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The work of Welsh Government funded Community Support Officers

Appendix F - South Wales Police Force Area Report

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Trudy Lowe, Helen Innes, Martin Innes, Daniel Grinnell

Universities' Police Science Institute
Cardiff University School of Social Sciences
1-3 Museum Place, Cardiff University
E-mail: lowet@cardiff.ac.uk

For further information please contact:

Dr Mike Harmer

Knowledge and Analytical Services

Finance and Corporate Services

Welsh Government

Merthyr Tydfil

CF48 1UZ

Email: michael.harmer@cymru.gsi.gov.uk



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1 Introduction

This Police Force Area (PFA) Report explores both the process of implementation and impacts associated with the Welsh Government's programme to fund additional Community Support Officers in the South Wales PFA. It does this by focusing on two selected case study areas; Aberdare in Rhondda Cynon Taff and Grangetown in Cardiff.

The analyses bring together a wide range of data to understand and report on the key issues underlying the recruitment, deployment and day-to-day activities of Community Support Officers (CSOs) within South Wales Police (SWP) as a whole and in Aberdare and Grangetown in particular. Wherever possible, officers funded by the Welsh Government are singled out for detailed investigation (WG-CSOs).

Police recorded data on crime and anti-social behaviour, as well as public perception surveys conducted by the force and others are used to assess how far we can infer that the change in CSO resource in the PFA has had an impact on operational policing and public opinion respectively. This type of data is compared over time, where possible, before, during and following the deployment of the new CSOs.

In addition, empirical qualitative data was obtained from interviews and focus groups with key players within the force, from senior officers to the CSOs themselves. By combining these different data sources the report sets out to provide an in-depth examination of both the process of implementing the programme and its impact for the communities within SWP.

This PFA Report, together with those for North Wales, Gwent, Dyfed Powys and the British Transport Police in Wales, is presented as an appendix to the research's final report¹ wherein data are brought together for analysis and discussion at an All-Wales level.

¹ Final Report: 'The work of Welsh Government-funded Community Support Officers', Universities' Police Science Institute, February 2015 (ISBN 978-1-4734-2962-8).

1.1 A Case Study Approach

This research began using national survey data for Wales to report on public perceptions concerning the visibility and ‘presence’ of CSOs in Welsh communities². This data was indicative of broad patterns within different community contexts and helped to inform the selection of six case study areas from across the four police forces in Wales³.

The advantage of the case study approach is that it allows issues of WG-CSO deployment, activity and impact to be explored in more detail within a clearly defined local context. Guided by the findings of the secondary data analysis, as well as by opportunities to tie in with additional data streams, the six locales chosen for case study were sampled to cover a range of different community contexts. In South Wales, Aberdare was chosen as a representative of a former mining ‘valleys town’ and Grangetown as a socioeconomically disadvantaged, ethnically diverse community with high crime rates.

Figure 1.1 shows the data structure for this report. The data is presented at three levels of analysis: (1) Police Force Area; (2) Basic Command Unit (BCU); (3) Case Study Area.

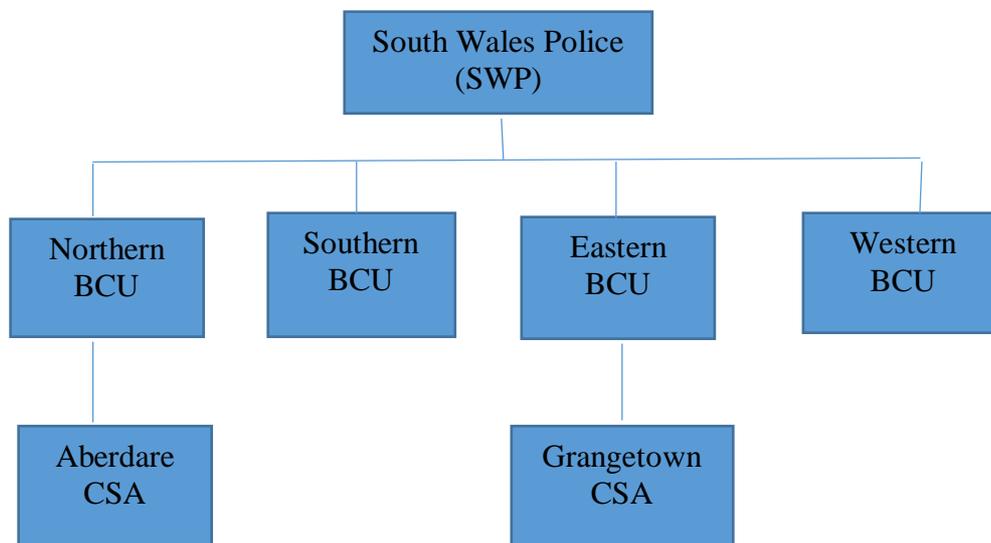


Figure 1.0.1 Data Structure for South Wales Police

² Interim Report 1: ‘Appraisal of the work of Welsh Government-funded Community Support Officers: Empirical testing of underlying assumptions’, Universities’ Police Science Institute, September 2013 (unpublished).

³ The research considered the work of BTP in Wales alongside the other forces and not as a stand-alone case study area.

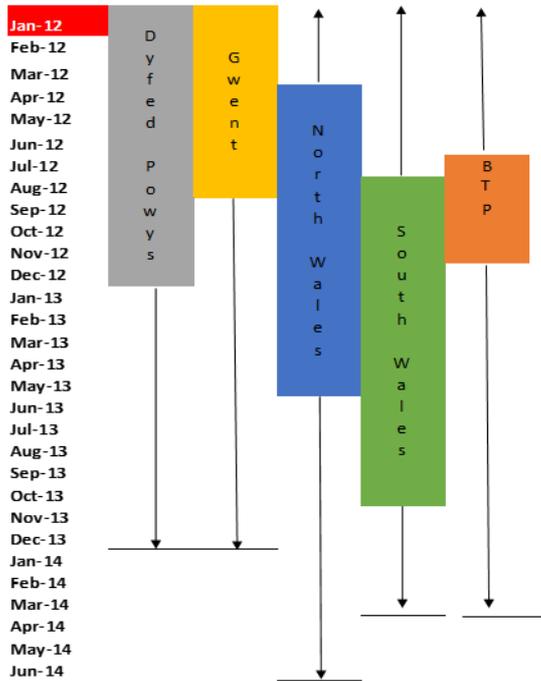


Figure 1.0.2 The Phased Deployment of WG-CSOs across Wales

Figure 1.2 shows that nationally deployment of the Welsh Government CSOs began in January 2012 and the full complement of 500 were recruited by October 2013. The timing of this process varied markedly between Welsh forces. South Wales was the last force to begin this process in August 2012 and it took fourteen months to complete, in October 2013. The timing of this research has meant that, for this police force, not all data was collected after October 2013 and some data represents only a short time period that can be considered fully 'post-deployment'⁴

The data streams for the appraisal are grouped according to whether they primarily address questions of Implementation or Impact around the work of CSOs:

Implementation: How was the additional CSO resource integrated and used?

- Who are the new CSOs?
- Where are they deployed and why?
- What are they doing?

⁴ The most recent SWP public perception data available is from Feb 13 (Grangetown) and Jun 13 (Aberdare). The last Beaufort Omnibus survey was carried out one month after South Wales had fully deployed all of its CSOs in November 2013.

For South Wales, these questions are addressed using administrative and HR data on recruitment, in-depth interviews and focus groups with CSOs. Pre-tabulated data from iR3, a software that collects information about the movement and activity of CSOs is used as an indicator of where, and for how long, WG-CSOs are in the community.

Impact: What changed as a result of this extra resource?

To assess any change over the appraisal period that may be attributable to the increased numbers of CSOs, the following are reported on using data provided by SWP:

- CSO attendance at recorded occurrences of crime, non-crime incidents and ASB.
- Public perceptions of crime, ASB and policing

Questions concerning Implementation and Impact are likely to overlap and the research methods work together to paint a rich picture of the deployment, activities and impacts of CSOs within South Wales.

1.2 About South Wales Police Force Area

South Wales Police covers the seven Local Authority areas of Bridgend, Cardiff, Merthyr Tydfil, Neath Port Talbot, Rhondda Cynon Taf, Swansea and the Vale of Glamorgan. It therefore encompasses diverse areas, including the Welsh capital Cardiff, Swansea, and a diverse range of urban, rural and coastal areas.

Together these areas represent only a small area of Wales (10%), but are home to nearly half of the total Welsh population – around 1.2 million people. This makes South Wales the largest police force in Wales in terms of population, and the seventh largest in the UK.

The Welsh valley areas of Rhondda, Cynon and Taf valleys have seen rapid change in the last three decades, whilst Porthcawl, the Mumbles and the Gower Peninsula are popular tourist destinations. South Wales attracts over 25 million visitors each year, and stages nearly 200 major events on an annual basis.

This police force has the fifth highest demand for policing services in England and Wales, dealing with an estimated 430,000 incidents each year.

Priorities set out by the South Wales Police and Crime Commissioner⁵ include public communication, community safety and an evidence-based approach to good practice:

- Ensure a swift and proportionate response to crime
- Tackle anti-social behaviour with partner
- Make it easier for the public to communicate with the police
- Make communities safe and enable the public to feel safer
- Take an evidence-based approach to “what works”

1.3 About Aberdare and Grangetown

Aberdare lies at the heart of the Cynon Valley, at the confluence of the Rivers Dare and Cynon within the local authority area of Rhondda Cynon Taf, some 20 miles north-west of Cardiff. At the time of the 2011 Census, the combined population of the 12 electoral wards forming the Cynon Valley was 58, 574 with the town itself accounting for 15,000. Historically the area’s industry centred on coal and iron. The area is managed as part of the Northern Division of South Wales Police, with two NPTs, Cynon North and Cynon South, covering the entire valley from main police stations in Aberdare and Mountain Ash.

Grangetown is a diverse and multiracial district of Cardiff, lying south of the city adjacent to the redeveloped Cardiff Bay area. With its proximity to the old Tiger Bay docklands, historically the area has become the home of successive immigrant populations and now has sizable Somali and Asian communities of several generations. At the time of the 2011 Census, its population was 19,385. Grangetown is managed as part of the Eastern Division of South Wales Police, with the Cardiff Bay NPT covering both Grangetown and Butetown.

⁵ <http://www.southwalescommissioner.org.uk/en/Your-Commissioner/South-Wales-Area.aspx>

2 Key Findings

2.1 Who are the South Wales WG-CSOs?

This question was addressed by the analysis of police human resources and headcount data for the South Wales Police force area as a whole, and qualitative data derived from focus groups and interviews with the NPTs and local police management in Aberdare and Grangetown.

2.1.1 Recruitment

SWP were allocated 206 WG-CSO posts at the commencement of the project. Recruitment was slow to start, commencing in July 2012 and continued for 14 months, finishing in September 2013. The first cohort of 54 officers were recruited via an internal process from applicants who had originally applied for warranted officer posts that had subsequently been withdrawn as a result of central funding cuts.

The roles were advertised externally during March 2012. The advertisement⁶ stated the role of the CSO to be:

‘at the very heart of our communities, working with local neighbourhoods and supporting local neighbourhood teams in providing a visible and accessible uniformed patrol, which compliments existing police patrols, whether foot, cycle or public transport, to address quality of life issues that affect the community and helping to provide reassurance within South Wales Police Force area’

The advertisement generated 1,404 applications from which 245 failed the paper sift, and 587 failed to be shortlisted. A further external advertisement in May 2013⁷ generated 1,362 applications from which 120 failed the paper sift, and 855 failed to be shortlisted. Across the internal and two external recruitment drives a total of 273 CSOs were recruited, 206 filling Welsh Government funded posts and the remaining 67 posts funded via central Home Office funding⁸.

Newly recruited CSOs underwent a nine-week training course in 11 cohorts commencing in: July, September and November 2012; and January (2),

⁶ Weekly Order Entry for Part 3 – General Information. External Recruitment Process - Police Community Support Officer, 2nd March 2012. Provided by SWP Human Resources Department.

⁷ Police Community Support Officers – Vacancies in South Wales Police, May 2013. Provided by SWP Human Resources Department.

⁸ Welsh Government CSO Monitoring Return, September 2013. Provided by SWP Human Resources Department.

March, April, May, June, July and September 2013. Officers were deployed immediately following the end of their course, with the first deployed in August 2012 and the last in November 2013.

2.1.2 Demographics

Table 2.1 gives a snapshot of the demographic profile of the 206 individuals deployed in Welsh Government-funded CSO posts at June 2014 compared with those individuals in Home Office-funded Community Support Officer Roles (HO-CSO) within SWP.

For SWP as a whole, incumbents of the Welsh Government-funded posts are predominantly male, bringing the gender balance across all CSO posts within the force to 41% female. In keeping with the ethnicity profile for the area, the majority of officers describe themselves as White British.

The new cohort of WG-CSOs are generally younger than existing HO-PCSOs, with 44% of those recruited being under 26 years of age. When viewed together, 29% of all CSOs in the force fall into this age bracket, 51% are aged between 26 and 40 years and the remainder are over 40.

There are slightly more male than female Welsh Government-funded CSOs in the Cynon teams, with a range of backgrounds including banking and manufacturing. The new officers in Cardiff Bay team are again weighted towards men, reflecting the make-up of the team as a whole. Individuals come from a range of backgrounds including banking, factory and work for the Office of National Statistics.

