These restrictions will remain in place until the banking system returns to 'normal' conditions. Similarly the time periods for investments may be restricted.** Examples of these restrictions would be the greater use of the Debt Management Account Deposit Facility (DMADF – a Government body which accepts local authority deposits), Money Market Funds, guaranteed deposit facilities and strongly rated institutions offered support by the UK Government. The credit criteria has been amended to reflect these facilities.

10.18 Additionally, the Commissioner reserves the right to continue to hold an investment if the institutions credit rating is down-graded during the investment period, if he is satisfied that the risks associated with the institution and investment are able to be managed and/or mitigated appropriately.

#### 10.19 **Banking Arrangements**

The Commissioner's banker is Lloyds Bank, having switched from the Co-operative Bank during 2014/15. Lloyds Bank was successful in the tendering process and the contract will now expire on 31<sup>st</sup> March 2023.

### 11. **SENSITIVITY TO INTEREST RATE MOVEMENTS**

11.1 The Commissioner is required to disclose in the accounts the impact of risks on treasury management activity. Whilst most of the risks facing the treasury management service are addressed elsewhere in this report (credit risk, liquidity risk, market risk, maturity profile risk), the impact of interest rate risk is discussed but not quantified. The table below highlights the estimated impact of a 1% increase/decrease in all interest rates to the estimated treasury management costs/income for next year. That element of the debt and investment portfolios which are of a longer term, fixed interest rate nature will not be affected by interest rate changes:

## 12. TREASURY MANAGEMENT - LIMITS ON ACTIVITY

Sensitivity to Interest Rate Movements		
	2021/22 Estimated +1% £000's	2021/22 Estimated -1% £000's
Interest on Borrowing	0	0
Investment Income	480	(221)

- 12.1 There are four further treasury activity limits, which were previously prudential indicators. The purpose of these is to contain the activity of the treasury function within certain limits, thereby managing risk and reducing the impact of an adverse movement in interest rates. The Commissioner approves these limits:

	2021/22	2022/23	2023/24
<b>Interest rate Exposures</b>			
	<b>Upper</b>	<b>Upper</b>	<b>Upper</b>
<b>Limits on fixed interest rates based on net debt</b>	100%	100%	100%
<b>Limits on variable interest rates based on net debt</b>	35%	35%	35%
<b>Maturity Structure of fixed interest rate borrowing 2021/22</b>			
	<b>Lower</b>	<b>Upper</b>	
Under 12 months	0%	20%	
12 months to 2 years	0%	20%	
2 years to 5 years	0%	20%	
5 years to 10 years	0%	20%	
10 years and above	20%	90%	
<b>Maximum principal sums invested &gt; 364 days</b>			
Principal sums invested > 364 days	£m 20	£m 20	£m 20

## 13. PERFORMANCE INDICATORS

- 13.1 The Code of Practice on Treasury Management requires the Commissioner to set performance indicators to assess the adequacy of the treasury function over the year. These are distinct historic indicators, as opposed to the prudential indicators, which are predominantly forward looking. Performance indicators to be used for the treasury function are:

- (i) Debt – Borrowing - Average rate of borrowing for the year compared to Public Works Loan Board (PWLb) rates; and
- (ii) Investments – Internal returns compared with the 7 day LIBID rate.

The results of these indicators will be reported in the Treasury Annual Report.

## **14. TREASURY MANAGEMENT ADVISERS**

14.1 The Commissioner uses Link Asset Services as treasury management advisors. The company provides a range of services which include:

- (i) Technical support on treasury matters, capital finance issues and code compliance;
- (ii) Economic and interest rate analysis;
- (iii) Debt services, which includes advice on the timing of borrowing;
- (iv) Debt rescheduling advice surrounding the existing portfolio;
- (v) Generic investment advice on interest rates, timing and investment instruments; and
- (vi) Credit ratings/market information service, comprising the three main credit rating agencies.

14.2 Whilst the advisers provide support to the internal treasury function, under current market rules and the CIPFA Code of Practice the final decision on treasury matters remains with the Commissioner.

## **15. TREASURY MANAGEMENT TRAINING**

15.1 Officer training needs are assessed on appointment, as part of the Personal Development Review (PDR) process and when legislation changes are announced. Officers attend seminars arranged by Link Asset Services and other organisations. Staff within the Office of the Police and Crime Commissioner and Joint Audit Committee members also receive periodic Treasury Management training.

This page is intentionally left blank

## **APPENDIX B**

### **SCHEDULE OF TREASURY MANAGEMENT PRACTICES (TMP's)**

TMP 1 - Risk Management

TMP 2 - Performance Measurement

TMP 3 - Decision–Making and Analysis

TMP 4 - Approved Instruments, Methods and Techniques

TMP 5 - Organisation, Clarity and Segregation of Responsibilities and Dealing Arrangements

TMP 6 - Reporting Requirements and Management Information Arrangements

TMP 7 - Budgeting, Accounting and Audit Arrangements

TMP 8 - Cash and Cash Flow Management

TMP 9 - Money Laundering

TMP 10 - Training and Qualifications

TMP 11 - Use of External Service Providers

TMP 12 - Corporate Governance

# Treasury Management Practice (TMP) 1 RISK MANAGEMENT

## 1. CREDIT AND COUNTERPARTY RISK MANAGEMENT

### 1.1 CRITERIA TO BE USED FOR CREATING AND MANAGING APPROVED COUNTERPARTY LISTS/LIMITS

1.1.1 The Welsh Government issued revised Investment Guidance in April 2010 and this forms the structure of the Police and Crime Commissioner for Gwent's (Commissioner) policy below.

1.1.2 The key intention of the Guidance is to maintain the current requirement for Local Authorities and Police and Crime Commissioners to invest prudently and that priority is given to security and liquidity before yield. In order to facilitate this objective the guidance requires the Commissioner to have regard to the CIPFA publication Treasury Management in the Public Services: Code of Practice and Cross-Sectoral Guidance Notes (2011 edition). **TMP 1(1), covering investment counterparty policy requires approval each year.**

1.1.3 **Annual Investment Strategy** - The key requirements of both the Code and the investment guidance are to set an annual investment strategy, as part of its annual treasury strategy for the following year, covering the identification and approval of following:

- a) The strategy guidelines for choosing and placing investments, particularly non-specified investments;
- b) The principles to be used to determine the maximum periods for which funds can be committed;
- c) Specified investments the Commissioner will use. These are high security (i.e. high credit rating, although this is defined by the Commissioner, and no guidelines are given) and high liquidity investments in sterling and with a maturity of no more than a year (two years for Local Authorities); and
- d) Non-specified investments, clarifying the greater risk implications, identifying the general types of investment that may be used and a limit to the overall amount of various categories that can be held at any time.

1.1.4 The investment policy proposed for the Commissioner is:

**Strategy Guidelines** – The main strategy guidelines are contained in the Treasury Management Strategy.

**Specified Investments** – These investments are sterling investments of not more than one-year maturity (two years for Local Authorities), or those which could be for a longer period, but where the Commissioner has the right to be repaid within 12 months if he wishes. These are considered low risk assets where the possibility of loss of principal or investment income is small. These would include sterling investments which would not be defined as capital expenditure with:

- a) The UK Government (such as the Debt Management Account Deposit Facility (DMADF), UK Treasury Bills or a Gilt with less than one year to maturity);
- b) Supranational bonds of less than one year's duration;
- c) A Local Authority, parish council or community council;

- d) Pooled investment vehicles (such as money market funds) that have been awarded a high credit rating by a credit rating agency. Money Market Funds, have to be rated AAA by Standard and Poor's, Moody's or Fitch rating agencies; and
- e) A body that is considered of a high credit quality (such as a bank or building society. This covers bodies with a minimum short term rating of P1/F1/A1 (or the equivalent), as rated by Standard and Poor's, Moody's or Fitch rating agencies.

Within these bodies and in accordance with the Code, the Commissioner has set additional criteria to set the time and amount of monies which will be invested in these bodies. Non-specified investments will not be utilised.

**1.1.5 The Monitoring of Investment Counterparties** - The credit rating of counterparties will be monitored regularly. The Commissioner receives credit rating information (changes, rating watches and rating outlooks) from Link Asset Services (formerly known as Capita Asset Services) as and when ratings change, and counterparties are checked promptly. On occasion ratings may be downgraded when an investment has already been made. The Commissioner retains the right to continue an investment until it matures in the event of a down-grading, providing that the exposure risk can be managed and/or mitigated appropriately. The criteria used are such that a minor downgrading should not affect the full receipt of the principal and interest. Any counterparty failing to meet the criteria will be removed from the list immediately by treasury management staff and if required new counterparties which meet the criteria will be added to the list.

1.1.6 The Treasury Management Strategy will include suitable criteria for assessing and monitoring the credit risk of investment counterparties which will be used to construct a lending list comprising time, type, sector, country and specific counterparty limits.

1.1.7 Treasury management staff will add or delete counterparties to/from the approved counterparty list in line with the policy on criteria for selection of counterparties.

1.1.8 The Commissioner will use credit criteria to determine creditworthy counterparties for the placing of investments.

1.1.9 In the event that more than one rating agency provides a credit rating for a counterparty, then the Lowest Common Denominator (LCD) approach must be applied when determining the rating for a particular counterparty.

1.1.10 Treasury Management Consultants will provide a weekly update of all ratings relevant to the Commissioner and notify the Commissioner of any changes to credit ratings during the week.

1.1.11 The approved counterparty list and type, limit and period of investment are determined by the criteria set out in the Annual Treasury Management Strategy.

1.1.12 The Commissioner should not place an over reliance on credit rating information. Other market information, such as concerns raised in the quality financial press, should also be used to ascertain the credit risk of a particular counterparty.

## **1.2 APPROVED METHODOLOGY FOR CHANGING LIMITS AND ADDING / REMOVING COUNTERPARTIES**

1.2.1 Credit ratings for individual counterparties can change at any time. The Chief Finance Officer (Section 151 Officer) to the Office of the Police and Crime Commissioner (hereafter referred to as the CFO) is responsible for applying the stated credit rating criteria for selecting approved counterparties; and will add or delete counterparties as

appropriate to / from the approved counterparty list, when there is a change in the credit ratings of individual counterparties, or in banking structures e.g. on mergers or takeovers. This is delegated on a daily basis to staff in the Finance Department.

## **2. LIQUIDITY RISK MANAGEMENT**

### **2.1 CASH BALANCES, BORROWING AND INVESTMENTS**

- 2.1.1. The Commissioner will ensure adequate cash resources, borrowing arrangements and overdraft facilities, for the achievement of business/service objectives.
- 2.1.2 The Commissioner will only borrow in advance of need where there is a clear business case for doing so and will only do so for the current capital programme, or to finance future debt maturities.
- 2.1.3 The Commissioner will maintain the following:
  - a) Liquid short term deposits of at least £2m available with a week's notice.
- 2.1.4 The Commissioner will also monitor the weighted average length of deposits so that the weighted average life of deposits is between 3 months with a maximum of 12 months.

## **3. INTEREST RATE RISK MANAGEMENT**

### **3.1 Minimum/Maximum proportions of variable rate debt/interest**

Minimum proportion of interest on borrowing which is subject to variable rate interest.	0 %
---	-----

Maximum proportion of interest on borrowing which is subject to variable rate interest	35 %
--	------

### **3.2 Minimum/Maximum proportions of fixed rate debt/interest**

Minimum proportion of interest on borrowing which is subject to fixed rate interest.	65 %
--	------

Maximum proportion of interest on borrowing which is subject to fixed rate interest	100 %
---	-------

### **3.3 Forward Dealing**

Consideration will be given to dealing for forward periods dependent upon market conditions. When forward dealing is more than one week forward, the approval of the Head of Finance is required.

## **4. EXCHANGE RATE RISK MANAGEMENT**

### **4.1 Approved criteria for managing changes in exchange rate levels**

- a) As a result of the nature of the business, there may from time to time be exposure to exchange rate risk. This will arise from the receipt of income or the incurring of expenditure in a currency other than sterling. The Commissioner will adopt a full



hedging strategy to control and add certainty to the sterling value of these transactions. This will mean that the Commissioner will eliminate all foreign exchange exposures as soon as they are identified; and

- b) Where there is a contractual obligation to receive income or make a payment in a currency other than sterling at a date in the future, forward foreign exchange transactions will be considered. Unexpected receipt of foreign currency income will be converted to sterling at the earliest opportunity, unless the Commissioner has a contractual obligation to make a payment in the same currency at a date in the future. In this instance, the currency will be held on deposit to meet this expenditure commitment.

