

Analysis for Policy

Ymchwil gymdeithasol Social research

Number: 11/2015



# The work of Welsh Government funded **Community Support Officers**

Appendix D - Dyfed Powys Police Force Area Report



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Welsh Government Social Research, 26 February 2015

ISBN 978-1-4734-2963-5

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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 Dyfed Powys PFA. It does this by focusing on the selected case study area (CSA) of Tenby.

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 Dyfed Powys Police (DPP) as a whole and in Tenby in particular. Wherever possible, officers funded by the Welsh Government are singled out for detailed investigation (WG-CSOs).

Police recorded data on crime and incidents, including anti-social behaviour, and public perception surveys 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 DPP.

This PFA Report, together with those for North Wales, Gwent, South Wales PFAs and the BTP in Wales, are appendices to the research's final report<sup>1</sup> wherein data are brought together for analysis and discussion at an All-Wales level.

<sup>&</sup>lt;sup>1</sup> 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

National survey data for Wales was first used to report on public perceptions concerning the visibility and 'presence' of CSOs in Welsh communities<sup>2</sup>. 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 PFAs in Wales.

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 DPP, Tenby was chosen as the single CSA, on the grounds that it represents a rural community with significant seasonal, tourist and transient populations.

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

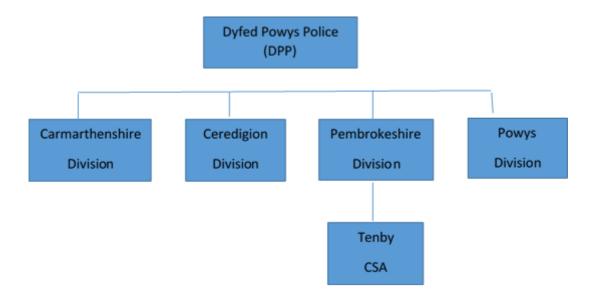


Figure 1.1 Data Structure for Dyfed Powys Police

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<sup>&</sup>lt;sup>2</sup> 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.

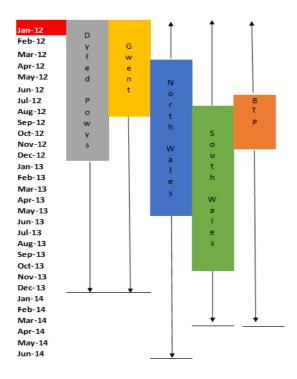


Figure 1.2 The Phased Deployment of WG-CSOs across Wales

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. Dyfed Powys was one of the first to begin this process in January 2012 and it took twelve months to complete.

The data in this report are presented 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?

For Dyfed Powys, these questions are addressed using administrative and HR data on recruitment, in-depth interviews, focus groups with CSOs and an analysis of local media reports in Tenby.

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

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

- CSO attendance at incidents of crime or non-crime, including antisocial behavior.
- Public perceptions of crime, ASB and policing.

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

#### 1.2 About Dyfed Powys Police Force Area

The Dyfed Powys Police (DPP) force area has a population of over 488,000 comprising the counties of Carmarthenshire, Ceredigion, Pembrokeshire and Powys<sup>3</sup>. A popular destination with tourists, DPP cover a land mass of 4188 square miles - more than half of Wales. A key challenge for this force is the effective policing of rural communities. In addition to enhancing public access to police services, the Police and Crime Commissioner for Dyfed Powys has identified police and crime priorities<sup>4</sup> for 2013-18 as:

- · Preventing and tackling crime
- Protecting vulnerable people
- Bringing people to justice
- Ensuring high standards of professionalism
- Spending wisely.

Figures from the 2011 Census show that the population of Dyfed Powys have a rate of unemployment below the national average for Wales, but that their population is slightly older compared to the country as a whole. Carmarthenshire also has a greater percentage of vulnerable individuals with a limiting or longstanding illness.

<sup>&</sup>lt;sup>3</sup> http://www.dyfed-powys.police.uk/en/about-us

<sup>4</sup> http://www.dyfed-powys.pcc.police.uk/Document-Library/Priorities-and-Policies/Police-and-Crime-Plan-Final-Designed.pdf

#### 1.3 About Tenby, Pembrokeshire

Tenby is situated in the Pembrokeshire division of DPP. Both Pembrokeshire and Ceredigion have a high number of second homes<sup>5</sup>, reflecting the fact that this walled, seaside town attracts a large number of holiday makers and its economy is largely based around tourism. According to the 2011 Census, the wards Tenby North and Tenby South have a population of 4,696, a change of -0.5% since the Census of 2001.

The Tenby and Narberth Neighbourhood Policing Team covers the town of Tenby together with the more rural outlying towns and villages including Narberth and Saundersfoot to the north, and St. Florence and Manorbier to the west.

The ethos of Neighbourhood Policing in the Pembrokeshire division is described on their website<sup>6</sup> as:

'The teams will engage directly with communities at all levels in order to identify the quality of life issues that affect people the most. This could include anti-social behaviour, the fear of crime or environmental factors. Working with our partner agencies and with the communities themselves, the aim is to prioritise those issues and provide positive action and feedback. Neighbourhood officers will provide a high visibility presence and a level of service with a 'hands on' personal approach'.

<sup>&</sup>lt;sup>5</sup> http://www.ons.gov.uk/ons/rel/mro/news-release/second-address-figures-published-for-the-first-time/nr-second-address-figures-published-for-the-first-time.html

<sup>6</sup> http://www.dyfed-powys.police.uk/en/in-your-area/pembrokeshire/neighbourhood-policing

### 2 Key Findings

#### 2.1 Who are the DPP WG-CSOs?

This question was addressed by the analysis of police human resources and headcount data for Dyfed Powys police force area as a whole, and qualitative data derived from focus groups and interviews with the NPT and local police management in Tenby.

#### 2.1.1 Recruitment

DPP were allocated 74 WG-CSO posts at the commencement of the project. Recruitment commenced rapidly, and applications for the posts were received from both external and internal candidates. The role specification<sup>7</sup> stated the purpose of the officers was:

"To form part of a Neighbourhood Policing Team, which is dedicated to locally agreed geographic areas. To be visible, accessible, locally known and knowledgeable about the area in which they work. The post holder will work with partners to resolve the problems that matter most to the local people."

Applicants were not required to have previous experience in a policing or allied roles, but were assessed against a number of essential attainments, most notable amongst which were effective communication skills and experience dealing with the general public within a customer service environment. In some specifically identified posts, fluency in the Welsh language was considered essential, whilst in the remainder a commitment to achieve Level 1 ability within the first 12 months of employment was required. Desired personal qualities included decision making skills, a commitment to public service delivery, openness to change, the ability to work with others and professional integrity. All successful candidates were required to attain the Certificate in Policing (3935-03) by the end of their probationary period, together with the work-related Fitness Test and first aid training.

A total of 436 applications for the 74 roles were received across two recruitment campaigns<sup>8</sup>. The first intake of seven officers commenced their 8-

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<sup>&</sup>lt;sup>7</sup> Dyfed Powys Police PCSO Role Specification, Recruitment, Selection and Promotion Dept., DPP Human Resources

<sup>&</sup>lt;sup>8</sup> Monthly CSO Monitoring Reports to the Welsh Government, 2011-2012

week training course on 28th November 2011 and were deployed from 30th January 2012. Four further courses were conducted during the course of 2012 and a total of 72 officers were deployed by the end of December. The two remaining vacancies were held over to a planned further intake in 2013, pending an anticipated need to refill existing posts as a result of an internal recruitment drive for police officers which commenced early in the year. In the event, two officers resigned their posts and a further two had flexible working applications approved, leaving a total of 4.55 full time equivalent roles vacant by June 2013. Two further training courses were commenced in June and September 2013 to fill these and other vacancies arising as a result of staff turnover.