Table 2.1 Community Support Officer Demographics, South Wales Police 2014

	WG Funded CSOs 2013	HO Funded PCSOs 2013
Gender		
Male	142 (69%)	134 (52%)
Female	64 (31%)	125 (48%)
Age Group		
25 and under	90 (44%)	44 (17%)
26 to 40	94 (45%)	143 (55%)
41 to 55	18 (9%)	58 (22%)
Over 55	4 (2%)	14 (6%)
Ethnicity		
White – British	198 (96%)	251 (97%)
Any other White Background	3 (1.5%)	2 (0.7%)
Asian/Asian British	1 (0.5%)	3 (1.2%)
Black/Black British	1 (0.5%)	0 (0%)
Mixed	2 (1%)	2 (0.7%)
Not Stated	1 (0.5%)	1 (0.4%)
TOTAL	206	259

2.1.3 Churn

At the time the new CSOs were being recruited, SWP had a freeze on recruitment of regular police officers and a quarter of the new recruits had initially applied to join the force in this latter role. Even when external recruitment specifically for the CSO role began, the new posts attracted many younger candidates with ambitions to ultimately become warranted officers and who saw the role as a way into the force.

Indeed by March 2014, some 20 months after recruitment began, 41 of the 206 new CSOs from initial intakes (almost one in 5) had left their roles to re-

join as police constables⁹. This movement had a disproportional effect on female officers who lost 26% of their number compared to 17% of male officers.

In the Cynon Valley the combined team have seen a number of their colleagues move on. Whilst this policy has proved successful in recruiting good, experienced PCs, divisional level management are aware of the disadvantages it poses in relation to sustaining experienced CSO teams familiar and dedicated to their communities;

'It's has got sullied recently because of this element of...turning PCSOs into cops...previously we had vocational individuals who wanted to be PCSOs...Now we got people who want to be PCSOs but are kind of looking over the fence for something else and for me, that is not really where I want to be'

[LMT10]

The impact of high turnover levels is also felt by the team itself. One longer serving, career CSO discussed the negative impact the envisioning of the CSO as a 'stepping stone' can have on those who are committed to the role longer term:

I used to be a tutor. I've stopped it because I was finding they were only coming in to do the job, they wouldn't give this half a chance. So it was like, "look I'm just doing what I need to do, leave me alone, I don't care about bloody community work. I'm a copper, I want to be a copper, can't wait to get out of this role." It's wasting everyone's time

[CSO33]

As in the Cynon Valley, many in the Cardiff Bay team also have ambitions to move into warranted officer roles and some are already lined up to do so once they complete two years' service. For others however, the role is very much a vocation as one Welsh Government-funded officer explained;

'This is a role that I've always wanted to have.. the amount of things you deal with is so different and the people you deal with every day is different as well.. it's not just a 'hi and bye' as a response officer.. it's that relationship you build up.. that's why I'd rather stay in this role instead of thinking of going onto a PC.

[CSO42]

⁹ Data provided by SWP Human Resources Department.

2.2 Where are the South Wales WG-CSOs?

2.2.1 Deployment Strategy, South Wales

The initial deployment strategy for the Welsh Government funded CSOs at a force level it is unclear. At the time of fieldwork, the lead senior officer responsible for the project at its commencement had retired from the organisation and it has not been possible to obtain any original administrative documentation which might have explained the force's strategic approach with regards to the central allocation across the force's four Basic Command Units (BCUs), although appears to have been based on existing force models. Monitoring reports¹⁰ simply indicate that:

'PCSO's have been engaged with Community First areas as part of Neighbourhood Policing Teams for several years. CSO's are being flexibly deployed as part of BCU Neighbourhood Policing Teams with Neighbourhood Policing Inspectors being responsible for ensuring engagement with Community First areas where appropriate'.

In any event, the 206 new posts were allocated as follows:

- Eastern Division – 68 posts
- Western Division – 58 posts
- Northern Division – 45 posts
- Central Division – 35 posts

The qualitative data are clear, however, that once allocated their overall number of posts individual BCU commanders took full responsibility for the local deployment of their new CSO. In some cases, the new resources were simply distributed according to demand, whereas in others local management took the opportunity to develop new initiatives. In Eastern Division, the BCU Commander chose to create a number of specialist positions, including dedicated officers for the University Hospital Wales, the student population and the Channel Project in Cardiff. As the local management team explained;

¹⁰ Welsh Government CSO Monitoring Report: Position at 31st July 2014

SMT5: *“I was given the task at the time to have a look at how we would utilise those most effectively. We considered a variety of roles in disbursing them into what we already had, enhancing what we already had and doing something different... the current PCSOs were telling us that these are key areas that needed to look at so we really did put some thought process into it...seeking views from everybody and it wasn't just a management decision really was it?... I had a little look at what demand looked like. I had a look at schools, because that's a lot of their work, with schools. I had a little look at the demand. So population, ASB, self-explanatory, as you would expect and then based on that, formed the plan. So you can see that it wasn't just let's pin the tail on the donkey.*

LMT13: *Yeah it wasn't 'we got 69, let's divide that equally and everybody gets the same share', there was a decision making process behind it.*

2.2.2 Deployment Strategy, Aberdare

Forty-five (45) of the 206 full-time Welsh Government-funded CSO posts in South Wales Police were allocated to the Northern Division, of which 7-8 were allocated to the Cynon Valley. At the time of the fieldwork, the Cynon North and Cynon South NPTs together consisted of 17 full-time CSOs split between those funded by the Welsh Government and other sources. It was difficult to ascertain precisely which individuals were funded by which source. Natural turnover, together with the dismissal of 13 Northern Division CSOs for misconduct in June 2014¹¹, has led to significant back-filling of posts and for those who had commenced their employment during this period no differentiation was made at the time of recruitment and training. Two officers discussed how funding stream is not something considered important by individual CSOs or the wider team;

¹¹ <http://www.bbc.co.uk/news/uk-wales-27664571> Accessed 9th January 2015.

The 13 officers dismissed were from the same intake. It has not been possible to ascertain how many, if any of these officers held Welsh Government funded positions.

CSO32: *'They said it doesn't make a difference, it doesn't matter who's WAG or who's not. In fact we didn't know through training, like I only found out I was WAG once I'd started here'.*

CSO31: *'We all had [badges], yeah, the whole class, even though, like I said, they didn't at any stage say who was what, so when we passed out we all had our ID badges and we all had the Welsh Assembly badge as well'.*

The area is covered by two Neighbourhood Policing Teams (NPTs) each of which is headed by a Neighbourhood Policing Sergeant. Five warranted Neighbourhood Beat Managers (NBMs) manage the CSO teams as five shift rotas and each CSO has nominal responsibility for a particular ward. To ensure sufficient coverage for Aberdare town centre, responsible CSOs are split between the two NPTs. Figure 2.1 illustrates the organisational structure as described by respondents.

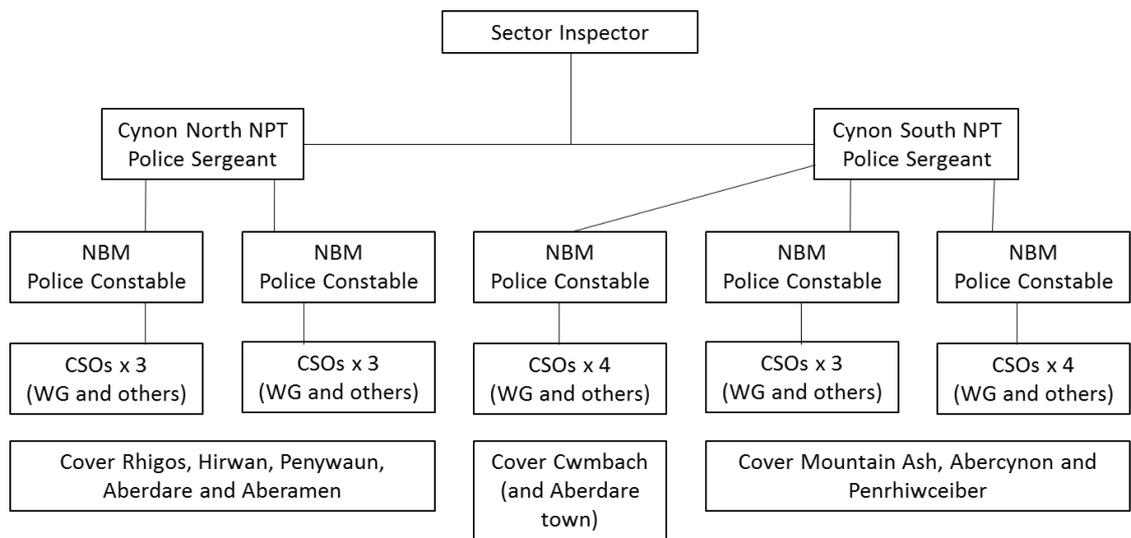


Figure 2.1 Neighbourhood Policing Team Structure, Aberdare

2.2.3 Deployment Strategy, Grangetown

Of the 68 full-time Welsh Government-funded CSO allocated to the Eastern Division, 5 were deployed to the Cardiff Bay team. At the time of fieldwork, the team consisted of a total of 13 full-time CSOs suggesting the additional resource increased capacity by some 60 percent. Unlike the teams in the Cynon, local management were able to provide precise detail in relation in relation to which officers are funded by which funding stream and the CSOs themselves were aware of their own positions.

CSOs are responsible for specific wards/sub-ward areas each of which has a dedicated NBM. However, respondents also describe having specific specialist functional responsibilities and “floating” across the area as required. One post in the team is dedicated to the mobile police station. Figure 2.2 gives an overview of the team’s organisational structure.

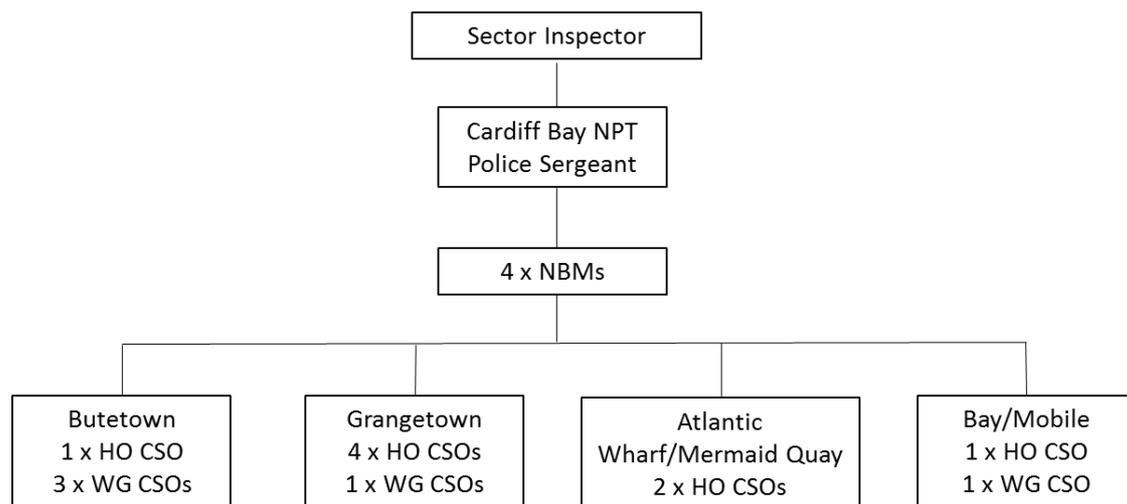


Figure 2.2 Neighbourhood Policing Team Structure, Grangetown

2.3 What are the South Wales WG-CSOs doing?

This section uses data available¹² from iR3 that is unique to this police force in Wales. The iR3 software allows the placement and movement of police staff in real time and space to be recorded. This question is also addressed using qualitative data derived from in-depth interviews and CSO focus groups in Aberdare and Grangetown.

¹² No raw data was available for analysis. Findings are based on monthly returns between SWP and the Welsh Government on the ‘Productivity of Welsh Government PCSOs’.

2.3.1 WG-CSO activity recorded by iR3 in South Wales

iR3 in South Wales allows the placement and movement of police staff in real time and space to be recorded via a radio provided to each member of operational staff. Not only does this data allow performance to be monitored, but it can distinguish the cohort of WG-CSOs as they work on foot or in vehicles in their area.

Since the deployment of WG funded CSOs, monthly returns have been compiled showing the amount of time their CSOs spend outside of the station and in priority patrol areas termed 'way markers'¹³.

For each intake of WG-CSOs, there is a time delay of 17 weeks before they can be considered operational (a radio provided) and detected on iR3.

The available returns from August 2013 to April 2014¹⁴ show

- Total WG CSO numbers increasing from 191 in August 2013 to a high of 213 in December and January 2014.
- A sharp rise in the percentage of WG CSOs matched to the iR3 system between August and September 2013, with near total compliance by April 2014.