## **5. REFINANCING RISK MANAGEMENT**

### **5.1 DEBT/OTHER CAPITAL FINANCING MATURITY PROFILING, POLICIES AND PRACTICES**

- 5.1.1 The organisation will ensure that its borrowing, private finance and partnership arrangements are negotiated, structured and documented, and the maturity profile of the monies so raised are managed, with a view to obtaining offer terms for renewal financing, if required, which are competitive and as favourable to the Commissioner as can be reasonably achieved, in light of the market conditions prevailing at the time.
- 5.1.2 The Commissioner will actively manage relationships with counterparties in these transactions in such a manner as to secure this objective and will avoid over reliance on any one source of funding if this might jeopardise achievement of the above.

## **6. LEGAL AND REGULATORY**

### **6.1 REFERENCES TO RELEVANT STATUTES AND REGULATIONS**

- 6.1.1 The treasury management activities of the Commissioner shall comply fully with legal statute and the regulations. These are:
  - a) CIPFA's Treasury Management Code of Practice (2017 Edition);
  - b) CIPFA Treasury Management in the Public Services Guidance Notes 2018;
  - c) CIPFA statement 17.10.18 on borrowing in advance of need and investment in commercial properties;
  - d) CIPFA Standard of Professional Practice on Treasury Management;
  - e) CIPFA Bulletin 02 Treasury and Capital Management Update October 2018;
  - f) Statutory Investment guidance (2018);
  - g) Statutory MRP guidance (2018);
  - h) The Prudential Code for Capital Finance in Local Authorities (2017 Edition);
  - i) Local Government Act 2003;
  - j) Bank of England Non Investment Products Code (2011);
  - k) Standing Orders relating to Contracts;
  - l) Financial Standing Orders, Regulations and Procedures;
  - m) The Commissioner's Manual of Corporate Governance and Scheme of Delegation; and
  - n) Markets in Financial Instruments Directive (MiFiD II).

### **6.2 PROCEDURES FOR EVIDENCING THE ORGANISATION'S POWERS / AUTHORITIES TO COUNTERPARTIES**

6.2.1 The Commissioner will prepare, adopt and maintain, as the cornerstones for effective treasury management:

- a) A Treasury Management Strategy Statement, stating the overriding principles and objectives of his treasury management activities as an integral part of that Statement; and
- b) Treasury Management Practices, setting out the manner in which the Commissioner will achieve those principles and objectives, prescribing how he will manage and control those activities.

### **6.3 REQUIRED INFORMATION FROM COUNTERPARTIES CONCERNING THEIR POWERS/AUTHORITIES**

6.3.1 Lending shall only be made to counterparties on the authorised list.

6.3.2 The Office of the Police and Crime Commissioner for Gwent will apply the MiFiD II regulations using the elected professional status to allow the Commissioner to execute his investment strategy.

### **6.4 STATEMENT ON THE ORGANISATION'S POLITICAL RISKS AND MANAGEMENT OF SAME.**

6.4.1 The CFO shall take appropriate action with the Commissioner to respond and manage political risks.

## **7. FRAUD, ERROR AND CORRUPTION, AND CONTINGENCY MANAGEMENT**

### **7.1 DETAILS OF SYSTEMS AND PROCEDURES TO BE FOLLOWED, INCLUDING INTERNET SERVICES**

7.1.1 Authority:

- a) Loan procedures are defined in the Commissioner's Financial Standing Orders, Regulations and Procedures; and
- b) The Scheme of Delegation sets out the appropriate delegated levels. All loans and investments are negotiated by authorised persons.

7.1.2 Occurrence:

- a) A detailed register of loans and investments is maintained and independently checked to the ledger balance;
- b) Adequate and effective cash flow forecasting records are maintained on the Treasury Management spreadsheet to support the decision to lend or borrow;
- c) A written acknowledgement of the deal is sent promptly in the case of borrowing from or lending to another counterparty; and
- d) All transactions placed through the brokers are confirmed by a broker note showing details of the loan arranged.

7.1.3 Completeness:

- a) The loans register is updated to record all lending and borrowing. This includes the date of the transaction, brokerage fees etc.

#### 7.1.3 Measurement:

- a) The calculation of repayment of principal and interest notified by the lender or borrower is checked for accuracy;
- b) The Treasury Management spreadsheet automatically calculates periodic interest payments of Public Works Loans Board (PWLB) and other long-term loans. This is used to check the amount paid to these lenders; and
- c) Rates generated are compared with other Local Authorities and against the Treasury Strategy Statement.

#### 7.1.4 Timeliness:

- a) The Assistant Accountant responsible for treasury ensures that money borrowed or lent is repaid on time.

#### 7.1.4 Regularity:

- a) All lending is only made to institutions on the Approved List;
- b) All loans raised and repayments made go directly to and from the Commissioner's bank accounts;
- c) Limits on value are set for every category of specified and non-specified investments and institution;
- d) Brokers have a list of named officials authorised to perform loan transactions;
- e) There is adequate insurance cover for employees involved in loans management and accounting;
- f) The control totals on the Treasury Management spreadsheet for borrowing and lending are regularly reconciled with the ledger balance sheet codes under the direction of the Senior Accountant;
- g) There is a separation of duties in the Section between the repayment of a loan and its checking and authorisation;
- h) The bank reconciliation is carried out regularly from the bank statement to the financial ledger; and
- i) The Assistant Accountants have up to date financial code lists.

#### 7.1.5 Security:

- a) The Treasury Management Investment spreadsheet can only be accessed by a password; and
- b) Payments can only be authorised by nominated persons, using the Lloyds Bank On-line Banking System. The list of signatories having previously been agreed with the current provider of our banking services, this is reviewed on a quarterly basis.

#### 7.1.6 Substantiation:

- a) The Treasury Management spreadsheet balances are proved to the balance sheet ledger codes at the end of each month and at the financial year end. Working papers are retained for audit inspection; and
- b) A debt charge/investment income listing is produced every time the debt charges/investment income is recalculated for budget monitoring purposes. A debt charge/investment listing is also produced at the financial year end and this document is retained for audit inspection. The method of accounting for unrealised losses or gains on the valuation of assets within the funds will comply with best CIPFA Accounting Code of Practice, by reflecting the market value of the fund in the balance sheet. This will be agreed with external auditors.

## **7.2 EMERGENCY AND CONTINGENCY PLANNING ARRANGEMENTS**

- 7.2.1 Emergency payments are normally made using the Lloyds Commercial On-line Banking System. Balances can also be obtained from the same system. In the event of failure of the electronic system, alternative arrangements can be made by fax or e-mail.

## **7.3 INSURANCE COVER DETAILS.**

- 7.3.1 The Commissioner has general 'Fidelity' insurance cover of £1m, increased to £3m for specific posts within the Finance Department. This covers the loss of cash by fraud or dishonesty of employees and carries a £10,000 excess level.
- 7.3.2 The Commissioner also has a 'Business Interruption' cover of £3m (with a 36 month indemnity – totalling £9,000,000) as part of his insurance arrangements.

## **8. MARKET RISK MANAGERMENTS**

### **8.1 DETAILS OF APPROVED PROCEDURES AND LIMITS FOR CONTROLLING EXPOSURE TO INVESTMENTS WHOSE CAPITAL VALUE MAY FLUCTUATE (GILTS, CDS, etc.)**

- 8.1.1 The Commissioner currently does not invest in instruments where capital value can fluctuate.

## **TMP 2 PERFORMANCE MEASUREMENT**

### **2.1 METHODOLOGY TO BE APPLIED FOR EVALUATING THE IMPACT OF TREASURY MANAGEMENT DECISIONS**

2.1.1 The Commissioner carries out efficiency reviews on a rolling programme basis.

### **2.2 POLICY CONCERNING METHODS FOR TESTING VALUE FOR MONEY IN TREASURY MANAGEMENT**

#### **2.2.1 Frequency and processes for tendering**

a) The process for advertising and awarding contracts will be in line with Contract Standing Orders.

#### **2.2.2 Banking services**

a) Banking services will be re-tendered in accordance with Contract Standing Orders.

#### **2.2.3 Money-broking services**

a) The Commissioner will use money broking services in order to make deposits, or to borrow and will establish charges for all services prior to using them. An approved list of brokers will be established which takes account of both prices and quality of services.

#### **2.2.4 Consultants'/advisers' services**

a) The Commissioner currently uses Link Asset Solutions as treasury management consultants. The contract for this service is let in accordance with Contract Standing Orders.

#### **2.2.5 Policy on External Managers**

a) The Commissioner's current policy is to manage cash flow surpluses and deficits in-house. This policy will be kept under review.

### **2.3 METHODS TO BE EMPLOYED FOR MEASURING THE PERFORMANCE OF THE ORGANISATION'S TREASURY MANAGEMENT ACTIVITIES**

2.3.1 Performance measured against Annual Treasury Strategy Statement targets.

2.3.2 Compliance to CIPFA Code of Treasury Practice.

2.3.3 Expenses contained within approved budget.

### **2.4 BENCHMARKS AND CALCULATION METHODOLOGY**

#### **2.4.1 Debt management**

- a) Average rate on all external debt;
- b) Average rate on external debt borrowed in previous financial year;
- c) Average rate on internal borrowing;
- d) Average period to maturity of external debt;

- e) Average period to maturity of new loans in previous year; and
- f) Comparison with UK average for public sector bodies.

#### **2.4.2 Investment.**

- a) The performance of in house investment earnings will be measured against the 7 day LIBID rate.

## **TMP 3 DECISION-MAKING AND ANALYSIS**

### **3.1 FUNDING, BORROWING, LENDING, AND NEW INSTRUMENTS/TECHNIQUES:**

#### **3.1.1 Records to be kept**

3.1.2 The Finance Department maintains a treasury management spreadsheet. All loan transactions and investments are recorded using this system.

3.1.2 The following records will be used relative to each loan or investment:

- a) Daily cash projections;
- b) Telephone and email rates;
- c) Dealing slips for all money market transactions – including rate changes;
- d) PWLB loan schedules;
- e) Temporary loan receipts;
- f) Market bond certificates;
- g) Special loan certificates; and
- h) Brokers confirmations for deposits/investments.

#### **3.2 Processes to be pursued**

- a) Cash flow analysis;
- b) Maturity Analysis;
- c) Security Analysis;
- d) Liquidity Analysis (Weighted Average Life);
- e) Yield Analysis;
- f) Ledger reconciliations;
- g) Review of borrowing requirement;
- h) Monitoring of projected loan charges, interest and expenses costs;
- i) Collation of monthly performance information; and
- j) Monitoring against Prudential Limits.

#### **3.3 Issues to be addressed**

##### **3.3.1 In respect of every decision made the organisation will:**

- a) Above all be clear about the nature and extent of the risks to which the organisation may become exposed;
- b) Be certain about the legality of the decision reached and the nature of the transaction and that all authorities to proceed have been obtained;
- c) Be content that the documentation is adequate both, to deliver the organisation's objectives and protect the organisation's interests, in order to deliver good housekeeping;
- d) Ensure that third parties are judged satisfactory in the context of the organisation's creditworthiness policies and that limits have not been exceeded; and
- e) Be content that the terms of any transactions have been fully checked against the market and have been found to be competitive.

##### **3.3.2 In respect of borrowing and other funding decisions, the organisation will:**

- a) Evaluate the economic and market factors that might influence the manner and timing of any decision to fund;

- b) Consider the merits and demerits of alternative forms of funding, including funding from revenue, leasing and private partnerships;
- c) Consider the alternative interest rate bases available, the most appropriate periods to fund and repayment profiles to use; and
- d) Consider the on-going revenue liabilities created and the implications for future plans and budgets.

**3.3.3 In respect of investment decisions, the organisation will:**

- a) Consider the optimum period, in the light of cash flow availability and prevailing market conditions; and
- b) Consider the alternative investment products and techniques available, especially the implications of using any which may expose the organisation to changes in the value of its capital.



## **TMP 4 APPROVED INSTRUMENTS, METHODS AND TECHNIQUES**

### **4.1. APPROVED ACTIVITIES OF THE TREASURY MANAGEMENT OPERATION**

- 4.1.1 Borrowing.
- 4.1.2 Lending.
- 4.1.3 Debt repayment and rescheduling.
- 4.1.4 Consideration, approval and use of new financial instruments and treasury management techniques.
- 4.1.5 Managing the underlying risk associated with the capital financing and surplus funds activities.
- 4.1.6 Managing cash flow.
- 4.1.7 Banking activities.
- 4.1.8 Leasing.
- 4.1.9 Managing the underlying exchange rate risk associated with business activities.

