



Mae'r ddogfen hon ar gael yn Gymraeg yn ogystal â Saesneg.

This document is available in Welsh as well as English.



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

## **Select Committee Review**

**Dyfed-Powys Police and partners' crime and anti-social behaviour intervention, prevention and engagement services for young adults, aged 18-25.**

**Summary Report**

**April 2026**

<b>1. Executive Summary</b> .....	2
<b>2. Recommendations</b> .....	4
<b>1. Introduction</b> .....	6
<b>First Select Committee Review</b> .....	6
<b>2. Current services</b> .....	8
<b>3. Impact on engaging young adults and preventing entry into the criminal justice system</b> .....	14
<b>4. Awareness of services</b> .....	23
<b>5. Looking ahead</b> .....	25

## **1. Executive Summary**

This report sets out the findings of the Police and Crime Commissioner's Select Committee review into the impact of current crime and anti-social behaviour (ASB) intervention, prevention, and engagement services for young adults aged 18-25. Recommendations linked to areas for improvement have been proposed.

### **Current Services**

1. Examples of good practice do exist in prevention services, evidencing strong multi-agency collaboration.
2. There is a shortage and there has been a decline of primary prevention services which cater for the specific needs of young adults.
3. Many of the current services appear to be only accessible for young adults once a risk of offending has been identified.
4. Prevention activity is viewed as a priority by young adults, and their voices must be listened to.
5. The UK Government's white paper on police reform emphasises the importance of community engagement, partnerships and proactive crime prevention.
6. There is a lack of a universal, open-access provision in preventative services for 18-25-year-olds, and whilst organisations experience difficulty engaging young adults into universal services such as youth clubs, the provision of such services is important to young adults.
7. Current services need to better reach young adults who are not in education or training, and those living in rural areas.
8. Young adults who had engaged in services report positive experiences but were concerned that provision is short-term.

### **Impact on engaging young adults and preventing entry into the criminal justice system**

9. Evidence demonstrates that 18-25-year-olds' brains continue to develop, making them more vulnerable to adverse influences drawing them into criminal activity.
10. Therefore, whilst they are the fourth most prevalent offending age group across the Dyfed-Powys Police area (behind the 26-25, 36-45 and under 18 cohorts), the provision of services for this cohort is essential in preventing criminal and anti-social behaviour.
11. The most prevalent offences by the cohort suggest difficulties with social and emotional skills such as anger management and positive, healthy relationships. There is a need to ensure that prevention activity focuses on these areas.
12. Dyfed-Powys Police does not fully understand their crime and ASB offending age profiles. This impedes understanding as to where intervention may be targeted to best effect.
13. Mental health and neurodivergence is a recurring issue impacting young adults. Services need to increasingly work together to meet young adults' complex needs.

14. More needs to be done to enforce routes into diversionary activity through the use of outcome 22.
15. Dyfed-Powys Police, His Majesty's Prison and Probation Service and RAY Ceredigion champion intervention during childhood as most impactful at reducing offending in young adults.
16. The impact of intervention, prevention and engagement services can be difficult to quantify, but examples of good practice do exist.

### **Awareness of services**

17. Overall awareness of crime and ASB intervention, prevention and engagement services is low.
18. More needs to be done to ensure that all service providers are confident in their staff members' knowledge and understanding of the range of services available to young adults across the different agencies.
19. Young adults are unaware of the range of services available to them, and steps need to be taken to actively promote the services and positive case studies.

## **2. Recommendations**

13 recommendations have been put forward by the Select Committee and are grouped below under the relevant report sub-headings.

### **Current services**

1. The voices of the children and young adults who responded to Dyfed-Powys Police's 'Youth Voice Survey' must be listened to: Dyfed-Powys Police must consider how they evidence to children and young adults, the impact of their prevention activity.
2. Partners must consider their delivery of bespoke open access and universal intervention, prevention, and engagement activities, specifically targeted at 18-25-year-olds. Local authorities should publish information about the universal services provided under the 'Youth work in Wales: delivering for young people' guidance.
3. Dyfed-Powys Police and Crime Commissioner should instigate discussions regarding a formal governance structure, that aligns with existing partnership activity, specifically in relation to prevention activity linked to the 18-25 cohort.

### **Impact on engaging young adults and preventing entry into the criminal justice system**

4. Community Safety Partnerships should co-ordinate a review of crime and ASB intervention, prevention and engagement services for 18-25-year-olds to ensure specific focus on social and emotional skills, anger management and healthy relationships.
5. Dyfed-Powys Police should consider the development of a Strategic Profile to closely consider crime and ASB perpetrated specifically by the 18-25-year-old cohort across the force area, to identify potential areas of focus for future offender management and intervention, prevention and engagement services. The findings should be shared with Public Service Board partners as part of their wellbeing assessments.
6. Dyfed-Powys Police must update their data dashboards to ensure the routine inclusion of age groups in all data sets to better understand all offending age profiles.
7. Through the Police and Crime Commissioner's scrutiny of POP Plans, consideration should be given to assessing the effectiveness of mental health services' early involvement in the problem-solving process. The Police and Crime Commissioner should then use this information to lobby, alongside Welsh counterparts, at a national level for sufficient resources and capacity to respond to young adult's complex mental health needs.
8. Dyfed-Powys Police should seek assurance that Outcome 22 is being utilised effectively to prevent future offending by 18-25-year-olds.
9. Carmarthenshire Youth Services should share the learning of the evaluation of the transition from Youth Services to Probation with other Youth Services teams across

the Dyfed-Powys Police area. Ceredigion, Pembrokeshire and Powys Youth Services should work with Probation to consider how the Transition Policy/Agreement with Probation could be applied in their local authority area.

10. Dyfed-Powys Police's Child Centred Policing Analyst should utilise police and partnership data to measure and track the impact of crime and ASB intervention, prevention and engagement services.

### **Awareness of services**

11. Dyfed-Powys Police's Policing and Trauma Informed Trainer should work with partners to develop a training programme to ensure widespread awareness and understanding of the crime and ASB intervention, prevention and engagement agenda relevant to young adults aged 18-25 across the different agencies.
12. Aligned with the recommended training programme, partners should actively promote the crime and ASB intervention, prevention and engagement services available to young adults aged 18-25.
13. Dyfed-Powys Police, with the support of partners and the Office of the Police and Crime Commissioner, must ensure the implementation of the Prevention, Intervention, and Engagement (PIE) Project focusing on engagement with young adults in further and higher education, as well as those not in education settings.