Report Month	iR3 Data Matched						
	Total WG CSOs	In Training	Total Matched (%)	Central N	Eastern N	Northern N	Western N
August 2013	191	24	64%	29	46	15	33
September 2013	195	13	90%	34	53	34	54
October 2013	208	14	91%	35	62	36	56
November 2013	208	4	96%	35	65	43	56
December 2013	213	16	87%	28	64	38	55
January 2014	213	3	92%	33	65	41	57
February 2014	208	2	95%	35	65	41	56
March 2014	211	0	95%	37	66	43	54
April 2014	196	0	96%	32	64	37	55

(Source: WG iR3 returns from SWP)

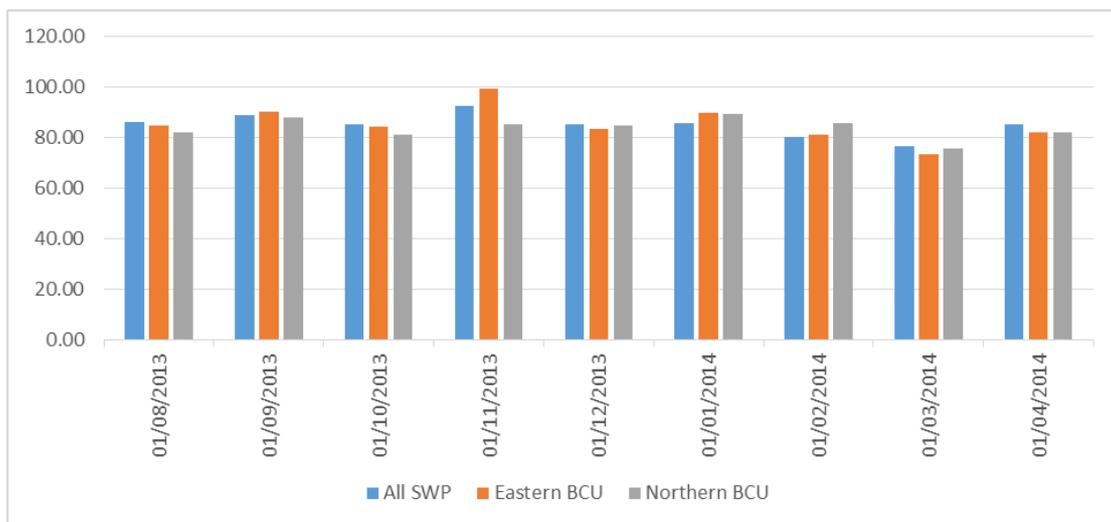
Table 2.2 WG CSOs in South Wales matched to iR3

¹³ Way markers are hotspots, areas or locations that have been identified as having a high volume of crime/ASB occurrences requiring an increased police presence

¹⁴ Note that this does not cover the full period of deployment and training which extended until Oct 2013.

It is important to note that the accuracy of data on iR3 has some inherent flaws, among them a loss of data on occasions when the radio signal fails.

In each month for which returns are available, the data shows each WG CSO spent, on average, a minimum of 80 hours (approx. 20 hours per week) out of the station. In so far as this measure can be seen as a reliable proxy indicator for a visible community presence, this suggests their community presence is high (Figure 2.3).



(Source: WG IR3 returns from SWP)

Figure 2.3 Average monthly out of station time for WG CSOs (hours)

As part of patrol, it is stipulated that WG-CSOs will spend an allotted amount of time in areas designated as way markers on their route. Again, caveats apply to the way such data is recorded:

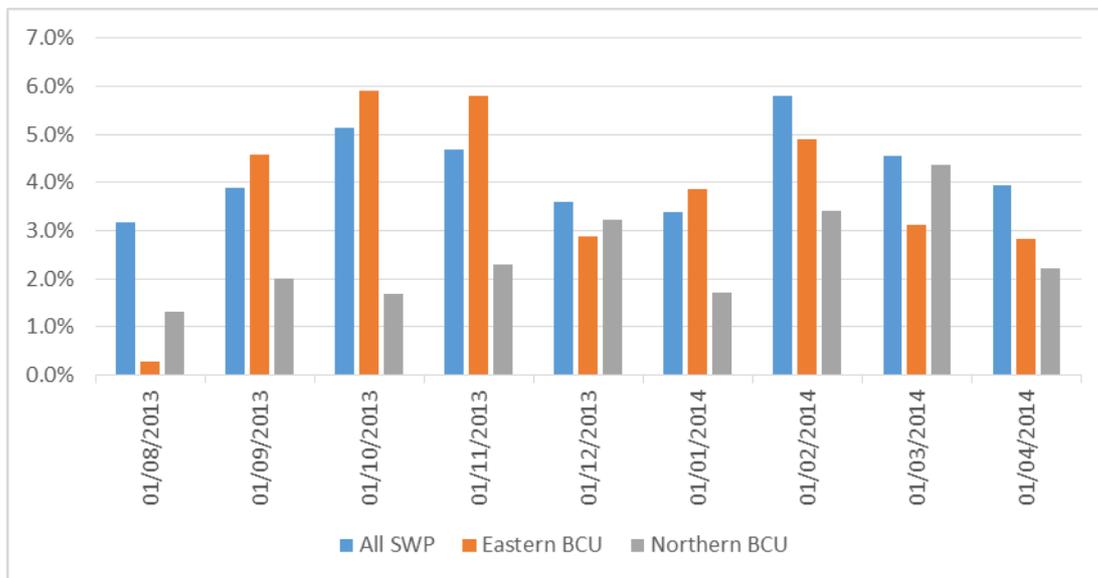
Trips to way markers exclude those that are less than 25 seconds in duration and not all CSOs have way markers on their wards to attend so different areas are not comparable.

The position and size of way markers will impact on how radio signals are registered and affect the accuracy of the data.

Figure 2.4 shows trends between August 2013 and April 2014 in time spent in way markers for South Wales, Eastern and Northern BCUs where the CSAs are sited.

- Less than 10 percent of WG CSO total out-of-station time is spent in way markers.

- The amount of time is variable by month and peaks in Oct and Nov 2013 for WG CSOs in South Wales as a whole and in Eastern BCU. A point to note is that WG-CSOs in Northern BCU are typically dedicating the least amount of time in these areas in comparison to the other BCUs.



(Source: WG IR3 returns from SWP)

Figure 2.4 Percentage of WG CSO out-of-station time spent in way markers

A comparison of WG-funded and HO-funded CSOs shows no difference between them in the amount of time spent in way markers [figures not shown].

2.3.2 CSO activity in the Cynon North and Cynon South Neighbourhood Policing Teams

The introduction of the new WG-CSO posts in Northern Division from mid-2012 onwards coincided with the planning and building of a new Bridewell in Merthyr Tydfil which finally opened its doors in September 2014. The building represents a significant re-modelling of response policing in the region, with all detained individuals being held at its central custody suite from where further investigatory work is conducted by the central ‘hub’ operational team and CID, allowing a decreasing pool of response officers to get back on the streets quickly and efficiently. Local investigatory and victim support work is then delegated back to the local NPTs for follow up and, with decreasing NPT police officers, much of this work has fallen to the enlarged CSO teams. A member of the local management team explained;

'...in the mix of us doing the model, everything was churning around...because the police environment was downsizing...and then we had this mass this side. That is when I said, get them working. Because the capacity they had was untouched. I mean how many more cooking clubs could I have? How many more football clubs could I have? You know, come on, we've got this resource in uniform, let's use it better'

[LMT10]

Consequently, the CSO role in the Cynon Valley has become police-task driven with much of the community-cohesion work conducted previously being marginalised. Whilst still the bedrock of visible policing, reassurance and safeguarding activities within their nominated wards, CSOs describe their days being increasingly filled with investigatory tasks. These include: house-to-house enquiries; CCTV investigations; and response calls, not only to grade 3 and 2 but on occasions grade 1 incidents. CSOs are regularly being named the Officer in the Case (OIC) for low level cases such as vehicle damage with no suspect and in some instances, are assuming responsibility for aspects of investigation of potentially more serious offences, as described below:

'Well like, I've got one on my workload...the attempted burglary and it keeps coming back to me. I don't know what questions to ask. I'm not saying I'm thick, I've asked questions, but it keeps coming back to me and I'm investigating to decide whether there's been an attempted burglary or not'

[CSO36]

Many of the tasks delegated to CSOs are community focused, particularly those encompassed by the TRICK¹⁵ process of victim care operational throughout South Wales Police. Designed to provide a focus on the victims of crime and disorder, the process provides opportunities for CSOs to engage with their local community in a way that is appropriate and meaningful. In the large geographical area covered by the two Cynon Valley teams however, the process has become burdensome with officers travelling out of their allocated communities to ensure compliance. With an increasing number of offences nominated as 'TRICK offences' the volume has also increased and together these issues are working to defeat the objective of meaningful engagement with a familiar officer:

¹⁵ Arrive within **Timescales**; give a crime **Reference** number and officer contact details; **Inform** everything we've done and plan to do; advise when all enquiries are **Complete**; **Keep** you at the heart of everything we do.

'I think the point of it was, if a crime happens in Penywaun for example, at the earliest opportunity the victim of that crime will see their local officer...they'll have a face-to-face contact with them to speak about it, give them their letter with the reference number, things like that. Talk more personal, give them our contact details. What's happening is, to make sure you comply with everything, it's a flying visit...posting letters through the door, not having the time to spend on that. I'm going into other people's areas, I'm not their PCSO and yet I'm the one [tasked]'
[CSO31]

All together the picture that emerges from Aberdare and beyond into the surrounding valley is one of frustration. Longer serving HO-CSOs recall a time when more of their efforts could be directed towards integration into their communities for the purpose of developing cohesion and resilience whilst those newer in post are confused as to the intended focus of their role. The following interchange between two of the former belies the frustration felt by many;

CSO35: *It's all gone, the focus has gone.*

CSO33: *It's gone, it has. They've killed community. What it boils down to is, like what I said, we are now second tier response.*

That said, some level of proactive engagement work is still evident in the area. Working with young people to gain cycling proficiency, presence at local carnival and fetes and involvement community meetings and police watch schemes are all ongoing activities. One significant intervention, Project 446, was co-ordinated out of SWP's headquarters and involved the use of UPSI's community intelligence methodology i-NSI (Innes *et al*, 2009) to understand perceptions of safety and security among communities in Aberaman and later Aberdare East. Operation Perception that followed enabled CSOs to fully engage with residents, local authority and other partner agencies to develop solutions aimed at increasing public confidence, including the establishment of a police house on one of the more deprived estates.

2.3.3 CSO activity in the Grangetown Neighbourhood Policing Team

The focus for the team in Cardiff Bay is very much on community engagement and relationship building across a relatively small geographical area. The team is well resourced in this regard and despite a similar increase in reactive police-focused tasks as their colleagues in the Cynon Valley, they still have the time to be proactive in their community focused activities. Working across the ethnic diversity of the area the CSOs are responsible for organising regular PACT meetings and drop-in “Cuppa with a Copper” surgeries in a variety of locations. They have also taken the lead in developing the use of digital technologies as communication tools, being responsible for managing the NPTs Twitter activity and the like.

But in addition to such accessibility, the team highly value those aspects of their job that allow them to be a visible and familiar presence within the community and see developing relationships as a key function of their role. Their role in the TRICK process is, whilst time consuming, seen very much a community-focussed one, allowing an expansion of their network of contacts within their allocated wards. For local management, the delegation of these and other investigative tasks is openly acknowledged as freeing up the time of a dwindling pool of police officers at a time of austerity:

‘They do supplement the role of a PC a lot, and they work very closely and they have very similar roles and actions that they do. They don’t take the full investigative powers or things of a PC here, but a lot of the enquiries that they do... by the time that the PCSOs gone through and done all the reassurance and processing ... there’s not much left for the police officers to do’

[LMT14]

In an area of multi-cultural diversity, engaging with traditionally hard-to reach groups is seen as a priority. Female CSOs on the team have successfully worked to develop more meaningful relationships with Somali women by attending local English Language (EOSL) classes and one CSO has a specialist responsibility for engagement at the Huggard Centre, a local shelter and charity for the homeless.

The PREVENT agenda presents a key community intelligence task in this area of the City and all members of the team have received basic level training on counter-terrorism such that they are aware of what to look for within communities to identify radicalisation risks. One CSO has a specialist responsibility with a slightly altered focus for picking up on such issues as the

point of contact within the NPT for the Channel Project. Engagement with leaders and congregations at the area's Mosques is seen as vital. Whilst many remain generally closed to local police, the team's one Muslim CSO has made great in-roads by praying alongside this section of the community, appearing to create a greater public legitimacy, not only for himself but for others of his colleagues also:

'I'm Muslim myself, so for me to go in there, it's natural anyway, to go to mosque and pray with them. So for me just to stand next to them in prayer, it's realising just that we are normal, even though people just see us as a uniform they realise it's a normal person. And then for them to see me with another officer who might not be a Muslim, they say 'oh he's a normal guy as well'. He must be if he's with me'

[CSO41]

In an area of high crime the role of CSO has many challenges. With limited powers the team do at times feel vulnerable and are frequently frustrated by their inability to act, coupled with inconsistent back up resource. Whilst they generally do not want increased powers, believing them to hamper the development of relationships, they are proud of their role in engendering public trust and confidence which they consider is often compromised by not having them. One respondent described a common-place scenario in which this inconsistency is all too apparent;

'Because this area is so small we see a lot, you don't walk down the street and miss things. You do see things and you see a lot of crime...sometimes you'll see a drug deal take place in front of you, you can see the drugs and you can see the two people and they're not stopping for you. If you say 'excuse me, will you stop?' [they say] 'oh, you're only PCSO mate, go away!' But there's no-one to call. Response are all tied up. There's no NBM... it's just like, okay, we'll let that go. [There's] a lot of that and you have to, you can't chase them. Because if you chase them and you catch them, what are you going to do then?'

[CSO40]

2.4 Impact on Recorded Crime and Anti-Social Behaviour

This section uses police recorded crime and incident data to look at the rate of crime and ASB in South Wales relative to other Welsh forces. Monthly trends for crime and non-crime occurrences¹⁶, including anti-social behaviour, are presented for South Wales PFA and for the wards in each case study area. These data are indexed to January 2012 – the latest date before any police force deployed a WG CSO in their area – to facilitate comparison between Welsh forces.

It is important to bear in mind when interpreting these figures that South Wales Police did not fully deploy all of their WG-CSO cohort until October 2013. The data currently available therefore provides only eight months' data that can be considered fully 'post-deployment'.

2.4.1 Time trends in Crime

Recent crime figures released by the Office for National Statistics for the year ending September 2013 show a fall in the number and rate of offences recorded by the police forces in Wales over the previous year, with the exception of Gwent police where there was no change.