### **4.2. APPROVED INSTRUMENTS FOR INVESTMENTS**

- 4.2.1 All investments will comply with the Annual Treasury Management Strategy and the guidance issued by the Welsh Government on Investment Strategy issued under Section 15(1) (a) of the Local Government Act 2003. The instruments available for investment and the limitations on their use will be listed in the appendix to the Annual Treasury Management Strategy.

### **4.3. APPROVED METHODS AND SOURCES OF RAISING CAPITAL FINANCE**

- 4.3.1 Finance will only be raised in accordance with the Prudential Code. The Commissioner has a number of approved methods and sources of raising capital finance. These are:

<b>On Balance Sheet</b>	<b>Fixed</b>	<b>Variable</b>
PWLB	●	●
European Investment Bank	●	●
Market (long-term or temporary)	●	●
Market (Lender Option Borrower Option)	●	●
Stock issues	●	●
Local temporary	●	●
Local Bonds	●	
Overdraft		●
Negotiable Bonds	●	●
Internal (capital receipts & revenue balances)	●	●
Commercial Paper	●	
Medium Term Notes	●	
Leasing (not operating leases)	●	●
Deferred Purchase	●	●

#### **4.3.2 Other Methods of Financing**

- a) Government and EU Capital Grants;
- b) Lottery monies;
- c) Private Finance Initiative/Public Private Partnerships;
- d) Operating leases; and
- e) Joint arrangements.

4.3.3 All forms of funding will be considered dependent on the prevailing economic climate, regulations and local considerations. The CFO has delegated powers in accordance with Standing Orders, Financial Regulations, the Scheme of Delegated Powers and the Treasury Management Strategy, to take the most appropriate form of borrowing from the approved sources.

## **TMP 5 ORGANISATION, CLARITY AND SEGREGATION OF RESPONSIBILITIES, AND DEALING ARRANGEMENTS**

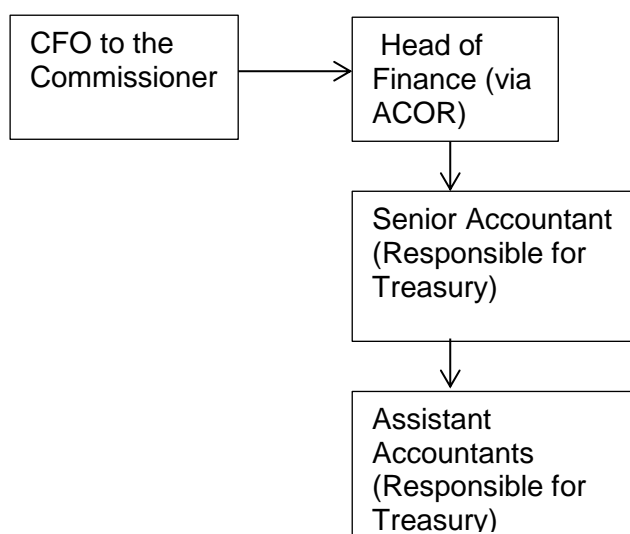
### **INDEX OF SCHEDULES**

- 5.1 Limits to responsibilities/discretion**
- 5.2 Treasury management organisation chart**
- 5.3 Statement of duties/responsibilities of each treasury post**
- 5.4 Absence cover arrangements**
- 5.5 Dealing Limits**
- 5.6 List of approved brokers**
- 5.7 Policy on brokers' services**
- 5.8 Policy on taping of conversations**
- 5.9 Direct dealing practices**
- 5.10 Settlement transmission procedures**
- 5.11 Documentation requirements**

## **5.1 LIMITS TO RESPONSIBILITIES/DISCRETION**

- 5.1.1 The CFO will be responsible for recommending amendments to the organisation's adopted clauses, Treasury Management policy statement and treasury management practices.
- 5.1.2 The CFO will approve the segregation of responsibilities.
- 5.1.3 The CFO will receive and review external audit reports concerning treasury management and put recommendations to the Joint Audit Committee and/or Commissioner.

## **5.2 TREASURY MANAGEMENT ORGANISATION CHART**



## **5.3 STATEMENT OF DUTIES/RESPONSIBILITIES OF EACH TREASURY POST**

### **5.3.1 CFO**

a) The CFO will:

- i. Recommend clauses, treasury management policy / practices for approval, reviewing the same on a regular basis, and monitoring compliance;
- ii. Submit treasury management policy reports as required;
- iii. Submit budgets and budget variations in accordance with Financial Regulations and Procedures;
- iv. Receive and review management information reports;
- v. Review the performance of the treasury management function and promote best value reviews;
- vi. Ensure the adequacy of treasury management resources and skills; and the effective division of responsibilities within the treasury management function;
- vii. Ensure the adequacy of internal audit, and liaising with external audit; and
- viii. Recommend on appointment of external service providers in accordance with standing orders.

- b) The CFO has delegated powers through this policy to take the most appropriate form of borrowing from the approved sources and to make the most appropriate form of investments in approved instruments; and
- c) Power to borrow and invest may be delegated to members of the Finance Department. The Assistant Accountant (or staff authorised by the Senior Accountant to act as temporary cover for leave/sickness) must conduct all dealing transactions;

### **5.3.2 Assistant Accountant – Treasury Management**

- a) Execution of transactions;
- b) Adherence to agreed policies and practices on a day-to-day basis;
- c) Maintaining relationships with third parties and external service providers;
- d) Monitoring performance on a day-to-day basis;
- e) Submitting management information reports to the Accountant responsible for Treasury; and
- f) Identifying and recommending opportunities for improved practices.

### **5.3.3 Senior Accountant responsible for Treasury**

- a) The Senior Accountant will manage the day to day operation of the treasury function;
- b) The Senior Accountant will ensure that the Treasury Management Strategy and TMP's are adhered to and if not, will bring the matter to the attention of the Head of Finance as soon as possible;
- c) Prior to entering into any capital financing, lending or investment transaction, it is the responsibility of the Senior Accountant to be satisfied that the proposed transaction does not breach any statute, external regulation or the Financial Regulations and Procedures; and
- d) It is also the responsibility of the Senior Accountant to ensure that the Commissioner complies with the requirements of The Non-Investment Products Code (formerly known as The London Code of Conduct) for principals and broking firms in the wholesale markets.

### **5.3.4 Internal Audit**

- a) Reviewing compliance with approved policy and procedures;
- b) Reviewing division of duties and operational practice;
- c) Assessing value for money from treasury activities; and
- d) Undertaking probity audit of treasury function.

## **5.4 ABSENCE COVER ARRANGEMENTS**

- 5.4.1 In the absence of the Assistant Accountant his/her treasury management duties are carried out by the Senior Accountant or a member of staff in the Finance Department nominated by the Senior Accountant.

## **5.5 DEALING LIMITS**

- 5.5.1 Dealing limits are set out in the Annual Treasury Management Strategy.

## **5.6 LIST OF APPROVED BROKERS**

- 5.6.1 A list of approved brokers is maintained within the Finance Department and a record of all transactions recorded against them.

## **5.7 POLICY ON BROKERS' SERVICES**

- 5.7.1 It is the Commissioner's policy to allocate business to the brokers offering the best rate on the day.

## **5.8 POLICY ON TAPING OF CONVERSATIONS**

- 5.8.1 It is not Commissioner's policy to tape brokers' conversations.

## **5.9 DIRECT DEALING PRACTICES**

- 5.9.1 Direct dealing contacts are established with the Commissioner's own bank and several other banks and building societies via the use of Business Reserve Accounts. Direct dealing can bring additional benefits e.g. may take smaller amounts for deposits and may lend direct, as well saving on broking fees.

## **5.10 SETTLEMENT TRANSMISSION PROCEDURES**

- 5.10.1 The Assistant Accountant will produce documentation to support the transaction set up within the Lloyds On-Line system. An approved signatory will authorise the payment within Lloyds Commercial On-Line.

## **5.11 DOCUMENTATION REQUIREMENTS**

For each deal undertaken, a record should be prepared giving details of dealer, amount, period, counterparty, interest rate, dealing date, payment date(s), and broker.

## **TMP 6 REPORTING REQUIREMENTS AND MANAGEMENT INFORMATION ARRANGMENTS**

### **6.1 ANNUAL TREASURY MANAGEMENT STRATEGY STATEMENT**

- 6.1.1 The Treasury Management Strategy sets out the specific expected treasury activities for the forthcoming financial year. This strategy will be submitted to the Commissioner for approval before the commencement of each financial year.
- 6.1.2 The formulation of the annual Treasury Management Strategy involves determining the appropriate borrowing and investment decisions, in the light of the anticipated movement in both fixed and shorter term variable interest rates. For instance, this organisation may decide to postpone borrowing if fixed interest rates are expected to fall, or borrow early if fixed interest rates are expected to rise.
- 6.1.3 The Treasury Management Strategy is concerned with the following elements:-
- a) The current Treasury portfolio position;
  - b) The prospects for interest rates;
  - c) The limits placed by this organisation on treasury activities;
  - d) The expected borrowing strategy;
  - e) The expected temporary investment strategy;
  - f) The policy concerning retention of the set aside capital receipts;
  - g) The expectations for debt rescheduling;
  - h) Borrowing requirements; and
  - i) Any extraordinary treasury issue.
- 6.1.4 The Treasury Management Strategy will establish the expected move in interest rates against alternatives (using all available information such as published interest rate forecasts where applicable) and highlight sensitivities to different scenarios.

### **6.2 ANNUAL INVESTMENT STRATEGY**

- 6.2.1 One of the consequences of the introduction under the Local Government Act 2003 of the Prudential Code for Capital Finance in Local Authorities, was the withdrawal of the approved investment regulations. In place of the regulations, guidance on investment practice was formally issued by the Welsh Government, requiring all local authorities (including Commissioners) to formulate an annual investment strategy to be adopted by the Commissioner prior to the start of the financial year.
- 6.2.2 The Annual Investment Strategy will cover the following:
- a) Investment Principles;
  - b) Specified and Non-Specified Investments;
  - c) Permitted Investments;
  - d) Liquidity;
  - e) Security of Capital;
  - f) Investment Limits; and
  - g) External Fund Managers.

### **6.3 POLICY ON INTEREST RATE EXPOSURE**

- 6.3.1 The Commissioner approves before the beginning of each financial year the following treasury limits:

- a) The amount of the overall borrowing limit which may be outstanding by way of short term borrowing; and
- b) The maximum proportion of interest on borrowing which is subject to variable rate interest.

6.3.2 The CFO is responsible for incorporating these limits into the Annual Treasury Management Strategy and for ensuring compliance with the limits. Should it prove necessary to amend these limits, the CFO shall submit the changes for approval to the Commissioner.

#### **6.4 ANNUAL REPORT ON TREASURY MANAGEMENT ACTIVITY**

6.4.1 An annual report will be presented to the Commissioner at the earliest practicable meeting after the end of the financial year, but in any case by the 30<sup>th</sup> September. This report will include the following:

- a) A comprehensive picture for the financial year of all treasury policies, plans, activities and results;
- b) Transactions executed and their revenue (current) effects;
- c) Report on risk implications of decisions taken and transactions executed;
- d) Monitoring of compliance with approved policy, practices and statutory / regulatory requirements;
- e) Monitoring of compliance with powers delegated to officers;
- f) Degree of compliance with the original strategy and explanation of deviations;
- g) Explanation of future impact of decisions taken on the organisation;
- h) Measurements of performance; and
- i) Report on compliance with CIPFA Code recommendations.

#### **6.5 MANAGEMENT INFORMATION REPORTS**

6.5.1 Management information reports will be prepared every month by the Accountant and will be presented to the CFO.

6.5.2 These reports will contain the following information:

- a) A summary of transactions executed and their revenue (current) effects;
- b) Measurements of performance including effects on borrowing charges/investment income; and
- c) Degree of compliance with original strategy and explanation of variances.

#### **6.6 PERIODIC MONITORING COMMITTEE REPORTS**

6.6.1 The Commissioner will receive and consider as a minimum:

- a) An annual treasury strategy before the commencement of the new financial year;
- b) An annual investment strategy before the commencement of the new financial year;
- c) An annual treasury management activity report before the 30<sup>th</sup> September, after the year end to which it relates; and
- d) A mid-year monitoring report.



## **TMP 7 BUDGETING, ACCOUNTING AND AUDIT ARRANGEMENTS**

### **7.1 STATUTORY/REGULATORY REQUIREMENTS**

- 7.1.1 The accounts are drawn up in accordance with the Code of Practice on Local Authority Accounting in Great Britain that is recognised by statute as representing proper accounting practices.