## 1. Introduction

The [Police Reform and Social Responsibility Act 2011](#) established Police and Crime Commissioners (PCCs), who have a statutory duty and electoral mandate to hold the police to account on behalf of the public.

Alongside Policing Board and Strategic Performance Board, the Select Committee review was piloted to focus on a specific topic, in line with the priorities outlined within the PCC's [2025-29 Police and Crime Plan](#) and identified as key areas for scrutiny and development. This review method replaced the [Deep Dive scrutiny](#) review approach previously adopted by the Office of the Police and Crime Commissioner (OPCC).

The Terms of Reference (TOR) for the Select Committee approach are available on the PCC's [website](#).

The Select Committee review enabled the PCC to publicly hold the Chief Constable (CC) of Dyfed-Powys Police (DPP) to account, through the scrutiny of evidence and information provided by key stakeholders at Select Committee Hearings and through engagement and consultation.

This approach enabled the PCC to convene relevant partners who can influence future delivery and to help shape future improvements of public services.

The Select Committee review allowed the PCC to exercise his role in a transparent manner, through:

- Ensuring robust scrutiny and holding the CC to account;
- Ensuring the voice of victims and survivors are heard;
- Involving the public in local accountability;
- Working with community safety and criminal justice partners to ensure the wider criminal justice system is efficient and effective; and
- Publishing information to enable the public to assess the performance of DPP and partners.

### First Select Committee Review

A DPP Task and Finish Group were tasked to develop a partnership-based crime and ASB intervention, prevention, and engagement service for children under 18 years of age. Learning from the Task and Finish Group's work can be found in the accompanying Summary Report Appendices document, in Appendix A.

This Select Committee review complemented DPP's work, focusing on the requirements of crime and ASB intervention, prevention, and engagement services for young adults, aged 18-25. The [TOR](#) for this review can be found on the PCC's website.

The National Police Chiefs' Council (NPCC) Children and Young Persons Policing Strategy 2024 - 2027<sup>1</sup> states that “*young people are 18 to 24 years old and whilst adults in law, Child Centred Policing recognises maturity takes time to develop and vulnerability can remain*”<sup>2</sup>.

There is also growing support academically for treating young adults aged 18-25 as a distinct group within the criminal justice system<sup>3</sup>. Whilst scientists have long thought that the human brain forms in early childhood, some research shows that brain development continues into an individual's twenties: This cohort are perhaps therefore more vulnerable to adverse influences as the regions of the brain which control higher thinking do not stop developing until their early twenties<sup>4</sup>.

More recent research by the University of Cambridge actually indicates that the brain remains in an adolescent phase until early thirties<sup>5</sup>.

The PCC's Select Committee review sought to answer:

**1. What is the impact of DPP and partners' crime and anti-social behaviour intervention, prevention and engagement services for young adults, aged 18-25?**

**2. What improvements are required, if any, in the provision of crime and anti-social behaviour intervention, prevention and engagement services for young adults, aged 18-25?**

The review considered the status of crime and ASB intervention, prevention and engagement services, the impact they have on crime and ASB, awareness of the services available, and the impact the services have on the safeguarding of vulnerable young adults aged 18-25.

Once the summary report was drafted, and recommendations developed, the PCC hosted a Roundtable Discussion with key representatives from DPP and local authorities. This was an opportunity to discuss and agree on the recommendations and governance structure prior to publication.

From this point of the report onwards, the term 'services' will be used to describe 'crime and ASB intervention, prevention and engagement services', and the term 'young adults' will be used to describe 'young adults aged 18-25'.

---

<sup>1</sup> [Children and Young Persons Policing Strategy 2024 - 2027](#)

<sup>2</sup> Page 6, [Children and Young Persons Policing Strategy 2024 - 2027](#)

<sup>3</sup> *Criminal court sentencing: The case for specialist 'young adult' courts*, Ward and Spence, 2023

<sup>4</sup> *Dynamic mapping of human cortical development during childhood through early adulthood*, Gogtay et al, 2004.

<sup>5</sup> [Four pivotal ages in your brain's development revealed in new scientific study - BBC News](#)

## 2. Current services

Current services included in the Select Committee's mapping activity were those:

- delivered by organisations commissioned by the PCC,
- delivered by partner organisations who received funding from the PCC specifically for intervention, prevention and engagement activities, and
- the OPCC was aware of.

It is recognised that some services may not have been captured through this process. The Select Committee also considered practice in areas outside of the DPP region. The results of the mapping activity can be found in Appendix B of the Summary Report Appendices document.

An early difficulty encountered in the mapping of current services was the apparent lack of consistent definitions for the terms 'intervention' and 'prevention'. Numerous national and local definitions were considered ahead of conducting the mapping activity, which are detailed in Appendix C.

Some services did not explicitly define themselves as crime or ASB services, even though the provision may indeed have supported individuals identified as at risk of offending or entering the criminal justice system. For example, Rekindle in Powys was the only mental health charity, identified through the mapping activity, which stated that it supported young people aged 16-25 with an intended outcome to encourage young people away from criminal activity. It was recognised that other similar services may be available but were not easily identifiable in fitting the remit of this review.

It was discovered that the terms are often used interchangeably, and the meaning placed on 'intervention' and 'prevention' can be different. For example, the European Union Crime Prevention Network definition, promoted on the Safer Communities Wales website<sup>6</sup>, places the emphasis of prevention on the crime itself, whereas within a Public Health context, the emphasis is placed on the risk factors that an individual is exposed to that would make them susceptible to offending behaviours.