South Wales' police force have the highest number of total recorded crime offences over this time period and the highest rate of offences out of all the Welsh forces. They have a 2 percent decrease in recorded crime from the previous year, below the national percentage decrease of 5% (Table 2.4).

These figures for Wales mirror a fall in recorded crime by police forces in England between 2012 and 2013 of 6 %. The overall trajectory of falling crime in recent years is further supported by reported victimisation in the Crime Survey for England and Wales between 2011 and 2013¹⁷.

¹⁶ *occurrences* are not the same as a total crime or ASB count. Comparison of the raw data on occurrences with publicly available statistics on the number of anti-social behaviour incidents each month show the latter to be higher but the trend over time to be the same¹⁶ for the case study areas in South Wales.

¹⁷ <http://www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcn%3A77-326518>

Table 2.3 Police recorded crime data for Wales, year ending September 2013

Police Force	Total recorded crime	Percentage change from previous year	Rate of offences per 1,000 population
Dyfed Powys	18,547	-10	36
Gwent	34,828	0	60
North Wales	36,384	-12	53
South Wales	83,890	-2	65
WALES	173,649	-5	57

(Source: <http://www.ons.gov.uk/ons/rel/crime-stats/crime-statistics/period-ending-september-2013/index.html>)

The longstanding national trend of falling crime that is mirrored throughout Europe is the focus of much debate about how far it truly reflects a ‘real’ fall in offending, police recording practices, better or ‘smarter’ policing. However, in this period of prolonged economic austerity, figures from HMIC show that the explanation does not lie in ‘more’ policing as workforce numbers in all four Welsh forces have remained static over the last four years.

Whilst the overall number of CSOs has increased as a result of the investment, this has merely offset the reduction in the number of police officers and other police staff over the last four years.

This issue, and the consequences it has for assessing the contribution of WG-CSOs at this time, is discussed in some detail in the main findings report. In brief, it means that we cannot conclude that any change in police recorded crime over the period of WG CSO deployment is associated with additional overall policing resource.

There has been very little change in recorded crime occurrences in South Wales over the last three years relative to January 2012. The same data presented for Grangetown and Aberdare also shows very little change over the same time period (Figures 2.5 – 2.7).

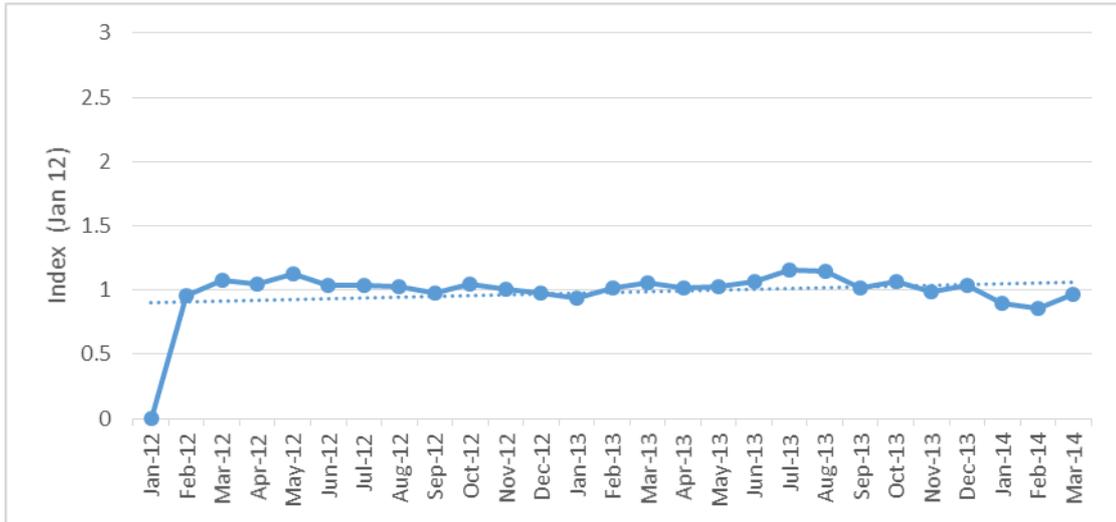


Figure 2.5 Indexed trend in police recorded crime occurrences in SWP PFA

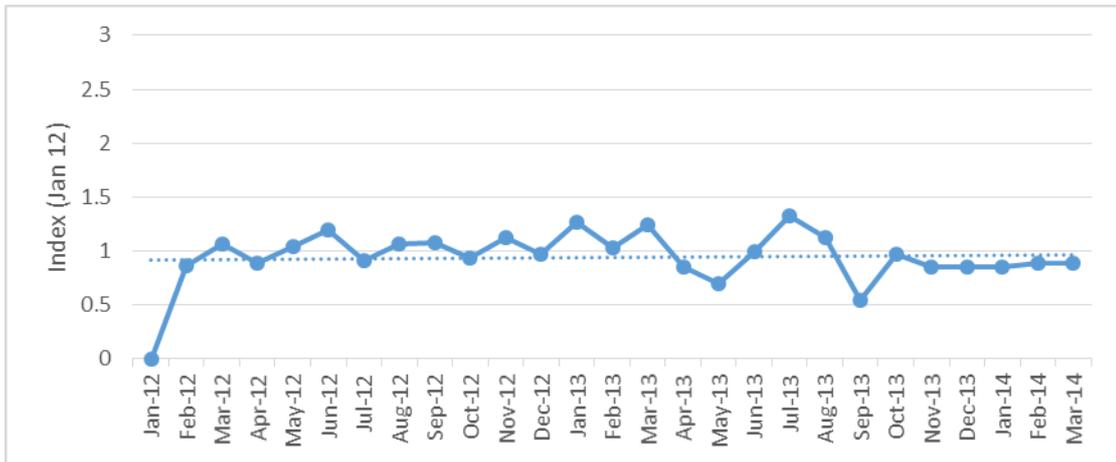


Figure 2.6 Indexed trend in police recorded crime occurrences in Grangetown

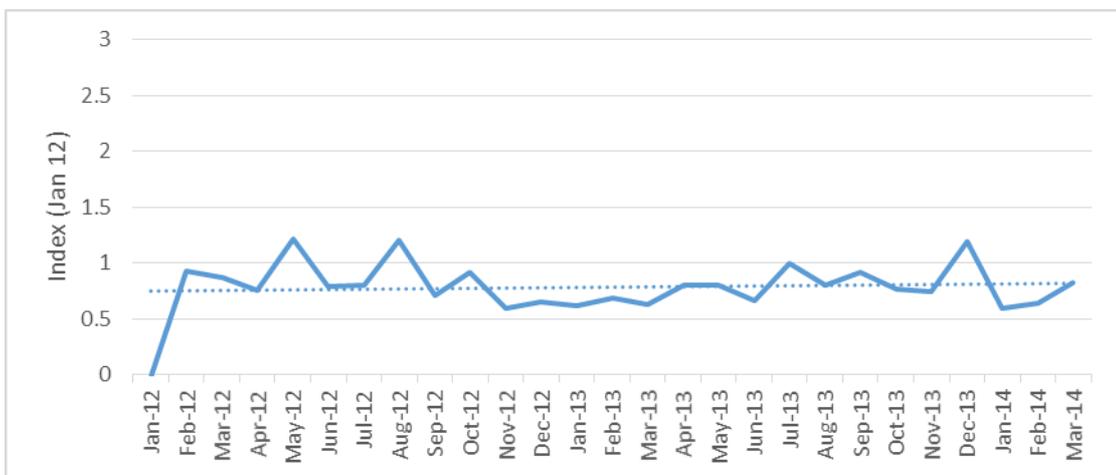


Figure 2.7 Indexed trend in police recorded crime occurrences in Aberdare

2.4.2 Time Trends in Anti-social Behaviour

Police recorded incidents of anti-social behaviour released by the Office for National Statistics show a fall in the recorded incident rate across all Welsh forces over the last six years, from 2007/8 to 2012/13 (Table 2.4). This fall is particularly marked from 2011 onwards following changes that were made in the way anti-social behaviour is recorded by police in England and Wales (reduced from 14 categories to 3). Data prior to this change is not directly comparable and it is probable that these changes in recording have had an impact on the incident rate¹⁸.

South Wales had an incident rate per 1,000 of the population of 35 for anti-social behaviour in 2011/12, lower than for any other police force in Wales and a sizeable reduction on previous years.

Table 2.4 Police recorded incident rate* for ASB in Wales, 2007-2013

	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13
Dyfed Powys	70	71	65	64	51	46
Gwent	121	118	114	97	66	44
North Wales	75	64	58	54	44	37
South Wales	96	85	85	72	57	35

Source: www.ons.gov.uk/ons/rel/crime-stats/crime-.../rft---police-force-area.xls

* calculated per 1,000 of the population.

Based on an indexed trend of recorded occurrences of ASB in South Wales, there has been no overall change over the last three years relative to January 2012 (Figure 2.8).

In contrast to the force as a whole, there is a marked decrease in ASB occurrences recorded for Aberdare relative to January 2012. This decrease is clearly evident during the same period that WG-CSOs were being recruited and deployed in South Wales although it is not possible to conclude from this data any causal impact of CSOs on declining ASB in Aberdare (Figure 2.9).

The data for Grangetown also shows no overall change relative to January 2012 but sizeable peaks and troughs in the trend which show a sharp upward trajectory in the first two months of 2014 (Figure 2.10).

¹⁸ It is also estimated that only around one-third of ASB incidents are reported to the police (HMIC, 2012) and the police are not the sole agency involved in responding to antisocial behaviour.