### **7.2 ACCOUNTING PRACTICES AND STANDARDS**

Due regard is given to the Statements of Recommended Practice and Accounting Standards as they apply to the Police Service in Great Britain. The Commissioner adopts in full the principles set out in CIPFA's 'Code of Best Practice and Guide for Treasury Management in the Public Services' (the 'CIPFA Code and Guide'), together with those of its specific recommendations that are relevant to this organisation's treasury management activities.

### **7.3 LIST OF INFORMATION REQUIREMENTS OF EXTERNAL AUDITORS.**

- 7.3.1 The following information is required by the external auditor:
- a) Reconciliation of loans interest and premiums paid to financial ledger by loan type;
  - b) Maturity analysis of loans outstanding;
  - c) Calculation of loans interest and debt management expenses;
  - d) Annual Treasury Report;
  - e) Calculation of Revenue Interest;
  - f) Analysis of any Deferred Charges;
  - g) Principal and interest charges from Treasury Management records; and
  - h) Interest accruals calculation from Treasury Management records.

### **7.4 MONTHLY BUDGET MONITORING REPORT**

- 7.4.1 This report will consider year to date and forecast outturn against budget with variances examined, in terms of interest and expense rates derived from the treasury management records.

### **7.5 BUDGET SETTING EXERCISE**

- 7.5.1 A budget for interest paid and received, expenses and minimum revenue provision is prepared, as part of a budget setting exercise.

## **TMP 8 CASH AND CASH FLOW MANAGEMENT**

### **8.1 ARRANGEMENTS FOR PREPARING/SUBMITTING CASH FLOW STATEMENTS**

- 8.1.1 The Assistant Accountant responsible for day to day treasury management activities maintains a rolling annual cash flow budget, which is revised daily.

### **8.2 LISTING OF SOURCES OF INFORMATION**

- 8.2.1 In drawing up cash flow projections the following sources of information are used:

- a) Payroll for salaries, national insurance, superannuation and income tax information;
- b) Treasury Management spreadsheet for interest and loans principal payments;
- c) Precept income;
- d) Grant income;
- e) Pensions lump sums;
- f) Police pension account surplus/deficit payments;
- g) Income forecasts;
- h) Creditor payment schedules; and
- i) Capital expenditure programme.

### **8.3 BANK STATEMENT PROCEDURES**

- 8.3.1 Bank Statements are reconciled against payment and income records on the General Ledger. Finance staff, check all items going through the financial ledger to the Bank Statement and investigate discrepancies. Presented cheque information is also uploaded and recorded against cheques drawn, general ledger and bank statements.

### **8.4 PAYMENT SCHEDULING AND AGREED TERMS OF TRADE WITH CREDITORS**

- 8.4.1 The policy is to pay creditors within 30 days of the invoice date and this effectively schedules the payments. Certificated payments to sub-contractors must be paid within 14 days.

### **8.5 ARRANGEMENTS FOR MONITORING DEBTORS / CREDITORS LEVELS**

- 8.5.1 The Purchase to Pay section provides the Assistant Accountant with monthly statistics of invoices paid and the percentage paid within 30 days.

### **8.6 PROCEDURES FOR BANKING OF FUNDS**

- 8.6.1 All money received by officers on behalf of the Commissioner will, without unreasonable delay, be paid to the Cashier or deposited in the Commissioner's bank accounts. Details are included in the Financial Regulations and Financial Procedures.

### **8.7 PRACTICES CONCERNING PREPAYMENTS TO OBTAIN BENEFITS**

- 8.7.1 All prepayments must be authorised by the CFO.

## **TMP 9 MONEY LAUNDERING**

### **9.1 STATUTORY REQUIREMENTS**

- 9.1.1 The Commissioner is not directly required to implement the requirements of the Money Laundering Regulations 2007, but the implications of the Terrorism Act 2000; the Anti-Terrorism, Crime and Security Act 2001; and The Proceeds of Crime Act 2002, place an onus of responsibility on individuals associated with treasury processes to consider its implications. It follows that officers involved in treasury management activities must be alert to the possibility that the Commissioner may become the subject of an attempt to involve him in a transaction involving the laundering of money and aware of their reporting responsibility in those circumstances.

### **9.2 PROCEDURES FOR ESTABLISHING IDENTITY / AUTHENTICITY OF LENDERS**

- 9.2.1 The Commissioner does not accept loans from individuals. All material loans are obtained through brokers, from other local authorities or from authorised institutions. Receipts will normally be paid by BACS or cheques and the relevant bank will be required to comply with money laundering regulations for their customer. Any cash deposits must without delay be reported to the CFO as the nominated Money Laundering Reporting Officer (MLRO).

### **9.3 METHODOLOGIES FOR IDENTIFYING SOURCES OF DEPOSITS**

- 9.3.1 In the course of its Treasury activities, the Commissioner will only lend money to or invest with those counterparties that are on his approved lending list.

### **9.4 REPORTING PROCEDURES**

- 9.4.1 Any person in the organisation having reasonable grounds for suspecting money laundering must report their suspicions without delay to the CFO, as nominated MLRO.
- 9.4.2 On receipt of a disclosure the MLRO should consider, in the light of all information, whether it gives rise to such knowledge or suspicion.
- 9.4.3 If the MLRO determines that the information or matter should be disclosed he should do so to the National Crime Agency.

### **9.5 TRAINING**

- 9.5.1 Relevant employees must be made aware of their responsibilities relating to money laundering and receive appropriate training in recognising and dealing with transactions which may be related to money laundering.

## **TMP 10 TRAINING AND QUALIFICATIONS**

- 10.1** Details of staff and relevant member training needs will be identified as part of the Personal Development Reviews.
- 10.2** Training and training updates will be provided as appropriate on the Treasury Management system.
- 10.3** Treasury Management seminars will be attended as appropriate.
- 10.4** The CFO and Assistant Chief Officer – Resources (ACOR), are committed to professional responsibilities, through both personal compliance and by ensuring that relevant staff are appropriately trained.

## **TMP 11 USE OF EXTERNAL SERVICE PROVIDERS**

### **11.1 DETAILS OF CONTRACTS WITH SERVICE PROVIDERS, INCLUDING BANKERS, BROKERS, CONSULTANTS, ADVISERS**

#### **11.1.1 Banking services**

- a) Name of supplier of service is the Lloyds Bank. The branch address is 1 Gwent Square, Town Centre, Cwmbran, NP44 1XN;
- b) Contract commenced in December 2014 and is due to expire on 31<sup>st</sup> March 2023; and
- c) Cost of service is dependent on transaction volumes through the account.

#### **11.1.2 Treasury Management Advisors**

Link Asset Services (formerly known as Capita Asset Services),  
6<sup>th</sup> Floor,  
65 Gresham Street,  
London,  
EC2V 7NQ.

This contract will be renewed on an annual basis, as the value falls below the current tender threshold..

#### **11.1.3 Money-broking services**

- a) Martin Brokers (UK) plc;
- b) Tullett Prebon;
- c) Tradition UK Limited;
- d) ICAP; and
- e) BCG Partners.

### **11.2 PROCEDURES AND FREQUENCY FOR TENDERING SERVICES**

See TMP2.

## **TMP 12 CORPORATE GOVERNANCE**

### **12.1 LIST OF DOCUMENTS TO BE MADE AVAILABLE FOR PUBLIC INSPECTION**

- a) Statement of Accounts (PCC Group and Chief Constable);
- b) Annual Budget;
- c) 3 Year Capital Plan;
- d) Treasury Management Strategy;
- e) Mid-Year Monitoring Report(s);
- f) Annual Treasury Report;
- g) Annual Investment Strategy; and
- h) Relevant Decisions of the Commissioner.

**Office of the Police and Crime  
Commissioner for Gwent**

---

# **Understanding The Triggers**

**The Correlation Between Vulnerability,  
Criminality and Exploitation of Children**

# Contents

## **Overview**

## **Partners Involved**

## **Scope and Methodology**

## **Common Themes**

### **1. Key Characteristics of Children**

### **2. Trauma within the Home**

2.1. Adverse Childhood Experiences

2.2. Domestic Abuse Witnessed At Home

2.3. Care Experienced Children

### **3. Challenges in Education**

3.1. Patterns in Attendance

3.2. Patterns in Behaviour

3.3. School Exclusion

3.4. Speech, Language and Additional Learning Needs

### **4. Criminality and Exploitation**

4.1. Patterns in Offending

4.2. Missing Episodes

4.3. Exploitation

4.4. Peer Influence

## **Conclusion**

## **Appendices**



## Overview

**This report presents the findings gained from an inquiry into the complex and intersecting factors that trigger children's exposure to criminality and exploitation.**

The inquiry process was undertaken in partnership between the Office of the Police and Crime Commissioner for Gwent (OPCC), Newport City Council, Gwent Police and Aneurin Bevan University Health Board.

In light of growing national concern regarding the correlation between school exclusions and children's subsequent involvement in crime, the OPCC undertook a rapid evidence assessment to understand this issue at a local level.

There was strong evidence to suggest that the issues identified nationally were also present in Gwent.

However, the research also found that school exclusions were not necessarily a causal factor for criminality, but rather an indicator of a series of vulnerabilities that increase both exposure to crime and exploitation.

More specifically, the research suggested that children excluded or at risk of exclusion from school sit within a network of vulnerability, including adverse childhood experiences, special educational needs and care experience.

It was therefore decided to develop further understanding of how children experience this full spectrum of vulnerability and what work could be done from the perspective of early intervention and prevention.

This research was shared with the Youth Justice Service Strategic Partnership Board for Newport, where it was decided to explore the findings with a specified cohort of children.

The cohort chosen for the inquiry consisted of 13 children from Newport who were identified through offending data shared by Gwent Police.

## Partners Involved

**The task and finish group meetings between the partners below were facilitated by the OPCC, with meetings taking place over a four-month period.<sup>1</sup>**

Following the inquiry process, it was agreed by partners that the OPCC would develop a report presenting the group's findings.

The following partners took part in this inquiry:

- Aneurin Bevan University Health Board (ABUHB)
- Child and Adolescent Mental Health Services (CAMHS)
- Gwent Police
- Llanwern High School
- Newport Education Service
- Newport Safeguarding Service
- Newport Youth Justice Service
- Office of the Police and Crime Commissioner for Gwent
- Newport Youth Support Services

We would like to thank all partners involved in this inquiry for their commitment to collaborative working and information sharing.

The efforts of partners during this process are a testament to both the value and importance of partnership working and demonstrates their commitment to improving outcomes and services for children.

## Scope and Methodology

### **The overarching principles of the inquiry were informed by the Youth Justice Board (YJB) approach of ‘child first and offenders second’.**

Through following this approach, the inquiry placed emphasis on building understanding of the significant life events for each child that preceded offending behaviours, rather than focusing on this behaviour in isolation. However, in order to establish a cohort for research, it was necessary to first start with offending data and work backwards to map out wider contact with partner services.

At the request of the OPCC, Gwent Police produced a report identifying 13 children with the most frequent offending behaviours in Newport between 2018 and 2019.

The frequency of this offending was determined by each child’s level of contact with Gwent Police during the specified period. It should be noted that not all offences for each child received a formal outcome. Furthermore, many of these children are also known to the police as both victims of exploitation and through missing person episodes.

After receiving Gwent Police’s report, partners were keen to identify each child’s engagement with services. It was therefore agreed to take the group of 13 children as a cohort for this inquiry.

Upon review, it was determined that all 13 children had been in contact with each partner agency at some point in their lives. It was therefore possible to access service information for every child in the cohort. This data provided diverse insights into the children’s lives, allowing the group to build visual chronologies tracking each child’s service involvement.

These visual chronologies served to illustrate key themes, trends and potential correlations between key events and changes in behaviour. Much of the information collected and presented

in this report is drawn from historical records. In some cases, these records date back several years. As such, it should be recognised that the services discussed may have developed or evolved their practices since the point at which they are mentioned below.

This report does not intend to review services. Instead, it focuses specifically on the cohort of children and their experiences. However, where areas for improvement or gaps remain, recommendations to address these concerns are provided in the conclusion.

Each agency uses a different database to store personal information on service users. Listed below are the systems used by each agency to produce the information used in this inquiry:

- Gwent Police online crime recording system (NICHE)<sup>2</sup>
- Safeguarding / Children’s Services Welsh Community Care Information System (WCCIS)<sup>3</sup>
- Vulnerability Assessment Profile (VAP) information<sup>4</sup>
- Education SIMs system<sup>5</sup>
- ChildView database<sup>6</sup>

During the data collection process, there were notable data and information gaps regarding the children’s primary school records. Therefore, Education colleagues undertook follow up interviews with each child’s respective primary school in order to establish a comprehensive picture of each child’s education history.

