



## West Yorkshire Police

### Baseline Assessment October 2006



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## Introduction to Baseline Assessment

Since March 2004, Her Majesty's Inspectorate of Constabulary (HMIC) has conducted a periodic, strategic-level performance review of each Home Office police force in England and Wales. For a range of policing activities, forces are assessed as delivering performance that is Excellent, Good, Fair or Poor. The process is known as baseline assessment (BA) and this report covers the assessment for the financial year 2005/06; performance outside this period is not taken into account in determining grades. The assessments focus on the high-level processes of police forces and their results. The assessments are undertaken by regional HM Inspectors, supported by experienced police officers and police staff on secondment.

BA is designed primarily as a self-assessment, with the degree of validation/reality-checking undertaken by HMIC dependent on a force's overall performance and the rigour of its internal assessment processes. It is important to recognise that BA is not a traditional inspection; rather, it helps HMIC focus its inspection effort where it is most needed. A formal statutory inspection may still be necessary where there is evidence of systemic underperformance and poor leadership.

In addition to the qualitative assessments contained in this report, force performance is also measured by a series of key quantitative indicators. The most important indicators are statutory performance indicators (SPIs), which are determined each year by the Home Secretary and which Police Authorities/forces must report to the Home Office. Examples of SPIs include crime incidence and detection rates, as well as relevant management information such as sickness absence and ethnic recruitment rates. Results for these SPIs are also graded using the Excellent, Good, Fair and Poor categories. These SPI grades are added to HMIC BA grades to provide a fuller picture of police performance; the joint results are published annually in October and can be found on the internet at [police.homeoffice.gov.uk/performance](http://police.homeoffice.gov.uk/performance)

Policing has undergone significant changes in recent years as the country adapts to new forms of terrorism and criminality. As policing is dynamic, so also must be the form of assessment. Dominating much of HMIC's recent thinking is the need for the service to modernise its workforce while providing better 'protective services', as identified in the *Closing the Gap* report published in 2005. On-site activity for the 2005/06 baseline concentrated on these areas, but could not – given ministerial priorities – ignore volume crime and the roll-out of neighbourhood policing. As forces and Police Authorities consider options for change to meet new challenges with constrained resources, a force-by-force balance sheet of strengths and areas for improvement is critical contextual information.

### Priority Frameworks

Seven BA areas were designated as priority frameworks for on-site validation, to reflect the need to improve protective services and deliver key policing objectives. These were:

- managing critical incidents and major crime;
- tackling serious and organised criminality;
- providing specialist operational support;
- strategic roads policing;
- protecting vulnerable people;
- neighbourhood policing; and

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- leadership and direction.

These areas were the key focus of on-site validation by HMIC staff; the first five can be loosely classified as protective services. Other frameworks were assessed primarily by desktop reviews of the evidence submitted by forces, using the framework key issues and specific grading criteria (SGC) as an indicative guide.

### **Force Amalgamations**

Following the challenges highlighted with regard to protective services capability and capacity in the summer of 2005, all forces undertook significant additional work on options to 'close the gap'. The Home Secretary directed that business cases should be prepared and submitted by December 2005. The BA report thus reflects, in many of the frameworks, activity and effort to produce and assess options for change. It is vital to acknowledge the energy and commitment given to the prospect of a major restructuring of the service, which inevitably gave rise to some turbulence during this period.

At the end of July 2006, the Home Secretary indicated that the restructuring of forces would not be pursued at this time. The agenda to improve protective services is to be advanced by forces and Police Authorities through alternative means such as collaboration. Progress to 'narrow the gap' between existing capability and that which is needed will be assessed by HMIC in future inspection activity.

### **The Grading Process**

Forces have been graded for both service delivery and direction of travel. It is important to remember that, for most activities, delivery is measured through the use of most similar force (MSF) groups, whereby forces are compared with peers facing similar policing challenges. For direction of travel, the grade is awarded largely in respect of the force's own previous performance. A vital component of the grading process is SGC, which outlines, for each activity, what represents Excellent, Good, Fair and Poor levels of performance. The criteria were developed in conjunction with expert practitioners and Association of Chief Police Officers (ACPO) business/portfolio leads, who were also involved in the national moderation process to help ensure that these criteria were applied fairly and consistently.

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### **Service delivery grade**

This grade is a reflection of the performance delivery by the force over the assessment period 1 April 2005 to 31 March 2006. One of four grades can be awarded, according to performance assessed against the SGC (see full list of SGCs at <http://inspectrates.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

#### *Excellent*

This grade describes the highest level of performance in service delivery – eg top quartile, where relevant – and achieving full compliance with codes of practice or national guidance. It is expected that few forces will achieve this very high standard for a given activity. To achieve Excellent, forces are expected to have attained **all** the criteria set out in Fair and the vast majority of those set out in Good. In addition, two other factors will attract an Excellent grade:

- The force should be recognised, or be able to act, as a ‘beacon’ to others, and be accepted within the service as a source of leading-edge practice. Examples where other forces have successfully imported practices would be good evidence of this.
- HMIC is committed to supporting innovative forces and we would expect Excellent forces to have introduced and evaluated new ways of improving performance.

#### *Good*

Good is defined in the Collins dictionary as ‘of a high quality or level’ and denotes performance above the norm – in many cases, performance that is above the MSF average. To reach this standard, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

#### *Fair*

Fair is the delivery of an acceptable level of service. To achieve a Fair grading, forces must achieve all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades would be awarded at this level.

#### *Poor*

Poor represents an unacceptable level of service. To attract this very critical grade, a force must have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC.

### **Direction of Travel Grade**

This grade is a reflection of the force’s change in performance between the assessment period and the previous year. For BA 2006, this is the change between the financial years 2004/05 and 2005/06. The potential grades for direction of travel are as follows.

#### *Improved*

This reflects a **significant** improvement in the performance of the force.

#### *Stable*

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This denotes no significant change in performance.

*Declined*

This is where there has been a significant decline in the performance of the force.

**Good Practice**

In addition to assessing force performance, one of HMIC's key roles is to identify and share good practice within the police service. Much good practice is identified as HMIC conducts its assessments; in addition, each force is given the opportunity to submit examples of its good practice. HMIC has selected three of these examples to publish in this report. The key criteria for each example is that the work has been evaluated by the force and is easily transferable to other forces. (Each force has provided a contact name and telephone number, should further information be required.) HMIC has not conducted any independent evaluation of the examples of good practice provided.

**Future HMIC Inspection Activity**

Although HMIC must continue to maintain a watching brief on all performance areas, it will become more risk-driven in its future inspection activity. Protective services will be the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, neighbourhood policing will also demand attention. Conversely, those areas where strong performance is signalled by SPI results, such as volume crime reduction and investigation, will receive relatively little scrutiny.

The Government has announced that, in real terms, there will be little or no growth in Police Authority/force budgets over the next three years. Forces will therefore have to maintain, and in some areas improve, performance without additional resources. This in itself creates a risk to police delivery and HMIC has therefore included a strategic financial assessment for all forces in its future inspection programme.

<b>Baseline Assessment 2006 Frameworks</b>			
<b>1 Citizen Focus (PPAF Domain A)</b>			
<b>1A Fairness and Equality in Service Delivery</b> <ul style="list-style-type: none"> <li>• Equality of service delivery</li> <li>• Community cohesion</li> <li>• Engaging with minority groups</li> <li>• Hate-crime reduction and investigation</li> </ul>	<b>1B Neighbourhood Policing and Problem Solving</b> <ul style="list-style-type: none"> <li>• Effective mechanisms for obtaining community views</li> <li>• Responding to local priorities</li> <li>• Effective interventions and problem solving with partners and communities</li> <li>• Operational activity to reassure communities</li> <li>• Use of media to market success</li> <li>• Uniformed patrol and visibility</li> <li>• Extended police family</li> <li>• Performance in reducing fear of crime</li> </ul>	<b>1C Customer Service and Accessibility</b> <ul style="list-style-type: none"> <li>• Quality of service to victims and witnesses</li> <li>• Customer care</li> <li>• Responding to customer needs</li> <li>• Accessibility of policing services</li> </ul>	<b>1D Professional Standards</b> <ul style="list-style-type: none"> <li>• Investigation of public complaints</li> <li>• Improving professional standards</li> <li>• Combating corruption and promoting ethical behaviour</li> <li>• Reducing complaints and learning lessons</li> </ul>
<b>2 Reducing Crime (PPAF Domain 1)</b>			
<b>2A Volume Crime Reduction</b> <ul style="list-style-type: none"> <li>• Crime strategy</li> <li>• Performance in reducing volume crime</li> <li>• Levels of crime compared with peers</li> <li>• Problem solving</li> <li>• National Crime Recording Standard (NCRS) compliance</li> </ul>			

<b>3 Investigating Crime (PPAF Domain 2)</b>		
<b>3A Managing Critical Incidents and Major Crime</b> <ul style="list-style-type: none"> <li>• Detection rates for murder, rape and other serious crime</li> <li>• Integration with overall crime strategy</li> <li>• Compliance with Association of Chief Police Officers (ACPO) murder manual</li> <li>• Early identification of critical incidents that may escalate into major inquiries</li> </ul>	<b>3B Tackling Serious and Organised Criminality</b> <ul style="list-style-type: none"> <li>• Crime that crosses basic command unit (BCU) and/or force boundaries</li> <li>• Support for regional intelligence and operations</li> <li>• Asset recovery (Proceeds of Crime Act – POCA)</li> <li>• Effective targeted operations</li> <li>• Quality packages with the Serious Organised Crime Agency (SOCA)</li> </ul>	<b>3C Volume Crime Investigation</b> <ul style="list-style-type: none"> <li>• Crime strategy</li> <li>• Crime recording</li> <li>• Investigative skills, eg interviewing</li> <li>• Automatic number plate recognition (ANPR)</li> <li>• Detection performance</li> </ul>
<b>3D Improving Forensic Performance</b> <ul style="list-style-type: none"> <li>• Specialist scientific support</li> <li>• Use of National Automated Fingerprint Identification System (NAFIS), DNA, etc</li> <li>• Integrated management of processes</li> <li>• Performance in forensic identification and detection</li> </ul>	<b>3E Criminal Justice Processes</b> <ul style="list-style-type: none"> <li>• Quality and timeliness of case files</li> <li>• Custody management/prisoner handing</li> <li>• Youth justice</li> <li>• Police National Computer (PNC) compliance</li> </ul>	
<b>4 Promoting Safety (PPAF Domain 3)</b>		
<b>4A Reducing Anti-Social Behaviour (ASB)</b> <ul style="list-style-type: none"> <li>• Non-crime activities of crime and disorder reduction partnerships (CDRPs) and other partnerships</li> <li>• Use of ASB legislation, tools, etc</li> </ul>	<b>4B Protecting Vulnerable People</b> <ul style="list-style-type: none"> <li>• Child abuse</li> <li>• Domestic violence</li> <li>• Multi-agency public protection arrangements (MAPPA)/sex offender management</li> <li>• Missing persons</li> </ul>	
<b>5 Providing Assistance (PPAF Domain 4)</b>		
<b>5A Contact Management</b> <ul style="list-style-type: none"> <li>• All aspects of call handling and call management</li> <li>• Initial incident response</li> <li>• Early identification of critical incidents</li> <li>• Performance in answering and responding to public calls</li> </ul>	<b>5B Providing Specialist Operational Support</b> <ul style="list-style-type: none"> <li>• Management of central operational support</li> <li>• Police use of firearms</li> <li>• Capability for policing major events/incidents</li> </ul>	<b>5C Strategic Roads Policing</b> <ul style="list-style-type: none"> <li>• Effectiveness of arrangements for roads policing</li> <li>• Integration/support for other operational activity</li> <li>• Road safety partnerships</li> </ul>

6 Resource Use (PPAF Domain B)		
<p><b>6A Human Resource (HR) Management</b></p> <ul style="list-style-type: none"> <li>• HR strategy and costed plan</li> <li>• Key HR issues not covered in 6B or 6C</li> <li>• Health and safety</li> <li>• Performance in key HR indicators</li> </ul>	<p><b>6B Training, Development and Organisational Learning</b></p> <ul style="list-style-type: none"> <li>• Costed training strategy and delivery plan</li> <li>• Key training and development issues</li> </ul>	<p><b>6C Race and Diversity</b></p> <ul style="list-style-type: none"> <li>• Action to promote fairness in relation to race, gender, faith, age, sexual orientation and disability</li> <li>• Performance in meeting key targets</li> </ul>
<p><b>6D Managing Financial and Physical Resources</b></p> <ul style="list-style-type: none"> <li>• Resource availability</li> <li>• Effective use of resources to support front-line activity</li> <li>• Devolved budgets</li> <li>• Finance, estates, procurement and fleet management functions</li> <li>• Demand management</li> </ul>	<p><b>6E Information Management</b></p> <ul style="list-style-type: none"> <li>• Information systems/ information technology (IS/IT) strategy and its implementation</li> <li>• Programme and project management</li> <li>• Customer service</li> <li>• Adequacy of key systems</li> <li>• Business continuity/disaster recovery</li> </ul>	<p><b>6F National Intelligence Model (NIM)</b></p> <ul style="list-style-type: none"> <li>• Extent to which structures, processes and products meet NIM standards</li> <li>• Integration of NIM with force planning and performance management</li> <li>• Use of community intelligence</li> <li>• Application of NIM to non-crime areas</li> </ul>
7 Leadership and Direction		
<p><b>7A Leadership</b></p> <ul style="list-style-type: none"> <li>• Extent to which the chief officer team is visible and dynamic, sets and upholds a vision, values and standards, promotes a learning culture, and sustains a well-motivated workforce</li> <li>• Effectiveness of succession planning</li> <li>• Promotion of corporacy</li> </ul>	<p><b>7B Performance Management and Continuous Improvement</b></p> <ul style="list-style-type: none"> <li>• Effective performance management structures and processes at all levels</li> <li>• Quality and timeliness of performance/management information</li> <li>• Internal inspection/audit/ quality assurance (QA) systems</li> <li>• Effectiveness of joint force/PA best value reviews (BVRs)</li> </ul>	

## Force Overview and Context

### Geographical Description of Force Area

West Yorkshire forms the largest conurbation in the Yorkshire and Humber region, incorporating the major cities of Leeds, Bradford and Wakefield and the substantial towns of Huddersfield and Halifax.