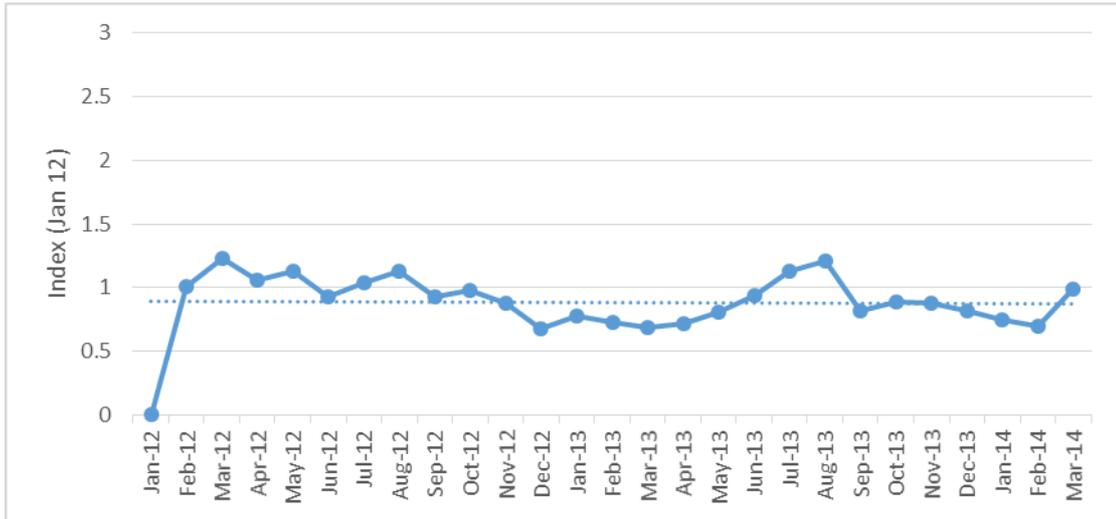


Figure 2.8 Indexed trend in police recorded ASB occurrences in SWP PFA

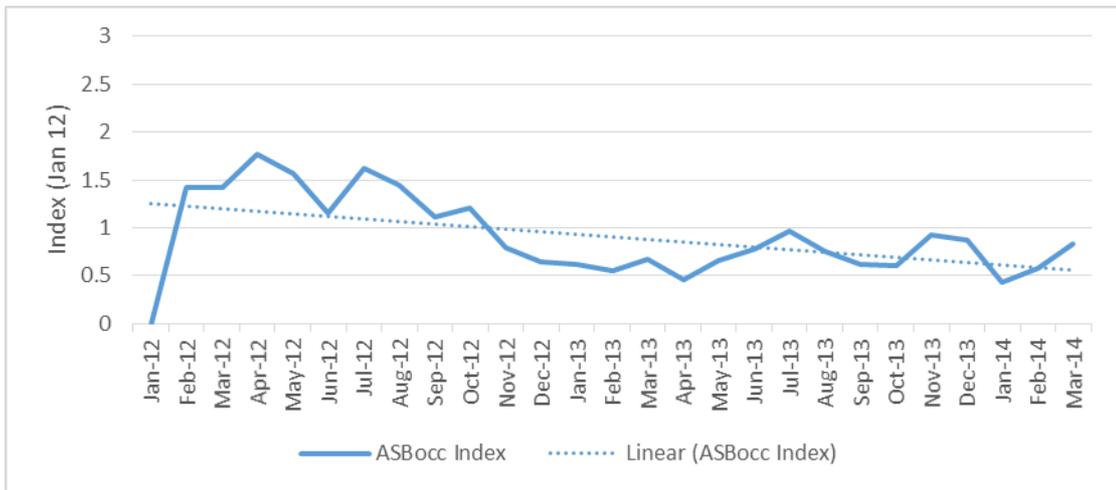


Figure 2.9 Indexed trend in police recorded ASB occurrences in Aberdare

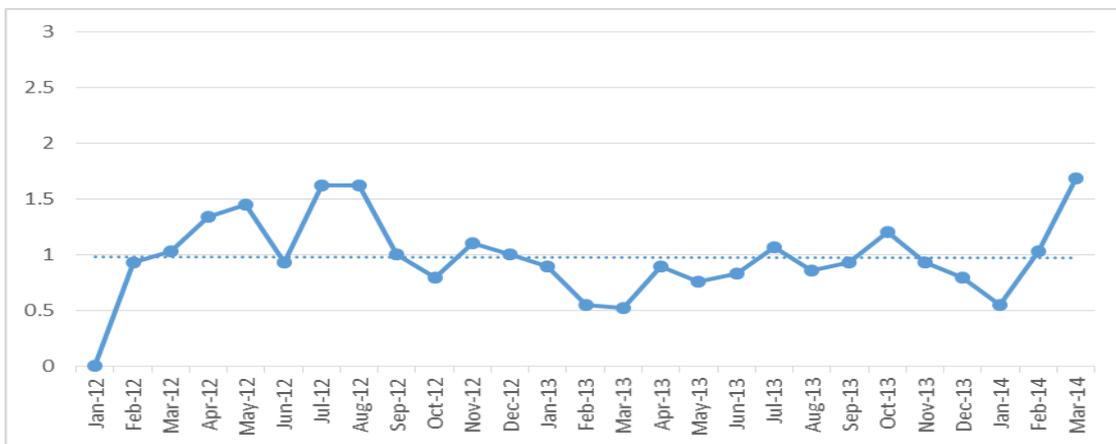


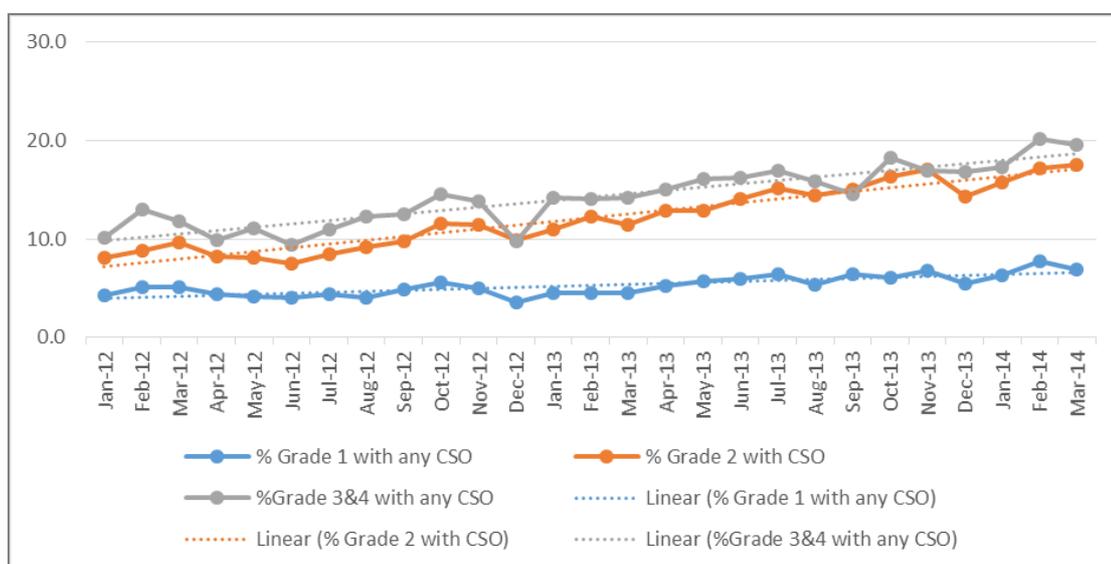
Figure 2.10 Indexed trend in police recorded ASB occurrences in Grangetown

2.4.3 Time trends in CSOs at the scene

To explore the impact of the additional CSOs further we have examined trends in police recorded crime and non-crime occurrences where a CSO (whether WG or HO-funded) was recorded as being both deployed and in attendance at the scene.

South Wales was the only police force in Wales able to link CSO attendance to call grade and to provide data that allowed CSOs to be identified as a sole responder type (without warranted officers or other police staff). Analyses on call grade are presented for all occurrence types, not just crime and ASB¹⁹.

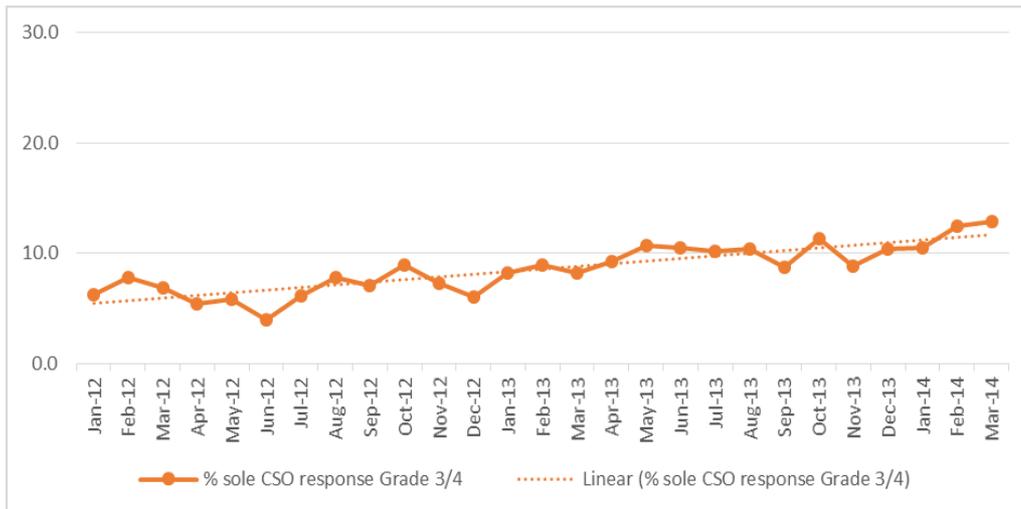
- Since January 2012, the percentage of lower priority calls, grade 3 or 4, with a CSO is in attendance doubled from 10 percent to 20 percent. An increase of similar magnitude is evident for grade 2 calls.
- Over this period, CSOs remain much less likely to be involved in the response to the most urgent priority grade 1 calls and the overall change over time is very small at around +2 percent.



(Source: SWP crime and incident data).

Figure 2.11 Percentage of all recorded occurrences in South Wales where any CSOs at the scene by call grade.

¹⁹ Other occurrence types are: transport, public safety, administration.



(Source: SWP crime and incident data).

Figure 2.12 Percentage of all low priority occurrences in South Wales (graded 3 or 4) where a CSO is at the scene as sole responder type.

For the lower priority call grades where a CSO involvement is most commonly recorded, Figure 2.12 shows that it has also become more likely that a CSO will be the sole responder type since January 2012.

- In March 2014, 13 percent of grade 3 or 4 calls were responded to by CSOs in the absence of a police officer compared with 6 percent in January 2012.

It is possible to conclude therefore that, coinciding with the deployment of additional CSOs in South Wales, there has been a steady increase in their attendance at the scene, particularly in response to calls graded as lower priority.

Figures 2.13 and 2.14 map changes in ‘any CSO’²⁰ attendance at the scene for each ward of South Wales using geographical co-ordinates linked to recorded crime and ASB occurrences respectively. The figures compare CSOs at the scene before and after the introduction of WG-CSOs, therefore reflecting a time period when the absolute number of CSOs in this police force increased. As might be expected from the nature of CSO activity so far documented in this report, the increase over time in CSO attended incidents is evident for occurrences classed as anti-social behaviour and is far greater than it is for crime, particularly around the city centres of Cardiff and Swansea.

²⁰ ‘Any CSO’ can include single or multiple CSO response or a CSO in combination with any number of warranted officers.

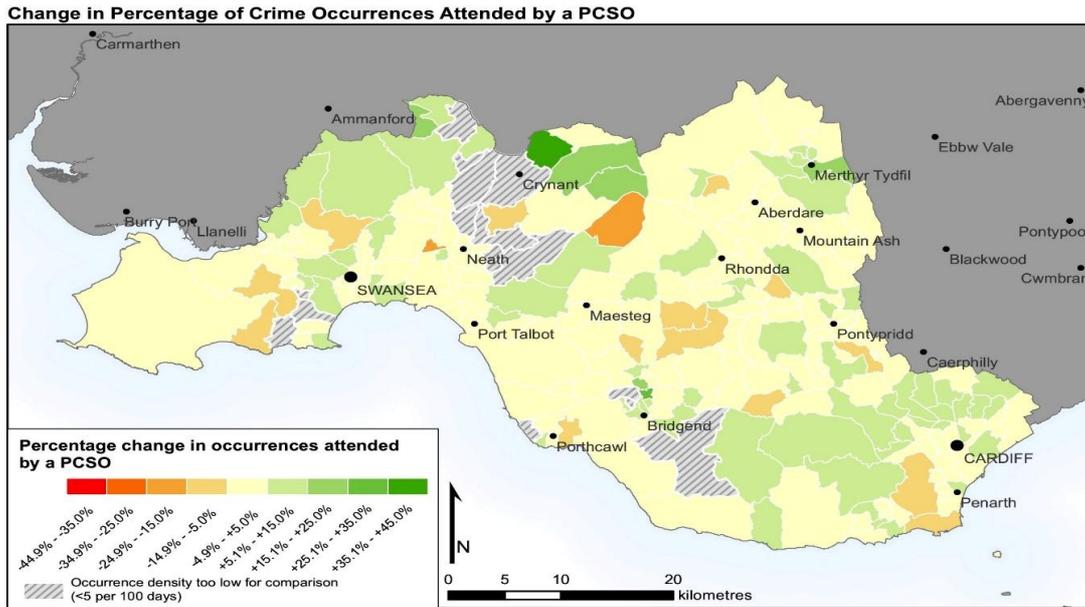


Figure 2.13 Ward level change in CSO attendance at crime occurrences – South Wales

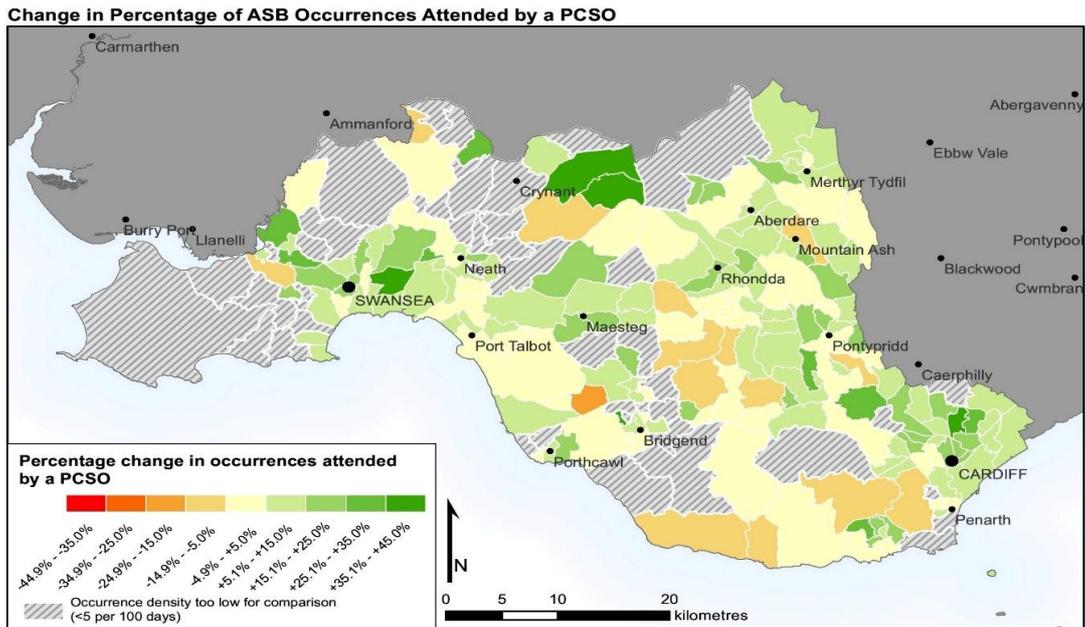


Figure 2.14 Ward level change in CSO attendance at ASB occurrences – South Wales

For both crime and ASB:

- The degree of change in any CSO attendance was not uniformly spread across all wards within the SW police force area.
- The majority of change, whilst positive, was modest in intensity.

- No ward saw a large negative change in any CSO attendance, but a number of wards were excluded because the base number of crimes or ASB occurrences was too small to calculate change in a robust way.

Within the case study area of Aberdare, there was a very slight uplift in the percentage of both crime and non-crime occurrences where any CSO is recorded at the scene. In March 2014 this remains low at approximately 10 percent (Figure 2.15). In Grangetown, the rise in any CSO attendance is more marked for non-crime occurrences than it is for crime. At the start of 2014, around 10 percent of non-crime occurrences had a CSO recorded at the scene, comparable to Aberdare (Figure 2.16).