## Common Themes

### **Through analysis of partners’ information, four recurring themes were identified.**

Those themes are – ‘key characteristics’, ‘trauma within the home’, ‘challenges in education’ and ‘criminality and exploitation’. These themes are explored in more detail below. Although not included as a common theme for discussion in this report, poverty was often an implicit theme in the information analysed during the inquiry. Twelve of the

13 children in the cohort were living in areas identified as being highly deprived<sup>7</sup>. While this is a strong indicator of poverty, it is not conclusive. It is also unclear to what extent poverty influenced the children's exposure to criminality and exploitation.

Therefore, poverty is not included as a common theme because the information available could not support the same level of analysis undertaken across the other themes. In taking the inquiry's findings forward, more work will be required to determine how experiences of poverty shape or influence behavioural concerns in children and, if necessary, what interventions are most effective to address this issue. However, when reading this report, it should be remembered that poverty was present for most children in the cohort, whether that be in their homes, with their peers or in their communities.

## 1. Key Characteristics

### **The task and finish group examined all available information about the 13 children chosen for the inquiry.**

Ten of the children in the cohort were boys. There were some notable differences in the experiences of criminal exploitation between boys and girls. These differences are analysed in depth later in this report.

The average age for children in the inquiry was 15-years-old. Breaking this down by gender, the average age of the three girls in the cohort was 15, while the average of the boys was 14. Partners also undertook work to estimate each child's average age of 'disruption'. The term 'disruption' was used to define the point at which the children's challenging behaviours began to escalate. These escalating behaviours were not necessarily criminal.

The average age at which the girls began to demonstrate an escalation in disruptive behaviour was at 13-years-old, whereas behaviour among boys began to escalate at the age of 11.

## 2. Trauma within the Home

### **Poor living conditions, domestic abuse and parents' inability to safeguard their children were among the main challenges experienced in the home environment.**

The majority of children suffered poor living conditions. The inquiry found many accounts from social workers stating that living conditions were 'unsuitable'. With most cases, there were a number of accounts by professionals detailing limitations in parental safeguarding abilities and boundary settings within familial contexts. In the following sections, specific concerns regarding trauma within the home environment are outlined in more detail.

#### 2.1. Adverse Childhood Experiences (ACEs)

Negative experiences in early life can leave individuals exposed to a number of vulnerabilities.

Research shows that children with ACEs suffer chronic stress that can result in violent behaviour, anxiety and disengagement in school. Parental separation, domestic abuse, substance misuse and other forms of neglect featured often in the accounts of early childhood experiences for most children in the cohort.

The recurring adverse experiences identified in this study consisted of child abuse (mostly neglect), parental substance misuse and domestic abuse. Each child had contact with children's services at some point in their lives.

The majority of these children experienced inter-familial abuse, which in some cases extended to extreme forms of harm and abuse. Although neglect appears to be the most commonly experienced abuse, accounts from services also included occasions of sexual and physical abuse.

The following case study demonstrates the common types of abuse experienced by children in the cohort.

## Case Study 1

Child 12 is 16-years-old. Key signs of disruptive behaviour began displaying at the age of 10. However, challenges and adverse experiences within the family home extend back to the child's early years. After significant familial safeguarding concerns were identified, Child 12 entered care aged 13. There is a correlation between the time when Child 12 entered care and an escalation in disruptive behaviour and reduction in school attendance. Child 12 finished their education in Bridge Achievement Centre (BAC) with an attendance rate of 18%.<sup>8</sup> Child 12 received numerous school exclusions, including a permanent exclusion from one secondary school. At the age of 13, Child 12 was known to be dealing heroin. Through the National Referral Mechanism process, Child 12 was given a positive outcome in recognition of them being criminally exploited.

The case study demonstrates how trauma in early life may have a substantial adverse effect on key transition periods for children. Substance misuse within the immediate family was likely to be a trigger for this child's later engagement in criminal exploitation, among many other factors.

Exposure to substance misuse in early childhood was also identified as a concern for four other children in the cohort. Childhood

trauma was also identified in other cases.

However, the full extent of this trauma is likely to be under-reported due to some minor limitations in the information gathered for the inquiry.

As demonstrated in the case study below, early life trauma can play a significant role in shaping the disruptive behaviours displayed by children as they develop.

## Case Study 2

Child 8 entered the UK illegally in 2017. Following the death of their father in a car bomb and their mother being kidnapped, Child 8 was taken to an orphanage in Romania and spent time there before coming to the UK in a lorry. Child 8 was picked up in Newport and immediately placed into foster care.

Following a breakdown of eight foster placements in ten months due to aggression, Child 8 was placed in Cambridge House, a children's residential home. Despite low attendance, Child 8 engaged well with school. They also engaged positively with some key workers.

Over time, however, Child 8's school attendance declined. Later, Child 8 received a positive outcome through the National Referral Mechanism process.

This outcome was given due to Child 8 being exploited for labour. There is also information to suggest that Child 8 was involved in drug running activity. Child 8 is now in an independent placement and no longer attends school.

The two case studies included in this section offer insight into the ways in which ACEs can have a detrimental effect on children's lives.

Across the cohort, adverse experiences were found to have occurred in the majority of cases.

In the minority of cases where ACEs were not present, other vulnerabilities were identified, such as difficulties with speech and learning.<sup>9</sup>

However, given that ACEs manifested in most cases, it is reasonable to assume that early

life trauma was a contributing factor to the disruptive behaviours displayed by children in the cohort.

This assumption is supported by a significant body of research around ACEs, which suggests that trauma can dramatically shape behaviours and life outcomes of individuals.<sup>10</sup>

A significant amount of work has already been undertaken to train both police and partners in Gwent about how to recognise ACEs.

The evidence suggested by this inquiry indicates that all services should take a holistic view to both understand and respond to ACEs in a variety of settings, whether that be in the home, school or the wider community.

## 2.2. Domestic Abuse Witnessed At Home

As suggested in the previous section, children who witnessed domestic abuse in the home were more likely to display disruptive

behaviours. They were also more likely to be reported as missing and have lower school attendance.

The link between domestic abuse and these three concerns was identified in several of the cases reviewed.

Within the school, disruptive behaviour, fixed-term exclusions and a decline in attendance followed domestic abuse in the home, whereas anti-social behaviour (ASB) and missing episodes were noted in the wider community.

Separate to this inquiry, five of the children within the cohort were identified as being victims of domestic abuse through Operation Encompass.<sup>11</sup>

The following case study demonstrates how the impact of witnessing persistent domestic abuse in the home might influence and lead to further patterns of abuse, violence and exploitation.

## Case Study 3

Child 9 is 17-years-old. Prior to moving to Newport, Child 9 was on the Child Protection Register under the category of 'neglect' in another county. At the age of 14, after witnessing several incidences of domestic abuse (DA) in the family home, Child 9's school attendance fell to 55%. There were also increases in aggression and substance misuse during this time. Child 9 was reported missing on a number of occasions, including from school. In 2017, Child 9 was placed in the Bridge Achievement Centre (BAC).

Following further DA incidences, Child 9 received additional school exclusions. These exclusions were followed by incidences of anti-social behaviour within the wider community, particularly when socialising with peers. Records show a series of disputes between Child 9 and their neighbours, with Child 9 acting aggressively and making threats.

Association with peers was identified as a key risk factor for increasing Child 9's exposure to criminal exploitation. More recently, Child 9 was involved in a DA incident as the perpetrator.

The case study above provides a brief overview of the patterns of behaviour following persistent domestic abuse at home.

These include an overall decline in school attendance, an increase in school exclusions, exploitation and perpetration of domestic abuse.

Consistent with these findings, the following case study also highlights how experiences such as witnessing domestic abuse can have a detrimental impact on a child.



## Case Study 4

Child 10 is 14-years-old. Key signs of disruptive behaviour were evident at age 11. Child 10 has received a number of school exclusions and attendance is consistently low. In the Foundation Phase at school, Child 10 was considered by staff to be a 'noticeable' pupil and was often taking charge or acting as the leader amongst their peer group. During upper Key Stage 2, Child 10's behaviour became more challenging. By the end of primary school, Child 10's attendance stood at 85%, with a pattern of absence occurring on Mondays and Fridays every week. Following several incidences of domestic abuse at home, Child 10's behaviour escalated. This ultimately led to Child 10 being excluded from school, with drug and alcohol use being a key factor behind this exclusion. In the early stages of secondary school, Child 10 engaged in low-level criminality. These offending behaviours increased in severity through influence of peers. Child 10 currently attends Bridge Achievement Centre (BAC), where they have an attendance rate of 8.8%.

It is worth noting that school attendance fell for Child 10 most often on specific days of the week (Monday and Friday). This pattern in school absence may have overlapped with incidences in the home.

As such, it is worth considering what work may be taken forward when children experiencing domestic abuse are regularly absent following an incident in the home. This work may include formalising processes to align Operation Encompass data with schools' attendance data, with recognition that patterns of absence can serve as indicators of potential vulnerability.

### 2.3. Care Experienced Children

Of the 13 children in the cohort, five had been placed in local authority care.

Various intersecting factors led to these children entering care.

However, the consequence of entering care appeared to have a significant adverse effect on all five children.

In each case, those who entered care displayed signs of disruption and increased vulnerability soon after.

## Case Study 5

Child 3 is 17-years-old and finished education in Bridge Achievement Centre (BAC) with an attendance rate of 4.5%. During Child 3's time in primary school, there were no evident concerns with behaviour. However, Child 3 was identified as having moderate learning difficulties and was therefore provided extra support. In Year 6, Child 3's behaviour became challenging. This escalation in behaviour was found to coincide with periods of contact with their mother.

Child 3 entered care in 2016 due to their mother's issues with substance misuse. Placement into care was followed by several missing episodes from both their residential children's home and school. After entering care, Child 3's attendance dropped to 69% at BAC on a reduced timetable. Police reports note Child 3's association with a known child sexual exploitation (CSE) nominal.

There are further concerns over Child 3's exposure to CSE resulting from socialising with peers at their children's residential home, where there are other children known to be at risk of CSE. Child 3 is managed under Operation Quartz and has had a Multi-Agency Risk Assessment Conference (MARAC) referral due to coercive and controlling behaviour from their partner.

All three girls in this cohort are care experienced and have been placed into supported accommodation. Entering care for all three girls appeared to be a trigger point for escalations in their behaviour. It also resulted in them becoming exposed to exploitation. Similarly, the boys who entered care soon became victims of criminal exploitation by being recruited for drug-running activity. They also started to engage in other forms of serious offending behaviour.

Almost all children in this cohort were moved several times from care placements. This included temporary placements, of which in

one instance a child was placed out of county for some time. Another child attended 10 foster placements over an eight-month period. Feedback from partners and the patterns of behaviour surrounding these moves indicates that this was generally disruptive for the children. The evidence suggests that moving from various care placements can affect both the mental and emotional well-being of children, as well as their school engagement and behaviour. The following case study captures various disruptions in the child's life over a relatively long period, with concerns surrounding periods of transition and placement moves.

## Case Study 6

Child 5 is 17-years-old. Signs of disruptive behaviour began to emerge at the age of 13. However, concerns for Child 5 extend back to when they were five-years-old, when they were placed on the Child Protection Register. Child 5 experienced significant challenges within the family home and subsequently attended various care placements. Child 5's behaviour at school and the wider community stabilised after they were placed with an extended family member. At age 11, this care arrangement broke down, after which Child 5 entered care. In primary school, Child 5 engaged well in a small 'nurture' group and had a positive relationship with a teacher. During primary school, there were indications that Child 5 may not fully integrate into the wider school community. Additionally, there were occasions when Child 5 displayed low-level behavioural concerns. Records indicate that Child 5 struggled with the transition from primary to secondary school. This transition occurred alongside the time when Child 5 entered care. While moving from various care placements, Child 5's school attendance declined and they later received fixed-term exclusions. Child 5's behaviour declined significantly following a summer school holiday. Prior to this holiday period, Child 5's primary carer was hospitalised. After returning to school, missing episodes and exclusions became cause for increased concern. Following the death of the primary carer, Child 5's behaviour escalated, including self-harm. In addition, Child 5 was identified as being at risk of sexual exploitation through their place of residence and personal associations. This risk of exploitation culminated in a positive outcome through the National Referral Mechanism process. Child 5 finished education at Bridge Achievement Centre on a reduced timetable with an attendance rate of 81%. Child 5 is now in a work placement and is still being supported by the local authority where possible.