Though not the largest sub-region geographically, it accounts for 43% of the region's businesses and also 43% of the region's workforce. West Yorkshire is at the crossroads of the major transport routes from North to South (M1) and from West to East (M62) – the latter linking the west coast ports to those on Humberside, which form a gateway to Europe. West Yorkshire comprises five local authority districts with the following brief characteristics.

Bradford, which developed on the textile industry, has diversified its industrial base in recent years and now has a strong presence in electronics, engineering, printing and packaging, and chemicals, as well as media and call centres. The district has a high level of deprivation. In addition to Bradford, towns in the district include Shipley, Bingley, Ilkley and Keighley.

Calderdale is the least populated, with manufacturing accounting for 29% of the employment. The main towns are Halifax, Brighouse, Elland and Todmorden.

Kirklees has a high proportion of its population working within the manufacturing sector (27%). It includes the towns of Huddersfield, Dewsbury and Batley.

Leeds is the largest district, with particular strengths in financial and professional services. Its service sector growth has contributed to it being one of the fastest growing economies in the country. It is a main provider of employment for the area and attracts 70,000 people to the city each day. It is expected to provide one-third of the region's additional jobs up to 2015.

Wakefield has become a major centre for the distribution and retail industry, because of the availability of land for development. It includes the towns of Castleford, Pontefract, Normanton and Hemsworth.

### Demographic Description of Force Area

West Yorkshire has 42% of the Yorkshire and Humber region's population. Of West Yorkshire's 2.1 million inhabitants, 11% are from black and minority ethnic (BME) backgrounds, concentrated in Bradford (22%) and to a lesser extent Kirklees (14%). People of Pakistani and Indian origin make up the largest minority ethnic group.

There are 1.043 million people employed in West Yorkshire and job growth is forecast at 0.5% between 2004 and 2007. This represents an additional 4,500 jobs. Despite overall reductions in numbers employed in the industry, manufacturing remains a significant employing sector. Salaries in West Yorkshire are 7.6% below the national average.

In terms of deprivation, as measured by the Index of Multiple Deprivation 2004, all five local authority districts are in the worst 25% in the country.

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District	Total Population	% BME	% under 18	Dwellings	Hectares
Bradford	477,800	21.8%	26.2%	190,200	36,600
Calderdale	193,200	7.0%	23.9%	83,000	36,400
Kirklees	391,600	14.3%	24.2%	162,800	40,900
Leeds	714,900	8.2%	22.4%	307,600	55,100
Wakefield	318,300	2.3%	23.1%	133,200	33,800
West Yorkshire	2,095,900	11.4%	23.9%	876,800	202,800

## Strategic Priorities

### Creating Safer Communities

West Yorkshire police will work with its partners to tackle anti-social behaviour (ASB) and the fear of crime, to reassure the public and make life safer for everyone. It will target:

- the prevention of disorder;
- anti-social behaviour;
- public reassurance and fear of crime; and
- policing our roads.

### Tackling Crime

The force will cut crime by stopping it happening, investigating it when it does happen, and catching criminals. Through the local criminal justice board the force works with the Crown Prosecution Service (CPS), courts, youth offending teams, and the prison and probation services to bring more offences to justice. It will target:

- counter-terrorism;
- serious and organised crime;
- volume crime;
- drugs; and
- violent crime.

### Increasing Public Confidence and Satisfaction

The force will provide the best service to victims, witnesses and the public that it can with the resources it has, in order to increase public confidence and satisfaction. This means it can't always do everything that people want it to straightaway. The force will be honest about this, doing what is most important, well. It will target:

- neighbourhood policing;
- demand management; and
- support to victims and witnesses.

### Making Best Use of Our Assets

The force will make effective use of all its assets to make sure it provides the best policing service it can. It will target:

- financial resources;
- police officers, police staff and the extended policing family;
- the police estate and infrastructure;
- science and technology; and
- process improvement and best value.

## Impact of Workforce Modernisation and Strategic Force Development

The force strongly supports the principles of Workforce Modernisation (WFM) within the police reform programme and is playing a national role in its development. The Chief Constable leads the Association of Chief Police Officers (ACPO) 'Futures' portfolio and is a member of the ACPO WFM business area. The corporate review department has prepared a detailed 'Futures' analysis to support ACPO's national WFM project and plays an active role in the project's reference group. West Yorkshire is being used as a model exemplar force to demonstrate the potential benefits that WFM could bring if applied to a whole force. The force is intending to become a demonstration site as the national WFM project builds upon the success of the initial WFM pilots.

At a local level, the force has totally engaged with the WFM agenda and a programme board was established in December 2004 to oversee and co-ordinate developments. Plans are in place to pilot:

- modern-day apprenticeships within a department;
- a leadership programme, including secondments to partner and private sector employers; and
- mapping the organisation to make career progression routes apparent.

The force has invested heavily in civilianisation in recent years and has the highest percentage of police staff when compared with its most similar forces (MSF). The ratio of police officers to police staff is now 1.45:1. For example, in the homicide and major enquiry team (HMET), civilian investigators work side by side with experienced detectives. There are 466 police community support officers (PCSOs) working as part of neighbourhood policing teams (NHPTs); this is the highest number of PCSOs outside the Metropolitan Police.

As the region's largest force, West Yorkshire is already leading the development of regional responses to counter terrorism and serious and organised crime, recognising that these challenges exist now and require addressing while the Home Office progresses the national project. The Chief Constable chairs the regional resilience forum and the assistant chief constable (ACC) (operations support) acts as chair of the region's firearms working group and the public order steering group. The head of Special Branch already works as the regional Special Branch co-ordinator and the head of intelligence chairs the regional intelligence group – ensuring that forward planning will be coherent with and support strategic force developments.

## Major Achievements

West Yorkshire has been recognised nationally over recent years as one of the most rapidly improving forces. Its track record and clear focus on continuously improving performance are demonstrated in achievements this year, across a wide range of business areas and priorities. There have been continued gains in the area of reducing and tackling crime, together with increased emphasis on achievements through people – the key to sustaining and improving future performance.

## Results

- The force has achieved significant reductions in crime, while increasing overall detection rates.

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- Substantial reductions in volume crime have been achieved in theft of motor vehicles, burglary dwelling and thefts from vehicles.
- The force continues to significantly improve its performance in terms of offences brought to justice.
- Appointment of a dedicated force missing persons co-ordinator and ensuring compliance with National Centre for Policing Excellence (NCPE) doctrines has reduced reports of missing persons force-wide.
- Sickness absence has been successfully managed down.
- Ill health retirements have been successfully managed down to low levels compared with five years ago.
- Through positive action, the force has increased the proportion of its police officer workforce from BME communities and the proportion of its female officers. This compares favourably with other forces.
- Over 400 level 2 disruptions have been achieved in 2005/06 and over £3 million of criminal assets confiscated. This is the highest level of confiscation outside the Metropolitan Police district.

### **Operations**

During 2005/06 there have been a number of highly successful operations:

- Operation Theseus put the force at the centre of the response to the London terrorist incident in July 2005.
- Operation Geneva – the investigation into the fatal shooting of PC Sharon Beshenivsky. Six men have been charged in connection with her murder.
- Operation Brava – 3,690 arrests, 155 Class A drugs dealers arrested and volume crime reduced by 25% in the Leeds district.
- Operation Croupier – the identification and charging of the man who, in the 1970s, sent the tapes and letters purporting to be from the 'Yorkshire Ripper'.
- Operation Recall – the cold case review of serious sexual assaults in West Yorkshire over the past 30 years. This has resulted in the conviction of five people for rape, with six more cases waiting to be heard in court.

### **Recognition**

The force is actively driving the provisions of the Proceeds of Crime Act (POCA) into all levels of criminality, and in December 2005 won a National Award for Excellence in Financial Investigation.

The force is recognised as a centre of excellence for covert policing. The special operations unit (SOU) achieved national accreditation in December 2005, and is one of only six such units in the country.

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### **Organisational Change**

The implementation of the HMET structure has halted abstractions from basic command units (BCUs) to resource major enquiries, thereby allowing them to tackle volume crime and day-to-day local policing issues.

### **Neighbourhood Policing Teams**

Neighbourhood policing (NHP) has been implemented, with full geographical coverage by NHPTs across the ten divisions. Almost 1,000 staff – 500 police officers and 460 PCSOs – are in NHPTs or directly support them, and their focus is on criminal damage and ASB.

PCSOs revisit crime scenes and generate lines of enquiry. Since September 2005 there have been sustained falls in recorded damage. At the same time, the detection rate has increased. There are 152 part-time NHPT contact points across the county. A problem-solving model has been introduced, enabling police and partners to undertake joint problem-solving initiatives.

West Yorkshire Police is a leading force in tackling ASB, having pioneered a number of major operations that have had community-wide impact (and wide media attention) through the active engagement and co-ordination of partnership resources. Providing high quality multi-agency training has encouraged partners to actively contribute and take on the challenge of reducing ASB, with its CPS champion now actively involved at the early planning stages of operations.

### **NIM**

The National Intelligence Model (NIM) is fully integrated at force and divisional level, with clear links to force performance through territorial operations, corporate review and the force intelligence bureau. Such integration has allowed the force to conduct highly successful operations such as Banrock, Brava and Constantine. Operation Brava can illustrate savings in terms of crime reduction and investment in resources at police and partnership level.

### **Hate Crime**

West Yorkshire Police adopt a co-ordinated approach to tackling hate crime. Over 350 third party hate crime reporting centres have been established force-wide.

### **Innovations**

The force continues to develop and introduce innovative technological solutions to problems, for example:

- a digital witness album system;
- a 'caught on camera' system to enhance detections from CCTV;
- a facial recognition system that takes digital images of unknown offenders and matches them against the West Yorkshire Police custody image database to provide suspect intelligence leads.

The force has also led nationally on the operational use of mobile data, and has the largest and most successful implementation, delivering tangible benefits.

Simulation modelling is being used to ensure appropriate levels of staffing in relation to changes initiated by the demand management project board.

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### **Quality of Service – Embedding a Service Culture**

A number of innovative approaches to quality of service issues have been introduced. For example:

- The quality assurance dip sampling system is used by all BCU supervisors to qualitatively assess how operational officers have dealt with members of the public who have reported crimes or incidents.
- The Qualtrak system enables the real time and retrospective qualitative analysis of calls. This meets the requirements of the national call-handling standards and has attracted interest from other forces.
- In addition, divisional call-handling units now make 500 appointments a week with callers to ensure that attendance meets their expectations and needs more closely. Early indications are that the appointment system is well received by members of the public.

### **Major Challenges for the Future**

#### **Quality of Service**

The implementation of the national call-handling standards, quality of service commitment and first contact recommendations is a major challenge. While progress has been made, improving quality of service remains a key priority for the coming year, with a focus on improving contact management, keeping people informed, and actual delivery at local neighbourhood level. While the quality of service commitment has external customer results, the force also sees the internal development of the quality and service agenda as equally important and vital to cultural change in developing its people and diversity programmes.