#### 2.1.2 Demographics

Table 2.1 gives a snapshot of the demographic profile of the 70 individuals deployed in WG-funded CSO posts by the end of August 2013 compared with those individuals in Home Office–funded Police Community Support Officer Roles (HO-CSO) and Neighbourhood Policing Team (NPT) constable posts across the force<sup>9</sup>.

For DPP as a whole, incumbents of the Welsh Government-funded posts are almost equally split across genders, bringing the gender balance across all CSO posts within the force to 44% female. This compares to 36% female for sworn NPT constables. 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 one in four recruited being under 26 years of age. When viewed together, 35% of all CSOs in the force fall into this age bracket, 42% are aged between 26 and 40 years and the remainder are over 40.

For Tenby, the incumbents of the Welsh Government-funded roles are equally split between men and women and are predominantly under 30 years of age. They come from a variety of backgrounds including ex-services, personal fitness training, hospital administration and catering functions. Three had previously held positions as Special Police Constables. The three existing HO-funded PCSOs are older and have previously held roles such as Police Constable and Traffic Warden.

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<sup>&</sup>lt;sup>9</sup> Administrative Data, DPP Human Resources

Table 2.1 Neighbourhood Policing Team Demographics, Dyfed Powys Police 2013

	WG CSOs	Funded	HO PCSOs	Funded	NPT Constables
	2013		2013		2013
Gender					
Male	37		44		43
Female	33		31		24
Age Group					
25 and under	37		13		-
26 to 40	25		36		27
41 to 55	7		20		39
Over 55	1		6		1
Ethnicity					
White – British	67		64		64
Any other White Background	1		-		1
Black or Black British	-		1		-
Not Stated	2		10		2
TOTAL	70		75		67

#### 2.1.3 Churn

Given the young age and previous experience profile of the new CSOs, it is possible that the recruitment drive particularly attracted those looking for a route into becoming a police officer. Indeed there is recognition within the local management team that the profile of CSOs tend to fall into two types of individual: those for whom it is a second career in later life; and younger individuals wanting to develop careers in the wider police service.

'[There is] a clear split... you have the more mature people who come in... clear role, clear path they want to follow. We have perhaps some of our retired officers who come into it, that's what they want and they're really sure about what they want to do. I think some of our younger community support officers are obviously keen, umm, I don't know whether you'd see it as a stepping stone but, once they come in and then they see the variety that the role offers and the fact that you can go into the police service, and again it is widening that opportunity' [LMT1]

After no more than two years in the role, four of the six WG-CSOs have recently gone through an internal recruitment process and been accepted to transfer to police constable roles over the coming months. This is a much higher rate of transfer than might ordinarily have expected but, given current limitations on police recruitment, the local management team were not surprised that so many had taken the opportunity to apply when it arose. In fact many of the CSOs themselves commented that they might not have applied this time round were it not for the fact that they did not know when the next opportunity may arise.

Whilst there is recognition that such turnover can impact upon the familiarity of local officers within the community, both CSOs themselves and their senior officers see many positives to this sideways movement of personnel. Most notably, CSOs are considered to have developed a clear focus on the importance of police-community interaction and enhanced communication skills, making them superior police officers. There is resignation that this degree of 'churn' amongst younger officers is inevitable. Interestingly, CSOs are mostly happy in their roles and the impetus behind their decision to become Police Constables (PCs) is very much driven by the lack of development opportunities within the CSO role, as this officer explains;

'I think the role of a PCSO, if there was some sort of structure within it, or there was, I dunno, a bit more progression, I think I would...be quite happy in this role. I think in my career as a police officer I'd want to get back to [NPT PC's] position and do neighbourhoods. So if there was a possibility to do that as a PCSO I probably wouldn't have gone for it, this now'
[PCSO1]

Given that one of the CSO's primary functions is being 'locally known and knowledgeable about the area in which they work', such a degree of

personnel turnover could become concerning to communities in the longer term, with potential to impact negatively upon trust and confidence in policing as a whole. With this in mind, a more managed approach to career progression within the CSO role and the wider police service may be helpful.

#### 2.2 Where are the DPP WG-CSOs?

This question was addressed by the analysis of: monthly monitoring returns to the WG; DPP's Neighbourhood Policing Review documents; qualitative data derived from in-depth interviews with senior management, local interviews and a focus group in Tenby.

#### 2.2.1 Deployment Strategy, Dyfed Powys

At force level, DPP approached the deployment of the new WG-CSOs on an 'additionality' basis. The senior management team at the time were anxious to get the new posts filled and deployed as quickly as possible. Given the allocation of 74 posts matched the number of existing Home Office-funded positions, the initial deployment strategy was simply to double up new and existing posts in the same geographical areas, with some inherent flexibility to meet identified operational needs. The new posts were divided between parliamentary constituencies as outlined in Table 2.2<sup>10</sup>.

**Table 2.2 Dyfed Powys Police CSO Deployment** 

Local Authority Area	Parliamentary Constituencies	CSO Deployment
Carmarthenshire	Carmarthen East & Dinefwr	7
	Carmarthen West & South Pembrokeshire	6
	Llanelli	14
Pembrokeshire	Carmarthen West & South Pembrokeshire	10
	Preseli Pembrokeshire	6
Ceredigion	Ceredigion	12
Powys	Montgomeryshire	9
	Breconshire	5
	Radnorshire	5
	Total	74

 $<sup>^{\</sup>rm 10}$  Monthly CSO Monitoring Reports to the Welsh Government, 2011-2012

There was recognition that whilst these initial deployment plans would enable quick and effective deployment, they would need to remain flexible in order to meet ongoing operational needs. As a member of the senior management team explained;

'[In] Dyfed Powys the issue was to just get them out there in the community making a difference as quickly as possible and then, as time goes on, start looking at whether there is another way of using them. That, you know, is where we are now' [SMT1]

Thirty one (31) of these 74 localities incorporated a Communities First area. In contrast to the WG's initial policy intent to target deployment of the new CSOs to these areas, DPP's strategy was to integrate the roles into existing Neighbourhood Policing Teams. This provided additionality of resource across the force. As a member of the senior management team explained;

'It is correct that the police need to be fully engaged with the Communities First areas, but don't just think that a small number of community support officers is the way to deal with it, you need the full range of policing capability to deal with whatever the issues are. So the important thing is that Neighbourhood Inspectors linked into those communities first areas, but they might actually in some cases need a harder range of policing than community support officers will provide. So .....we decided at that time we would not focus on those areas, but we would actually focus on making them part of neighbourhood teams, and it's the whole neighbourhood team engagement in the communities first area that makes a difference' [SMT1]

Coinciding with the period the WG-CSOs were being recruited, trained and deployed, a number of other organisational changes were occurring within DPP, including the move to a single Basic Command Unit model and the appointment of a new Chief Constable. These changes and the increased resource now available prompted the commissioning of a wide-ranging review of Neighbourhood Policing<sup>11</sup> within the force during 2013. The review proposed creating a more holistic neighbourhood management approach at local level, moving away from the traditional neighbourhood and response

Neighbourhood Policing Review Executive Summary and Structured De-brief Outcomes, Dyfed Powys police, June 2013

policing split to a more problem-solving function for all PCs and the CSOs within the area team. As one of the senior management team explained;

'So some of our proposals, just for you to see the science behind what we are trying to do, is very much about ... everyone being a neighbourhood officer but then in each ward having a manager, which would be a PC, who is your neighbourhood manager and who would be looking at your problem solving issues with your PCSOs. So they would be looking at repeat offending, prevention and of course, reassurance and managing (with other partners) that ward. So we are really paving the way to combined approached to dealing with issues on the ground' [SMT2]

#### 2.2.2 Deployment Strategy, Tenby

The outcome of the deployment strategy and early development of a neighbourhood management approach is clearly seen in the case study area of Tenby. By the beginning of 2014, the Tenby and Narberth Neighbourhood Policing Team included six WG-CSO posts, alongside three HO-PCSO positions and two PCs fulfilling a joint neighbourhood/response function. The team works out of three locations covering Tenby and outlying towns and villages, as detailed in the Figure 2.1.