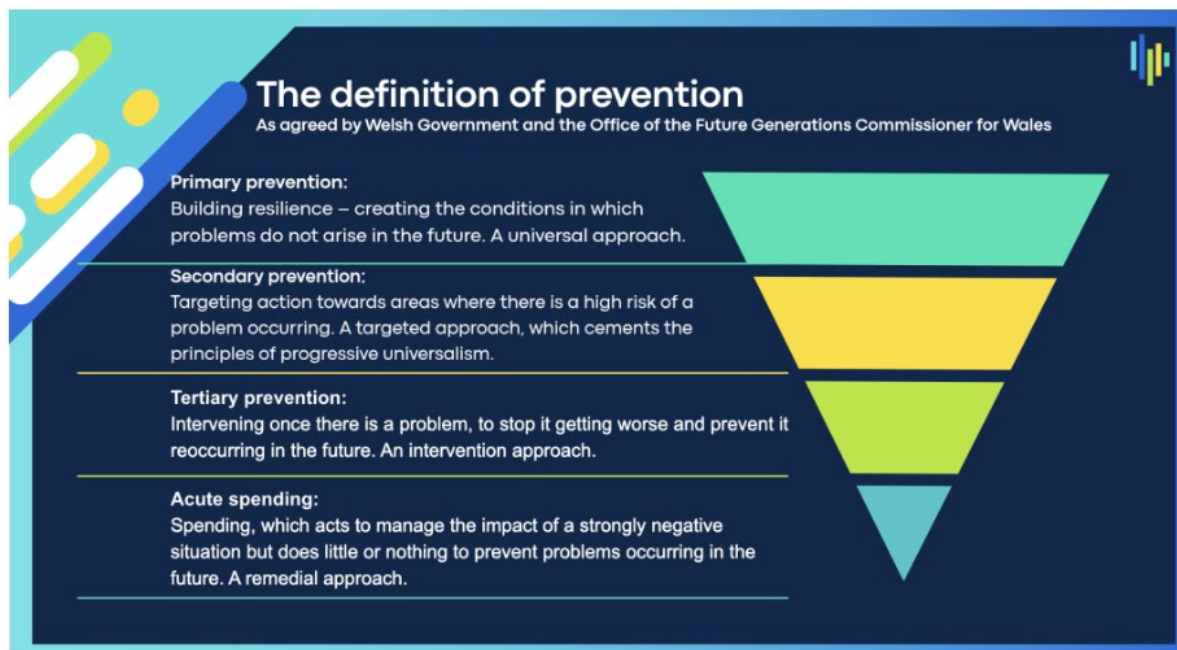
The Select Committee applied the definition of prevention agreed by Welsh Government and the Office of the Future Generations Commissioner for Wales, which it was felt incorporates all services<sup>7</sup>.

---

<sup>6</sup> [Crime & Crime Prevention - Wales Safer Communities](#)

<sup>7</sup> [Taking account of the Well-being of Future Generations Act in the budget process - Future Generations Wales](#)

Figure 1: Welsh Government/Future Generations Commissioner for Wales' definition<sup>8</sup>



**Examples of good practice do exist in prevention services, evidencing strong multi-agency collaboration.**

Underpinning the NPCC Children and Young Persons Policing Strategy 2024 – 2027<sup>9</sup> are three portfolio pillars, one of which is ‘Your Future’. Under this pillar, the NPCC emphasises the importance of the police developing “*more partnerships to divert and provide positive activities that build pro social identity such as the Kicks programme*”.<sup>10</sup> It is reassuring therefore, through the Select Committee review, to receive accounts of positive working relationships locally, such as those provided by HMPPS:

- Through tailored interventions, strengthening multi-agency collaboration, and trauma-informed practices, HMPPS is working to create environments that promote resilience, support positive identity formation, and empower young adults with the skills needed to desist from offending.
- There is evidence of strong partnership working in the Dyfed-Powys Probation Delivery Unit (PDU), especially between Youth Justice Services and Multi-Agency Public Protection Arrangements (MAPPA).

Also reassuring is the evidence from the Select Committee’s engagement with young adults, that initiatives such as Premier League Kicks<sup>11</sup>, funded by the PCC and praised by the NPCC in their strategy, are well known and utilised locally. Swansea City AFC’s Premier League Kicks initiative<sup>12</sup> was one of the services which survey respondents were most aware of and had used. Further details on the Select Committee’s

<sup>8</sup> [Taking account of the Well-being of Future Generations Act in the budget process - Future Generations Wales](#)

<sup>9</sup> [Children and Young Persons Policing Strategy 2024 - 2027](#)

<sup>10</sup> [Page 8, Children and Young Persons Policing Strategy 2024 - 2027](#)

<sup>11</sup> [Football Community Programme - Premier League Kicks](#)

<sup>12</sup> [Premier League Kicks | Swansea](#)

engagement with young adults, including a summary of findings, can be found in Appendix D of the Summary Report Appendices document.

One survey respondent said of Premier League Kicks: *“I think this is an excellent initiative as it is free for people to attend, removing barriers and enabling those who may be more inclined to participate in antisocial behaviour the opportunity to do something productive. It gives young people of the Aberystwyth area opportunities, which they wouldn’t be able to access otherwise.”*

At the Select Committee Hearing, local authority witnesses spoke of an integrated approach to the delivery of services, which has been recognised as best practice and allows joint working in engaging and supporting young adults between the different agencies in areas such as resettlement. Specific examples of different initiatives were provided at the Hearing, such as the Channel and Prevent Multi-Agency Panel<sup>13</sup>, and initiatives such as the Tenancy Skills Programme in Pembrokeshire<sup>14</sup> which help young adults with the transition to living independently. Further information on the PCC’s Select Committee Hearing and witnesses’ evidence can be found in Appendix E.

Local authority witnesses spoke positively of the multi-agency set up of the Youth Offending Teams and Support Services, highlighting the roles of staff seconded to the teams from external agencies, such as the police and probation services.

Local authority collaborative working with local businesses in the delivery of services was also discussed, with witnesses reporting a positive relationship and regular meetings to discuss engagement, education and training opportunities available through the Work Engagement and Progression Framework<sup>15</sup>.

Specifically in relation to their relationship with the police, local authority witnesses referred to strong operational relationships and collaborative training across youth services. Witnesses did however note a high turnover in police representatives, both at operational and strategic level meetings, which posed a challenge to working in partnership. In their evidence, DPP witnesses acknowledged areas for improvement in their partnership working in the delivery of services.

The availability of cross-border services for young adults was praised at the Select Committee Hearing: witnesses did not view location as a barrier to service provision and provided examples of young adults accessing services in their neighbouring local authority area. To ensure cross-border matters are considered effectively within youth services, regular regional meetings are held, and all local authorities have access to a regional referral form.