#### **Partnerships**

The development of partnerships across the five crime and disorder reduction partnerships (CDRPs) in West Yorkshire will support the operational delivery of NHPTs and neighbourhood management. This offers huge potential and will require sustained effort in order to ensure delivery. In particular, this must be achieved within the context of the repositioning of the CDRP as the delivery arm of local strategic partnerships and the delivery of local area agreements – developments that are significant changes to partnership arrangements.

#### **Terrorism and Crime**

In West Yorkshire and across the Yorkshire region, operational capability is being developed to address the international terrorist threat and the gap in tackling organised and serious crime with the commencement of the Serious Organised Crime Agency (SOCA).

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<b>Summary of Judgements</b>	<b>Grade</b>	<b>Direction of Travel</b>
<b>Citizen Focus</b>		
Fairness and Equality in Service Delivery	<b>Fair</b>	<b>Improved</b>
Neighbourhood Policing and Problem Solving	<b>Good</b>	<b>Improved</b>
Customer Service and Accessibility	<b>Good</b>	<b>Improved</b>
Professional Standards	<b>Good</b>	<b>Not Graded</b>
<b>Reducing Crime</b>		
Volume Crime Reduction	<b>Good</b>	<b>Improved</b>
<b>Investigating Crime</b>		
Managing Critical Incidents and Major Crime	<b>Excellent</b>	<b>Improved</b>
Tackling Serious and Organised Criminality	<b>Good</b>	<b>Improved</b>
Volume Crime Investigation	<b>Excellent</b>	<b>Improved</b>
Improving Forensic Performance	<b>Excellent</b>	<b>Stable</b>
Criminal Justice Processes	<b>Good</b>	<b>Stable</b>
<b>Promoting Safety</b>		
Reducing Anti-Social Behaviour	<b>Good</b>	<b>Improved</b>
Protecting Vulnerable People	<b>Fair</b>	<b>Improved</b>
<b>Providing Assistance</b>		
Contact Management	<b>Good</b>	<b>Improved</b>
Providing Specialist Operational Support	<b>Excellent</b>	<b>Improved</b>
Strategic Roads Policing	<b>Good</b>	<b>Improved</b>
<b>Resource Use</b>		
Human Resource Management	<b>Good</b>	<b>Improved</b>
Training, Development and Organisational Learning	<b>Good</b>	<b>Improved</b>
Race and Diversity	<b>Good</b>	<b>Improved</b>
Managing Financial and Physical Resources	<b>Good</b>	<b>Stable</b>
Information Management	<b>Good</b>	<b>Stable</b>
National Intelligence Model	<b>Excellent</b>	<b>Stable</b>
<b>Leadership and Direction</b>		
Leadership	<b>Good</b>	<b>Not Graded</b>
Performance Management and Continuous Improvement	<b>Good</b>	<b>Improved</b>

# 1 Citizen Focus (Domain A)

## 1A Fairness and Equality in Service Delivery

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Improved</b>

### National Grade Distribution

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>0</b>	<b>15</b>	<b>28</b>	<b>0</b>

### Contextual Factors

Leadership and active involvement from the chief officer team (with the ACC, or Organisational Support (GS) as force champion), and well established partnership working supported by policies and performance management to ensure delivery, underpin the force drive to improve fairness and equality in service delivery.

Strong, independent, multi-agency hate crime partnerships exist in each of the five districts across the force – for example, the Bradford Hate Crime Alliance. To supplement and co-ordinate activity, the force has joined the National True Vision initiative. This engages partners at a local level in improving service delivery in respect of hate crime.

Proactively the force has purchased a series of one-hour programmes on Sunrise Radio, an Asian broadcast station. The force also has an on-line youth and schools resource, Cityzones, which incorporates hate crime. There is also a database of community contacts and the force is continuing to expand its community networks impacting on policy, for example in the area of unauthorised encampments by members of traveller communities.

The force has good processes for communicating key messages to minimise community tension, as evidenced post 7/7 and in the recent BNHP trials in Leeds. Tension monitoring processes are in place across all five districts.

The force has clearly defined and readily available policies relating to diversity hate crime, stops, and stop and search. From April 2006, this includes the new hate crime categories of faith and disability. The force equality scheme is now embedded in force procedures.

The force underwent a specialist inspection around the race equality scheme (RES) in spring 2006, following which specific feedback was given over a number of compliance areas. The feedback, in the interim period before publication, has been used to develop a number of issues.

In a difficult financial climate, the force has given the diversity unit increased resources to progress priority areas around the RES.

## Strengths

- West Yorkshire has improved performance in several of the quality of service indicators compared with 2004/05 figures. There are still differences in satisfaction rates between white and BME respondents, which the force is working to resolve.
- The force has a published RES, informed by internal and external feedback as well as a review by the Commission for Racial Equality in 2004. Each strand of diversity within the scheme has distinct action plans, which are overseen by the force diversity steering group.
- Targets are in place not only to increase reported incidents of hate crime but also, more importantly, to reduce the number of repeat victims and increase victim satisfaction. The number of repeat victims is decreasing.
- Through an extensive network (300+) of third party reporting centres, the force has seen a rise in recorded hate crime offences. This is being managed by improved investigative and prosecution measures developed in conjunction with community safety and criminal justice partners.
- There are a number of long-standing, effective partnerships that have been tested and proven during the past year in respect of nationally significant events such as the attack on London by the Leeds bombers and the BNHP investigations and trials.
- There are clear policies, available to all officers and staff via the force's intranet, to provide advice and guidance to supervisors and public-interfacing staff. The force hate crime policy is based on the ACPO manual.
- Accurate, comprehensive and up-to-date information, to monitor and support improvements in service delivery at local and force level, is provided through the force Electronic Management Information System (EMIS). Force policy holds divisional commanders responsible for performance in respect of hate crime. Finalisation of hate crimes is often delegated within the divisional senior management structure, but remains the overall responsibility of the divisional commander.
- Each division has well-established community scrutiny panels, involving senior local officers, to dip-sample performance in respect of stops, stop and search, and hate crime. Returns from the panel are used by the force to inform corporate processes and performance.
- Customer satisfaction relating to hate crime is routinely monitored through an independent survey (Swift Research).
- The force 'Breaking Down Barriers' action plan has been realised during 2006.
- The force has revised the leadership and development programme to include a full day on issues around all strands of diversity. This allows attitudinal behaviours as well as knowledge to be tested.
- The professional standards department analyses data using a program that allows misconduct issues with a potential racial element to be identified and robustly investigated.

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- The force has a community engagement plan as part of a wider communication strategy with communities, which supplements the community intervention plan. This plan supports communities following critical incidents and has recently been tested and refined.
- Each division submits a weekly communities' tension report, which feeds into the force intelligence networks and is shared with other agencies such as National Asylum Support Service NASS and the Government Office for Yorkshire and the Humber, as well as the national community tensions team.
- The West Yorkshire Police lesbian, gay, bisexual and transgender policing initiative is now in its seventh year.
- The force diversity officer is now being supported by two new posts. This is allowing increased management of the RES by a dedicated person to ensure active implementation of key areas.

### **Work in Progress**

- Following Hull University research into BME confidence in the criminal justice system, an action plan is being developed to further improve performance in this area.

### **Areas for Improvement**

- Performance around offences of violence has decreased, with the detection rates for both white and BME victims having fallen. However, this has to be considered against the continued increases in recorded offences through efforts to open up easier and more confidential third party reporting mechanisms during the previous 12 months.
- The processes for community intelligence gathering are being reviewed and further improvements identified.
- The force is developing a suite of diversity related performance indicators (PIs) for use across the organisation.
- The extension of positive action to the areas of mentoring and support of individuals by external public sector agencies is being explored, for example with the NHS. Previous resources have been mainly focused on recruitment and not sufficiently on retention and progression issues.
- Work is taking place on improving community networks at a strategic level, with closer links to the independent advisory group (IAG) and development of the Muslim safety forum.
- Gypsy and traveller links are being developed through the Leeds gypsy and traveller exchange, which has influenced the unauthorised encampments policy within the force.
- A draft service level agreement is being developed with the local criminal justice

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board (LCJB) on hate crime, aimed at improving service quality. This includes the development of the BME consultation panel with the LCJB.

- The draft community cohesion engagement and intervention plans have been developed further following the 7/7 debrief. Embedding the developments in these plans is a key piece of work for the force.

**1B Neighbourhood Policing and Problem Solving**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
4	18	20	1

**National Position**

NHP is a national programme and its expectations are based on national research. This framework is different from other frameworks because the grade awarded reflects the force’s ability to progressively roll out NHP, year-on-year, until its implementation date of April 2008. This focus on programme delivery and the need for continuous improvement is reflected in the grades. Therefore, it is significantly more challenging for a force to maintain the same grade as last year.

HMIC has awarded an improved direction of travel where forces are actively progressing implementation, have improved their performance and have allocated significant resources to deliver NHP. As a result, most forces have an improved direction of travel. However, this assessment has also highlighted the significant demands of the NHP programme and the vulnerability of some forces who are failing to maintain the pace of implementation.

**Contextual Factors**

The force launched NHP in January 2005 to address quality of life issues for each of its diverse local communities. West Yorkshire currently has over 500 police officers and approximately 460 PCSOs deployed within local NHPTs or supporting them – providing the capability to respond at local neighbourhood level to community needs across the ten divisions of the force.

NHPTs have been set three priorities, ASB, criminal damage and violent crime. They are subject to regular performance review meetings and NHP returns are submitted weekly for evaluation. These returns have both quantitative and qualitative elements for senior management team (SMT) consideration. Feedback from members of the public during community forums or public meetings is also seen as a measure of success for NHPT staff.

The police authority oversees and supports NHP through the NHPT scrutiny panel. The NHPT project board, led by the ACC (territorial operations (TO)), ensures that relevant work streams are progressed appropriately.

The five district community safety co-ordinators have the lead role in delivering the partnership element of the project. Partner involvement in NHP is progressing at different rates in the CDRPs and, consequently, the force recognises the need for a flexible approach to partner delivery.

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NHPTs across the force are developing joint action groups to enhance and develop operational partnership work. District community safety co-ordinators are engaged with councils to influence the allocation of resources to neighbourhood teams and develop the concept of neighbourhood management.

The force is now composing a community cohesion policy. The policy statement has been written and the strategy and plans are being formulated from that. One element of this is to complete community mapping but the survey results have been disappointing, with only 20% of people responding. The census data is more reliable and is being used to compile a composite community profile for prioritisation of engagement.

There have been improvements in each satisfaction indicator compared with the previous 12-month period, and West Yorkshire is performing towards the middle of its MSF group. This reflects the increased emphasis on quality of service and the development of the NHPT model with its focus on ASB and criminal damage.

## Strengths

- A performance and compliance monitoring system has been embedded to ensure that the NHPT project continues to progress. Each division has appointed a member of its command team as NHPT champion, responsible for its development. In addition, the regular challenge process headed by the ACC (TO) is viewed positively by SMT members as a necessity in key areas such as communications updates on the force website and to help spread good practice.
- The RESOLVE problem-solving model has been approved as force policy and introduced. (This is a development of scanning, analysis, response, assessment (SARA).) Training has been delivered to all NHPT staff on RESOLVE as part of a wider NHPT training package in which partners have been involved.
- West Yorkshire Police is at the forefront of partnership approaches to the recruitment and use of PCSOs in NHP. The force has been highly successful in achieving match funding from the private and public sector. It has maximised opportunities to recruit, train and deploy the largest number of PCSOs in any force outside the Metropolitan Police. The force is one of the few to have a dedicated unit to develop policy, training and co-ordination of funding streams.
- In addition to reassurance and visibility roles, PCSOs are contributing by revisiting crime scenes and generating lines of enquiry. Since September 2005 there have been sustained falls in recorded criminal damage while, at the same time, the detection rate has increased.
- Accessibility is being increased with the opening of 152 part-time NHPT contact points across the force area. In April an NHPT marketing campaign was launched, including a specific website that links communities to their own policing team.
- Style of policing is tailored to the community served. For example, in the Otley and Pudsey areas a proactive intelligence-led approach is taken. This is tied strongly into local authority area management structures and partnerships that include strong community engagement. In the Belle Vue area, a substantial proactive, intelligence-led resource is deployed alongside NHPTs to deal with significant drugs, burglary, vehicle crime and ASB problems.