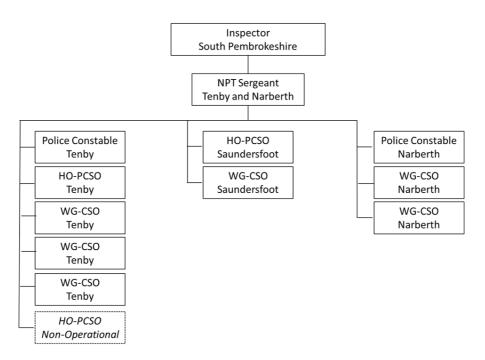


Figure 2.1 Neighbourhood Policing Team Structure, Tenby and Narberth

The large compliment of WG-CSO posts within the team is perhaps not surprising given the importance of the town within Pembrokeshire and the significant transient population in the area during the tourist season. Although the local management team were relatively new to their posts and were not aware of how deployment within the area had been decided upon, they were nevertheless clear that the additional resource was vital to maintaining a meaningful policing service for local communities:

'Saundersfoot which, even though it is a small town, again the transient population it is massive. Manobier, all the outlying villages during that summer period, the increase on the population is absolutely massive. So we have only four covering Narberth, which is a busy market town again. I would say this would have been identified as quite an easy choice in respect of our allocation and additional PCSOs, not only for Tenby town itself. Because we have got a year round thriving night time economy... it is a quite busy central focus I guess, for this part of the county' [LMT1]

Relying as heavily as it does on the CSO posts, the team is fully integrated and there is no distinction drawn between the operational function of the CSO roles based on the source of their funding. Indeed, the local management team struggled to identify which officers are in WG-funded positions without reference to documentation or recollection of their start dates;

'I don't think they have ever been considered different from the force funded, do you? They are an additional resource - same powers, same responsibility we always had...as far as I am concerned they are doing the same job, until [the funding source is] put in front of you, you don't know'
[LMT2]

Similarly for the CSOs themselves, the team do not differentiate between individuals in WG and HO-funded posts. Whilst those in WG-funded positions are generally aware of their status it is, for most, of little consequence as they go about their day-to-day activities. The Welsh Government's desire to communicate its investment to the public via the wearing of a branded badge appears not to be working in Tenby at least, as this exchange from the NPT focus group attests:

[PCSO2]: They gave us all badges as well. Did you guys get a badge? [general agreement] Yes, we got badges for when we are in our shirts rather than our blues.

[PCSO4:] I never got one of them, does that mean I'm not [a WG-CSO] then?

[PCSO2:] I dunno! We all had a little badge that says 'I've been bought by the Welsh Government'!

#### So you have got them but you never wear them?

[PCSO2:] Badges are a bit, um, you don't really want anything attached to your uniform that you don't need

#### Do you feel any different because you are funded by different sources?

[PCSO4:] Well, I haven't got a badge! [much laughter]. No. We're all the same team aren't we? We all work together so, it doesn't really matter where your wage comes from. It's a team, it genuinely is. Everybody gets on well.

Even when individuals were aware of their WG-funded status, they identified first and foremost as police personnel. In another exchange, differentiation by the use of the term Community Support Officers rather than Police Community Support Officers elicited concern amongst the mixed team;

[PCSO1]: The last time that I went up to the Senedd they were talking about changing us from PCSOs to just CSOs, dropping the 'Police'.... We went up to represent the 500 PCSOs and met the MP for Business and, yeah, for the whole of the thing they called us CSOs — Community Support Officers. But they didn't have the Police anywhere in them. The P is important as well and it, that's what we wear a uniform for and we're here to support the police service so yeah, I think we should keep the P.

[PCSO4]: I think it sets you apart, in not a good way, if they dropped it.

This concern of being 'set apart' in some way by virtue of their funding stream appears to be driven by individuals' notions of identity and belonging and was particularly evident amongst those who are going on to develop their careers within the wider police service. The desire not to be differentiated from their

HO-funded colleagues may be working directly against the WG's policy of 'branding' their funded officers and may go some way in explaining why levels of public awareness of its investment are low.

In summary then, it is clear that the WG-CSO posts have been integrated into the local Neighbourhood Policing Team in Tenby as envisaged by the force strategy and the incumbents feel very much part of the extended police family at a local level. With this in mind, the remainder of this report will now turn to the activities of CSOs in general within the team and the outcomes observed at both local and force level.

#### 2.3 What are the DPP WG-CSOs doing?

This section uses qualitative data derived from in depth interviews and a focus group in Tenby, together with a content analysis of local media reports of CSO activity during the evaluation period.

#### 2.3.1 CSO activity in the Tenby Neighbourhood Policing Team (NPT)

The Tenby NPT are engaged in a range of activities across the geographical area they cover, creating opportunities to engage with local residents, businesses and the large, transient tourist population that visits the area every year. Activities can be usefully grouped under the established headings of 'visibility, accessibility and familiarity'. They are designed to provide both reassurance to the local community and a problem-solving mechanism via which to deal with the issues that matter most to people on a day-to-day basis.

The increased size of the team as a result of the additional WG-CSO posts has allowed for far greater police visibility within Tenby town and beyond. Shift patterns are organised such that there is always at least one CSO on duty in each of the three core areas covered by the team. Visible patrol in key locations is a priority function during every shift. A member of the local management team explained the difference the extra resource has made in terms of visibility;

'Before we would have a PC and a potentially one PCSO covering Tenby. Now we have got four PCSOs covering Tenby town, made up of Tenby North and Tenby South, so they're on foot there in town. Their meeting businesses, licensees - interaction is far better than we have ever had before. So they are visible and more involved in the community'

[LMT3]

On evening patrol, the CSO team are providing a reassuring presence in the town centre during busy weekends via Operation Lion. High visibility patrols around the areas where clubs and bars are located is proving successful in deterring drink-related ASB and other issues associated with a vibrant night-time economy, making the town a more pleasant environment for residents and tourists alike. However, the team are frustrated that local contractual issues limit their working hours such that this operation and others cannot extend beyond 22.00hrs. Without exception, the CSOs are prepared to work later hours and can see clearly how this adaptation to their terms and conditions would enhance their role:

"And the drunken culture now has changed from being out at 6 o'clock, all the way through to drinking at home until about half nine, ten and then going out cos the clubs are open 'til 3 so...we go home at 10 just as everyone's coming out"

[PCSO1]

Providing an accessible service to the local communities within this largely rural area of Wales is of great importance to the team in Tenby. Closure of many police station front counters in recent years, including the main station in Tenby, has led to the need to think creatively about how and where they can provide opportunities to interact with the public. The availability of a mobile police station, shared with the Pembroke Dock NPT, has been particularly valuable and is used extensively by both teams on a rota basis. During the tourist season it is parked up in the town centre to provide an easily accessible point of service for tourists and residents alike, which the team believe to be highly valued. CSOs also make use of the facility to take their services to more remote areas and community groups, most notably local schools. A bigger team, devoted to community issues, has allowed a significantly greater amount of activity in this regard;

'Success in relating is a big one. We do not have a front counter here at the moment, staffed, but we use a mobile police station staffed by our community support officers to go out, and more rural areas. For the accessibility side of things it is a big, big plus, whereas before we did not have the numbers to actually be able to do that. So that is huge, huge'

[LMT3]

Other public consultation activities include Partners and Community Together (PACT) meetings which have proved more successful in some areas than others. In Saundersfoot, these meetings have become a significant engagement intervention, regularly attended by 20 or more people. More than just an opportunity to identify community concerns, they have become community events, kept fresh by hosting guest speakers from different agencies. In Tenby town itself, PACT meetings are poorly attended and in common with many other areas around the country, the team are currently looking at ways to "revamp" their offering in this regard.