---

<sup>13</sup> A positive early intervention and prevention activity which supports and helps young adults who may be vulnerable to being drawn into terrorism. [Channel and Prevent Multi-Agency Panel \(PMAP\) guidance - GOV.UK](#)

<sup>14</sup> [Update on HSP Strategy Priorities - Pembrokeshire County Council](#)

<sup>15</sup> [Youth Engagement and Progression Framework: handbook \[HTML\] | GOV.WALES](#)

***There is a shortage and there has been a decline of primary prevention services which cater for the specific needs of young adults.***

However, through the mapping activity, it was evident that many of the services appear to only be accessible for young adults once a risk of offending has been identified, and a referral made. Mapping work therefore demonstrated a gap in the provision of the types of prevention activity set out in Figure 1 for young adults: A gap in the universal open access approach under 'Primary prevention'. 'Tertiary prevention' appears to be the only obvious consistent prevention offer.

The necessity for prevention services was emphasised by children and young adults up to the age of 25 through the 'Youth Voice Survey' conducted by DPP, which was led by their School Liaison Officers. At the PCC's Select Committee Hearing, DPP representatives advised that their survey, which received over 1,800 responses, asked children and young adults what it was that they needed from DPP. The top response was prevention, followed by responding to calls and dealing with ASB and substance misuse. The survey findings demonstrate that children and young adults recognise the need for prevention services.

The UK Government's recently published white paper ['From Local to National: A New Model for Policing'](#) (Home Office, 2026) emphasises the importance of community engagement, partnerships and proactive crime prevention:

*"To build trust and increase accessibility, [police] officers will also maintain a visible presence in local hubs, schools and community spaces, fostering relationships as approachable community partners rather than solely as law enforcers."*

*"However, effective prevention goes beyond policing. We need a multi-agency problem solving approach which looks at the drivers of crime and tackles them through the full range of tools and data at our disposal – from improvements in street design to early intervention and support for young people at risk of being drawn into criminality. These interventions rely on local authorities, schools, health partners, the private sector and national regulators as much as the police."*

As part of the UK Government's commitment, a new Crime Prevention Unit has been established within the Home Office, focusing on better understanding national crime problems and working with local areas to more effectively tackle them and spread best practice. Young Futures Hubs and Prevention Partnerships are being scaled up, with Young Futures Panels being piloted in selected areas across England and Wales to identify, assess and refer children at risk of being drawn into crime to tailored support services.

It is important for policing and partners to monitor these developments closely, to ensure any best practice can be replicated within the Dyfed-Powys Police area.

**Recommendation 1: The voices of the children and young adults who responded to Dyfed-Powys Police’s ‘Youth Voice Survey’ must be listened to: Dyfed-Powys Police must consider how they evidence to children and young adults, the impact of their prevention activity.**

A gap in open access prevention services is evidenced by feedback provided at the PCC’s Select Committee Hearing: local authority witnesses highlighted a lack of universal provision in preventative services for 18-25-year-olds. Whilst services such as youth clubs are available, they experience difficulty engaging young adults in such services. Young adults, in their response to the survey conducted by the Select Committee, emphasised youth club provision as a key priority for the future.

At the PCC’s Roundtable Discussion, local authority representatives advised of the recently published ‘[Youth work in Wales: delivering for young people](#)’ guidance<sup>16</sup>, and reflected on the guidance stipulation that that youth work must facilitate “*both universal and targeted opportunities for young persons to participate in a range of activities for the improvement of their physical, emotional and mental well-being*”<sup>17</sup>.

The evidence submitted by RAY Ceredigion in their open call for evidence submission further supports this finding, as they highlighted the need to invest in out of school youth provision, both targeted and open access. RAY Ceredigion also reported a steep decline in the provision of support services available in Ceredigion. Further details on the Open Call for Evidence approach are available at Appendix F in the Summary Report Appendices document, where the evidence submissions from both RAY Ceredigion and His Majesty’s Prison and Probation Service (HMPPS) are available in their entirety.

In their Open Call for Evidence submission, HMPPS highlighted persistent challenges with accessing services for young adults due to the rural nature of the DPP area.

**Recommendation 2: Partners must consider their delivery of bespoke open access and universal intervention, prevention, and engagement activities, specifically targeted at 18-25-year-olds. Local authorities should publish information about the universal services provided under the ‘Youth work in Wales: delivering for young people’ guidance.**

At the Hearing, in discussing the long-term delivery of services, local authority witnesses emphasised the importance of multi-year funding commitments. This is vital in retaining workforces and enabling the continued delivery of such important services, especially to ensure consistency in support for perhaps vulnerable young adults.

***Young adults who have engaged in services report positive experiences but are concerned that provision is short-term.***

<sup>16</sup> [Youth work in Wales: delivering for young people | GOV.WALES](#)

<sup>17</sup> Page 7, [Youth work in Wales: delivering for young people | GOV.WALES](#)

Fifteen of the young adults who engaged the Select Committee through the above-mentioned survey had used services listed in the survey. The majority shared positive experiences and reported a positive impact on their situation: *“It was really helpful and helped me connect with people in the same situation.”* (New Pathways’ training on violence against men and women.)

Some however expressed concern that the provision of the services is short-term only: *“I was arrested for anti-social behaviour ... the services aren’t long enough; I lost a worker I bonded with.”* (Phoenix, Social Services, Integrated Family Support Service)

This was corroborated through the mapping exercise undertaken by the Select Committee, where most current services appeared to offer short-term intervention and prevention work.

At the Select Committee Hearing, local authority witnesses noted that whilst their youth services can be extended to those transitioning to Probation services, they rarely are. This implies that the support provided to those under 18 by the youth services stops in most cases when they turn 18. Young people could have developed a rapport with their youth support worker, as per the quote above, and be experiencing continued benefits from the services accessed, simply for this to end when they turn 18.

The PCC has a raised concern as to who is responsible for ensuring relevant prevention activities and services are available specifically for young adults aged 18-25. For example, the support provided by the Local Authority Youth Justice and Youth Support Service teams will, in the majority of cases, cease once a young person turns 18, and the Probation service will engage young adults only once they have committed an offence. Who is responsible, and who ought to be held to account for the delivery of intervention, prevention and engagement services once a young person turns 18?

A lack of clarity around the relevant governance structure for the delivery of such services was discussed at the PCC’s Roundtable Discussion. The Home Office’s plans for Youth Future Hubs<sup>18</sup> was touched upon, as well as potential integration into existing partnership governance structures.