In a small sample of cases, some children in the cohort experienced several school and care placement moves. The effect of these moves can be seen in a decline in attendance and an increase in school exclusions. In the section below, the wider concerns regarding the children's engagement in school are explored further. However, before concluding this section, it is important to stress the increase in exposure to criminality and exploitation faced consistently

by children placed in care. Following placement into a residential children's home, disruptive and concerning behaviours escalated at an accelerated pace.

Based upon these findings, it is imperative that further consideration is given to determine what support is available for children in order to mitigate the clear risks that are present for vulnerable care experienced children.

### 3. Challenges in Education

**In the majority of cases, children within the cohort struggled following the transition from primary to secondary school.**

An example of how this struggle manifests can be seen in the case of one child, where their attendance fell from 90% in primary school to 60% after entering secondary school.

Children also experienced marked declines in their attendance and escalation in disruptive behaviours in school following incidences of abuse or violence at home. School exclusions appear to be given late in a broad pattern of challenging behaviour. In most cases, exclusions were given at a point when attendance had declined substantially.

It is also worth noting that all children in the cohort had additional learning needs, and most had speech and language requirements. The high number of learning needs in the cohort, as well as speech and language requirements,<sup>12</sup> aligns with the national trend of children experiencing these challenges being over-represented in exclusions statistics.<sup>13</sup> The following sections will explore the key recurring education issues experienced by the cohort in more detail.

#### 3.1. Patterns in Attendance

The results of the study outline various potential

causal factors for the decline in the children’s school attendance. School attendance often fell after experiencing distressing or traumatic incidences at home. As highlighted above, witnessing domestic abuse frequently resulted in lower attendance at school.

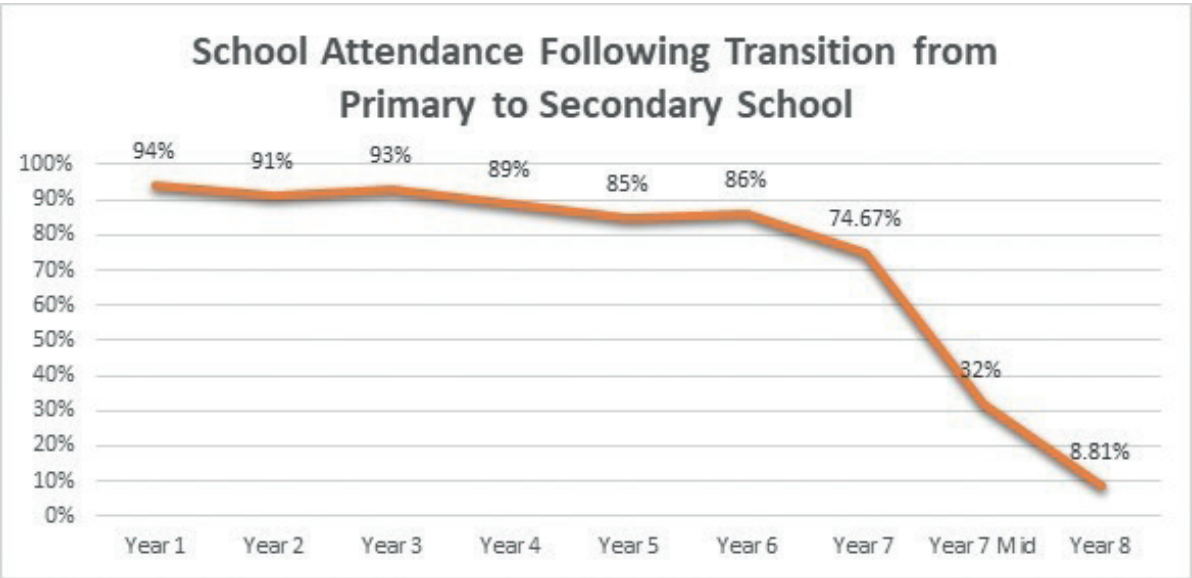
Additional causes of reduced attendance included entering alternative provision along with half-term and other school holidays. In particular, low school attendance following half-term was seen frequently among boys where their peer groups were identified as a concern.

For almost all the children in this cohort, primary school attendance was largely within the expected level of 95% or above. A small sample had periods of primary school attendance of around 90%, but this was not considered persistent absenteeism.

Indeed, only one child had a primary school attendance record that met the persistent absenteeism threshold. However, after entering secondary school, attendance fell for all children.

For some children, this attendance fell dramatically following the transition from primary school; while for others a more sustained decline can be traced over the academic year, starting from Year 7.

The graph below illustrates the cohort’s overall decline in attendance following the transition from primary to secondary school.





The notable decline in attendance between the start of Year 7 to Year 8 can be situated in the periods following school holidays of two weeks or more.

Along with this pattern in attendance, school holidays also saw an increase in disruptive and anti-social behaviour (ASB). Escalations in ASB paired with low school attendance were particularly present around the Christmas, Easter and summer holiday periods.

However, it should be stated that this increase in ASB is consistent with wider data trends observed by Gwent Police, which indicate that ASB tends to see an overall increase during these holidays.

As such, the key point to take from these observations is not the rise in ASB, but rather the resulting low attendance.

Crucially, this finding identifies a flashpoint for escalating behaviour and marks a significant moment in many of the children's trajectory towards disengagement.

All children in this cohort, apart from one, had been referred to Bridge Achievement Centre (BAC), a pupil referral unit in Newport.

Most children in this cohort demonstrated a substantial decline in attendance while at BAC, which coincided with an increase in their engagement in criminal activity and exposure to exploitation.

It must be stressed that the link between the children's escalating behaviours, exposure to exploitation and attendance at the BAC is one of correlation rather than causation.

At this point in their lives, these children were experiencing significant challenges that ultimately affected their behaviour and resulted in them being excluded from school.

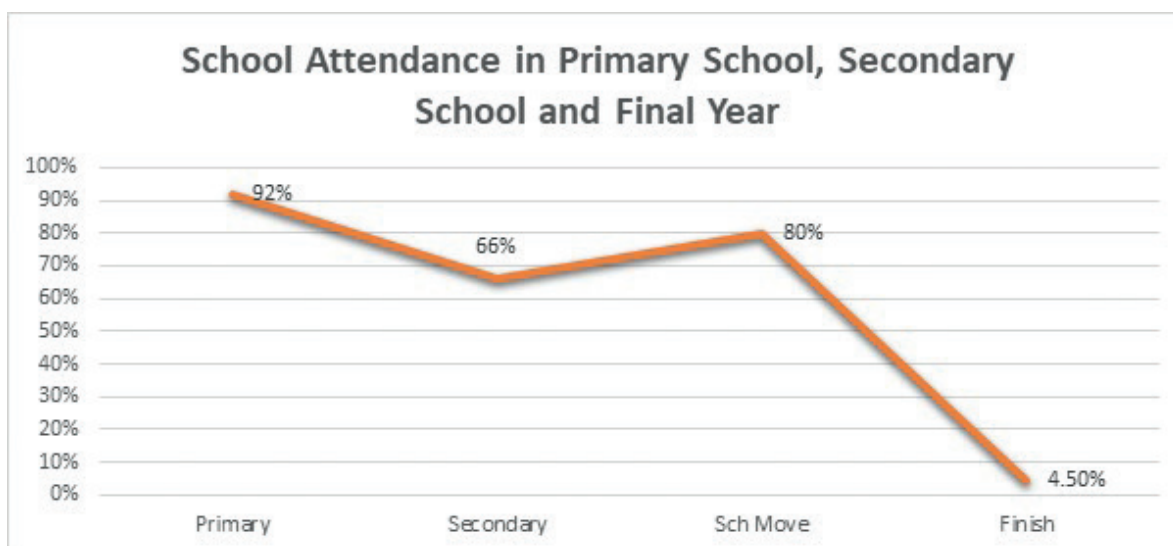
While attendance at BAC marked another step on their path towards the criminal justice system, it is important to recognise the wider context of vulnerability the children experienced.

Indeed, many contributing factors occurred concurrently with the children's movement away from mainstream education.

The graph below charts the cohort's overall attendance in primary school, secondary school (including after a school move) and their final year of education. It suggests a number of trends that warrant further exploration.

Firstly, there is need to understand why attendance is higher both in primary school and in the initial period after transitioning to a new secondary school.

One reason for this trend may be that the care and attention provided to children in both primary school and following a school move may offer support and serve as a protective factor.



The children in this cohort experienced significant challenges in their home environments (familial and non-familial).

The presence and support of a trusted adult in primary and following a school move may address the additional needs of these children. Also of note is the dramatic fall in attendance following a school move, despite initially rising.

It is unclear why this trend occurs, but it may be related in part to the support offered in primary and following a school move.

Secondary schools give more independence to children and, unlike primary school, the school day is not spent in the presence of one consistent and trusted adult.

School moves are likely to provide an additional level of support to a child as they adapt and transition into their new school. Again, this support may come in the form of a trusted adult.

Children with difficult experiences and challenges in the home, like those within the cohort, are likely to benefit from the focused support given in both primary school and immediately following a school move.

Based upon the findings in the graph, it can be assumed that the effects of removing this support results in declining attendance.

It is important to stress that these assumptions need to be tested further before they can be considered conclusive.

However, should this interpretation prove accurate, there will be need to consider what additional pastoral support can be provided to children.

This support may involve providing a specified worker to act as a trusted adult for children in order to support them throughout both primary and school.

This work would establish consistency for the children and help them to adapt to the transitional period between primary and secondary school.<sup>14</sup>

### 3.2. Patterns in Behaviour

Boys who experienced domestic abuse in the home tended to display violent behaviours within school and in the community.

School exclusions also increased following negative experiences in the home environment.

As such, these were children at an increased risk of exclusion as their behaviours became more violent in school in response to violence witnessed at home.

It is hoped that initiatives such as Operation Encompass will help mitigate this risk, as schools become more informed about episodes of abuse experienced by children and respond to their manifest behaviours accordingly.

Although low-level disruptive behaviours were identified early in primary school, more challenging behaviours began to appear in Year 5.

In this year, these behaviours were particularly prevalent with boys, whereas girls tended to display them in Year 6.

Across the cohort, the transition from primary to secondary school resulted in disruptive behaviour by the majority of children.

The case study that follows reflects a recurring theme for several children in the cohort. For these children, behaviours tended to be stable in primary school.

This stability in behaviour when in primary school can be attributed to the protective factors offered by primary school, as previously discussed (i.e. caring and nurturing environment with one consistent and trusted adult).

However, as Child 1 transitioned to secondary school, disruptive behaviour escalated quickly.

This following case study is chosen to demonstrate the speed at which behaviours changed following transition, a time when many of the protective factors present within primary school are lost.

## Case Study 7

Child 1 is 13-years-old. They began displaying signs of disruption at the age of 11. Child 1 first came to the attention of services in 2018 after they had committed an assault. Prior to this incident, information available about Child 1 was limited due to them spending their early life in a different county. Child 1 only attended primary school in Newport in Year 6, during which time attendance and behaviour were acceptable. While in primary school, Child 1 had good relationships with their teacher and peers. English was not Child 1's first language and therefore support for language acquisition was provided. Following the transition to secondary school, attendance began to decline. Reductions in attendance were most pronounced following half-term school holidays.

Child 1 witnessed domestic abuse at home. Around this time, they began engaging in disruptive and criminal behaviour. In light of increasingly challenging behaviour in school, Child 1 was referred to Bridge Achievement Centre (BAC). After joining BAC, their attendance decreased further.

Child 1 recently received a positive outcome through the National Referral Mechanism (NRM) process. This outcome was given in recognition of Child 1 being exploited for the selling and distribution of drugs. Prior to being referred to the NRM, Child 1 had been reported missing on 39 occasions.

### 3.3. School Exclusions

Within the cohort, the majority of exclusions were given for disruptive behaviour. However, some exclusions were given for serious behaviours, such as physical assault and verbal abuse.

Several exclusions occurred after children had been referred to BAC. These exclusions were given at a point in which children's behaviours had escalated substantially, with offending and exposure to exploitation being key concerns. In addition, a number of children were excluded within close proximity to them being reported missing. Again, this should be seen as an indication of the risk of exploitation, either criminally or sexually.

The point at which children in the cohort were excluded varied between genders, with the boys often being excluded at a younger age than the girls were. In most cases, school attendance fell following a fixed-term exclusion. Only one child in the cohort was given a permanent school exclusion, with all the other children receiving fixed term exclusions of five days or less. Across the cohort, it was noted that all school exclusions occurred within a short time span, rather than over a longer period. The exclusions also served as a pre-cursor to the

children participating in criminal behaviour. This trend suggests that the critical point at which disruptive behaviours escalate to the point of criminality is often a concentrated period. That is, behaviours resulting in exclusion occur within quick succession prior to the child engaging in crime.