Local surgeries and specific user group meetings are also proving successful as engagement tools. In Narberth, surgeries are held in convenient local stores, whilst in Tenby they are held regularly in a number of locations including local schools. In all instances they are heavily reliant on the expanded CSO team to organise and run them, with PC resource purely as back up. A local PC explains how crucial the team have become in providing an accessible service:

'They do all the hard work – going up to schools, they arrange all these surgeries and I tag along with them really, as a PC. But it's just that link between PCSOs and PCs. Sometimes I think you get some PCs who think they are not worth their role and it's policing on the cheap, but they certainly do their job well. And if they're out there they're being seen but the public and that's what they want. And unfortunately there's not enough PCs to do that either, and I'm not just saying NPT PCs but PCs, there's not enough. But they are what the public see and that's what they want to see'

[NPT1]

The familiarity of officers within the communities they serve has long been recognised to be at the heart of public trust and confidence in policing, and it is this aspect of the role of the CSO in Tenby that appears to be prioritised.

The team spend a considerable amount of their day understanding and getting to know their "patch" and the individuals within it, playing an active part in community events in order to strengthen cohesion.

Much of the engagement work done in Tenby focuses on getting to know young people in the area in an attempt to reduce ASB. Surgeries in schools and general interaction with young people on the street has, they believe, created a more effective enforcement paradigm:

'If we can get a good rapport with them when we meet them in school or in the street, when we do have to tell them to move on or, if its smoking confiscating their cigarettes or drinking, I think we've got a better approach to talk to them from the offset because they know who we are. And then more often than not they'll listen to us'

[PCSO3]

Understanding the issues facing young people in this part of Wales has helped to create a relationship whereby CSOs have come to assume the role of 'life coach' for disaffected youth, providing career guidance and other forms of help to discourage anti-social and criminal behaviour. One CSO even used her local knowledge and relationships to find apprenticeships for young people in local businesses.

More generally, there is evidence that CSOs recognise the value of local familiarity to community intelligence gathering, a skill some believe is lacking amongst some sworn police officers these days:

'I think it's important, you know, we see different faces than a police officer would see....years ago the police officer would know all the characters in the towns - maybe the drunks or whatever, those that are sitting on the benches in the summer time, the old boys. I think 9 times out of 10 they wouldn't have a clue if I said somebody's name in Tenby, cos they only people they know is the people they've arrested. Bad people if you like. Now, we know both....We see the same people every day, stop and have a natter with them. They're the people that tell you things'

[PCSO4]

One of the key functions of the CSO role is to provide reassurance to communities such that they feel more secure in their everyday lives and there is evidence that this is an important aspect of the job for the Tenby CSOs, who described spending time visiting isolated and vulnerable members of the community whenever they can. Establishing a familiar, reassuring policing presence assumes particular salience when communities are faced with critical incidents in their midst. In Tenby, the suicide of a school boy within the grounds of a local school was one such incident where CSOs played an important role in dealing with community reaction alongside the police investigation, as a member of the local management team describes:

'A teenager took his life at a school in Pembroke and it happened during the school day....at the school, near the front door, took his life. We show up, you know, the PCs and sergeants to deal [with it]. So I said, right everyone. We were just at change over time as well so I had my early turn PCSOs and late turn and I said no-one goes home, we are all going up there. So the police do the police-y thing of crime scenes and tape and this and that. And then, when you turn around and see what the PCSOs are doing, the engagement they had with the children. A lot of it was on a first, name to name and I know this person, I know that, "how are you?", there were arms going round the children and "don't worry" and the PCSO team, you know, they managed that and they didn't need any direction. And it was that level of interaction that they had that made that awful situation, you know, more tenable for the school community'

[LMT2]

There can be no more stark an example of the value of familiarity in managing crisis situations than the disappearance of 5 year-old April Jones in the small Powys town of Machynlleth in October 2012<sup>12</sup>. The extensive search that followed and subsequent charge and conviction for April's abduction and murder had a profound impact on the close knit, rural community and the force was quick to deploy its CSOs to manage this impact on the ground. The ability to be flexible with resources in this way is a key part of the strategy developed by DPP when considering deployment of the additional WG-CSO resources, as a member of the senior management team describes:

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<sup>12</sup> http://en.wikipedia.org/wiki/Murder of April Jones

'Even though we only have two designated PCSOs in Machynlleth, I can assure you we have more than two there at the moment. Because ours is such a rural force, with the topography spread so vast, we have to sway our resources a bit. So all be it we have designated wards if you were for PCSOs, where there are serious crimes we will move our PCSOs and neighbourhood policing officers around, because at that point a community may need more reassurance, so we have to be flexible with our resources. We try and communicate that to our communities through our surgeries'

[SMT2]

By embedding themselves into the community, the team in Tenby have also developed a number of creative problem-solving mechanisms to tackle neighbourhood issues. In the town centre, working closely with local licensees to manage and enforce public house banning orders for persistent trouble makers has done much to improve ASB related to the night-time economy. There is use of restorative justice interventions in a number of cases and in Saundersfoot, the two local CSOs have developed an innovative, community driven process for helping to monitor the progress of school children on report which seems to be paying dividends;

'A couple of them were getting into trouble at school, they were on reports, um, so me and [CSO] decided to open up the nick, our little police station, and every time we see them we check their report cards. A lot of these kids come from homes where their parents don't really take the time...they need structure, they need someone to be monitoring them. And they like it, as much as they might say this is silly, every time I see them I say I want to see your report. If they've got ticks or crosses we go through them ... talk to them about problems...but talk to them like normal, not from a police-y point of view. Since we've started to do all that we've had no anti-social behaviour in Saundersfoot... But that wasn't down to just me and [CSO], it was everybody. And getting the community involved as well, because now when they see these kids they say, other members of the community, say hello to them because they're not sort of causing trouble, so they feel involved. They feel like they've got a stake in Saundersfoot now"

[PCS02]

As far as enforcement powers are concerned, DPP has the most extensive range of CSO powers in Wales (see Appendix H of the main report), a fact that is not lost on the Tenby team. Nevertheless, there is universal frustration that some powers are not open to them, most notably the ability to issue Fixed Penalty Notices for vehicle obstruction. An issue of some concern to local residents, officers believe the ability to act quickly to deal with inconsiderate parking without the need to "bother" their hard pressed PC colleagues would add credibility to and public confidence in their role. Similarly, Section 27 powers to disperse and the ability to enter licensed premises alone are seen as important tools missing from their toolkit. That said, the team generally recognise the enforcement aspects of their role as secondary to those devoted to the development of community cohesion and management of neighbourhood problems, a point put very eloquently by one WG-CSO;