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- The NHPT toolkit provides detailed tactics for community engagement. This is tailored by divisions to meet local circumstances. Partners are regularly involved with officers in engagement venues ranging from ward walks with councillors to joint environmental audits with the local authority.
- On the Wakefield Pathfinder BCU, there are clearly good links between the criminal investigation department (CID), proactive teams, special branch officers and NHP staff. There is also a good link to NHP through NIM processes.
- The force has made considerable efforts to establish key individual networks and other forms of engagement. For example, five of the six bail hostels in the area are taking part in initiatives to reduce crime offending and drugs misuse. (The sixth hostel is expected to become more involved shortly) All teams have identified a key individual network as a resource to tackle problems and test the effectiveness of responses.
- The Pathfinder BCU maintains on the force website, information on NHP that is up to date, informative and useful to local communities. The divisional commander's involvement in the operational performance review (OPR) process on NHP has informed decisions on NHPT structures, particularly the progress of the Pathfinder NHPT at Wakefield.
- Patrol and NHPT staff do not have rigid demarcation lines between their functions, and flexibility in scene attendance provides increased efficiency. The attendance of NHPT staff at criminal damage incidents and their progression of hate crime incidents has allowed increased flexibility in the patrol function.
- Contact with NHPT officers by telephone is supported by an answer-phone system through which calls from the switchboard and direct dial calls reach the same number and messages can be left. NHPT officers then transcribe the messages into a journal and staff return calls and act on information when next on duty. The journal is checked by supervision to ensure that calls are actioned in an appropriate manner.
- The NHP project has recently been transferred to the remit of the ACC (TO). This is considered a positive development as it ties together NHPT and other operational issues and is seen to 'mainstream' NHP rather than separating it from operational policing.
- On the Pathfinder BCU, the divisional intelligence unit is viewed very positively by uniformed operational staff and NHPTs in terms of the management of intelligence support for the NIM processes (including effective briefings), and for monitoring TASKIT actions [actions contained on the Force's TASKIT 'action tracking' database]. The various disciplines within the divisional intelligence unit are grouped geographically on the four areas to ensure cross flow of information and strong connections with NHPTs.
- IT systems, particularly the NHP management information systems (NHPTMIS) are seen as particular strengths and as useful in assessing performance and areas for improvement within the divisional NHPTs.

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- The NHPT project identified the need for the development and use of community intelligence. All BCU researchers have been trained in open source internet searching, which supports the developing intranet briefing process and delivers neighbourhood level information to NHPT teams. Further developments are taking place around mobile data terminals access.
- Staff training is delivered one day every ten weeks as a minimum, with content open to suggestions by departments and the divisional management team. In addition, a classroom-based four-day NHPT training course is being rolled out to all existing NHPT officers and will be used later to train staff who are new to the role.
- The NHPT abstraction policy is clear and unambiguous. Abstractions cannot be made without the authority of the divisional superintendent (operations). NHPT staff, while not abstracted to routine duties outside their remit (eg football duties, driving patrol vehicles), are generally flexible in their approach to policing and are able to support patrol staff in attending some incidents when necessary. There appears to be a good working relationship between the two disciplines and efficiency is not being compromised by strict adherence to role.
- Two staff surveys to test organisational knowledge of NHPT have taken place. This tested increases in awareness, following internal media and marketing through existing force publications, team briefing and intranet pages. Increases in knowledge were shown in the six months between the surveys.
- Externally, there has been a dedicated media and marketing campaign, including the use of large advertisements on hoardings and vehicles.
- Since April 2006, residents can conduct a postcode search and find out about their local NHPT, names, contact details and what is currently taking place. A facility is being introduced for residents to register for automatic email updates.
- NHPT officers are issued with a Blackberry personal digital assistant PDA computer to improve their patrol time, visibility and access. This project was nominated for the Most Innovative Public Sector IT Project award in 2005.
- The role of NHPTs is clearly outlined in the force demand management strategy and their requirements are a clear work stream in the force estates strategy. For example, in Calderdale accommodation is shared with a housing association, providing a base for four full-time officers and six special constables. Licensing officers in Kirklees are co-located with local authority staff and share IT systems.
- The force has actively pursued and engaged with community volunteers. In the Bradford district there are more than 100, all actively engaged with Speedwatch and contact points, which form part of the force volunteer strategy.
- A number of NHPT areas fall within zones in which neighbourhood management is to be trialled with the local authority. In Wakefield and Bradford the NHPTs will work alongside the neighbourhood managers.
- NHPTs work closely with the drug intervention programme (DIP). The Leeds City Centre NHPT has two officers working full-time with the DIP, utilising the remainder of the team through NIM when necessary.

- Stability of NHPTs is regarded as a priority and divisions attempt to minimise staff turnover. Special priority payments (SPPs) have been used to recognise officers with more than four years' service in each NHPT. The importance of NHPTs in terms of career progression is also recognised, with student constables being attached to them as part of their development.

### **Areas for Improvement**

- Community engagement is developing well in some areas, with public contact points being established. However, there is not yet a strong community influence on priorities and where this exists it tends to be through engagement with local councillors.
- Work to integrate special constables and volunteers into NHPTs is ongoing. A recent command team decision is that NHPT supervisors will manage all special constables. Police and community contact points staffed by volunteers will be integrated into the NHPT structure.
- RESOLVE, the force problem-solving model, needs to be supported by an IT system.
- Community intelligence systems will be enhanced through the roll-out of NICHE RMS system and NICHE Records Management System (NICHE RMS) which will allow direct input by NHPT staff. This will simplify existing methods.
- Community intelligence is also used to compile tension reports. In Bradford, for example, a wide range of partnership sources, as well as police sources, were used to identify a range of premises for an operation designed to close down crack houses. Operation Constantine was successful both in the use of intelligence and in the joint action that followed.
- Performance management needs to be seen in a wider context. There is a need to further develop systems for managing and monitoring reassurance and satisfaction at NHPT level.
- NHPTs across the force are developing joint action groups to enhance and develop operational partnership work. District community safety co-ordinators are engaged with councils to influence the allocation of resources to neighbourhood teams and develop the concept of neighbourhood management.
- The Pathfinder BCU at Wakefield was identified as green or amber in all areas, against the NCPE readiness assessment. However, this appears due to the fact that the assessment is considering the implementation phase as opposed to preparation, and there are clearly plans to resource and progress these matters in the short term.
- The force has developed a community reassurance/perception survey based at NHPT level. This produces a two-page briefing for the relevant NHPT on its community's perception of crime and disorder, and uses this to hotspot activity. Actions are tracked and followed by a further survey 12 months later.

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- Currently there is little tie-in to NHP by the CID. But from June 2006 a proactive and tasking team, led by a detective inspector, is to work closely with all NHPT staff on the pathfinder BCU, to provide an investigative capability.
- NHPT staff levels being supervised were seen by staff as bordering on unmanageable, with some sergeants currently supervising 15 or 18 constables and PCSOs. This number will be more commonplace as PCSO numbers continue to increase. The introduction of more sergeants appears to be one of the few ways to mitigate this risk.
- The corporate review department has formed a geographical information system user group with the five local authorities and other partners to formalise all data exchange, create data standards and apply these to mapping packages for analysis.
- West Yorkshire is considering the introduction of minimum tenure periods for NHPT officers but has, as yet, delayed it until all NHPTs are properly constituted and working to acceptable standards.

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## GOOD PRACTICE

**TITLE: Neighbourhood Policing – Extensive use of Partnership Approach to Community Support Officer Recruitment**

**PROBLEM:**

West Yorkshire Police is at the forefront of partnership approach in the recruitment and use of Community Support Officers in Neighbourhood Policing. The force has been highly successful in securing matched funding for CSOs from the private and public sector. To date, the contribution from our partners in this current year including non-mainstream funding is worth £2.86 million, covering a total of 191 matched funded posts. All CSOs are posted to Neighbourhood Policing Teams.

**SOLUTION:**

Since 2003, the force has maximised all legislative and partnership opportunities to recruit, train and deploy the largest number of CSOs in any force outside Metropolitan Police Service (currently 485 CSOs). The landscape is complex and the political situation is unsettled. Legislation has been introduced in a piece-meal fashion and Partnership funding and contract arrangements are complex. Despite this background, WYP have put enormous efforts into ensuring that opportunities are maximised.

WYP is one of the few forces with a dedicated unit responsible for developing policy, training and co-ordinating funding streams. The unit (Plural Policing Unit) sits within HQ Community Safety alongside the Income Generation Unit. Although the responsibility for Neighbourhood Policing sits with Territorial Operations, HQ Community Safety has a variety of functions that directly support Neighbourhood Policing.

**OUTCOME(S):**

The Force's use of CSOs has been evaluated once and is currently under further evaluation. The University of Leeds evaluated Round One in 2004. They were complimentary about the response of West Yorkshire Police and found much public support. The lessons learned were actioned during subsequent funding rounds and currently Sheffield and Hallam University is evaluating the current position of West Yorkshire Police. That report is due in August 2006 but interim reports again show widespread public support and a better understanding of the role of CSO.

West Yorkshire Police continues to be a national lead and shares good practice. The Head of Department spoke at the 2005 Annual ACPO conference regarding West Yorkshires experiences and other members of staff have taken a leading role at National Co-ordinating Forums. A new seven week modular training programme for CSOs is being piloted by the force on behalf of Centrex. Nationally, WYP is the lead force on piloting a new regional recruiting process in Yorkshire and Humberside.

**FORCE CONTACT:** Chief Inspector Mark Hartley Tel: 01924 292778

**1C Customer Service and Accessibility**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	19	22	2

**Contextual Factors**

The force is presently working to achieve a step change in this area of performance, recognising that its present policing performance assessment framework (PPAF) scores in the citizen focus domain do not match its good performance in other domains. Clear chief officer leadership is evident in driving the change and improving processes.

There is a well structured quality of service commitment (QoSC) project plan, monitored by a project board now led by the deputy chief constable (DCC) and overseen by the police authority at a strategic steering group. In addition to representation on the project board, the police authority provides scrutiny by exception, reporting to the established QoSC strategic steering group.

A full-time project manager is overseeing progress across the different service delivery areas. The police authority has approved priority posts for the 2006/07 financial year. These include additional witness care officers to meet the full requirements of the victims' code, potential staff for a force call bureau, and resources to generate and process letters to victims of crime centrally.

A number of improvements are yet to be implemented, around the improved use of supporting technology and compliance with minimum standards. The force has already implemented the quality assurance dip sampling (QADS), which affords first line managers the opportunity to check out service delivery and then link it with individual performance development reviews (PDRs).

The QoSC initiative has the highest priority in force planning and this is reflected in the commitment and resources that are being given to its implementation.

Policing services are widely publicised through the force and police authority websites, which provide the contact details for all stations, other police contact points and access to local crime statistics. The force community newspaper, *Your Police*, includes contact details and in the coming year will be used by the police authority to deliver the 'summary of local policing'.

## Strengths

- Against a difficult financial period, the force has allocated growth investment of an additional £500,000 for 2006/07 to support new initiatives and service quality improvements.
- The force complies with the national guidance on the implementation of user surveys, employing a postal methodology and random sample selection, which has been audited and received favourable feedback.
- A number of quality assurance processes are in place. The professional standards department has a member of staff dedicated to quality assurance, ensuring the control of complaints and feedback to BCUs.
- An innovative surveying system, QADS, is being used by operational supervisors to assess service quality provided by their staff to members of the public. This is complemented by a skills training package delivered through divisional training days.
- The force BCU training programme has provided every member of staff with a three-hour interactive training session, using victim experience DVDs, information on QADS and the requirements of the victims code. Complementary to this, the crime recording bureau has introduced quality checking and customer ringbacks. The helpdesk staff have received a bespoke training package incorporating customer care standards that have then been embedded in their performance indicators.
- There is a co-ordination of all current customer service projects, including first contact, national call handling strategy and single non-emergency number, to ensure a 'whole systems' approach.
- Comprehensive force and police authority websites provide a wide range of information and contact details to the public.
- The force website has been expanded to include local contact details for NHPTs, as well as updates on action being taken to address local problems.
- There is a strong commitment to community involvement and problem solving through NHP, with established NHPTs in all areas and widely publicised contact points.
- Quality of service and victims' code training is provided to all front line staff. All staff have received training on the victims code and force policies supplement this, as does the volume crime strategy, which outlines the requirements to keep victims of crime informed of their case.
- Performance management of service quality and improvement areas are prominently featured within the force's well established performance review processes – operational performance review (OPR) and corporate performance review (CPR). A force-wide computerised mail logging system, for example, provides performance data and an audit trail.
- Automated processes have been designed to ensure that victims of crime receive appropriate letters to keep them informed of progress at key points in an

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investigation. Divisional crime management units request a letter through a computer system linked to the headquarters (HQ) facilities department. A standard letter (depending on the stage of the investigation) is printed, automatically placed in an envelope, and then posted to the victim.

- The force has invested significantly in media and marketing, as well as IT systems, to give the public maximum access to information about force standards, policies, priorities and performance.
- The force estates strategy ensures that police buildings are adequate and accessible to all members of the public.