There is more work needed to understand why this escalation appears to progress at a rapid pace. This work should be paired with further research to determine what preventative interventions could be adopted and at what point they should be initiated in the child's path towards escalating behaviours.

The case study that follows provides an example of the repetitive nature of exclusions for children within the cohort. Crucially, it is important to note that the behaviours leading to Child 7's first exclusion were already manifesting in school.

In most cases, fixed-term exclusions are only given after exhausting all the available options for internal interventions and exclusions from the classroom. Therefore, this case study demonstrates the clear need to consider what additional external support can be provided to children to prevent exclusion when internal school-based interventions do not succeed.

## Case Study 8

Child 7 is 12-years-old. Concerns over Child 7's behaviour began manifest when they were aged five. In early primary school, Child 7's attendance was low (89%) and their mother suggested that they might have learning difficulties.

Child 7 received thirty-five school exclusions at the age of six. This was followed by criminal activity, starting at the age of 11. Offences included criminal damage and theft. Professional opinion stated that Child 7 has complex needs and limited social and emotional skills.

Child 7's family struggles financially and there are poor living conditions within the family home.

Child 7 appears to be influenced by a wider peer group. Members of this peer group are also in the cohort for this study.

### 3.4. Speech, Language and Additional Learning Needs

All children in this cohort were identified as having special education needs (SEN). The majority were non-statemented, but did receive either School Action or School Action Plus.<sup>15</sup>

An additional four out of the cohort had individual development plans with Newport City Council. In addition, speech, language and communication needs (SLCN) were evident in almost all children in the cohort.

Three children within this cohort required language acquisition support while in primary school, as English was not their first language. In these cases, there were signs that the children struggled to engage and integrate in the school community.

During the research process for this inquiry, Youth Justice Service colleagues reported that the majority of their referrals involved children with SLCN.

However, addressing these issues with children can be challenging, as it is widely acknowledged that SLCN difficulties require interventions at an earlier age in order to achieve an effective resolution.

Moreover, there is strong evidence to suggest that children with SLCN often go undiagnosed

prior to reaching the Youth Offending Team screening process, where their needs are identified for the first time.<sup>16</sup>

Such findings reveal missed opportunities for additional intervention and support prior to the point of children becoming involved in offending.

Discussions between partners involved in this inquiry considered changes to service provision for children with SLCN.

In Newport, a dedicated centralised provision had been available for children experiencing these difficulties.

However, this service was changed to an integrated provision in schools, which saw the introduction of a commissioned service (SenCom) to train school staff in identification and interventions.

SenCom also provides direct work with groups and individuals with speech, language and communication difficulties.

The following case study provides an example of one child within the cohort who had SLCN, but no other identifiable vulnerabilities or risk factors.

It is chosen to provide indication of how SLCN may contribute to children's involvement in criminal behaviour and susceptibility to exploitation.

## Case Study 9

Child 6 is 18-years-old and has now completed school. They are from an affluent area, with no known issues in the family home. In primary school, Child 6 had speech and language difficulties and challenges concerning their cognitive ability. Child 6 was quiet in primary school and did not have many friends. Throughout primary school, no issues were identified regarding Child 6's behaviour or attainment. In secondary school, attendance was lower, but was not considered persistent absenteeism.

Child 6 received no school exclusions and finished mainstream education at the age of 16. Despite there being little indication of disruptive behaviour through school and early life, Child 6 is now serving a three-year sentence for possession of an imitation firearm. Prior to this they received a positive outcome through the National Referral Mechanism process, which was given for criminal exploitation through drug-running activity.

Overall, the key issues concerning the cohort's education history revolved around attendance, behaviour, exclusions and learning needs. It is likely that these concerns are interrelated.

However, as seen with Child 6, this is not always the case and individual vulnerabilities and risk factors can be enough to result in offending behaviours and exploitation.

Yet, more frequently, children in the cohort often displayed long patterns of disruptive behaviour and gradually disengaged from education.

By the time children were excluded from school or alternative provision, they would have experienced a number of internal exclusions in order to address and improve their behaviour.

As previously stated, there is further work required to establish what additional support can be provided to prevent children from being excluded when internal interventions have been exhausted.

It was observed in many instances across the cohort that children excluded soon became involved in criminality and faced exposure to exploitation.

The next section will explore how this criminal behaviour and exploitation manifested within the cohort.

## 4. Criminality and Exploitation

### **Each child in this cohort was known to Gwent Police.**

This nature of the children's contact with police involved offending behaviour, missing episodes and concerns over exploitation. Initial discussions during this inquiry centred on persistent engagement in criminality. However, as the research process developed, exposure to exploitation became a recurrent theme across the cohort. Indeed, of the 13 children chosen for the inquiry, 10 were identified to either have been exploited or at risk of exploitation.

The sections below explore the various findings gained from partners' information relating to offending behaviour and exposure to exploitation.

### **4.1. Patterns in Offending**

Although not explicit in the information provided, there was a strong indication that certain criminal behaviours were differentiated between age and gender. Across the cohort, the children's offending behaviour began to escalate at the ages of 13 and 14. As already noted, disruptions in behaviour, including ASB and criminality, were concentrated around half-term and other school holidays.<sup>17</sup>



Data provided by Gwent Police highlighted a notable increase in ASB over the summer holiday period. These offending behaviours were largely perpetrated by boys and within a peer group setting.

It is perhaps expected that offending would increase during this time, when the structure and protective environment offered by school becomes largely absent.

Due to challenges at home or placement in care, it is unlikely that children in the cohort saw the support offered by school replicated during the holiday periods.

In the absence of this support, the children were without positive influences and thus became further involved in disruptive behaviours.

ASB and criminal damage appear to be the most common pre-cursors to serious offending.

Girls in the cohort often engaged in serious crime earlier, while the boys' offending behaviour increased in severity more gradually. Violence perpetrated by girls was committed by those identified as victims of sexual exploitation.

This violence was usually perpetrated against or in the company of other girls known to be at risk of sexual exploitation.

From this finding, there is clear indication that vulnerable children tend to associate and socialise together as peers.

The collective vulnerabilities within these peer groups are likely to exacerbate any underlying issues and manifest, as the data suggests, in situations of peer-on-peer violence.

## 4.2. Missing Episodes

Missing episodes were reported for all but one young person within the cohort. Some were reported missing in excess of 50 times, with one being reported missing more than 30 times in a month.

Both criminal and sexual exploitation incidences were linked to frequent missing episodes.

In instances where girls were reported missing, there were usually indications of association with girls at risk of child sexual exploitation (CSE) or older males known for exploitation offences.

For the boys in this cohort, missing episodes were frequently linked to criminal exploitation through drug-running activities, often with peers.

The case study below presents an example of the dynamic between missing episodes and criminal exploitation.

## Case Study 10

Child 2 is 14-years-old. At the age of 13, Child 2 began displaying significant disruptive behaviour. Child 2 witnessed domestic abuse at home at a young age. It is at this point that Child 2 was first brought to the attention of services. Child 2 received their first exclusion at the age of 13 and behaviour has since declined.

During primary school, Child 2 formed good relationships with staff and peers, and displayed no behavioural concerns. However, an Individual Development Plan was in place for their learning abilities. Disruptions at home were followed by missing episodes. In one month alone, Child 2 was reported missing 20 times.

After entering care, Child 2's behaviour escalated further. Child 2 began displaying signs of sexual exploitation and became engaged in serious forms of criminality. At this time, their attendance rate at school declined and they also saw changes in their place of residence (Cambridge House and Forest Lodge).

When reviewing the sources for missing referrals, it was clear that many episodes were reported by schools and, in particular, Bridge Achievement Centre (BAC). The higher number of missing episodes reported from BAC is consistent with the findings that children's attendance reduced dramatically after they transitioned from mainstream education to alternative provision.

Taken together, this information indicates that the progressive decline in attendance was concurrent with an increased risk of either criminal or sexual exploitation. That is to say, as disruptive behaviour and disengagement from school increased, so too did the children's exposure to exploitation.

Several missing episodes were also reported from Cambridge House and Forest Lodge, two residential children's homes in Newport. These episodes involved children identified to be at risk of exploitation. Additionally, children in the cohort were also reported missing following incidences of abuse in the family home, particularly after they had witnessed violence.

### 4.3. Exploitation

In all incidences where exploitation was suspected, children were found to have associated with other known high-risk individuals, including both perpetrators and victims of exploitation.

The inquiry process determined two recurring patterns for exploitation. In the first instance, there was strong evidence to suggest that exploitation arose from children's association with peers who were also at risk of being exploited. This peer association occurred most frequently in children's residential homes. In the second instance, exploitation arose in all cases where familial support was absent. For many children in the cohort, their status of being at risk of exploitation was flagged soon after they had been placed in care. This is a concerning trend given that these children were placed into care in the interest of safeguarding them. Given that the cohort reflects a small sample

size, more work is required to understand whether the link between care experience and exploitation is mirrored within the larger population of children in care.

Information provided by partners demonstrated a clear gendered divide between criminal and sexual exploitation. Overwhelmingly, boys in the cohort were exposed to criminal exploitation, whereas the girls were exposed to sexual exploitation. All three girls within the cohort were victims of sexual exploitation. Again, consistent with the findings above, their exposure to sexual exploitation increased following their placement into care. While there were only three girls within the cohort, the fact that all had been sexually exploited suggests that vulnerable girls may have a particularly high risk of exploitation. However, this assumption should be tested with a larger cohort to determine its accuracy.

The criminal exploitation of boys in the cohort manifested in both dealing and running drugs. Four boys had received the outcome of 'positive conclusive grounds' through the National Referral Mechanism (NRM). This outcome was given for their exposure to criminal exploitation.

These boys were also receiving support through existing pilot work aimed at tackling serious organised crime in Newport. However, it should be noted that in the absence of this pilot work, they would not have received similar support. This is because the positive NRM outcome prevents them from entering the criminal justice system, where they could be supported to disengage from criminal activity.<sup>18</sup> Furthermore, three boys within the cohort, aged between 11 and 13, displayed behaviours indicating that they may go on to exploit others. This suggests that there may be a fluid dynamic between being exploited and exploiting others. Given that vulnerable children often end up associating with each other, either in pupil referral units such as BAC or in children's residential homes, the risks presented by this reciprocal relationship are likely to be heightened. The impact and effects of peer influence between groups of vulnerable children is detailed in the following section.

#### 4.4. Peer Influence

The inquiry found strong evidence to suggest that the risk of criminal activity and exploitation increased for the cohort when associating with peers. As previously stated, children within the cohort were more likely to associate with children who had similar challenges and experiences.

This concentration of vulnerability was likely to be a significant influencing factor behind the children's offending behaviours and exposure to exploitation. The effects of peer association on offending behaviour were most pronounced with boys in the cohort, with whom peer influence was identified as a concern in the majority of cases.

Feedback from all relevant partner agencies drew attention to peer influence. Across the cohort, missing episodes and absence from school were often linked to peer association. Moreover, a number of police accounts

reviewed during the inquiry drew direct links between escalations in offending and association with peers or known older offenders.

These concerns over peer influence between vulnerable children – particularly when they are gathered in pupil referral units and residential children's homes – raise questions about the types of environments created for children who may feel isolated or excluded. Through systemic processes to both safeguard and manage challenging behaviours, vulnerable children often find themselves closely associated.

However, these associations often lead to escalations in offending and exposure to exploitation. For that reason, consideration needs to be given to how vulnerable children can be supported in a way that does not increase or contribute to their risk of criminality or exploitation. The following case study provides an example of how peer association can exacerbate ongoing challenges experienced by vulnerable children.

### Case Study 11

Child 13 is 13-years-old. At 11 years of age, they began displaying signs of disruptive behaviour. In primary school, Child 13's behaviour was challenging. In early life, Child 13 witnessed domestic abuse in the home. Following these incidences, Child 13's behaviour became more disruptive, resulting in low-level ASB activity.

During the school holidays, Child 13's ASB activity increased. This activity increased in line with them associating with peers known to Gwent Police. Once the school term resumed, Child 13's attendance rate declined. After a managed move to another school, their attendance rate fell further. In their new school, Child 13 was excluded a number of times before being referred to Bridge Achievement Centre (BAC). Attendance is currently about 60% at BAC.

There are concerns that Child 13 is at risk of criminal exploitation. This exposure to exploitation has been linked to Child 13's peer group.

As demonstrated in this case study, peer influence can serve as one of many interrelating factors leading to escalating behaviours. The peers referred to in this case study were also included in the cohort and each had their own vulnerability factors. Issues and challenges experienced by these peers included neglect, domestic abuse and special educational

needs. The peers in question had participated in low-level offending at a young age before gradually escalating to more severe behaviours, including violence, weapons offences and sexual exploitation. Both peers also had low attendance records and displayed challenging behaviours in school. As with Child 13, one peer had been transferred to BAC.