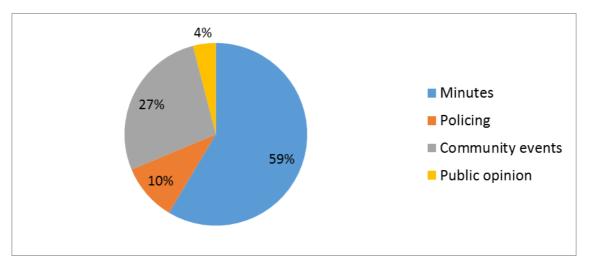
'Powers, it would be nice to have a few more but there's more than one way to skin a cat. But having time to skin that cat, it's important' [PCSO2]

#### 2.3.2 CSO activity reported in the local media

A different perspective on CSO activity in Tenby can be gauged from an analysis of how they are reported to the public via the local media. An analysis of the local paper, the 'Tenby Observer' was carried out for all CSO-related news items reported between 2011 and 2013 using the search term "PCSO". This found a total of 48 news items where PCSOs are specifically mentioned. On twenty eight (28) occasions, individual CSOs were mentioned by name in media articles, suggesting a great deal of familiarity within the community.

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<sup>&</sup>lt;sup>13</sup> Available in print weekly and freely accessible on-line with an estimated circulation to 54% of Tenby households http://www.nsdatabase.co.uk/newspaperdetail.cfm?paperid=1041



Source: Tenby Observer newspaper

Figure 2.2 Source of media reports about PCSO activity between 2011 and 2013

Figure 2.2 shows that the majority (59%) of CSO reported activity in the newspaper is from the minutes of Community Council meetings and similar. Over a quarter of news stories pertain to their positive involvement in local events that can be characterised as 'community building' type activities. This includes individual CSOs participating in the following ways:

- As a talent show judge;
- By baking a cake;
- Being Santa's helper;
- Organising community cycles and sponsored walks with schools;
- Presenting cheques to community groups.

A much smaller percentage of news stories relate PCSOs directly to policing matters. This is confirmed in Table 2.3 which shows that PCSOs are much more commonly reported in connection with issues of traffic, environmental disorder and dog fouling than they are with ASB or crime. Indeed, over the evaluation period, it is evident from the newspaper reporting that local PCSOs were amongst those granted an additional power to issue on-the-spot fines for dog fouling in response to continuing community concerns expressed about this issue.

Table 2.3 Media reports of community problems involving CSOs, 2011-13

PROBLEM	No. reports
Anti-social behaviour	4
Crime	2
Environmental Disorder	12
Dog fouling	9
Street cleaning	1
CCTV	2
Traffic	14
Speeding	6
Parking	4
Other vehicles*	4
Social disorder (youths)	4

Source: Tenby Observer newspaper \* quad bikes; scooters and skateboards

The next section of this report considers the impact of increased CSO resource in Dyfed Powys and Tenby. How far have the changes to CSO resource made a difference to the police response to recorded crime and antisocial behaviour, as well as to public perceptions of policing?

#### 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 Dyfed Powys relative to other Welsh forces. Monthly trends for crime and non-crime incidents, including anti-social behaviour are presented for Dyfed Powys PFA and for the wards of Tenby. These data are indexed to January 2012 – the latest date before any police force deployed a WG CSOs in their area - to facilitate comparison between Welsh forces.

#### 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.

Dyfed Powys police force had the lowest number of recorded crime offences over this time period and the lowest rate of offences out of all the Welsh forces. They saw a 10 percent decrease in recorded crime from the previous year, well above the national percentage decrease of 5 percent and second only to North Wales police (Table 2.4).

Table 2.4 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	
<b>Dyfed Powys</b>	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	

 $\textbf{Source:} \quad \underline{\textbf{http://www.ons.gov.uk/ons/rel/crime-stats/crime-statistics/period-ending-september-statistics/period-e$ 

2013/index.html

These figures for Wales mirror a fall in recorded crime by police forces in England between 2012 and 2013 of 6 percent. The overall trajectory of falling crime in recent years is further supported by lower levels of reported victimisation by members of the public interviewed in the Crime Survey for England and Wales between 2011 and 2013<sup>14</sup>.

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.

 $^{14}\,\underline{\text{http://www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcm\%3A77-326518}$ 

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Whilst the overall number of PCSOs has increased as a result of the investment from Welsh Government, 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 or incidents over the period of WG CSO deployment is associated with additional overall policing resource.

Figure 2.3 shows that for the force area as a whole, there was no overall change in the monthly volume of recorded crime over the period where WG CSOs were deployed relative to January 2012.

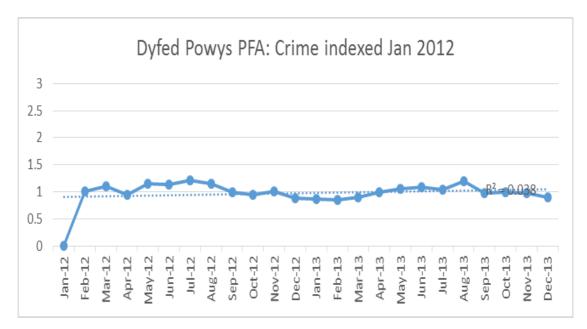


Figure 2.3 Indexed trend in police recorded crime in DP PFA

The same analysis for Tenby wards shows an overall decrease in recorded crime relative to January 2012, although the trend is highly seasonal, with peaks in offending clearly evident during the Summer months.

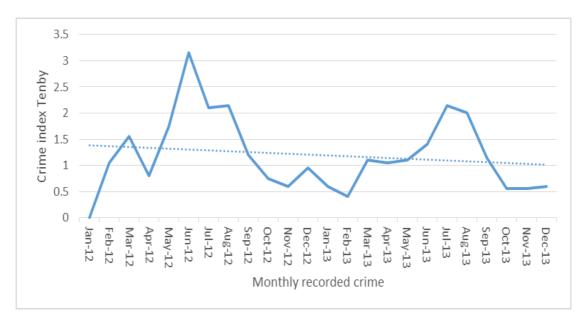


Figure 2.4 Indexed trend in police recorded crime in Tenby

#### 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 2.5). 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 therefore not directly comparable and it is probable that these changes in recording had an impact on the incident rate<sup>15</sup>.

Table 2.5 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

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<sup>\*</sup> calculated per 1,000 of the population.

<sup>&</sup>lt;sup>15</sup> It is estimated that only around one-third of ASB incidents are reported to the police (HMIC, 2012) and it should be noted that the police are not the sole agency involved in responding to antisocial behaviour.

Dyfed Powys had an incident rate per 1,000 of the population of 46 for antisocial behaviour in 2012/13, greater than the incident rate of recorded crime in the same year (36) and higher than for any other Welsh police force.

Using data from Dyfed Powys Police on the monthly volume of non-crime recorded incidents, Figure 2.5 shows no overall change in the 23 months following the first deployment of a WG CSO in this area. This applies to all non-crime incidents and to incidents that were identified as ASB.