### **Areas for Improvement**

- West Yorkshire performs just below the national average on a number of indicators, but has recognised the need to increase its focus on the quality of service issues that underpin the developments identified for 2006/07. At the end of March 2006 the force had shown increases over its 2005 figures in each indicator area. There are plans in place to further improve the levels of satisfaction with services, through a mixture of new developments and more intrusive sampling of operational incidents by supervisors.
- West Yorkshire is moving to a central force call bureau (FCB) structure to resolve long-standing demand management issues, rationalising the present help desk/call-handling unit structure and anticipating an improvement in call-handling responses by July 2006.
- Victims' code requirements have been progressed and staff are being trained through a combination of team brief, training days and seminars. This is being supported by the development of means to monitor the delivery of the victims' code and QoSC. The LCJB has carried out a gap analysis, and where gaps have been identified robust action plans have been introduced and are being overseen by the performance monitoring groups. Additional staff are being provided to ensure that all the post-charge requirements of the victims code can be achieved.
- Extension of the current QADS system is taking place to ensure a corporate approach to quality assurance across all departments as well as divisions.
- The provision of email addresses for the NHPTs, in addition to the established neighbourhood contact points, will allow the public to contact the force to obtain feedback. Public accessibility is being further enhanced by provision of a force email address.
- The multi-layered structure of call/incident management and duplication in the handling of callers at various levels has been recognised by the force, which has engaged a leading firm of consultants to identify the problems and help design revised structures and processes. The new structure will allow more effective appointment arrangements and enable appropriate calls to be handled without the need to deploy officers.
- Those reporting incidents that are not crimes are contacted by the call-handling department before an incident log is closed. (The log cannot be closed without an indication that this has taken place.) This process is considered a short-term solution

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to the problem of customer contact. The longer-term solution is improve incident handling at the first point of contact, rather than dealing with problems after the event. The force call bureau is seen to be a significant factor in this improvement.

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**1D Professional Standards**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Not Graded</b>

**National Grade Distribution**

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>2</b>	<b>16</b>	<b>25</b>	<b>0</b>

**National Position**

In view of the recent focused inspection activity of professional standards departments across the country, the grade allocated in the national moderation process and publication of the reports in January 2006 will be applied for the purposes of baseline assessment.

The inspections were conducted using a substantial framework of questions under EFQM4 (European Foundation for Quality Management) headings. This framework of questions was forwarded to forces in line with normal baseline methodology, requesting self-assessment and submission of relevant evidence and supporting documentation. This material was then analysed and followed by HMIC inspection teams visiting forces to carry out validation checks and supplementary interviews of key staff and stakeholders. The baseline inspection reports include recommendations as well as areas identified for improvement.

Evidence was gathered, consolidated and reported upon in individual force baseline assessment reports which can be found on the HMIC website:

[http://inspectors.homeoffice.gov.uk/hmic/inspect\\_reports1/baseline-assessments.html](http://inspectors.homeoffice.gov.uk/hmic/inspect_reports1/baseline-assessments.html)

## 2 Reducing Crime (Domain 1)

### 2A Volume Crime Reduction

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

#### Contextual Factors

There is an effective chief officer lead for all volume crime issues, with a weekly review of targets and trends. This is supported by robust OPRs, the sharing of good practice and reality checking of processes throughout the ten divisions. This is enhanced by the DCC's corporate review process, which is being extended to include HQ departments. The command team monitors and responds to monthly performance against target information and presents it to the police authority on a quarterly basis.

The chief superintendent (TO) is the volume crime champion for the force and brings together divisional champions to obtain and share good practice both nationally and locally. The chief superintendent (TO) also attends the level 2 tasking and co-ordination group (TCG) to provide a link between force performance, focused intelligence and requests for assistance, so that priorities for deployment of force resources can be determined.

The ACC (partnerships) leads all partnership working at a strategic level through the five local strategic partnerships and with the Government Office for Yorkshire and the Humber in the continued development of effective partnership delivery. Targets are supported by action plans, for which each has an action manager (and group) who takes responsibility for delivery and is then held accountable. Force monitoring aggregates BCU and CDRP targets, and current performance indicates success in meeting a number of the crime reduction targets.

The introduction and integration of NHP has consolidated and focused police, partnership and community activity at a tactical level for the short, medium and long-term.

Management groups meet quarterly to steer youth crime prevention and diversionary activities. Chaired by the youth offending team (YOT) manager, this meeting is responsible for strategically planning crime prevention.

There is a joined-up, co-ordinated, NIM compliant, embedded crime reduction process supporting a successful approach to volume crime reduction. National best practice is sought and disseminated from HQ crime reduction to divisions. The unit is seen as a point of expertise within the force.

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The Audit Commission assessed the crime recording systems as Good for management arrangements and Good for data quality. This is an improvement on the results achieved last year.

### **Strengths**

- Performance – with the exception of violent crime – is good, showing significant reductions in burglary and vehicle crime. Crime reduction against the public service agreement 1 (PSA1) targets is excellent, with overall recorded crime having fallen by 2% overall.
- There is an effective chief officer lead, who drives a rigorous performance review process within a quarterly cycle, providing opportunities to share good practice. Themed inspections/reality checks of process and procedure identify, challenge and resolve areas of weakness.
- The force crime registrar conducts effective thematic audits of counting rules and the National Crime Recording Standard (NCRS), and provides direction, guidance and training provision to meet identified needs. The 2005/06 NCRS assessment results demonstrate a clear improvement on the prior year and are a reflection of the force's proactive and committed approach to victim-focused crime recording. There is a transparent and robust framework of accountability for NCRS across the force, which has resulted in crime outcomes being delivered and sustained.
- A problem-solving model has been introduced, enabling police and partners to undertake joint problem-solving initiatives using a range of innovative interventions within the framework of the NIM and engaging the CDRP.
- The NIM is fully integrated at force and divisional level, with clear links to force performance through territorial operations, corporate review and the force intelligence bureau. Such integration has allowed the force to conduct highly successful operations such as Banrock, Brava and Constantine. Operation Brava can illustrate savings in terms of crime reduction and investment in resources at police and partnership level.
- Crime reduction and volume crime strategies are underpinned by strategic intelligence assessments and the force operational control strategy.
- There is a strong and effective ACPO lead for all partnership working at a strategic level through the five local strategic partnerships and with the Government Office for Yorkshire and the Humber, in the continued development of effective performance around partnership delivery.
- The force crime reduction unit is driven and tasked through force NIM processes, enabling it to fully inform and support the work of divisional crime reduction officers who are in turn directed through the NIM locally. To support divisions, the force crime reduction officer is tasked through his attendance at the force fortnightly NIM tasking meeting. Force problem profiles are commissioned and the force crime reduction officer appropriately tasked. This co-ordinated NIM compliant approach ensures that appropriate responses are intelligence driven and properly actioned.

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- The force crime reduction unit co-ordinates seasonal quarterly crime reduction campaigns that are appropriately identified through intelligence problem profiles. It is also responsible for delivering a number of pieces of work that have been seen as either national or regional good practice.
- There is good evaluation of crime reduction initiatives delivered by HQ community safety, and good practice from these is available to the force. The force has also been instrumental in introducing national best practice such as the rollout of raid control (business robbery prevention) across the county.
- West Yorkshire Police is a leading force in terms of architectural liaison work and leads on the regional spatial strategy while holding the chair of the regional Architectural Liaison Officers' (ALO) working group.
- The force has implemented a number of innovative crime reduction strategies based on integrated approaches from police specialisms, partnerships and agencies. Operations Cape and Banrock would stand out as good practice in dealing with difficult crime areas and maintaining those reductions long term.
- The drugs intervention programme has a partnership approach and is integrated into divisional processes, including tasking and co-ordination, to enable effective targeting, drug testing procedures and encouragement of offenders into treatment. The drugs intervention programme is achieving 97% for drug testing compliance against the 95% target.

#### **Areas for Improvement**

- Increases have been recorded against robbery and violent crime per 1,000 population. Much of the increase has been identified from crime recording developments, the increased focus through NHPT and the use of fixed penalty notices for disorder, which have created a corresponding rise in recorded offences.
- Results analysis and evaluation of initiatives and operations need to be better embedded across all of the functional areas of the force to provide better sharing and dissemination of good practice.
- The force has recently implemented a review of crime recording activity which, for certain crime types, will result in a visit by an officer to establish whether or not it is recordable. This will take place within the 72-hour timescale to ensure compliance with the NCRS. It will be overseen by the force crime registrar, working alongside call management staff and the role of 'armchair detective', which will provide advice and guidance to officers attending those scenes.
- The corporate review process, led by the DCC, is in the process of being extended to include HQ departments so that every function contributes to the overall performance of the force.
- CDRP tasking and co-ordination takes place throughout the ten territorial divisions, but has varied delivery mechanisms. Work needs to progress towards adopting a more standardised approach to tasking throughout the five district CDRPs. Better linkages need to be developed with level 2 tasking.

### 3 Investigating Crime (Domain 2)

#### 3A Managing Critical Incidents and Major Crime

<b>Grade</b>	<b>Direction of Travel</b>
<b>Excellent</b>	<b>Improved</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
5	17	17	4

#### Contextual Factors

West Yorkshire Police is committed to reducing harm and the threat of harm to communities. NIM processes at force and BCU level lead to strategies being developed to tackle emerging issues. The prevention, intelligence and enforcement strategies are scoped from the operational control strategy and intelligence requirement, eg Operation Brava.

The HMET is a full-time major investigation capability for the most serious crimes (homicide, kidnap and extortion, stranger rape). Aligning HMET with other resources addressing level 2 crime and using an innovative intelligence gathering approach means that major enquiries run without affecting delivery elsewhere.

Following the establishment of the HMET in April 2005, indicators around this area have seen a fluctuation compared with previous years owing to a common overview and the ability to more effectively investigate key crimes. The introduction of preventive strategies is beginning to have an effect on recorded rates.

The HMET has a dedicated major crime investigation review team reviewing ongoing undetected homicides and cold cases. This supports the senior investigating officer (SIO) and highlights good practice.

Two SIOs are accredited in counter-terrorist investigations and one led the West Yorkshire investigation into the London Bombings. A counter-terrorist unit of 24 trained and accredited staff is being implemented during 2006.

The West Yorkshire model for reviewing serious sexual offences committed over the past 30 years is nationally recognised. Five men have been convicted of serious sexual assault; several cases await hearings. The model is being applied to undetected homicides dating from 1974.

The force leads on major regional intelligence and enforcement through chairing the Regional Tactical Tasking & Co-ordinating Group (RTTG) and regional intelligence group and influencing:

- (i) the regional control strategy

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- (ii) a business case for a regional intelligence function to manage intelligence processes post National Criminal Intelligence Service (NCIS).
- (iii) key regional harm reduction initiatives (Project Hospodar – assessing criminal wealth linked to operational activity).

### **Strengths**

- There is clear, effective co-ordination of the crime division, the HMET and the operational support division under the leadership of the ACC (operations support), with a weekly risk assessment of emerging issues and review of ongoing operations. This makes full use of intelligence from crime and community sources to identify actions. There are a number of examples of effective management of operations, ranging from post 7/7 activities to the investigation of the murder of a police officer, recent counter-terrorism operations and multi-level interventions in high crime areas.
- Within 24 hours, any incidents/investigations are scrutinised by the head of the HMET and minimum resource and specialist requirements are agreed with the SIO.
- The operational control strategy co-ordinates force operational capability using a structured format, ensuring that intelligence activity is corporate, efficient and focused. Common threads run from force to level 2 and BCU, and core themes appear at all levels.
- The force has a murder prevention policy and the key stakeholder in developing this is the HMET.
- Projects on homicide prevention and establishing organised crime networks have increased critical incident capacity. Adoption of the Osman policy demonstrates the force's dynamism in preventing and detecting homicide. In addition, force call centre staff have ready access to aides-mémoire, identifying action to be taken in life-threatening incidents such as kidnap, Osman warnings, firearms, missing persons and suicide bombers.
- The force intelligence unit has produced a problem profile outlining the threat of guns and gangs posed to the force. This is being further developed into the crime groups operating at levels 1 and 2. West Yorkshire authored the regional profile on guns and gangs, establishing knowledge of threats and progressing operational responses to profiles of victims, suspect groups and vulnerable locations.
- The development of effective call-out and stand-by systems within each of the disciplines provides an effective response to incidents.
- Each SIO has to excel in at least two specialist areas. They are accredited to national crime operations faculty standards and have completed the management of serious crime course and SIO modular training.
- Advanced interviewing expertise has been developed. This provides SIOs with officers who have skills to significantly enhance the standard of investigation into serious cases. Officers are trained to tiers 3 and 5 in accordance with the national strategy on investigative interviewing. The West Yorkshire tier 3 training course has been promoted for national development.