**Recommendation 3: Dyfed-Powys Police and Crime Commissioner should instigate discussions regarding a formal governance structure, that aligns with existing partnership activity, specifically in relation to prevention activity linked to the 18-25 cohort.**

---

<sup>18</sup> “Young Futures Hubs will bring together services to improve access to opportunities and support for young people at community level, promoting positive outcomes and enabling them to thrive.” [Young Futures Hubs - GOV.UK](#)

### **3. Impact on engaging young adults and preventing entry into the criminal justice system**

#### ***18-25-year-olds' brains continue to develop making them more vulnerable to adverse influences drawing them into criminal activity.***

DPP data conveys that during the 2024 calendar year, 18-25-year-olds committed 16% (3,731) of all offences. The most prevalent offenders were aged between 26 and 35 (23%, 5,523 of offences), followed by 36-45-year-olds (20%, 4,750), and those under the age of 18 (17%, 3,999).

As previously mentioned, evidence demonstrates that for young adults aged 18-25, their brains are continuing to develop, making them more vulnerable to adverse influences drawing them into criminal activity<sup>19</sup>. Therefore, whilst there is therefore no evidence to suggest that the 18-25 age group is an outlier in committing crime, the provision of services for this cohort is essential in preventing criminal and anti-social behaviour.

DPP Hearing witnesses acknowledged that within the Integrated Offender Management (IOM) programme, there is no bespoke initiative for this age group, but that all individuals over the age of 18 are eligible. The overall aim of DPP's IOM programme is to reduce reoffending, support rehabilitation and protect the public from harm. Criminogenic needs are addressed, and offenders managed through IOM are directed to services which will support desistance from further criminal activity.

Nationally, the 18-25-year-old cohort are the lowest represented age group within IOM. Locally, this cohort has decreased in its representation within DPP's IOM programme. At the time of writing, the 18-25 cohort made up 22.7% (20) of offenders being managed under IOM. Almost 40% of offenders (35) within IOM are aged 36-45.

#### ***The most prevalent offences by the cohort suggest difficulties with social and emotional skills such as anger management and positive relationships. There is a need to ensure that prevention activity focuses on these areas.***

To delve deeper into offences perpetrated by 18-25-year-olds, the types of crimes recorded during 2024 for this age group was considered. A breakdown of the data can be found in Appendix G.

Across all local authority areas, Violence Against the Person was the highest category of offence committed by 18-25-year-olds: 57.9% (738) in Carmarthenshire, 47.1% (278) in Ceredigion, 52.1% (557) in Pembrokeshire, and 50.9% (383) in Powys.

Violence Against the Person encompasses the sub-category offences of Violence with injury, Violence without injury, Stalking and Harassment, and Death or serious injury

---

<sup>19</sup> *Dynamic mapping of human cortical development during childhood through early adulthood*, Gogtay et al, 2004.

caused by illegal driving. For each local authority area, Violence without injury was the most prevalent Violence Against the Person offence committed by this age group: 48.2% (356) of Violence Against the Person offences in Carmarthenshire, 42.1% (117) in Ceredigion, 44.2% (246) in Pembrokeshire, and 36.6% (140) in Powys.

Under Home Office Crime Recording rules, Violence without injury “*should be recorded when someone reports they have been verbally or physically threatened (amounting to fear of violence) in a private place, i.e. inside a dwelling. [...] Other examples of common assault including spitting and throwing items at the victim.*”<sup>20</sup>

The most prevalent offending by this cohort therefore suggests issues with social and emotional skills and anger management. This was also a gap in provision identified through the mapping activity.

Stalking and harassment was the second highest Violence Against the Person offence committed in 2024 by 18-25-year-olds in all areas apart from Ceredigion, where Violence with injury was the second highest. This raises concerns regarding relationship issues amongst this cohort, as this is the age where young adults may leave the family home and develop new relationships. As previously highlighted, Welsh Government and the Future Generations Commissioner for Wales see primary prevention as creating conditions in which problems do not arise in the future<sup>21</sup>. It is this universal approach to prevention which the Select Committee, through the mapping activity, has deemed to be missing. It is important therefore that healthy relationship interventions/engagement initiatives are readily available and delivered for this age group to stop these issues escalating.

HMPPS recognised that this age group faces distinct challenges such as social, emotional and developmental factors unique to emerging adults, as noted above. HMPPS practitioners use maturity assessments to understand the maturity of the individual and tailor their responses as a result via a person-centred approach.

At the PCC’s Roundtable Discussion, the link between the poverty and wellbeing agenda focused on at Public Service Board meetings, and crime prevention, was acknowledged by local authority representatives. As previously noted, the ‘Youth work in Wales: delivering for young people’ guidance also recognises the need for activities for young adults which focuses on “*the improvement of their physical, emotional and mental well-being*”<sup>22</sup>.

**Recommendation 4: Community Safety Partnerships should co-ordinate a review of crime and ASB intervention, prevention and engagement services for 18-25-year-olds to ensure specific focus on social and emotional skills, anger management and healthy relationships.**

<sup>20</sup> Page 43, [Crime recording rules for frontline officers and staff](#)

<sup>21</sup> [Taking account of the Well-being of Future Generations Act in the budget process - Future Generations Wales](#)

<sup>22</sup> Page 7, [Youth work in Wales: delivering for young people | GOV.WALES](#)

***Dyfed-Powys Police does not fully understand their crime and ASB offending age profiles. This impedes understanding as to where intervention may be targeted to best effect.***

Drug offences were the second highest crime type perpetrated across all local authority area apart from Pembrokeshire, where Arson and Criminal Damage was the second highest offence category, followed by Drug and Public order offences.

DPP data demonstrated that the 18-25 age group perpetrated more than a quarter (28.6%, 385) of all possession of controlled drugs offences<sup>23</sup> (1,348) within the 2024 calendar year. They were second to 26-35-year-olds, at 393 offences (29.2%). A breakdown of possession of controlled drug offences for 2024, by age group, is available in Appendix H in the Summary Report Appendices document.

When considering the above, it is concerning that DPP advised the Committee that the 18-25 age group did not present as an outlier for any specific crime type. It was evident that crime data had been considered ahead of the Hearing, but the Committee suggested that DPP did not have a full understanding of the crime offending profile for this specific cohort. This may be because of DPP's focus on services for children, highlighted as a policing priority at the Select Committee Hearing.

In addition, the gender of offenders aged 18-25 was 'unknown'/'not recorded' in 60% of OOCR outcomes applied by DPP in 2024. The Select Committee suggests that this impedes DPP's understanding of whether different approaches are required for different genders/gender identities and how intervention may be targeted to best effect.