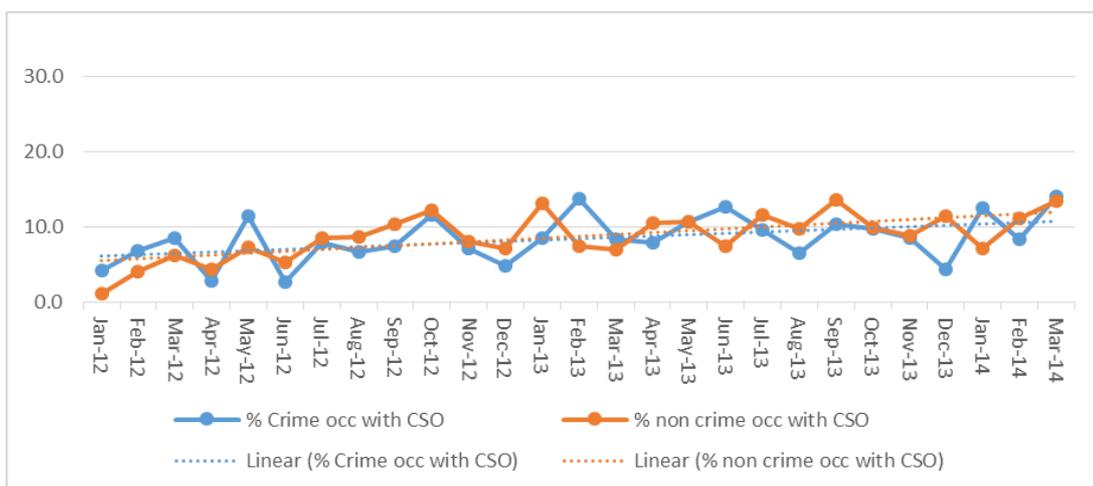


Figure 2.15 Percentage of crime and non-crime occurrences where any CSO at the scene – Aberdare

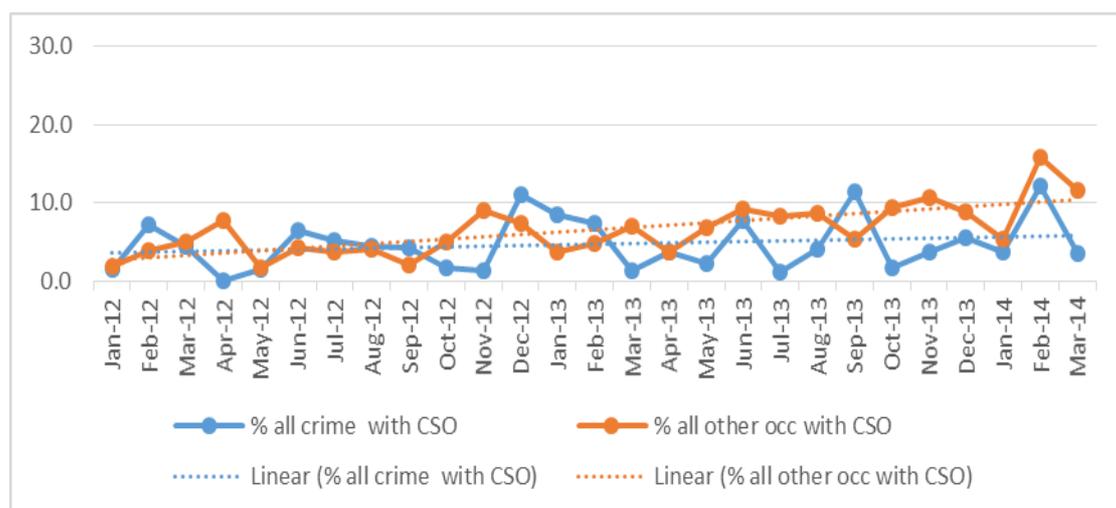


Figure 2.16 Percentage of crime and non-crime occurrences where any CSO is recorded at the scene – Grangetown

Together these findings suggest that, coinciding with the recruitment and deployment of additional CSOs in South Wales, there was more change in the CSO/police response to crime and non-crime than in the overall volume of crime and non-crime occurrences. Although the data only provides five months full 'post-deployment' data for this force, it is possible to infer that the increased CSO resource is having an impact on how the force responds to lower priority calls, particularly anti-social behaviour.

2.5 Impact on Public perceptions

This section uses survey data available from the Wales Omnibus and SW police to examine how far the introduction of WG CSOs have registered with the public in this area, and how local policing has been received by people living in Aberdare and Grangetown during this time. It also provides an overview of data obtained via UPSI's bespoke community engagement methodology i-NSI²¹, in use within the force.

2.5.1 The Wales and South Wales public

The Beaufort Omnibus survey asked a different sample of the public their views on CSOs in 2012 and 2013. Any change in public opinion during this time is shown in Figure 2.17 for all of Wales and for South Wales in particular.

- In South Wales, there was no change in CSO familiarity between these two years at 88 percent.
- There was an increase in the percentage of the South Wales public who reported 'regular' sightings of foot patrol (+10 percent) and a 2 percent decrease in those who said they never see any patrol.
- The South Wales public who had seen foot patrol became more likely in 2013 to say that this made 'no difference' to their safety (+3 percent) and less likely to respond that they felt 'a bit' or 'a lot' safer as a result. This finding applies to South Wales only and opposes gains in safety seen nationally in Figure 2.17 and for each other force areas. However, it should be noted that this data was collected only one-month after this force reached full deployment.

²¹ Lowe, T. and Innes, M. (2012) 'Can we speak in confidence? Community intelligence and neighbourhood policing v2.0', *Policing and Society*, 22(3), 295-316.

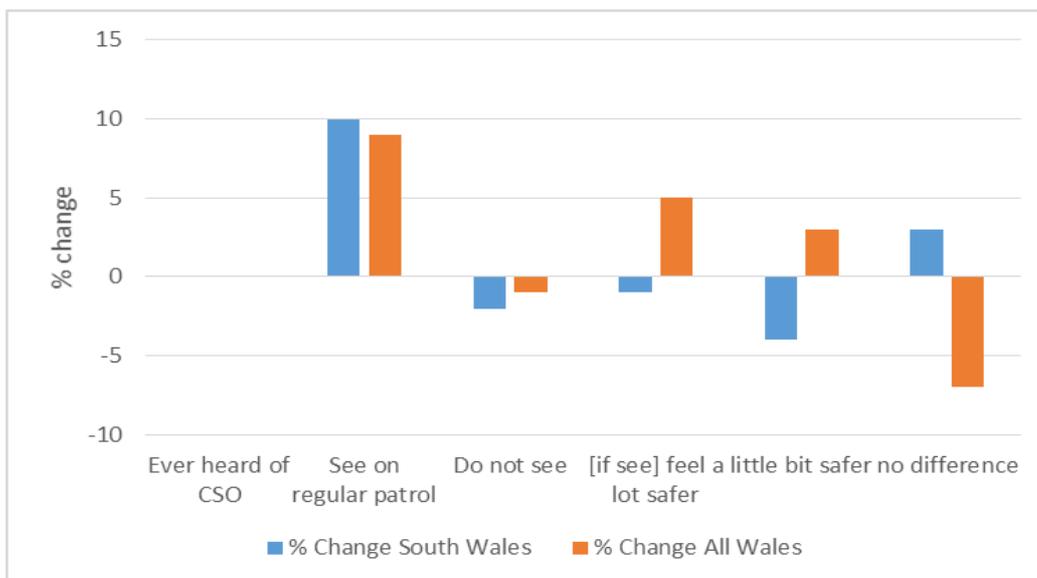


Figure 2.17 Percentage change in public perceptions for Wales and South Wales

Within South Wales, change perceptions from the same survey are presented in figure 2.18 based on what the public viewed as part of the CSO role in 2012 and 2013.

- The most endorsed aspects of the CSO role in both years of the survey were dealing with anti-social behaviour and foot patrol.
- The South Wales public became increasingly more likely to view fixed penalty notices (FPN's) and confiscating alcohol and tobacco as a CSO task in 2013 compared to the previous year.
- Only a small minority felt that tasks such as interviewing prisoners or investigating serious crime were part of the CSO portfolio. However, in 2013, 16 percent of the South Wales public believed that CSOs had the same powers of arrest as a police officer, a slight rise on the previous year.

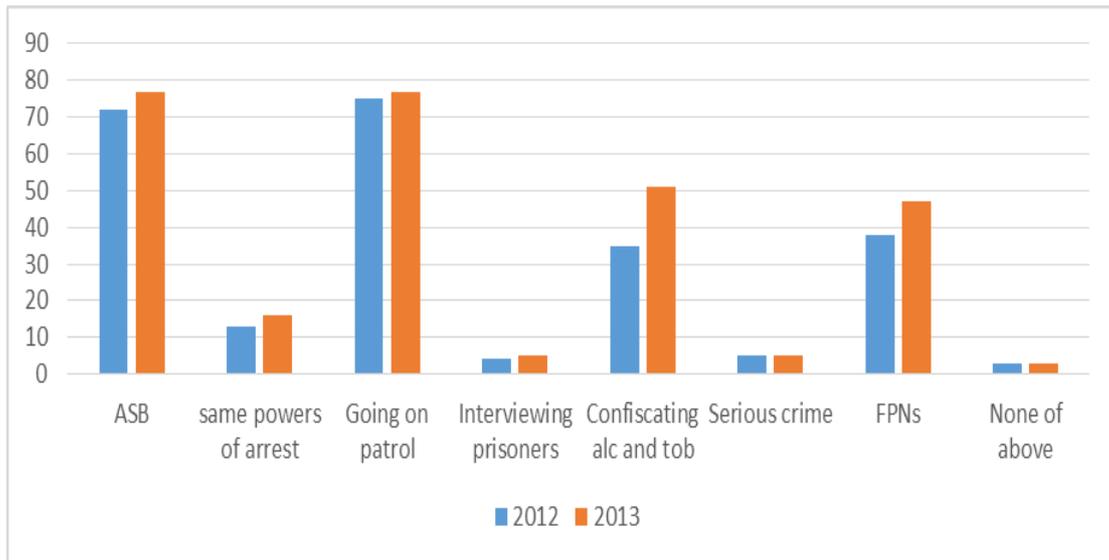


Figure 2.18 Change in public perceptions of the CSO role, South Wales

2.5.2 SWP surveys of public attitudes in Aberdare and Grangetown

Public perception data is examined for residents of Aberdare and Grangetown to get a more localised picture of how people living in these areas view their policing.

Data available on public perceptions from SWP is based on a sample of different respondents who were interviewed annually but at different times of the year according to their BCU area. Aberdare residents in Northern BCU are surveyed each February and Grangetown residents in Eastern BCU each June. The results show attitudes in that area but the two areas together are not a 'snapshot' picture of the same point in time.

The analysis for Aberdare includes Aberdare and Aberavon wards. The analysis for Grangetown also includes Butetown. This provides a larger sample size to track changes in opinion each year but also fits with operational policing of these areas. Data is presented for three years' combined (2011-2013) for these smaller geographies to maximise the sample size. However, because this force asked the same questions to respondents each year, individual years are compared to show any change in attitudes although the smaller base numbers should be noted here²².

²² Approx. 50 respondents each year in Grangetown and Butetown for 2011-2013; approximately 65 respondents each year in Aberdare and Aberavon.

Overall perceptions of safety²³ in Aberdare were comparable with Northern BCU as a whole (around 80 percent) for 2013. However, only 17 percent of Aberdare residents said they felt 'very safe' compared with 27 percent in that BCU as a whole.

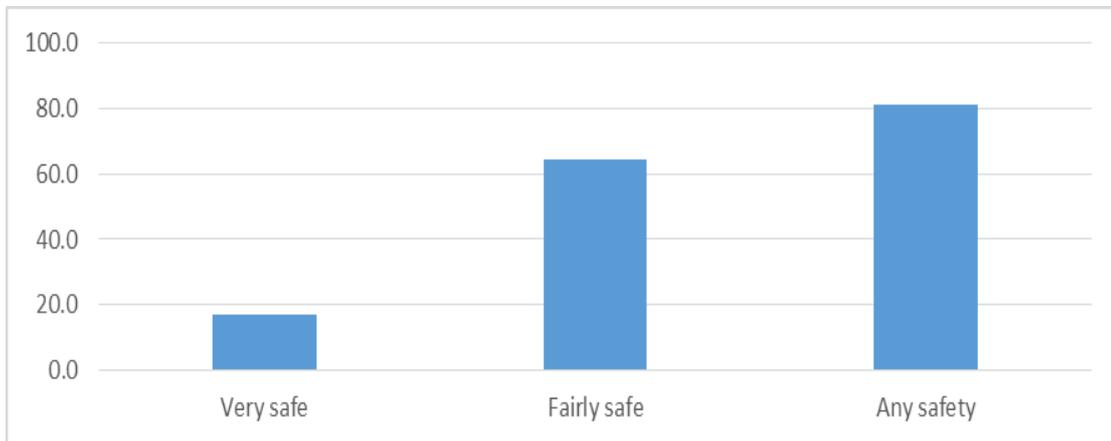


Figure 2.19 Safety Perceptions in Aberdare, 2013

Respondents were asked how satisfied they were with police and PCSO patrols in their area.

- For 2011-13, 10 percent of residents in the Aberdare area were highly satisfied with foot patrol but a larger percentage expressed strong dissatisfaction (17 percent). Full satisfaction with foot patrol was much higher in the Grangetown area for the last three years combined and 1 in 10 expressed strong dissatisfaction.
- In Aberdare, public satisfaction with patrol peaked in 2012 at 40 percent but has since returned to the 2011 level of 36 percent. In contrast, the data suggests that public satisfaction with patrol changed markedly in 2012 for Grangetown residents. In this year of the survey, residents in this area were less likely to express any positive or negative views about foot patrol, although it remained that case that satisfaction outweighed dissatisfaction.

²³ This question is a new addition to the survey and no data was available for Eastern BCU (Grangetown).