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- A dedicated major crime review team has been formed. This team conducts reviews into ongoing undetected homicides and cold cases. The reviews support the SIO and highlight good practice. In addition, the major investigation review team examines four sudden death reports per month as a quality assurance measure.
- Cold case reviews into serious sexual offences have resulted in the conviction of several men for offences dating as far back as 15 years ago. Other forces are now adopting this proven investigation model.
- A dedicated major incident room (MIR) intelligence cell provides the SIO with ongoing support during an enquiry. It also analyses MIR data to inform the force strategic intelligence assessment (SIA). The enquiries are managed through the Home Office Large Major Enquiry System (HOLMES 2).
- West Yorkshire's casualty and information bureau is effective and provided high levels of support in relation to the Asian Tsunami disaster in December 2004, the London Bombings in July 2005 and Operation Wilma in October 2005.
- The development of a system to undertake sensitive investigations into unexpected deaths in healthcare settings has informed the national memorandum of understanding, which sets out protocols for such investigations.
- At level 2 the force works closely with other law enforcement agencies, for example with Her Majesty's Revenue and Customs (HMRC) on Operation Band and with local authorities and health trusts on Operation Brava, which reduced the street availability of controlled drugs. The use of a single database identifies organised crime groups, geographical areas, threat levels and crime typology, and facilitates risk assessment and focused operational delivery through enhanced decision making at level 2.
- The HMET maintains liaison with the Health and Safety Executive in accordance with the national protocol on work-related deaths.
- There are clear intelligence strategies. The intelligence function co-ordinates information, providing clear, concise, relevant intelligence products at force/regional levels. NIM management processes ensure that knowledge bases are maintained and effectively disseminated for ensuing operations. Activity under the Regulation of Investigations and Proceedings Act (RIPA) is audited, and both ends of the intelligence development process are linked.
- West Yorkshire has a range of information and communications technology (ICT) systems available for extraction, exchange and analysis of information and data:  
Crime Information System (CIS);  
Operational Information System (OIS);  
West Yorkshire Search Engine (WYSE);  
Violent and Sex Offenders Register (ViSOR);  
Vulnerable and intimidated victim database (VIVID);  
IBIS [Incident Based Information System]  
HOLMES 2;  
VIEWDATA [the name of a commercial package] and  
INTRANET [a secure networked based version of the Internet].

The contingency planning database also provides a central data warehouse for all

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critical incident responses. The introduction of NICHE will provide a one-stop search facility for all staff. In the interim, WYSE provides a reliable system. The force currently links into North Yorkshire's intelligence systems and has begun negotiations to access those of other neighbouring forces. Information sharing is governed by memoranda of understanding.

- Force contingency plans are in place for known or high risk/vulnerable groups and for high risk events and vulnerable groups at those events, eg BNHP rallies, Muslim parades, and activities relating to hostilities in Iraq and failed asylum seekers. Divisions have developed advisory groups that enable consultation around the planning of responses.
- In delivering the Bichard recommendations, the force has a full-time link into the IMPACT programme. A project board sponsored by ACPO has been charged with collecting and delivering the four major strategies around IT, management information, child protection and vetting.
- Contingency, operational and business continuity plans and patrol strategies are developed for emerging issues and escalating tensions, on both a force and regional basis. The force participates in multi-agency training and exercises. In February 2006, 130 staff members (mainly first and second line supervisors) attended a Management of Major Incidents three-day training course.
- The force makes use of available support services and specialist intelligence systems nationally. There are several examples of the use of the Serious Crime Analysis Section (SCAS), the Centralised Analytical Team Collating Homicide Expertise and Management (Catchem), the Kidnap and Extortion database, the NCPE and the NCIS. Having joined the Liberal Consortium, the force has a better understanding of the organisational capabilities of travelling criminality and, in return, has provided substantial amounts of its own data. The force is a regular user and contributor to NCIS products.
- West Yorkshire has 14 registered users of the Police Service's information sharing system, Genesis who enter items on the database, including nationally accredited training courses available within the force training facility.
- Regular 'hot debriefing' of operations takes place both in relation to deployments and the levels of service provided. On larger scale operations, this is followed by a more formalised review, which considers the intelligence, security, vulnerabilities, briefing, deployment, tactical options and outcomes. Results are captured, assessed and used to update policies/procedures on the contingencies and operations database.
- The force HMET has an integrated and experienced team of 40 family liaison officers (FLOs). They have received specialist training to a high level and can be quickly deployed when required. A further 100 FLOs are available within territorial divisions, and there are also specialist FLOs for road deaths. The increased number of available FLOs provides the force with the capacity to deliver an excellent level of service to victim care and support.
- SIOs routinely assist the Divisional Commander in carrying out a community impact assessment as an integral process with any major crime enquiry.

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- Skilled police staff now work alongside experienced detectives achieving new career development opportunities; significant financial savings; a more diverse mix of staff; and improved relationships with partners.
- In accordance with the Civil Contingencies Act, the force has developed a structured and integrated approach to emergencies management, supported by a comprehensive and up-to-date call-out system.
- The ACC (operations support) has undertaken Scimitar and critical incident training and is qualified to undertake the role of officer in overall command in any cross-border investigation. All staff in key roles have undertaken relevant accredited training.
- The ACC (operations support) also chairs the West Yorkshire resilience forum. This forum manages a community risk register complete with a control strategy. West Yorkshire Police risk management strategy is updated annually, together with a strategic risk register covering both organisational and operational risks. The top 20 risks are allocated to an owner, who is responsible for monitoring and reporting on that risk via action plans.
- The regional intelligence cell has established arrangements for the tasking and co-ordination of surveillance and technical resources, deployed via Special Branch. Other regional collaboration arrangements include services around the technical support unit; firearms; surveillance; chemical, biological, radiological and nuclear (CBRN); victim and witness information partnership (VIP) and dynamic intervention (West Yorkshire only capability in region).
- The force has sufficient resources invested in these disciplines to be able to manage critical incidents, as evidenced by the demands following the aftermath of the 7/7 bombings, the murder of a serving police officer, and increases in serious crime of 4%, without impacting on routine operations. There have been no abstractions on BCUs or requests for regional resources during this period.

### **Areas for Improvement**

- The HMET is using the intelligence function to monitor activity on divisions and, if not committed on a major enquiry, it will look to assist with more serious offences in the future.
- The HMET has identified that the management of a child abduction investigation is an area for development and, having recently trained two SIOs to that level, will be running a series of workshops to enhance knowledge and skills within the force.
- The HMET has also identified a number of issues around shootings in West Yorkshire and has appointed an SIO to co-ordinate activity from all divisions and departments.
- Twenty-four officers are to be trained for counter-terrorism investigations. Once in post, these officers will need to be exercised to ensure their preparedness for any such incident.

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- All SIOs are media trained. Events in West Yorkshire in the past 12 months have highlighted the need to train them to a higher level, to prepare them for national and international exposure.
- The force already has an effective casualty and information bureau structure. To improve the capability of the police service in the UK to respond to major disasters involving fatalities, the Home Office has asked the force to establish a regional forensic identification centre. This will be developed by the HMET with Home Office guidance.
- There is an embryonic project to improve the measurement framework for the reduction of harm in communities caused by critical incidents and the commission of major crime.
- Development of the homicide reduction strategy, particularly in respect of domestic violence, is being further progressed, with the HMET intelligence unit co-ordinating information and developing a risk assessment model.

## GOOD PRACTICE

<b>TITLE: 3A Case Workforce Modernisation</b>
<b>PROBLEM:</b> West Yorkshire have made significant savings; releasing police officers to front-line duties
<b>SOLUTION:</b> The Homicide and Major Enquiry Team (HMET) seeks to provide the most effective capability to conduct homicide investigations. The HMET management team comprises a Detective Chief Superintendent (Head of HMET), Business Manager and two Detective Chief Inspectors  Eight Detective Superintendent SIO's lead major investigations, supported by teams comprising Detective Inspectors, Sergeants, Constables and various police staff roles.  There are four distinct categories of Police staff roles – Investigative, Case preparation, MIR management/support and Administrative. Investigative roles are innovative and staff routinely carry out enquiries, take CJ Act statements and manage exhibits. These roles are split between 34 full-time employees and agency staff who are called in for a specific period or enquiry. Police staff are integral to the work of the investigation team.  Case preparation roles require accreditation to the "Illex" Certificate in Criminal Justice Administration and primarily involve management of case papers before and after charge. Staff are skilled at dealing with disclosure issues and pre-trial requests from prosecution and defence counsel. They maintain close liaison with the case progression officer and CPS.  Uniquely MIR (Major Incident Room) posts include supervisory roles of Receivers and Readers in addition to those of Indexers and Typists. Administrative posts maintain records concerning budget, tours of duty and arrange transport/accommodation.  Introducing non-police officer posts into key positions on major investigations has been

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well received throughout HMET. Due to the specialist nature of their work, staff have quickly developed expertise in role.

Excellent relationships have developed, for example, the liaison between case preparation officers and CPS has positively addressed previous issues of continuity, points of contact and availability. Increased variety and career opportunities such as supervisory positions are developing for staff.

Using skilled police staff to carry out police officer roles has provided significant financial savings. In the principle of Best Value, the 'same service is provided for less'.

Opportunities to use temporary agency staff have been exploited to by further reducing any resource waste. Staff, who are mainly retired detectives, bring a range of investigative skills and experience. They are engaged, when required on significantly reduced rates to full-time employees.

It is recognised that the use of specific police staff roles could cause resourcing issues when compared to the omni-competent police officer. However, training is being provided in diverse areas of investigation, giving staff the skills to multi-task and be more efficient, for example, HOLMES indexing training

**OUTCOME(S):** Sixty eight posts are currently filled by police staff which were traditionally filled by police officers. This process has provided significant financial savings, amounting to £694,392 per annum.

Police Standards Unit has acknowledged the benefits of using police staff in the investigative process, for example, agency investigators employed on Operation Recall. The expansion of the police staff role in MIR's has been shared at Regional and National conference venues, attended by Heads of CID and Senior Investigating Officers.

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**3B Tackling Serious and Organised Criminality**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
7	21	13	2

**Contextual Factors**

West Yorkshire Police is committed to reducing harm and the threat of harm to communities. NIM processes at force and BCU level lead to strategies being developed to tackle emerging issues. The prevention, intelligence and enforcement strategies are scoped from the operational control strategy and intelligence requirement, eg as in Operation Brava.

The role of the crime division is to tackle criminals who operate at level 2 as defined in the NIM. The division also supplies teams to conduct specialist investigations into counter-terrorism, child abuse and fraud.

The crime division is West Yorkshire Police's primary response to serious and organised crime. It comprises the force intelligence bureau, Special Branch, the drugs and organised crime unit, the child and public protection unit, the specialist intelligence and hi-tech crime unit, and the special operations unit (undercover and test purchase). The special operations unit has achieved national accreditation recently and is one of only six such units in the country.

The crime division also supports territorial divisions in tackling level 1 criminality, particularly robbery, burglary, vehicle crime and drug dealing identified through the force's strategic intelligence assessment and subsequent control strategies produced by the force intelligence bureau. The force recognises the inter-dependency of criminality between NIM level 1 and level 2, and has driven large-scale integrated multi-agency operations that have had a significant impact on force volume crime performance – for example, Operation Cape and Operation Brava.

The crime division manages the NIM 2 process for the force. All crime operations emanate from a level 2 TCG meeting and each sanctioned operation is subjected to a full and rigorous operational intelligence assessment by the chair of the level 2 meeting. Relationships with SOCA have been nurtured and developed and two SOCA staff now work in the crime division complex to integrate and co-ordinate level 2 and level 3 operations.

There has been a significant increase in the number of cases referred to multi-agency public protection arrangements (MAPPA) compared with the previous year. In order to cope with this sustained growth and the impact it has on public protection issues, a full review of the force's capacity has been conducted and plans have been introduced that revise systems and maximise the potential for workforce modernisation.