As part of the Select Committee review, staff from the OPCC carried out a dip sample review of cases of ASB where the alleged offender was aged 18-25. Further information on the dip sample review can be found in Appendix I. In their response to the OPCC's findings, DPP advised that the 18-25 age category was not thought as a prominent age category for ASB, whilst the under 18 cohort were.

It is feasible to suggest that the prevalence of ASB may increase as young people enter the 18-25 age group, due to individuals' newfound independence when leaving the family home for university or to move in with friends/partners. For example, more noise related ASB may be expected around university accommodation.

At the commencement of the Select Committee review, DPP were unable to provide a breakdown of ASB offences by age of offender. It was however acknowledged by DPP representatives that such data would be beneficial in helping to understand where prevention could be targeted.

---

<sup>23</sup> Home Office Crime Recording Rules, page 85, [crime-recording-rules-for-frontline-officers-and-staff-2025-26-november-2025-update.pdf](#). 92D Possession of controlled drugs (excluding cannabis), 92E Possession of controlled drugs (cannabis)

At the time of writing this paper, DPP were in the process of drafting a Problem Profile for ASB. Relevant for this Select Committee review, the draft paper identified a trend whereby, between November 2024 and October 2025, there was a peak of offenders between 30 and 39 years of age.

**Recommendation 5: Dyfed-Powys Police should consider the development of a Strategic Profile to closely consider crime and ASB perpetrated specifically by the 18-25-year-old cohort across the force area, to identify potential areas of focus for future offender management and intervention, prevention and engagement services. The findings should be shared with Public Service Board partners as part of their wellbeing assessments.**

**Recommendation 6: Dyfed-Powys Police must update their data dashboards to ensure the routine inclusion of age groups in all data sets to better understand all offending age profiles.**

***Mental health and neurodivergence is a recurring issue impacting young adults. Services need to increasingly work together to meet young adults' complex needs.***

At the Hearing, DPP witnesses advised that whilst they did not feel that young adults were an outlier with regards to any specific crime type, they are an outlier with regards to mental health concerns and support requirements. DPP's Mental Health Suicide and Self Harm Co-ordinator confirmed that DPP has seen an increase in presentations from those aged 16-25. They present to police in crisis, either by calling themselves, or friends/family calling on their behalf. Most are linked to self-harm and there is often cross over with substance misuse issues. The Co-ordinator was unable to provide data but advised that the increase in demand is reflected across other organisations, such as Social Services and mental health services.

On the day of the Hearing, DPP hosted their first multi-agency mental health conference to understand why this is the case, and to ascertain what can be done to improve the position.

Local authority witnesses emphasised that many young adults suffer from rural poverty within the Dyfed-Powys area, affecting their mental health, and that mental health concerns is one of the reoccurring themes for referrals into youth support services.

Mental health concerns appeared consistently in the cases reviewed through the OPCC's dip sample review, which highlighted positive collaboration between the police and partners, including community mental health services. In their reply to the OPCC's findings, DPP advised of ongoing work following the upward trajectory in young adults requiring mental health support since the COVID-19 pandemic:

- Strategic and Tactical Mental Health Groups had been established.
- The Conference resulted in several areas for improvement being identified, which were being taken forward by the above-mentioned Groups.

- Scrutiny and oversight of mental health data had increased, including data held by partners, to ensure DPP maximised their effectiveness in dealing with this issue.
- Where Problem-Oriented<sup>24</sup> (POP) Plans identify mental health as a factor, partners from mental health services are engaged and invited to sit on the Problem-Solving Group convened for each POP Plan.

Young adults who responded to the Select Committee survey expressed concern about rising mental health issues and suicide among young adults and highlighted mental health as a priority area of support for this age group. They also provided positive feedback on the role of sport in supporting mental health, emphasising the value of initiatives such as Premier League Kicks.

Further work is required to understand the impact of mental health services' early involvement in problem solving.

Following a critical incident in April 2024 at a local school where a school pupil stabbed two teachers and a fellow pupil, an independent review was undertaken. A report was published by Carmarthenshire County Council, in conjunction with regional partners of the Mid and West Wales Safeguarding Board<sup>25</sup>. The report set several recommendations, including for *“consideration be given at a local and national level to secure sufficient resources and capacity for agencies, across all sectors, to be able to respond to ongoing increasing levels of complexity and need of children and young people, particularly in schools. This includes increasing resources nationally to meet the growing demand for pastoral and wellbeing support including educational psychology capacity.”*

This one incident conveys the importance of partner agencies effectively being able to deal with mental health matters. The child's father *“described occasions when he tried to get help for {the child} in dealing with {the child's} emotional and behavioural issues and felt none of the services understood {the child} and {their} needs.”*<sup>26</sup>

Given the concern raised by DPP that young adults are an outlier for mental health concerns locally, the evidence from local authority partners, and the findings of the independent review into the April 2024 critical incident, it is reassuring to hear about the multi-agency conference and the work being undertaken by DPP in this area. The PCC however did share his concerns at the Hearing that there is a lack of capacity across partner agencies to deal with mental health matters, especially among young adults.

**Recommendation 7: Through the Police and Crime Commissioner's scrutiny of POP Plans, consideration should be given to assessing the effectiveness of mental health services' early involvement in the problem-solving process. The Police and Crime Commissioner should then use this information to lobby,**

<sup>24</sup> <https://www.college.police.uk/research/crime-reduction-toolkit/problem-oriented-policing>

<sup>25</sup> MAPF Independent Review Report Ysgol Dyffryn Aman [cysur-2-2024-mapf-report.pdf](#)

<sup>26</sup> Page 4, MAPF Independent Review Report Ysgol Dyffryn Aman [cysur-2-2024-mapf-report.pdf](#)

alongside Welsh counterparts, at a national level for sufficient resources and capacity to respond to young adults' complex mental health needs.

***More needs to be done to enforce routes into diversionary activity through the use of outcome 22.***

The Home Office Counting Rules provide a national standard for recording and counting offences for police forces. The Rules state that the police must assign an outcome type to each crime recorded<sup>27</sup>. Outcomes set out the reason an investigation is closed.

Due to the nature of this review, a focus was placed on the application of Out of Court Resolutions (OOCR). The College of Policing defines OOCRs as “*a range of options available to the police to use in certain cases as an alternative to prosecution*”<sup>28</sup>.