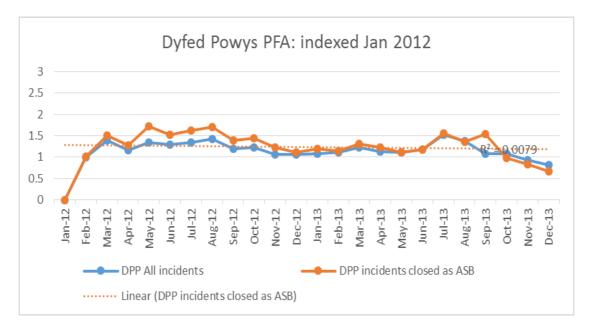


Figure 2.5 Indexed trend in police recorded non-crime incidents in DP PFA

In Tenby the data suggests no overall change in the volume of antisocial behaviour relative to January 2012 (Figure 2.6). It is, however, clear that ASB in Tenby follows a seasonal trend; there are marked increases in ASB during the tourist season and lows during the winter months.

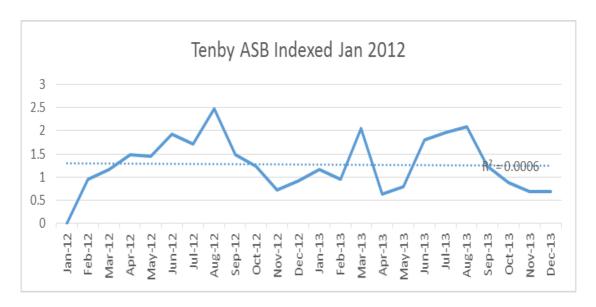


Figure 2.6 Indexed trend in police recorded ASB incidents in Tenby

#### 2.4.3 Time trends in any CSO attendance at the scene

To explore the impact of the additional CSOs further we have examined trends in police recorded crime and non-crime incidents where 'any CSO'<sup>16</sup> (whether WG or HO-funded) was recorded as being both deployed and in attendance at the scene. Figure 2.7 shows:

- The percentage of recorded crimes with a CSO at the scene remained fairly static throughout 2013, a time when this force had its full complement of WG-funded CSOs although overall this does represent an increase on previous years (see Table 2.6).
- By contrast, there has been a steady increase in the percentage of recorded non-crime incidents where a CSO is at the scene, from 7 percent in January 2012 up to 20 percent towards the end of the following year.

It is possible to conclude therefore that, coinciding with the deployment of additional CSOs across Dyfed Powys as a whole, there has been a prolonged increase in their attendance, particularly at non-crime incidents.

<sup>&</sup>lt;sup>16</sup> 'Any CSO' can include single or multiple CSO response or a CSO in combination with any number of warranted officers.

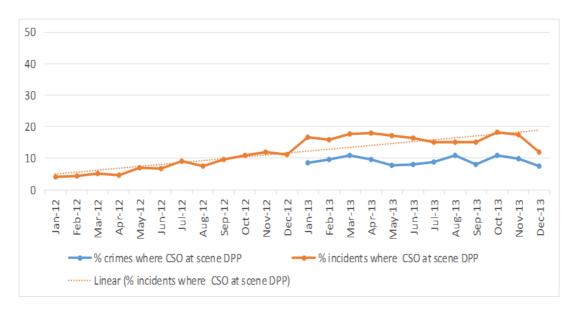


Figure 2.7 Percentage of crimes and incidents with a CSO at the scene – Dyfed Powys Police

Figures 2.8 and 2.9 map these changes for each ward of Dyfed Powys police force area, using geographical co-ordinates linked to each recorded crime and incidents classified as ASB.

The figures compare CSOs at the scene before and after the introduction of WG-CSOs, thereby reflecting a time period (2011-13) where 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 those classed as anti-social behaviour and is far greater than it is for crime.

#### For both crime and ASB:

- The degree of change in any CSO attendance was not uniformly spread across all wards within the DP 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 incidents was too small to calculate in a robust way.

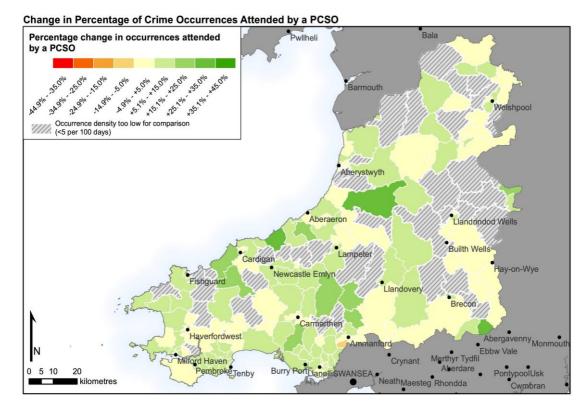


Figure 2.8 Ward level change in CSO attendance at crime - DP

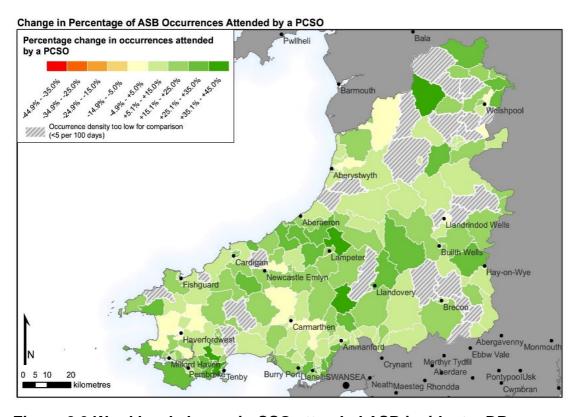


Figure 2.9 Ward level change in CSO attended ASB incidents: DP

Within the case study area of Tenby, Table 2.6 shows annual changes in the percentage of crime incidents and ASB incidents where any CSO was recorded as being deployed and at the scene between 2011 and 2013.

Table 2.6 Any CSO attendance at crime or ASB in Tenby, 2011-13

Tenby	2011	2012	2013
	(Pre WG CSO)	(Deployment)	(Post Deployment)
Total recorded crime	406	341	253
% crime with CSO	3	4.7	11.5
Total recorded ASB	469	413	373
% ASB with CSO	2.6	9.0	27.6

There is a year-on-year increase in the percentage of both crime and ASB occurrences where any CSO was recorded at the scene in Tenby.

- Before the new CSOs were introduced in 2011, there was little difference in CSO attendance for crime and ASB.
- Since the WG investment, the increase in CSO attendance for ASB far exceeds that of crime, with over one-quarter of ASB incidents in Tenby including a CSO in the police response in 2013.

In 2013, where around 1 in 10 recorded crimes involved a CSO in the police response, this was most common around the peak seasonal times of local offending. To some extent the extent of CSO involvement tracks demand, as shown by co-occurring peaks in recorded incidents and CSO attendance.

Looking at a monthly trend for all non-crime incidents in Tenby shows a modest increase in the number where any CSO is recorded as being tasked and in attendance at the scene (Figure 2.10). This increase coincides with when all WG CSOs were in post in Tenby NPT.

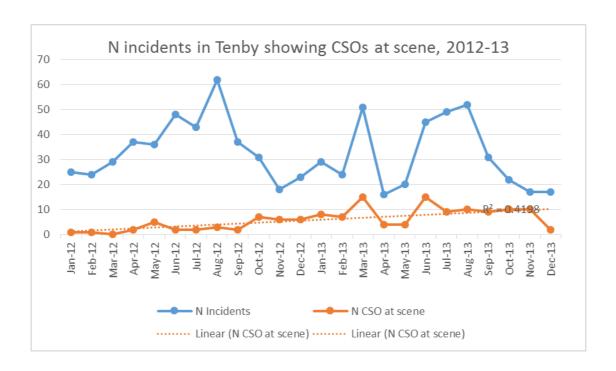


Figure 2.10 Number of incidents showing number attended by a CSO in Tenby

Together these findings suggest that, coinciding with the introduction of WG CSOs in Dyfed Powys, there is more evidence of an impact on the CSO/police response to recorded crime and non-crime incidents than there is on the overall volume of crimes and incidents. Given the considerable surge in CSO resource evidenced in Tenby, this may not be altogether surprising. Although the data are insufficiently detailed to be able to explore what exactly is being done by CSOs at the scene or how far they attend with warranted officers, it is possible to infer that the increased headcount is having an impact on how the forces respond, particularly to lower level incidents.