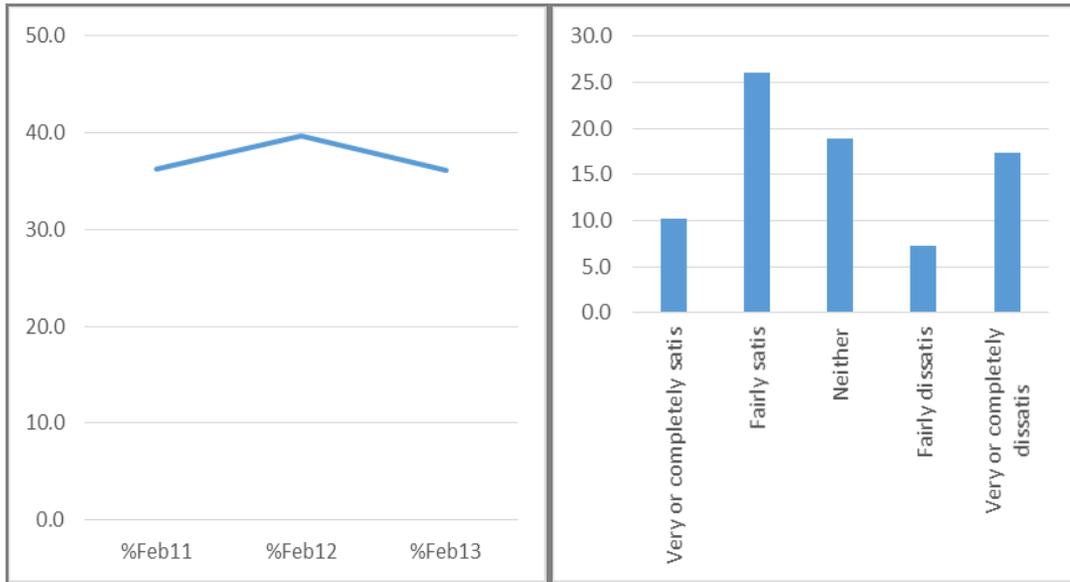


Figure 2.20 Public satisfaction with foot patrol in Aberdare, 2011-2013

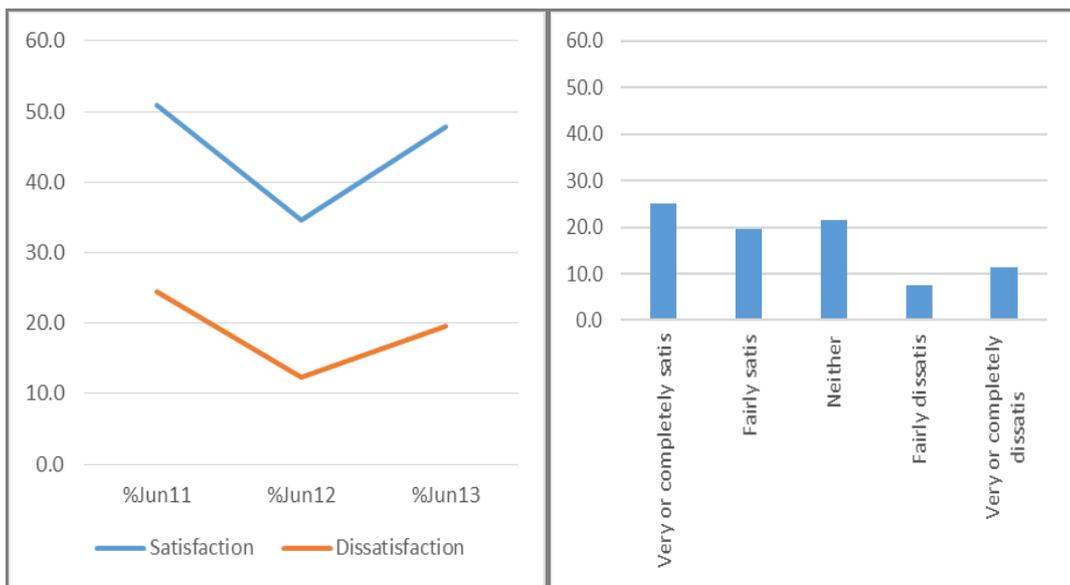


Figure 2.21 Public satisfaction with foot patrol in Grangetown, 2011-2013

In the 2012 and 2013 surveys, the public were asked about police presence in their local area, if they had noticed more police or fewer police on foot or in cars.

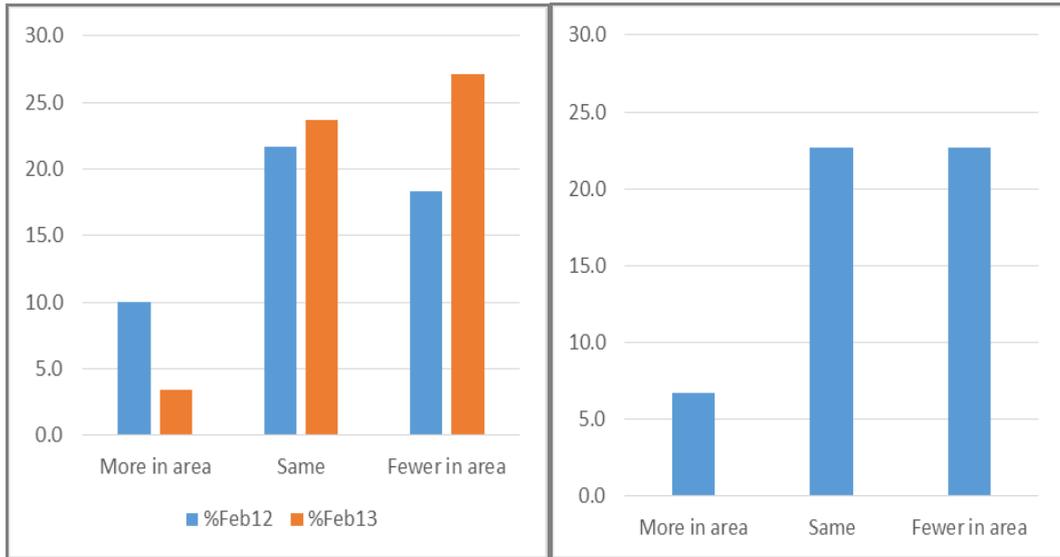


Figure 2.22 Public perceptions of police presence in Aberdare, 2011-13

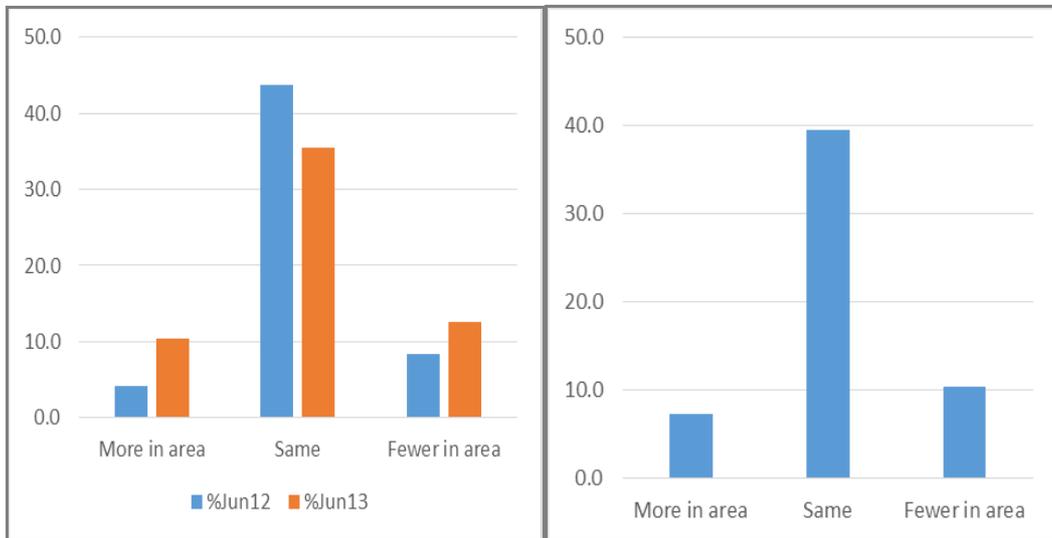


Figure 2.23 Public perceptions of police presence in Grangetown, 2011-13

Approximately 2 out of 10 of the Aberdare public perceived less or the same police presence in in 2012-13. Only a small proportion were of the view that police presence is increasing.

- Between 2012 and 2013, the data shows a marked negative change in public perceptions of police presence in Aberdare; the percentage who say there are more police in their area more than halves owing to a large increase in those who felt less police presence, from 18 percent to 27 percent.

In the Grangetown area, most residents perceived no change in policing presence in their local area. Only a small percentage felt there had been a positive or a negative change for 2012-13.

- However, within this time frame, the data suggests that Grangetown residents have become less likely to endorse the status quo (that policing presence is unchanged). 2013 shows an increase on the previous year in the percentage of people who feel that there are 'more police' in their area and those who feel there are 'less police'. In other words, public perceptions have become more polarised over the last year in Grangetown.

Public confidence in local policing, based on agreement with the statement 'the police deal with matters of concern to the public in their community' was 45 percent for 2011-13 in Aberdare. In Grangetown, public confidence was comparable in the same years at 43 percent.

- Within the last three years, the data suggests public confidence has decreased in Aberdare.
- In Grangetown there has been a modest but consistent increase between 2011 and 2013 in the percentage who disagree that the police are dealing with what matters to the community. However, there has also been a rise of 3 percentage points in police confidence over the last year.

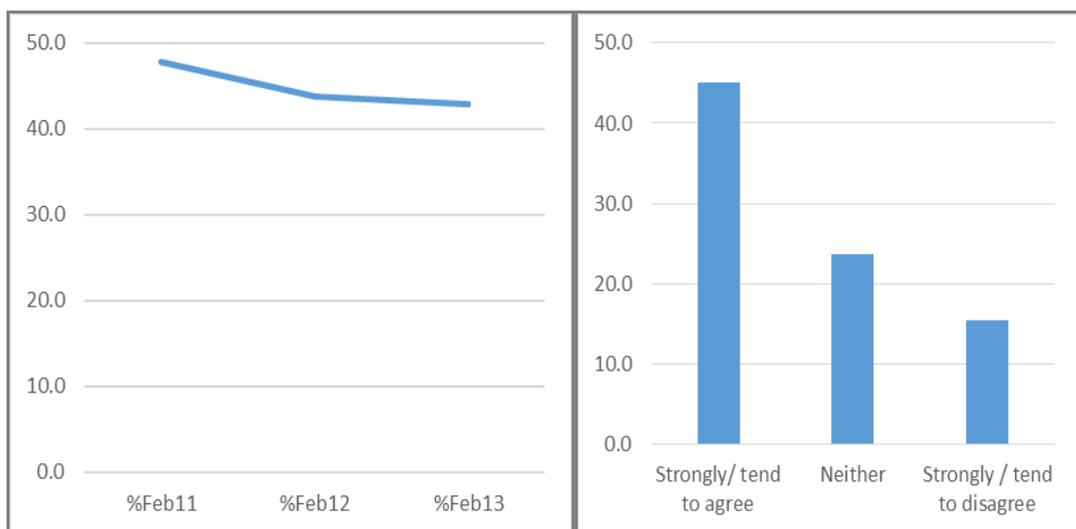


Figure 2.24 Percentage of the Aberdare public who agree 'police are dealing with the things that matter to the people in this community', 2011-13.

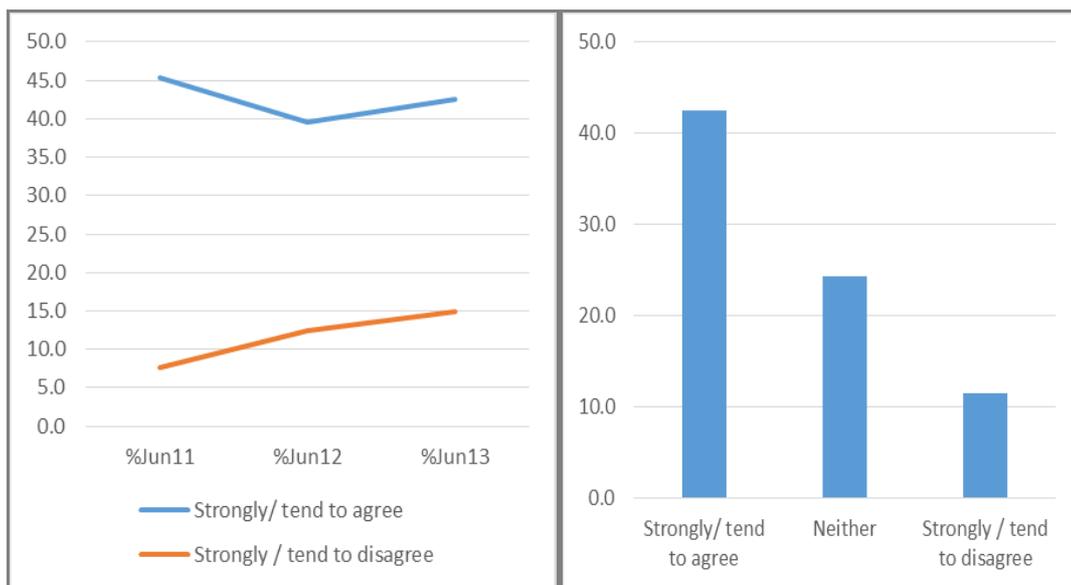


Figure 2.25 Percentage of the Grangetown public who agree 'police are dealing with the things that matter to the people in this community', 2011-13.

2.5.3 Intelligence-oriented Neighbourhood Security Interviews (i-NSI).

In the two CSAs within the South Wales PFA, UPSI were independently involved with projects to understand public perceptions of security using this bespoke methodology. With the agreement of SWP, data obtained via these projects informs this research.

Project 446

In the Cynon Valley, the i-NSI community engagement exercise is known internally as Project 446, conducted with young people and adults in Aberaman North and South wards during November 2013, and an adult only sample in Aberdare East ward in March 2014.

Asked how safe they felt their neighbourhood is, over 58% respondents in the combined Aberamen samples and 72% in Aberdare East said 'safe' or 'very safe'. Nevertheless, over 42% and 52% respectively reported that crime and disorder had caused them fear, worry or to avoid an area in the last 12 months.