Home Office data<sup>29</sup> shows that just 7% (2,620) of the 37,806 outcomes applied by DPP between April 2023 and March 2024 were OOCR. Offenders were charged in 4% (1,472) of cases.

DPP data shows that for 2024, 19.3% (728) of the 3,760 outcomes applied for the 18-25 cohort were OOCR. Offenders aged 18-25 were charged in 2% (74) of cases.

Outcome 22 (diversionary, educational or intervention activity) accounted for just 0.3% (368) of all outcomes applied during 2024 across all age groups, and just 0.07% (3) of all outcomes applied to offences committed by the 18-25 cohort.

Outcome 22 differs from the other OOCRs (cautions or ACRs), in that under Home Office Counting Rules, it is not deemed a ‘positive outcome’. Positive outcomes represent cases whereby the offender has been “*brought to justice*”<sup>30</sup>. Outcome 22 is instead classified as a ‘resolved outcome’ where the offender has been identified but the crime investigation has been closed, either without the offender being brought to justice, or by the police force handing over responsibility to another organisation for further action<sup>31</sup>.

DPP data tells us that outcome 22 was applied just three times during 2024 to offences committed by 18-25-year-olds, for Drugs, Arson, and Violence Against the Person. This low figure is concerning when considered alongside the data for those aged under 18: 88% (142) of all outcome 22s applied relate to this younger cohort. The Select Committee queried whether the diversionary, educational, and intervention activities required for an outcome 22 were not in place for those aged over 18, or if it is the case that the police are perhaps less inclined to promote diversion after an offender turns 18.

<sup>27</sup> [Crime outcomes in England and Wales: Technical annex - GOV.UK](#)

<sup>28</sup> [Possible justice outcomes following investigation | College of Policing](#)

<sup>29</sup> [Crime outcomes in England and Wales 2024 to 2025 - GOV.UK](#)

<sup>30</sup> [Positive outcomes - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services](#)

<sup>31</sup> [Resolved outcomes - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services](#)

In February 2024 the PCC wrote to the Home Secretary to express his support for the Youth Endowment Fund’s recommendation that the Home Office ensures that the police have the incentives to use diversion, i.e., that outcome 22 is recorded as a successful outcome<sup>32</sup>.

Some OOCRs may impact an individual’s criminal record. For example, *“a conditional caution forms part of a criminal record and may, in some circumstances, be disclosed in future proceedings or to an employer when applying to work with children and vulnerable adults. This is as part of a DBS check.”*<sup>33</sup> Therefore, outcome 22 may have less of an impact on a young person’s future successes.

Additionally, unlike the other OOCRs, outcome 22 can be used where the alleged offender has not admitted guilt nor accepted responsibility<sup>34</sup>. The diversionary activity set under outcome 22 must be completed, and should the individual fail to do so, the police have the *“power to enforce a formal disposal outcome”*<sup>35</sup>.

***Intervention during childhood is seen as most impactful at reducing offending in young adults.***

Whilst this review focuses on young adults, practitioners emphasised to the Committee the need to intervene and prevent offending at an earlier age to reduce offending by young adults.

RAY Ceredigion stressed that *“the clue to reducing offending for 18-25-year-olds is to start early”*. Similarly, HMPPS noted that *“diversionary work with children and young people is having a positive downstream impact on the 18–25 cohort”*.

DPP witnesses suggested that DPP’s intervention, prevention and engagement resources ought to be more focused and prioritised on those aged under 18, because the work undertaken with children is naturally transferred into the 18-25 age group. Witnesses suggested that it is at this younger age when children make long-term decisions linked to peers and their environment outside of school.

However, DPP acknowledged that the NPCC Children and Young Persons Policing Strategy 2024-2027 extended to the 18-24 age group, and noted that, if in line with the Select Committee’s findings, they would consider how they can evolve and expand their current strategies to capture young adults.

**Recommendation 8: Dyfed-Powys Police should seek assurance that Outcome 22 is being utilised effectively to prevent future offending by 18-25-year-olds.**

***The impact of intervention, prevention and engagement services can be difficult to quantify, but examples of good practice do exist.***

<sup>32</sup> Page 11, [Arrested-children-How-to-keep-children-safe-and-reduce-reoffending.pdf](#)

<sup>33</sup> [Possible justice outcomes following investigation | College of Policing](#)

<sup>34</sup> Page 5, [Outcome 22 \(O22\) Guidance 2022](#)

<sup>35</sup> Page 6, [Outcome 22 \(O22\) Guidance 2022](#)

At the Select Committee Hearing, it was suggested that the low rate of cases for youth justice where a child age 10 to 17 is suspected or guilty of committing a criminal offence, demonstrates the impact of preventative work pre-18. But when asked how the impact of services for young adults aged 18 and over was measured, witnesses acknowledged this is difficult to quantify.

Witnesses spoke of the numerous funding streams utilised for the delivery of services, all of which required the submission of qualitative and quantitative data to various sources to evidence how funding is spent. It was suggested that the information from these numerous sources was not collated centrally. Doing this could present a more holistic view of the impact of services.

It was confirmed at the Hearing that local authorities captured reoffending rate data for under 18s, but not for over 18s. It would be beneficial for this data to be collated to enable more effective and robust evaluation of services.

Similarly, DPP's reoffending data did not currently consider offenders' ages. DPP was set an action through the PCC's Strategic Performance Board<sup>36</sup> meeting to further consider the data they presented on the volume and proportion of repeat offenders. It was subsequently confirmed that due to the focus of this Select Committee review, the need for a specific view of data for 18-25-year-olds would be added into the TOR for their analysis. Again, this data will be invaluable in enabling a more robust evaluation of intervention, prevention and engagement services for young adults.

In Pembrokeshire, the management information system allows the identification of changes in the life trajectory of an individual because of intervention and prevention services, but it was noted that there is difficulty in quantifying this evidence of impact. Verbal case studies were provided at the Hearing, but it was confirmed that such good news stories are not routinely conveyed in performance reports.

At the Hearing, local authority witnesses proposed that the number of young adults engaged through services such as those delivered by college and outreach youth workers was a potential measure of impact, however it was unclear whether this was recorded.