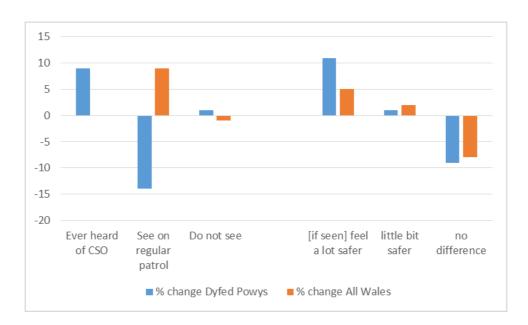
#### 2.5 Impact on Public Perceptions

This section uses survey data available from the Beaufort Omnibus survey and Dyfed Powys police surveys 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 Tenby during this time.

#### 2.5.1 The Wales and Dyfed Powys 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 2.11 for all of Wales and for Dyfed Powys in particular.

- In Dyfed Powys, there was a positive change in CSO familiarity between these two years (+9 percent) and this was unique among forces in Wales.
- There was a sizeable negative change in the percentage of the Dyfed Powys public who reported 'regular' sightings of foot patrol. This contrasts with the national trend and may owe in part to the rural geography of this police force area.
- The Dyfed Powys public who had seen foot patrol became less likely in 2013 to say that this made 'no difference' to their safety (-9 percent) and were more likely to respond that they felt safer, most notably 'a lot safer'. This change for Dyfed Powys was larger than for Wales as a whole.

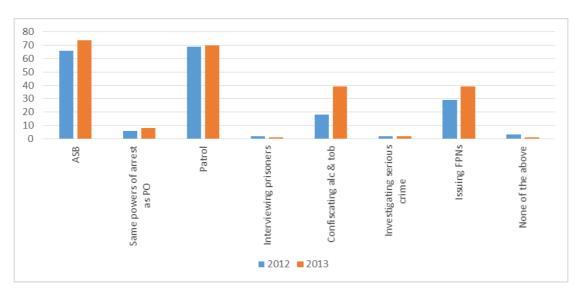


(Source: Beaufort Omnibus Survey 2012 and 2013).

Figure 2.11 Percentage change in public perceptions for Wales and Dyfed Powys

Within Dyfed Powys, change perceptions from the same survey are presented in figure 2.12 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 Dyfed Powys 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, there was a slight rise in those who believed CSOs to have powers of arrest in 2013 from the previous year.



(Source: Beaufort Omnibus Survey 2012 and 2013: base Dyfed Powys UAs).

Figure 2.12 Change in public perceptions of the CSO role, Dyfed Powys

#### 2.5.2 DPP surveys of public attitudes in Tenby

Public perception data is examined for Tenby residents to get a more localised picture of how people living this area view their policing and the crime and ASB issues affecting them.

The data available for 2012 and 2013 is an amalgamation of different sources that include: a Citizen's and Community panel, postal paper surveys, a Community Consultative Group and web-based surveys<sup>17</sup>. In 2012, a total of 125 members of the public can be identified from their postcode as being

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<sup>&</sup>lt;sup>17</sup> These surveys rely on non-random, self-selecting samples and cannot therefore be considered representative of public opinion. In Tenby, the views of younger age groups are under-represented: in 2012, only 18 respondents were under 45 years of age and this was zero in 2013. This needs to be taken into account when interpreting these findings and how far they can be generalised.

resident in Tenby and in 2013 this number is 52. Where possible, comparisons are drawn from these two years of data but because most of the questions were asked differently in each year, only a limited number of direct comparisons are possible. The much smaller sample size in 2013 must also be taken into account. In common with many surveys of public perceptions, the Dyfed Powys questions do not single out PCSOs from police officers but include them together.

In 2012, the vast majority of Tenby residents reported that they came across the main types of crime 'never' or 'rarely'. Burglary (including theft) and drug-related crimes were most commonly perceived, with 1 in 3 reporting drug crime 'sometimes', 'often' or 'frequently' (Figure 2.13).

In the same year, a greater percentage of the public were affected 'often' or 'frequently' by anti-social behaviour. Most commonly this was speeding (42 percent), rubbish and littering (32 percent) and vehicle problems (25 percent).

However, a different question in 2013 shows that despite encountering these kinds of problems more frequently, the Tenby public were more likely to be concerned about crime (13 percent) than about anti-social behaviour (7 percent).

The most common issues of concern to Tenby residents concerned traffic (21 percent) and the physical environment (17 percent) and are reflected in areas of activity reported by CSOs deployed in Tenby earlier in this report.

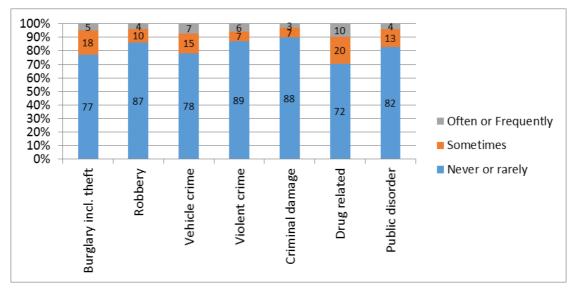


Figure 2.13 Crime perception in Tenby, 2012

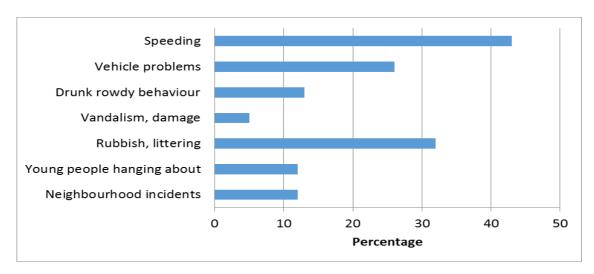


Figure 2.14 Percentage affected 'often' or 'frequently' by ASB problems in local area, Tenby 2012

In 2012, visibility was perceived as the single most important aspect of the police and PCSO role, with the public placing greater importance on street patrol than sightings in vehicles. The publics' perceived ability to contact police and PCSOs directly was also rated as highly important to a majority of people, more so than communication via meetings.

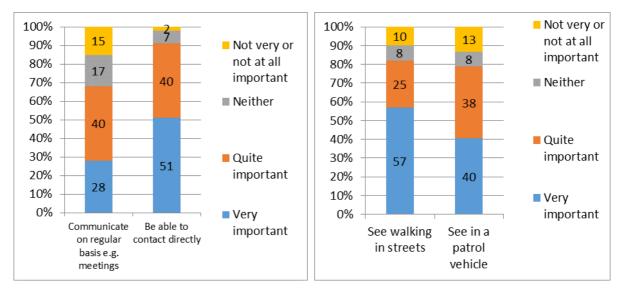


Figure 2.15 Perceived importance of the police and CSO role, Tenby 2012

In 2013, visibility was the most frequently mentioned response given freely to the question 'What should police be doing to reduce crime and fear of crime?' Patrol visibility was the most commonly stated policing priority given by the Tenby public (double that of anti-social behaviour and traffic).