## Strengths

- With a budget of over £19 million and a staff of 550, the crime division has significant resources to tackle serious and organised crime.
- There is clear, effective co-ordination of the crime division, the HMET and the operational support division under the leadership of the ACC (operations support), with a weekly risk assessment of emerging issues and review of ongoing operations. This makes full use of intelligence from crime and community sources to identify actions.
- The West Yorkshire policing strategy 2005–08 identifies the force commitment to tackling serious and organised crime. It outlines current policy and approaches to target crime types such as drug trafficking, gun crime, financial crime, hi-tech crime, sexual offences, child protection and terrorism.
- There is an embedded performance management regime, with results driving performance. Results cover a broad range of indicators, including levels of disruption and POCA activities as well as more traditional measures around organised crime.
- The force plays a lead role at a regional level, involved in both intelligence and operations that transcend force boundaries. An organised crime team with field intelligence and analytical capability is in place in the force intelligence bureau. Using an innovative approach, the team identifies gang hierarchy, armoury, influence, offending range and infiltration opportunities.
- West Yorkshire Police chairs the regional tasking group and the regional intelligence cell. The operational control strategy for the region closely mirrors the force priorities and objectives.
- Delivery of the work programmes and strategic objectives is through intelligence-led operations via level 2 tasking and a broad range of investigative tactics are employed. There are several examples of such operations, which are geared towards an annual target of disrupting 400 level 2 criminals.
- The level 2 tasking process utilises a risk management matrix to assess the threat level. Allocating scores to applications can achieve a provenanced decision log that informs the allocation of assets/resources. All approved operations contain a results analysis as a core requirement.
- Proactive use of POCA powers to tackle level 2 crime and remove negative role models from communities resulted, between April and December 2005, in approximately £2 million in property, £5 million in drugs and £500,000 in cash, and confiscation orders for £3 million. The economic crime unit fosters strong working relationships with neighbouring and linked forces as well as external agencies and international police forces.
- Processes are in place to initiate acquisitive and drugs related investigations. These processes are supported by dedicated money laundering intelligence team and Suspicious Activity Report (SAR) development unit, including an FIO link with the force intelligence bureau. All accredited staff have access to the database, known as ELMER, of SARs made by the financial services industry and other business sectors

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- The force operates a risk matrix reflecting current national and force-wide threat assessments. This is a living document and is now identifying 'organised crime groups' and/or 'crime families' impacting on West Yorkshire. Level 1 and 2 T & CGs maintain the balance of responsibilities between servicing BCU needs and level 2 and 3 needs.
- All approved operations incorporate operational intelligence assessments (OIA). The allocated field intelligence officer, in conjunction with analytical support, completes them to ensure that aims and objectives remain relevant. No OIA can exceed six weeks to maintain effective deployment of resources.
- Operations conducted by the drugs and organised crime unit are sanctioned via level 2 tasking and risk assessments, and review procedures feed organisational memory and learning.
- Regular 'hot debriefing' of operations takes place both in relation to deployments and the levels of service provided. On larger scale operations, this is followed by a more formalised review, which considers the intelligence, security, vulnerabilities, briefing, deployment, tactical options and outcomes. Results are captured, assessed and used to update policies/procedures on the contingencies and operations database.
- Intelligence is generated and shared with NCIS, SOCA, HMRC and the UK Immigration Service in the furtherance of crime reduction and joint investigations. An immigration officer is attached to Operation Stirrup, and the drugs and organised crime unit works very closely with HMRC. There are numerous results that would provide evidence of the effective relationships.
- The force has achieved high standards in covert policing. Its special operations unit is one of only six accredited in the country. A full-time unit provides an effective response to tackling level 2 and 3 criminality through intelligence-driven test purchase operations and infiltration operations. A small number of covert operations have been undertaken, amassing intelligence on some 230 level 2 and 3 criminals.
- The force hi-tech crime unit, linked with the child abuse investigation units, recently undertook Operation Thronham, which resulted in the conviction of ten men across the UK for the grooming, abduction, rape and sexual abuse of a young girl. Operation Bushell was centred on local authority care facilities for children. Concerns were expressed that children in care were being exploited through the sex trade. After extensive investigation and analysis these concerns were found to be groundless. The operation did, however, lead to partnership work with social services to tackle the lifestyle and support issues for those in care.
- The dedicated surveillance unit comprises two teams and provides capability across the force in support of level 1 and 2 crime with divisions, as well as level 2 and 3 with other crime division specialist resources. The drugs and organised crime unit also has a full surveillance capability. A full training programme sustains levels and abilities, as well as keeping technical equipment skills current.
- The force Osman policy has been approved by the command team and is available on the policy database for all staff to access. Specific responses have been given to provide clarity of purpose. Briefings have taken place for key stakeholders on this.

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- The force has developed innovative approaches – for example, an investigation into human trafficking that tested an interpretation of the law and resulted in guilty pleas. This particular approach is now being adopted by other forces.
- The hi-tech crime unit is a recognised leader in the field of forensic examination of mobile phones. It has worked closely with experts in the private sector to exploit and develop technology to enhance its approach. This has resulted in the potential for huge cost savings in the future.
- Under the auspices of Reflex, the government's multiagency taskforce dealing with organised immigration crime (OIC), Operation Rudyard identified national criminal networks using stolen birth certificates to obtain British passports for foreign nationals.
- A dedicated witness protection unit is in place and has created effective links with a wide range of other partners, both police and non-police. All information on the unit's role and responsibilities is easily accessible through the force intranet. Due to risk assessment and reduction procedures, there is a high success rate in court attendance and giving evidence. A debrief process takes place after each event.

#### **Areas for Improvement**

- The recent inspection by the Office of Surveillance Commissioners recommended that in order to improve its management of RIPA related matters, the force should consider the adoption/utilisation of an electronic management system. The force is currently reviewing its available options.
- A full review of systems/processes reported in April 2006 and identified some MAPPA resourcing issues and intelligence gaps. The public protection resourcing issues have been resolved as a priority.
- In the management of harm reduction it is recognised that, in order to know whether the force has been effective in terms of reducing the harm caused to communities by level 2 crime, it is necessary to identify more meaningful performance indicators. The crime division is currently working with the corporate review department to develop an effective community survey process.
- A need has been identified to review force policy in relation to the investigation of adult rapes as part of the force's vulnerability agenda.
- Work is ongoing around level 2 tasking to build a tactical menu database, which will develop from the completed effectiveness assessments of previous operations, combined with the results analysis.
- There is a reluctance for other regional partners to commit, on occasions, to intelligence packages presented at the regional tasking group. Due to a lack of commitment of resources, either through unavailability or perceived irrelevance locally of the intelligence, West Yorkshire has undertaken the work on behalf of the region, because it has the resources in place to do so.

**3C Volume Crime Investigation**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Excellent</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
3	20	16	4

**Contextual Factors**

There is an effective chief officer lead for all volume crime issues, with a weekly review of the force’s position in relation to targets and trends. Divisions expect and receive intervention and support offered by territorial operations to challenge weak performance against target. This is supported by robust operational performance reviews, the sharing of good practice and reality checking throughout the ten territorial divisions. This is enhanced by the corporate review process led by the DCC.

An overview and details of actions arising from these review processes are shared with the police authority performance committee. In addition, the force command team monitors and responds to monthly performance information and this is presented to the police authority on a quarterly basis.

Requests for scenes of crime attendance have seen a monthly increase, throughout 2005/06. Crime scene investigator (CSI) attendance has increased, as has the number of scientific lifts. These have translated into ‘scientific hits’ remitted to divisional converter teams for investigation. The consequence has been an increase in offences taken into consideration through the court procedure. This is clearly an effective integration of investigative expertise with more targeted crime scene investigation, creating clear benefits in terms of crime detection.

The strategic intelligence assessment and force operational control strategy pull the force’s operational capability together to deal effectively with volume crime issues at force and divisional level. Corporate templates within the NIM ensure that intelligence is focused and efficient, providing a clear path between divisions and force level 1 and 2 target deployment activity.

The professionalising the investigative process (PIP) project underpins the requirement to provide the necessary skills and ability to all officers involved in investigations, including supervisors. The training regime is in place, and PIP is being piloted on the Wakefield district division.

The Audit Commission assessed crime recording as Good for management arrangements and Good for data quality. This is an improvement on the results achieved last year. In the recent detections audit, the force was rated Good overall and Excellent in charging arrangements.

## Strengths

- The force has achieved further increases in performance around detections for burglary, vehicle crime and overall crime. While there were reductions in the figures for robbery, the force maintained its position in the upper quartiles of both MSF and national comparisons.
- Performance around offences brought to justice has been good, resulting in an 11% improvement in offences disposed of by way of conviction, caution or offences taken into consideration (TIC). There has also been a 2% increase in sanction detections overall.
- There is an effective chief officer lead by the ACC (TO), who drives a rigorous performance review process within a quarterly cycle providing opportunities to share good practice. Themed inspections/reality checks of process and procedure identify, challenge and resolve areas of weakness. This is supplemented by the quarterly corporate reviews carried out by the DCC, in which process issues that affect detections are highlighted.
- The force volume crime strategy is owned by chief superintendent (TO), and is the subject of ongoing review. It covers the main volume crime types and outlines clear and comprehensive procedures for crime recording and investigative processes. The chief superintendent (TO) takes responsibility as volume crime champion and brings together divisional champions, where required, to challenge negative trends, looking to obtain and share good practice both nationally and locally. Examples are the introduction of the victim care pack for all violent crime, as well as the burglary pack handed to victims at scene attendance.
- Targets in relation to crime investigation and detection are established after consideration of all key documents and an analysis of key data trends. Resulting priorities and targets for the force are a combination of national and local priorities. BCU targets are consequently a combination of force and BCU priorities. Disaggregation of individual targets takes place through an analysis of improvement over time, position within the BCU's MSF group, size of the current problem, perceived scope to impact positively, and the force level requirement.
- The force crime registrar conducts an effective thematic audit of counting rules on detections and provides direction, guidance and training provision to identified need.
- The provisions of the POCA are a consideration in the planning process of all investigations and operations. Advice and guidance is available from dedicated divisional and central resources. Training has been delivered across all operational and investigative functions.
- Scientific support monitors the demand for priority crime types, ensuring that they have sufficient trained staff, within budgetary constraints, to address them. Scientific support works with divisions and departments through the NIM process to address hotspots, through attendance, contribution to planning, participation in planned operations, and the provision of advice and guidance on forensic submissions and the viability of scientific examinations.

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- The crime division provides a variety of specialist resources to assist in hotspots or planned operations within territorial divisions.
- There are well embedded NIM processes, which result in effective T & CG meetings at both level 1 and level 2. The use of TASKIT to allocate and monitor actions provides a robust accountability mechanism.
- There has been a recent focus on criminal damage, which has yielded a net reduction in recording of this crime type over previous years and an increase in detection. The focus given to NHPTs has resulted in PCSOs revisiting victims and witnesses as part of the investigation process, to increase detections and improve the overall quality of service provided.
- Automatic number plate recognition (ANPR) is exploited to its full potential through the West Yorkshire ANPR strategy. Each division has an ANPR manager and a proactive ANPR intercept team. The divisional OPR by the ACC (TO) evaluates their effectiveness and contribution. The force also has a dedicated force intercept team (Spectrum), which is tasked and evaluated through the level 2 tasking meeting. The pilot project with forecourt businesses in Bradford is regarded as national good practice.
- In October 2005, the force appointed an implementation manager for PIP to accredit staff for investigative skills. The force has adopted a tiered approach, with numbers of officers and roles falling within each tier. It is currently being piloted on the Wakefield division to fully assess resources and other requirements.
- During the force Skills4Policing project, which ran from April 2004 to March 2006, 1,803 officers were given enhanced skills in investigation, interviewing and case preparation. The course content and practical guidance and advice are available on the force intranet.
- In 2004 the force adopted a volume crime management unit model through which every crime recorded is evaluated for the quality of the initial investigation. The crime evaluator routinely screens crimes for compliance with standards and evidential content. After processing a crime that is 'screened in', the crime evaluator attaches a personalised crime investigation plan, which is documented on the crime report. It is then allocated to an officer, whose supervision then monitors the quality of the investigation.
- 'Making Charging Work' is providing investigative support to officers in the form of evidential review officers. They engage with officers both pre and post arrest, and make decisions on whether cases are fit to proceed to pre-charge advice.
- Records of taped interviews (ROTI) typists, during the case building process, monitor the quality of investigative interviews and feed back to supervisors on whether officers adequately address the points to prove.
- Performance management information on successful results, discontinuance and attrition feature heavily in internal and joint performance reviews through district operations groups (with the CPS) and the LCJB.

### **Areas for Improvement**

- Violent crime remains an area for improvement for the force, with a fall in performance that has placed it in the bottom quartile for both MSF and national comparisons. This needs to be considered in the context of significant use of fixed penalty notices for disorder, which the force is currently reviewing.
- While there are strategies for dealing with various crime types and crime reduction, work is to be undertaken to produce an overarching crime strategy that will provide a framework flexible enough to allow divisions to formulate their response to suit local requirements. This will be held centrally and available through the force policy database.
- The vehicle crime management policy is currently under review, as the results of a pilot identified the current policy as having a negative impact on investigation and CSI performance.

**3D Improving Forensic Performance**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Excellent</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
3	16	21	3

**Contextual Factors**

The West Yorkshire Police scientific support department has a positive and highly skilled workforce who are very aware of the benefits that science brings to the work of the police service.

The department benefits from a strong ACPO lead, who have promoted the use of science in crime detection, crime reduction, the fight against ASB, anti-terrorism and public reassurance – not only within the force, but also at national level.