Both Ceredigion and Carmarthenshire County Council witnesses reported ad hoc work being undertaken locally in evaluating the impact of services. For example, Ceredigion were measuring the impact of online services and undertaking an evaluation of prevention work through ASB hotspot<sup>37</sup> funding. In Carmarthenshire, an evaluation of the transition from Youth Services to Probation had been undertaken. A small number of cases were considered in terms of the outcome, the transition preparation, attendance at meetings, and the length of transition. As a result of this, a Transition Policy/Agreement was established with Probation, and the learning was utilised to

---

<sup>36</sup> <https://www.dyfedpowys-pcc.org.uk/en/accountability-and-scrutiny/governance/strategic-performance-board/>

<sup>37</sup> <https://www.dyfedpowys-pcc.org.uk/en/news/police-and-crime-commissioner-secures-home-office-funding-to-improve-community-safety-through-asb-hotspot-response-fund/>

change the way of working locally. The Select Committee suggests that, if not already done, Carmarthenshire Youth Services ought to share this learning with their peers in Ceredigion, Pembrokeshire and Powys.

HMPPS shared information on their processes for understanding the impact of their work on young adults. Internal management information and performance data allows HMPPS to monitor the impact of the activities they undertake with young adults. They also monitor this via activity with Community Safety Partnerships, the Regional Safeguarding Board and other regional partnership meetings. It was noted that these forums enable multi-agency intelligence sharing and joint responses to emerging risks.

DPP witnesses referred to the Dyfed-Powys Diversion Scheme<sup>38</sup> run by Pobl and commissioned by the PCC, which aims to deal with criminal behaviour much sooner during an individual's offending journey by tackling the root causes of crime and related health and community issues. Witnesses advised that 30% of the referrals into the scheme were from the 18-25-year-old cohort. Between April and October 2025, Pobl reported that:

- 615 referrals were received into the Dyfed-Powys Diversion Scheme (all ages and all offences).
- 28% (170) of these were for individuals aged 18-25.
- 79% (95) of the referrals for young adults were made following possession of an illegal substance.
  - This suggests a positive response to diverting younger cohorts.
- Just 7% of the referrals for young adults were repeat referrals.
  - This suggests a positive impact of diversionary activity has on young people.

Witnesses proposed that nationally, youth justice needed to consider how the impact of services is measured. The PCC recognised the challenges of measuring the impact of prevention work, not just within youth justice, but also across policing.

**Recommendation 9: Carmarthenshire Youth Services should share the learning of the evaluation of the transition from Youth Services to Probation with other Youth Services teams across the Dyfed-Powys Police area. Ceredigion, Pembrokeshire and Powys Youth Services should work with Probation to consider how the Transition Policy/Agreement with Probation could be applied in their local authority area.**

**Recommendation 10: Dyfed-Powys Police's Child Centred Policing Analyst should utilise police and partnership data to measure and track the impact of crime and ASB intervention, prevention and engagement service.**

---

<sup>38</sup> <https://www.poblgroup.co.uk/care-and-support/support-services/the-diversionary-scheme>

#### **4. Awareness of services**

##### ***Overall awareness of crime and ASB intervention, prevention and engagement services is low.***

In their dip sampling report, the OPCC raised a concern in relation to the consistency of awareness and understanding of diversionary and intervention opportunities across the DPP teams. Whilst there were some examples of opportunities being considered and applied, and the relevant information being shared with the victim/alleged offender, it was considered that some opportunities may have been missed or overlooked. For example, in a case where a young adult was stopped by a member of the Rural Crime Team and found in possession of drugs, there was no evidence that they were referred to diversionary activity for substance misuse. The OPCC staff questioned whether members of the Rural Crime Team would have the same awareness and understanding of these services as other DPP teams.

In their response to the dip sampling findings, DPP advised that a gap in their training programme had been recognised through their review of prevention, intervention and engagement for children under 18. One of the key learning points of their review was the need for increased awareness of opportunities for early intervention and prevention by DPP and partners. As part of the model approved because of the review, a dedicated training resource had been approved, who will train DPP officers in the matter of awareness of services.

It is vital that all service providers are confident in their staff members' knowledge and understanding of the range of services available to young adults across the different agencies.

**Recommendation 11: Dyfed-Powys Police's Child Centred Policing and Trauma Informed Trainer should work with partners to develop a training programme to ensure widespread awareness and understanding of the crime and ASB intervention, prevention and engagement agenda relevant to young adults aged 18-25 across the different agencies.**

##### ***Young adults are unaware of the range of services available to them.***

Through the Select Committee survey undertaken with young adults, it was evident that whilst some services were recognised, such as Youth Support Services, the INTACT Programme and Premier League Kicks, overall awareness of services is low: many young adults had not heard of the support available across their communities, which is concerning. Survey respondents also highlighted better promotion of services, and awareness campaigns as a key priority for the future.

DPP witnesses at the Hearing advised of their investment in a community engagement app, which will enable officers to access demographic information and target engagement at specific communities. It was proposed that this could include the 18-

25 cohort and for the app to be utilised to actively promote DPP's services across all age groups.

**Recommendation 12: Aligned with the recommended training programme, partners should actively promote the crime and ASB intervention, prevention and engagement services available to young adults aged 18-25.**

With regards to improving visibility and engagement with communities, DPP witnesses at the Hearing spoke of recent changes to their Neighbourhood Policing and Prevention Teams' engagement activity. Little reference was made to specific engagement with young adults aged 18-25. Police engagement with this cohort is vital to continue the positive relationships built through the School Liaison programme, maintain trust and confidence and increase awareness of support available.

DPP witnesses acknowledged a gap in engagement with young adults in further and higher education in the 18-25 age group. It was confirmed that there was currently no dedicated team focusing on this age group, unlike with the school-age prevention, intervention and engagement review. One of the recommendations from that review was to focus on engagement with young adults in further and higher education, and those who are home-schooled.

**Recommendation 13: Dyfed-Powys Police, with the support of partners and the Office of the Police and Crime Commissioner, must ensure the implementation of the Prevention, Intervention, and Engagement (PIE) Project focusing on engagement with young adults in further and higher education, as well as those not in education settings.**

## **5. Looking ahead**

The PCC and Select Committee members would like to thank all who have been involved in this review, whether be it through responding to the survey for young adults, submitting evidence in response to the open call for evidence, as a witness at the Select Committee Hearing, or partaking in the Roundtable Discussion. Your expertise and experience have been vital in pulling this report and recommendations together.

This report will be circulated to the relevant agencies and published on the PCC's website.

Six months after its publication, the Select Committee will request an update on progress made against recommendations by the relevant agencies.