From looking at the challenges experienced by Child 13's peers, it is clear that a significant amount of trauma and disruptive behaviour is gathered within one group. Throughout the inquiry, it was evident that difficulty within the home environment was a key influencing factor for the children's escalating behaviour and risk of exploitation. However, as seen in the last case study, association with similarly vulnerable children further reinforces negative behaviours and adds additional risk of exploitation. It is for this reason that understanding the role of peer influence must be considered essential to developing a comprehensive approach to address the various and intersecting factors that may result in children engaging in crime or being exploited.

## Conclusion

### **Throughout this inquiry, collaborative working and information sharing between partners has been integral.**

Addressing the complex challenges and vulnerabilities experienced by the cohort and other similar children is beyond the scope of one agency. Therefore, it is imperative that partners recognise the benefits realised for all services and children when partnership solutions are actively sought in the first instance.

Many of the case studies included in this report highlight missed opportunities for early and collectivised interventions to steer children away from criminality and exploitation. It is hoped that the findings of this inquiry and their accompanying recommendations will further strengthen partnership efforts and reduce missed opportunities for children in the future.

The observations and analysis presented in this report were informed by robust research processes through which all information was considered by partners across a range of expertise. The majority of these observations are grounded in a solid evidence base.

However, in recognition of the smaller sample

size for the cohort, some observations are made as informed assumptions. Consequently, this report does not contain all the answers, but it does raise additional pertinent questions that warrant further exploration. Nevertheless, the scale of the work undertaken to gather such a comprehensive amount of information about these children should not be underestimated. We are grateful for the sustained commitment shown by all partners throughout this inquiry. Without their efforts, this work would not have been possible.

As demonstrated in the body of this report, there were a number of key recurring themes identified across the cohort. The following sections provide a summary of each theme accompanied by recommendations. However, these recommendations cannot and will not resolve the full breadth of challenges identified throughout the inquiry. The purpose of this report has been to communicate the issues and provide an evidence base for understanding the challenges experienced by vulnerable children exposed to criminality and exploitation.

To progress the findings of the report and respond with solutions, further work and ownership will be required of the partners who contributed throughout this process. As a retrospective examination, we recognise that partners will have made some changes to their processes, practices and provisions. These changes should also be examined against the recommendations to understand if they address effectively any of the themes identified within the report.

We propose that this work takes place under the arrangements of Gwent Regional Safeguarding Board, with a task and finish group convened to report progress against an action plan informed by the recommendations provided. It is our view that this report provides an evidence base to consider policy and practice development at both a national and local level. Indeed, for agencies outside of Gwent, we hope that these recommendations will offer a starting point to test and explore these findings within their own areas.

## 1) Key Characteristics

The average age of children within the cohort was 15-years-old. However, the point at which their started displaying disruptive behaviours and disengaged from school occurred much earlier.

For boys, who represented the majority of the cohort, the average age at which their behaviour escalated was 11 years old. The girls in the cohort were slightly older, with disruptive behaviour starting at age 13.

These findings make clear the need to adopt an early intervention and prevention approach when working with vulnerable children experiencing significant challenges.

Taking the cohort of boys as an example, the four years between the ages of eleven and fifteen saw their behaviours and exposure to exploitation increase gradually to the point of what is now of significant concern. Had collective initiatives been in place to support these children at home, in school or in care, these outcomes may have been avoided.

Throughout this inquiry, it was found that services often worked in silos and relied on information drawn from their own internal databases. This approach ultimately limits the potential range of support services can provide to vulnerable children, as they cannot gain a full understanding of the circumstances and issues they are experiencing in life.

In seeking to improve outcomes for children, services should gather and share information with all relevant partners. This process should start for all agencies from the point at which they have identified concerns about the child. When sharing information during the inquiry, it was found that not all agencies were aware of certain children.

However, had all services known about the children and their challenges, more could have been done to support them. We must not miss these opportunities again.

## Recommendations

- Welsh Government to improve the definition of “cause of concern”, recognising that these “causes” can occur at any point in a child’s life and must receive a service response.
- All agencies to review their current arrangements for early identification and prevention and multi-agency information sharing in relation to the findings of this report, with focus on whether criminally exploited children are considered appropriately in these arrangements.
- Psychology services to continue existing work into the ways in which experiences of poverty can shape or influence disruptive behaviours and share findings to develop multi-agency interventions.

## 2) Trauma within the Home

Across the cohort, Adverse Childhood Experiences (ACEs) could be identified in the majority of the cases reviewed.

Of those ACEs, witnessing domestic abuse at home was one of the defining trigger points for escalating behaviour and disengagement from school.

Following incidents of domestic abuse, children in the cohort were more likely to display challenging behaviours in school and wider community.

As such, these children were at higher risk of being excluded from school and becoming involved in criminality.

Witnessing domestic abuse also saw an increase in missing episodes and subsequent exposure to exploitation for the children.

Additionally, for children placed into care, the transition into a residential children’s home was soon followed by escalating behaviours and exploitation.

## Recommendations

- The OPCC to lead on a scoping exercise to determine what support is available for children identified as victims of abuse, including efficacy of support and current gaps in service provision.
- Children's Services, Education and the OPCC to establish a task and finish group (further referred to as the Systems Change Group) to explore opportunities for whole system changes and service enhancements relating to the report's findings. This work to be shared with Welsh Government.

## 3) Challenges in Education

Information shared by Education partners revealed that school attendance fell dramatically for the cohort following the transition from primary to secondary school. It also showed that attendance often saw a significant decline after children moved to a new secondary school, as well as in their final year of education.

Falling attendance between primary to secondary school and following a school move was attributed to the removal of a trusted adult for the children. Consistent with the findings on ACEs, attendance frequently fell after children witnessed domestic abuse at home. The effect of experiencing domestic abuse often resulted in children behaving more disruptively in school and thus increased their risk of being excluded.

Furthermore, where exclusions did occur, these were found to take place within a short period. During this time, behaviour outside of school escalated to the point of criminality. In addition, all children in the cohort were identified as having special educational needs (SEN). This finding was consistent with the national trend of children with learning difficulties being at a higher risk of exclusion and involvement in crime. For many children in the cohort, challenges with SEN were further complicated by additional speech, language and communication needs (SLCN).

Where children experienced SLCN, it was noted that there were particular issues with them being able to integrate into their school communities.

## Recommendations

- Systems Change Group to consider requirements for supporting vulnerable children in the transition between primary and secondary school, recognising the need for a trusted adult to provide stability during this time.
- Systems Change Group to consider resourcing requirements for a service providing vulnerable children with the support of a trusted adult during school holidays. This service must be tailored to meet the needs of children with the experiences and trauma identified in this report.
- Systems Change Group to review the multi-agency provision of specialised additional services to children who struggle in mainstream education. This work may be integrated alongside the work of a trusted adult and include on-site support.
- All agencies to ensure that provision (see above) meets both the educational requirements and wider needs of vulnerable children. Options may include in-class support, on-site support or alternative provision.
- Education to determine the positive factors affecting improvements in attendance for vulnerable children, including those considered for managed school moves. This work to be shared with Welsh Government to inform policy around managed moves.
- Education to work with Health and other partners to examine whether current support for children's additional learning needs, including SLCN, intervenes early, preventing occurrences where support is delayed until a child becomes known to and assessed by the Youth Offending Service.
- All relevant agencies to recognise escalating behaviours as symptomatic of emotional distress or trauma and prioritise response to the trauma, rather than the behaviour.
- Where behaviour such as offending occurs, all agencies to follow a trauma-informed response and adopt the enhanced case management model.

## 4) Criminality and Exploitation

When reviewing the patterns of offending for children in the cohort, it was clear that half-term and school holidays were key trigger points for escalating behaviours.

Following these periods, the children's behaviour and disengagement from school worsened rapidly.

Of all offending behaviours, ASB and criminal damage were the most common pre-cursors for later serious criminality across the cohort. Regarding exploitation, missing episodes often served as an indicator of risk for exploitation for the children.

Furthermore, it was found that experiences of exploitation were clearly gendered. That is, boys in the cohort were often criminally exploited, whereas the girls were exposed to sexual exploitation.

Finally, peer influence was identified as significant contributing factor for both increasing involvement in crime and exposure to exploitation.

Crucially, it was noted that peer groups often consisted of children with similar challenges and vulnerabilities. Indeed, many of the children in the cohort were known to be closely associated with each other.

These findings raised questions over how vulnerable children are grouped together through systemic approaches to safeguarding or managing behaviours (i.e. in care placements or pupil referral units).

### Recommendations

- Children's Services, Education and Gwent Police to develop further understanding about missing episodes in order to facilitate a better service response.
- Children's Services and Education to determine what interventions can be introduced to manage the adverse impact of association between vulnerable peers in environments that may increase exposure to criminality or exploitation (care placements or pupil referral units).

## Common experience matrix

	Domestic abuse	Neglect	Safeguarding involvement*	ALN (inc SLCN)	Low attendance	School exclusions	PRU placement	Care experience	Missing episodes	Exploited (criminal or sexual)
Child 1	x		x	x	x				x	x
Child 2	x		x	x	x	x	x	x	x	x
Child 3	x		x	x	x	x	x	x	x	x
Child 4		x		x	x	x			x	
Child 5		x		x	x	x	x	x	x	x
Child 6				x	x					x
Child 7				x	x	x	x			
Child 8	x			x	x			x	x	x
Child 9	x	x		x	x	x	x		x	x
Child 10	x		x	x	x	x	x			x
Child 11			x	x			x		x	x
Child 12	x	x		x	x	x		x		x
Child 13	x		x	x	x	x	x			x

\* including parental substance misuse, family dysfunction and offending/ASB concerns



## End notes

1. All information shared between partners was done so under Section 115 of the Crime and Disorder Act 1998.
2. Chronology created for each child and young person through the NICHE system, containing only events of relevance notified to the Police.
3. WCCIS holds case specific information on CPR information, as well as referrals and support plans.
4. Used by all schools, the VAP calculates level of risk of disengagement based on attendance, attainment and behaviour.
5. SIMs is used by all schools to hold all of the relevant information on each student; this was used in this study for attendance data.
6. A database holding multi-agency information about children supported by the Youth Offending Team.
7. Welsh Index of Multiple Deprivation, accessed at <https://gov.wales/welsh-index-multiple-deprivation-full-index-update-ranks-2019>
8. Where behaviour is of particular concern, children are referred to BAC for short or long-term interventions before reintegrating back in to mainstream school.
9. Further detail on speech and learning difficulties as a risk factor for exposure to criminality and exploitation can be found in Section 3 of this report.
10. See <https://www.rsph.org.uk/our-work/resources/early-action-together-learning-network.html> for a wide body of research detailing the effect of ACEs.
11. Operation Encompass is an initiative whereby Gwent Police share intelligence with specified school staff following an incident of domestic abuse in the home.
12. Learning needs included Special Educational Needs (SEN), statemented or non-statemented, receiving School Action or School Action Plus.
13. Statistics for Wales, Permanent and Fixed-term Exclusions from Schools in Wales, 2016/17 (2018).
14. A recent report into child criminal exploitation, published by the Child Safeguarding Practice Review Panel, states that children at risk of being exploited require strengths-based, relationship driven interventions. This finding echoes the suggestion that a service should be in place to provide a trusted relationship to vulnerable children transitioning from primary to secondary school. For more detail, see Child Safeguarding Practice Review Panel, It Was Hard to Escape: Safeguarding Children at Risk of Criminal Exploitation (2020), p28.
15. School Action is an intervention whereby the school provide additional support or interventions that are additional to or separate from the regular curriculum. School Action Plus is a continuation of this support but has the added element of support provided by specialist services outside of the school.
16. See Youth Justice Board, Practice Advice: Speech, Language and Communication Needs in the Youth Justice System, <https://www.gov.uk/government/publications/speech-language-and-communication-needs-in-the-youth-justice-system/practice-advice-speech-language-and-communication-needs-slc-in-the-youth-justice-system> (2015).
17. As stated above, this increase in ASB during school holidays is consistent with wider trends reported by Gwent Police. The distinguishing factor is that for children

in the cohort, this offending behaviour acted as a trigger for further escalation and disengagement in school.

18. This issue with the NRM process is often abused by those who criminally exploit children. Consequently, children are encouraged to identify themselves as being exploited so that they can no longer be prosecuted for criminal activity, thus allowing them to be exploited further.