Respondents were asked to describe and geographically locate these 'signal' crimes and disorders. Table 2.5 ranks the top 5 issues in each area and illustrates that it is general social and environmental issues, the very incidents most commonly dealt with by CSOs, that trouble people the most.

Table 2.5 Project 446, Top Signals in Aberdare East and Aberaman North & South wards, 2013-2014

	Aberdare (n=88)**	Aberaman (n=205)**
Ranking	Signal Crime/Disorder Type	
1	Groups of Youths	Groups of Youths
2	Dog Mess	Litter
3	Undesirable Groups	Speeding
4	Drug Use in Public	Fly-tipping
5	Litter	Public Drinking

** number of signal crime/disorder problems recorded (Source: Project 446, SWP)

Respondents were further asked to assess the performance of the NPTs in relation to the problems they identified within their neighbourhood (Table 2.6). In Aberaman, visibility, effectiveness and communication were all generally assessed as 'good' or 'very good'. Similarly in Aberdare, assessments tended to be good, although for more than 1 in 5 issues, respondents rated visibility and communication 'poor' or 'very poor', a proportion that rose to a quarter when asked about police effectiveness.

Table 2.6 Project 446, performance ratings for the local Neighbourhood Police

	Aberdare (n=88)**	Aberaman (n=205)**
Neighbourhood Police Visibility		
Very Poor	12.5%	7.3%
Poor	9.1%	4.4%
Average	12.5%	8.3%
Good	31.8%	10.2%
Very Good	30.7%	12.7%
Don't know	3.4%	57.1%
Neighbourhood Police Effectiveness		
Very Poor	16.3%	6.8%
Poor	9.3%	4.9%
Average	24.4%	10.7%
Good	30.2%	9.3%
Very Good	15.1%	9.3%
Don't know	4.7%	59.1%
Neighbourhood Police Communication		
Very Poor	16.3%	6.3%
Poor	6.3%	3.9%
Average	6.3%	8.3%
Good	22.5%	10.7%
Very Good	36.3%	10.2%
Don't know	12.5%	60.4%

** number of signal crime/disorder problems recorded. (Source: Project 446, SWP)

Given these data, it is not surprising that the majority of respondents said they were 'very' or 'fairly satisfied' with their local police as a whole (Aberaman 69%; Aberdare 77%). When asked if anything had happened to increase or decrease their confidence in their local police over the last three months, a number of specific incidents and observations were described by respondents in both areas as detailed in Table 2.7. Increased presence on the streets was often cited as confidence generator, as was ongoing contact with and support from CSOs. Conversely, lack of visibility and communication were likely to decrease overall confidence.

Table 2.7 Project 446, confidence descriptive data

Has anything happened to increase your confidence in local police?	Has anything happened to decrease your confidence in local police?
<ul style="list-style-type: none"> • Because of their quick response • Bigger police presence on the street, see more officers walking around. • Contact and involvement with local PCSO has been very good • Feels as if there are more police officers/PCSOs out and about. • Great response to issues, ongoing communication and support. Regular reassurance visit from PCSO and positive actions taken. • Incident involving a theft, their response was fast by PCSO s and it was reassuring knowing they are around • Local PCSOs working towards off road vehicle offences, specifically one incident where male was sentenced to 6 weeks for riding a quad. • Ongoing PCSO contact, re neighbour issues has been positive. • Police presence and also attending to ask for feedback, customer service • Impressed with the level of response from police and the care shown to her situation. Feels it was an excellent service and felt reassured. appreciates ongoing support from local PCSO • Response shown to issue with dangerous parking outside school gate has been good and there has been some improvement. • See more police/ PCSO around • More PCSOs on the street, people causing problems outside Shepherd's chemist have been dealt with and are no longer lingering around. 	<ul style="list-style-type: none"> • Shop was robbed and no response to a call • They don't do anything • All see them do is ride their bikes • Social disorder in the area has not been dealt with effectively and still continues • Recent news article highlighting lack of police power • The lack of actions taken in relation to some events • Never around • Lack of communication from officers, felt out of the loop. Believe victims need more support from victim support. Was promised to be referred to pathways, however on three occasions the referral was not submitted. • Poor communication by the police over a local issue • Drug dealing in the area, scared to go near that area. Young people are seen drinking in the area and police just walk past and ignore them. • Don't see enough police in the area, so there's no deterrent. Do a good job but need more officers. 101 does not work.

Cardiff Bay i-NSI

In Cardiff Bay, the i-NSI community engagement exercise was conducted with adults in Grangetown and Butetown wards and a sample of young Muslim respondents from the same wards between June and July 2014.

In the combined adult and youth samples over 71% respondents in the Grangetown area said their Neighbourhood was 'safe' or 'very safe' and only a third (34%) reported that crime and disorder had caused them fear, worry or to avoid an area in the last 12 months. In Butetown, a little over a half (56%) said 'safe' or 'very safe' but a similar percentage (56%) reported such issues.

Respondents were asked to describe and geographically locate these 'signal' crimes and disorders: Table 2.8 ranks the top 5 issues in each area. The data show that as well as environmental and social disorder, problems related to the misuse of drugs are particularly concerning to the public, as well as prostitution in Grangetown. This profile suggest the issues faced by CSOs in this area are more complex than in the Cynon valley.

Table 2.8 i-NSI Cardiff, Adult and Youth samples combined: Top Signals in Grangetown and Butetown wards, 2013-2014

	Grangetown (n=81)**	Butetown (n=43)**
Ranking	Signal Crime/Disorder Type	
1	Litter	Undesirable groups
2	Fly tipping	Drug Dealing (public)
3	Undesirable groups	Inconsiderate parking
4	Drug Dealing (public)	Litter
5	Prostitution	Drug use in public

** number of signal crime/disorder problems recorded. (Source: i-NSI Cardiff, SWP)

Respondents were further asked to assess the performance of the NPTs in relation to the problems they identified within their neighbourhood (Table 2.9). In both areas, visibility, effectiveness and communication were all generally assessed as 'good' or 'very good' if assessed at all, although it should be noted that there was a high rate of 'Don't Know' responses, particularly from the young people's sample.

Table 2.9 i-NSI Cardiff, Adult and Youth samples combined: performance ratings for the local Neighbourhood Police

	Grangetown (n=85)**	Butetown (n=33)**
Neighbourhood Police Visibility		
Very Poor	1.2%	-
Poor	3.5%	-
Average	1.2%	3.0%
Good	20.0%	30.3%
Very Good	7.1%	18.2%
Don't know/DNA	67.1%	48.5%
Neighbourhood Police Effectiveness		
Very Poor	-	3.0%
Poor	7.1%	6.1%
Average	3.5%	-
Good	17.6%	30.3%
Very Good	3.5%	12.1%
Don't know	68.3%	48.5%
Neighbourhood Police Communication		
Very Poor	-	-
Poor	3.5%	-
Average	1.2%	-
Good	22.4%	27.3%
Very Good	3.5%	24.2%
Don't know	69.5%	48.5%

** number of signal crime/disorder problems recorded. (Source: i-NSI Cardiff, SWP)

The majority of both adult and youth respondents in both areas said they were 'very' or 'fairly satisfied' with their local police as a whole (Table 2.10). When asked if anything had happened to increase or decrease their confidence in their local police over the last three months, a number of specific incidents and observations were described by respondents as detailed in Table 2.11

Table 2.10 Cardiff i-NSI, confidence and satisfaction in local policing

	Adults (n=37)		Young People (n=18)	
	Grangetown	Butetown	Grangetown	Butetown
Police are dealing with Crime/ASB that matter in the area				
Strongly agree	5%	7%	-	-
Agree	68%	93%	42%	67%
Mixed view	14%		33%	33%
Disagree	9%		8%	-
Don't Know/DNA	4%		17%	-
Satisfaction with local police as a whole				
Very satisfied	32%	40%	17%	17%
Fairly satisfied	54%	53%	50%	67%
Not very satisfied	-	7%	8%	-
Not at all satisfied	5%	-	8%	-
Don't Know/DNA	9%	-	17%	16%
Anything happened to increase confidence in police in last 3 months				
Yes	32%	53%	8%	50%
No	64%	47%	83%	50%
DNA	4%	-	9%	-
Anything happened to decrease confidence in police in last 3 months				
Yes	23%	40%	33%	17%
No	73%	60%	50%	83%
DNA	4%	-	17%	-

Table 2.11 Cardiff i-NSI: confidence descriptive data

Has anything happened to increase your confidence in local police?	Has anything happened to decrease your confidence in local police?
<ul style="list-style-type: none"> • Because of the gates life has got much better in this area. • I feel more reassured as there are more officers present in the area. • I feel reassured having seen numerous PCSOs in the community in order to report an incident • I feel that there is more police officers and PCSOs on patrol in the area. • I have seen more police / PCSOs on the streets which has given me reassurance • I made a report to 101 about litter, i had a quick response and officers attended to deal with the problem. • Introduction of police commissioner who he has met • Dealings with local PCSOs via the medical centre • I feel more reassured as the officers are always visible 	<ul style="list-style-type: none"> • It's seems like there is less officers on the beat. • Response times by police. • Lack of communication with police officer reference recent incident. • Would like to see more police on patrol, visibility of police can make you feel safer. Crime happens when the police are not around • Yes they forcefully arrested an old man in Butetown and he also missed his pray time and this is an example of bad policing • You felt that the police could have stopped the boys going to Syria • I am a witness in a case and I am disappointed that I was not informed by the police at the beginning of the process what was expected of me.

The i-NSI interviews with young Muslim residents were conducted in August 2014 just after media stories about 3 young men from the area traveling to Syria to join Islamic State forces. This external event appeared to have had a big impact on young people's perceptions and attitudes towards police and relationships between appear somewhat strained. A quarter of the total respondents interviewed saying something has happened in the last 3 months to decrease their confidence. Qualitative data suggest that engagement with the local police is not always perceived as constructively by young Muslims as the local CSO team might think, as the following quotations illuminate:

'Nothing good comes from the police for us around here. They treat us, I'm telling you, they treat us completely different from how they should treat us... especially community officers'

[R035]

"they [CSOs] just want you to like, react, so they can do something about it ... they're just trying to make you do stuff so they've got a reason to do something about it. There's only certain things the PCSOs can do and then they have to call backup innit?... and they need a valid reason so they'll do stuff...useless, pointless really"

[R034]

3 Conclusions

This appendix to the final report on our research on the work of Welsh Government funded Community Support Officers has focused on just one of the four Welsh police forces, South Wales Police and, in particular, the chosen Case Study Areas of Aberdare and Grangetown.

Using a variety of quantitative, qualitative and administrative data sources, we have been able to paint an integrated picture of the implementation and impact of the introduction of additional CSO resource within the force area from which a number of key themes emerge:

- **Implementation - Integration and Differentiation:** Across the PFA, the new CSOs have been fully integrated into existing teams and there is no operational differentiation based on funding stream. Indeed as most were recruited and trained alongside new CSOs funded by sources other than the Welsh Government, individuals are often not fully aware themselves who funds their posts, although this information is clear at an HR and management level. Deployment strategy at a local level was the responsibility of the BCU Commanders. In some cases, the new resources were simply distributed according to demand, whereas in others local management took the opportunity to develop new initiatives.
- **Implementation – Activities and Function:** There are contrasts between what is being achieved by the increase in CSO resource in the two Case Study Areas. In the Cynon Valley, where new officers are flexibly deployed over the large geographical area covered by the teams, there is an emphasis on ‘police support’ tasks such as: response calls; victim follow up; fast-time actions around crime investigations. This has resulted in significant frustration among CSOs that proactive community engagement activity and opportunities to develop familiar relationships with communities in their allocated wards are being somewhat neglected. However, specific projects, such as: ‘Project 446’ and ‘Operation Perception’ are now beginning to address this issue. In Grangetown, where CSOs are working across a relatively small geographical area, there are far more engagement and relationship building activities including: regular public meetings; drop-in surgeries; responsibility for managing the team’s Twitter activity. Despite a similar increase in reactive police-support tasks as their colleagues in Cynon Valley, CSOs see many of these as ‘community-support’ and their work is more evenly balanced between the two CSO functions. When

interviewed as part of this research, some frustration was expressed at the lack of available police back up in a high crime area. In a multi-cultural area, engaging with traditionally hard-to-reach groups is seen as a priority and specialist CSO roles have created to directly address the issue.

- **Impact – Crime:** there is no overall change in recorded crime occurrences at a force level when monthly data is indexed from January 2012 although the crime rate in South Wales showed a slight decrease in September 2013 on the previous year. In each case study area, there is very little change on indexed trends on recorded crime occurrences during the period where WG CSOs were introduced.
- **Impact – ASB and Attendance at the Scene:** Force level and case study data shows that CSOs are increasingly part of the response to recorded non-crime occurrences including ASB. Over time, CSOs have become more likely to respond to lower priority calls and to do so as a sole responder type. It is possible to conclude, on the balance of probabilities, that the enhanced numbers of CSOs have had an impact upon the ways and means of the police to respond to such occurrences. CSO impact is more consistently evidenced here than it is on overall trends in the volume of non-crime and ASB.
- **Impact - Public Perceptions of Safety, Trust and Confidence in Policing:** The Beaufort Omnibus surveys shows that CSOs on regular patrol have become increasingly visible to the public in South Wales but that the impact this has so far had on public safety may be less straightforward. Police survey data suggests a number of shifts in public opinion over recent years, although forthcoming data post-October 2013 will be valuable to try and understand the full impact of WG CSOs in this force. In the Aberdare area, negative changes in police presence and public confidence are evident over the last three years. In Grangetown the picture is one of both positive and negative change, perhaps indicative of more divergent public opinion about policing in this area.

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