There exists a large public perception gap between desired and actual police and PCSO visibility among Tenby residents:

- The public clearly desire very high levels of visibility from their police and CSOs, with more than half wanting to see them at least once a day and 2 out of 10 wishing to see them several times a day.
- In reality, only 30 percent see police or CSOs on a daily basis and one quarter of people report that they never see them at all.

The majority of Tenby residents (52 percent) surveyed in 2012 rated their local police as 'excellent' or 'good' with 1 in 10 describing them as 'poor' or 'very poor'. The proportion of 'poor' ratings was unchanged in 2013, but respondents were more likely to view the police as 'fair' than 'good' or 'excellent'.

 The same questions about local police confidence asked in 2012 and 2013 surveys show a fall in the percentage of Tenby residents who agreed that 'police were dealing with things that matter to people' (-7%) or that they 'felt informed about local policing issues' (-16%)<sup>18</sup>

Table 2.7 Public perceptions of local policing: themes from free-text survey responses, Tenby

2012	2013
Helpful	PCC
There when needed	Low crime rate
PCSOs known and seen	Quick response
PCSO regular clinics	
Low crime	
Never seen, especially in remote areas	Lack of visibility
Police station closures	Lack of community engagement
Police presence only after crime	Contingent visibility <sup>19</sup>
	Station closures
	Failure to tackle pub culture

<sup>&</sup>lt;sup>18</sup> Differences in the sample size of the surveyed Tenby public and the skewed age distribution in both years of data must be taken into account as the data does not provide a representative sample of the public.

public.

19 Perceived by the public only to be visible when there's trouble or during a 'food run'. Not visible when the public want or need them to be seen.

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Table 2.7 summarises the positive and negative opinions expressed by members of the Tenby public in free-text responses to the surveys.

- The low crime rate forms a positive part of public appraisals of their policing, in both years, as does a timely police response.
- In 2012, PCSOs were specifically mentioned in positive regard for their familiarity and visibility, as well as regular clinics in the Tenby area. The following year, some members of the public were more negative about PCSOs and compared them unfavourably with police officers. This is illustrated by the following free-text responses given to the survey questions:

"We see very little of them, definitely need a stronger presence in the town centre at weekends and holidays. I have only noticed PCSOs lately, no police officers"

[Female, 55-64, Tenby 2013]

"A police constable on the beat makes the pubic feel secure, a PCSO does not have the same effect. Most people would rather trust an officer" [Male aged 55-64, Tenby 2013]

"I consider the quality of Dyfed Powys officers to be of a high standard. The quality of some PCSOs leaves a lot to be desired"

[Male, 55-64, Tenby 2013]

These extracts suggest that members of the public are cognisant of a policing presence on their streets and do in fact discriminate on sight between police officers and PCSOs.

However, the police survey samples are heavily skewed towards older age groups, making it is problematic to infer that the opinions stated above are shared to any degree by younger age groups in Tenby. This report has shown that CSOs in Tenby engage with young people and the experiences and contacts younger age groups have with the police is likely to be different than for older age groups who can perhaps more readily recall the days that pre-date the introduction of any police community support.

Owing to the very limited public perception data on adults under the age of 45 collected by the Dyfed Powys police surveys, it is only possible to look at younger views using a combined sample of data from the Beaufort Wales Omnibus survey for Dyfed Powys as a whole.

- Out of a total of 84 adults aged between 16 and 34 surveyed from this
  police force area, 86 percent had heard of a Community Support
  Officer, compared with 91 percent of 35 to 54 year olds and 83 percent
  of adults aged 55+.
- The 16 to 34 year olds in Dyfed Powys were the age group least likely to say that they had 'never' seen a CSO on patrol.

There is some suggestion in the data that the public recognise the different balance of powers that CSOs have compared with police officers in their appraisal of them, in a way that can be positive or negative:

"PCSO Jim Moffatt is excellent and has a lot of support. It's a shame he does not have more powers"

[Male, 45-54, Tenby 2012]

On this occasion, this message had been communicated to a member of the public by the police themselves:

"When I tried to contact a PCSO [about a shop theft] I was unable to do so but was advised by the main police station not to do so because they have no powers"

[Female, 45-54, Tenby, 2012]

#### 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, Dyfed Powys Police and, in particular, the chosen Case Study Area of Tenby, Pembrokeshire.

Using a variety of quantitative, qualitative and administrative data sources, we have been able to paint an integrated picture of the implementation and impact associated with additional CSO resource. A number of key themes emerge:

- Implementation Integration and Differentiation: It is clear from data collected in Tenby that the new CSOs have integrated fully into the existing Neighbourhood Policing Teams, as envisaged by the force deployment strategy. WG-CSOs are working alongside existing colleagues, both traditionally funded PCSOs and warranted officers in such a way that no differentiation based on funding stream is apparent in their day-to-day work or management. Whilst integration has enabled a cohesive and effective approach to neighbourhood management within the NPT, there appears to be a lack of differentiation between WG- and HO-CSOs amongst the public. Whilst recognition of CSOs in general has improved, public awareness of the WG's investment in CSO resource is very low and has remained static over time.
- Implementation Activities and Function: The surge of additional resources is making a considerable difference in what can be done at local level in Tenby. With additional resource the NPT has the capacity to devote CSO time to problem solving, low level crime and ASB issues and community engagement activities that are reflective of, and responsive to, the priorities that appear to matter most to the public. The development of strong community relations has enabled novel problem solving interventions to be put in place and there are signs that the community are engaging in such a way as to allow true co-production of solutions to local issues to develop. Whilst CSOs are involved in 'police support' activities the balance of their role is weighted towards a 'community support' function.

- Impact Crime: there is no overall change in recorded crime at a force level when monthly data is indexed from January 2012, although the crime rate in DP is decreasing and low relative to the other Welsh forces. In Tenby, an overall small decrease in recorded crime belies a strong seasonal trend and is difficult to attribute to the CSOs. However, on the balance of probabilities, it is likely that the surge in resource in a relatively small area has had an impact.
- Impact ASB and Attendance at the Scene: As well as engaging in problem solving and reassurance activities, force level incident data shows CSOs are increasingly part of the police response to reported incidents, including ASB at force level and in Tenby. It is possible to conclude, on the balance of probabilities, that the enhanced numbers of CSOs have had a direct impact upon the ways and means of the police to respond to such incidents. CSO impact is more clearly 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 survey provides some substantive data that suggests greater public familiarity with CSOs and feelings of safety associated with CSO foot patrol in Dyfed Powys. However, police survey data is limited by the self-selected sample of mainly older members of the public and the non-differentiation of PCSOs and sworn police officers that is a common feature of many survey instruments. Given that caveat, it is clear that visibility, familiarity and accessibility remain significant community concerns and the work of the Tenby NPT very much reflects this. Public expectations in relation to visibility are high however and there are indications that for some, PCSOs are still not as reassuring a presence as PCs, suggesting the 'quality' as well as 'quantity' of police visibility is important to personal perceptions of risk and security. Without more representative data, it is not possible to robustly assess the full picture of public reaction to the increased activity afforded by the additional resource provided by WG-CSOs on the ground.

### Acknowledgements

With grateful thanks to:

- The Chief Constable of Dyfed Powys for providing access to police recorded data, strategy documents and approval to interview members of his staff at all levels.
- James Walford, Performance Manager, Corporate Development, Dyfed Powys Police for acting as force gatekeeper and for providing bespoke crime and ASB datasets at short notice.
- Chris Timmins of Beaufort Research for access to the Beaufort Omnibus Survey.