The department has up-to-date forensic strategies and plans to further improve the service within the next 12 months. It has continued to respond innovatively to rapidly changing technology and has continued to progress in the face of tight budget constraints. It has adopted rigorous processes to demonstrate cost-benefit, timeliness and value for money services.

There is clear guidance in relation to key forensic processes delivered through a variety of training and media, informing operational staff of the benefits of using scientific services in the fight against crime.

The link between forensic specialists and BCUs is strong, with scientific support staff attending a variety of strategic/tactical planning meetings and playing an active role in the tasking and co-ordinating processes for overt and covert operations at both force and BCU level.

Staff within the unit contribute towards the development of national systems such as Ident 1, digital witness albums, facial recognition, video identification parade electronic recording (VIPER), and the ‘caught on camera’ initiative, and their performance in relation to key performance indicators continues to improve.

Senior staff are involved in a range of national and regional meetings and play a major role in developments surrounding those groups.

In support of national initiatives in relation to the police elimination database, West Yorkshire Police has in place processes that mean that all new police officer recruits donate their DNA within their initial training. The force is looking to revisit all the officers and police staff not currently on the database with a view to encouraging them to donate their DNA. Certain roles that involve visiting crime scenes are mandatory for inclusion on the database.

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The data surrounding forensic performance shows significant improvements in scene investigation, identifications and detections obtained through the Operation Converter process. Forensic science is a clearly integrated function within the investigative processes of West Yorkshire Police and continues to add positive results as well as innovative developments aimed at further improving performance.

### **Strengths**

- Performance overall around the key indicators has been changeable over the year as scene attendance criteria have been varied to focus on more effective scene investigation rather than being weighted towards attendance criteria. This has resulted in an increase in effectiveness at scenes, corresponding with a fall in the percentage of auto-crime scenes attended. Further improvements have accrued, as the review of vehicle crime scene investigation and attendance has highlighted further potential benefits.
- Performance around conversions to detections is now the focus within the operational policing reviews carried out by the ACC (TO). Performance targets set by the force have been met or exceeded, apart from the aspirational target for 'burglary other' scenes. Other performance measures are based around best value principles and the department is constantly called upon to demonstrate its worth. The department has carried out customer perception surveys to gain knowledge of their expectations and to identify key skills gaps within forensic services.
- The scientific support steering group chaired by the ACC (operations support), which ensures that the unit delivers services meeting the needs and requirements of the whole organisation, also oversees performance. The group has encouraged the unit to take on projects that have gained national recognition such as Converter, VIPER and CBRN responses. The ACC (operations support) also chairs the regional scientific support managers meetings as well as the ACPO forensic futures group.
- Scientific support has a fully documented strategy, with procedural guidelines based on the recommendations of 'Under the Microscope' and 'Under the Microscope Revisited'.
- There is a clear focus on performance within scientific support and a culture of innovation, which has resulted in the development of a number of aids to detection, including the 'Caught on Camera' initiative and the development of facial imaging linked to e-fit. Other innovative responses have been the forward forensic teams, which recover forensic evidence from public order situations.
- A CSI control room enables an assessment of scene attendance to ensure that resources are used to their best effect. It also provides a support facility to officers attending scenes, to ensure that potential forensic yield is properly documented and preserved. With the introduction of the pilot to assess potential crimes before recording, the CSI control room can assist in and benefit from the initial scene assessment.
- Support is provided to divisional intelligence units in the form of properly researched and documented intelligence packages, which accompany forensic hits to the converter teams. The unit also grades the hits before despatch and then monitors the turnaround time for each division. The information is then provided to the ACC

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(operations) as part of his monthly performance review package for discussion with commanders.

- The head of forensic services attends the force tasking meetings for CSI deployment to force hotspots for crime. She is also responsible for ensuring that sufficient resources are available for specific operations and force target/arrest days. She also attends the level 1 and 2 tasking meetings for force and cross border issues.
- Senior CSIs also attend the BCU daily tasking, tactical intelligence assessments, strategic intelligence assessments, OPRs and CPRs with regard to input from forensic services and CSI deployment criteria. They also attend divisional/force level operational meetings to address forensic issues at specific crimes such as drugs operations, human trafficking, drainpipe burglaries, vehicle crime and false reporting of crimes, among others.
- A footwear bureau is now being established within the force, managed by the unit, to ensure that detections are maximised from the new technology. Using the THEMIS (THE Marks Intelligence System) database, the system relies on imaging technology situated in each custody area. The force is working with Sheffield University to develop a software package to automatically identify shoe prints with make and type of shoe. A further development will link the results with the crime information system to identify crime scenes where similar marks have been found, so that officers attending scenes are aware. The force is involved with Lancashire Constabulary in developing this system for the service. The projected outcome is that shoe marks will be identified within two hours. Given that an average detention time for a suspected detainee is 6.5 hours, the intention is to have a package ready for the arresting officer before potential release under 47(3) bail.
- A central submissions bureau has been created to screen submissions and prevent multiple samples from single scenes being submitted unnecessarily. This has complemented the work of the DNA bureau and the department has been able to make further budgetary savings at a crucial time.
- Through the force imaging unit the force is working with CDRPs and CCTV camera partnerships to standardise replacement technology and upgrades to existing systems. A standardised specification, based on digital standards, will provide economies of scale and improve the quality of image retrieval for court purposes.
- The imaging unit provides staff for covert operations to gather visual evidence and to train divisional officers with regard to level 1 surveillance. The unit are trained in RIPA awareness and rigorous procedures are in place to ensure compliance. Full evaluation takes place after each operation to identify good practice or highlight areas of concern.
- The unit has developed 3D imaging and crime scene modelling to present evidence in courts. An area of difficulty is the standard of equipment present in some court buildings. Working through the LCJB, the unit is presenting the benefits in an attempt to improve the capacity and availability of such technology to improve presentations and enhance witness care in serious cases.
- The head of imaging services sits on the national video identification system board, and is an adviser to the facial image national database and the Home Office video

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evidence and analysis group. Imaging staff attend the football intelligence officers meetings as key evidence gatherers.

- Forensic specialists are now involved in all major incident planning and provide advice and guidance on all aspects of forensic management to the SIO or Gold/Silver Commander.
- Scientific support is properly resourced and the range of scientific services offered in-house is considerable. Those resources can be deployed quickly and effectively not only for the benefit of West Yorkshire Police, but also for colleagues in other forces who require their levels of expertise.
- Operation Converter has resulted in significant increases in sanction detections within West Yorkshire Police. Other forces nationally have taken the Converter concept on board in an effort to emulate this performance. The learning gained from the development of Converter is now being disseminated to other forces.
- The scientific support department provides awareness training and attachments to enhance the understanding of forensic investigation and also to assist in effective scene preservation by first response officers. This is complemented by a series of articles, posters and intranet-based information.
- The fingerprint bureau continues to produce high levels of performance against MSF averages. The bureau has handled over 3,000 more crimes, resulting in a higher number and percentage of detections for all crime. The head of the fingerprint bureau is active within nationally based projects, is chairman of the national Ident 1 user board, is a national fingerprint board member and represents the UK on the Interpol fingerprint bureau. He and staff from the bureau have taken part in designing and testing the Ident 1 interfaces.
- The Sagem palm system is being employed to improve palmprint identification processes. Livescan is now used to take 98% of fingerprints from arrested persons. Further machines have been ordered for the busier custody suites, as well as Leeds Bradford Airport under new legislation. The bureau is obtaining a portable Livescan LITE unit to assist in training and for elimination purposes during major investigations.
- External forensic services are monitored for effectiveness and cost, and there is evidence of high levels of interaction between the force and forensic science services at Wetherby in relation to cost reductions and new processes such as familial searches.
- Staff are subject to embedded PDR processes, and training needs identified are met within the shortest possible timescales. Similarly, training is provided in new or developing techniques so that the force can derive maximum benefit from staff within the Department.
- DNA samples are taken from all police officer recruits. Initial timetabling includes a session where all new police officers and PCSOs have their DNA taken for the police elimination database. Trainers have been trained to take the DNA samples, which are then delivered to the DNA bureau on the same site. Using the trainers ensures consistency and reduces rejection rates. The role profiles of all operational scientific support and operational support unit officers state the requirement to be included on

the DNA database. This is used in the selection and recruitment process before appointment.

### **Work in Progress**

- Continuing work in relation to improving footwear performance is taking place, exploiting the changes in legislation provided by the revised codes of practice.

### **Areas for Improvement**

- In terms of its own identified requirements, West Yorkshire Police scientific support is continuing with the development of relevant, accurate and timely performance indicators throughout the whole of scientific support – not just quantitative measures, but also qualitative.
- There is a focus on the implementation of nationally recognised quality assurance measures for some key processes and staff skills, eg ISO9002 and Council for the Registration of Forensic Practitioners.
- With the renewed emphasis on effective scene attendance/investigation, there is a requirement to further increase forensic awareness among operational police officers, police staff and partnership agencies.
- Work on driving quality improvement in criminal justice sampling is being progressed.

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## GOOD PRACTICE

**TITLE: Operation Recall****PROBLEM:**

The Forensic Science Service (FSS) and the Police Standards Unit (PSU) identified opportunities to solve 'cold cases' following advances in DNA technology. A national symposium, (July 2004) outlined the idea and subsequently West Yorkshire Police (WYP) decided to review all their cases of Rape and Serious Sexual Assault.

**SOLUTION:**

A scoping exercise completed with the FSS, identified 768 cases between 1994 to 1999 (when FSS began to use the latest techniques). Cases were 'batched' in five year groups back to 1974. This date coincided with the 30yr offending cycle of Sex Offenders (*PSU research, H.O. 2004*) and the year WYP was created.

A process map was produced to structure the investigation and a MIR established.

1100 cases between 1989 and 1999 have been re-examined with a ratio of 10% becoming subject to more detailed investigation. Over 30 cases with the most potential are being pursued. Five cases resulted in successful convictions and 6 cases are awaiting trial.

Historically, the rate for stranger rape convictions have been poor with national figures around 6%. The cases prosecuted under Operation Recall have yielded a 100% conviction record.

Media management has maximised publicity and the delivery of public safety messages. There have been television documentary programmes, national news commentary and professional journal articles regarding its success. The Operation was reported in the 'Police Professional' magazine of August 2005.

The investigative process has been reviewed by the PSU and other forces with an assessment that this systematic review is the most inclusive, yet efficient way to structure and standardise cold case reviews. The SIO for Operation Recall and senior detective team contributed to the H.O. Publication 'A good practice guide to cold case reviews of rape and serious sexual assault'.

The operation is cost effective. The average 'stranger rape' investigation costs between £10,000 and £30,000 whereas 'Operation Recall' investigations cost £3,000 - £5,000.

Operational Recall attracts national and international acclaim as a world leader in the concept of systematic review. It combines contemporary investigative techniques whilst applying the latest scientific technology. It has attracted external funding from the PSU.

**OUTCOME(S):**

The Senior Investigating Officer, along with a Major Crime Specialist Advisor from the FSS presented the Operation Recall investigation process to a global audience at the Interpol General Secretariat, France and subsequently at a National US Department of Justice Conference in South Carolina, USA

Examples of success, techniques and methodology are widely circulated within the

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Police Standards Unit, FSS and Crown Prosecution Service. The Operation Recall team presented the investigation process at the 2005 National Symposium on 'cold case' reviews. Additionally, the SIO has presented the investigation process at national forums, including SIO courses. Forces, including Northamptonshire and Gloucestershire, have visited the MIR to adopt this good practice.

Operation Recall has been a driver in the publication of SIO good practice guides and continues to develop new methodologies for example, familial prioritisation. A 1992 stranger rape case was recently solved by the use of familial prioritisation. There were no initial suspects but a familial nominal list provided an intelligence led approach to screening. The offender has recently been convicted and sentenced. (Seven year imprisonment).

**FORCE CONTACT:** Lead Officer: Detective Superintendent John D Parkinson, Tel: 01274 373636

**3E Criminal Justice Processes**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	15	27	1

**Contextual Factors**

The force has a mature, strong and successful working relationship with criminal justice partners at all levels. There has been a strong ACPO contribution to the aims, activities and achievements of the LCJB in West Yorkshire, with the ACC (partnerships) chairing the delivery group of the LCJB. This has delivered some good performance against a wide range of objectives and targets, particularly in the ‘narrowing the justice gap’ areas around offences brought to justice rates, warrant arrests, persistent young offender cases and POCA seizures. Similarly, positive results have been achieved following the introduction of the criminal case management framework (effective trial management, statutory charging and No witness, No Justice). In April 2006, the DCC became the chair of the LCJB.

The force has a history of being at the forefront of criminal justice reform, with one of the first CPS/police co-located sites in the country (Halifax). The force was the first to adopt the DPP statutory charging guidelines. Consequently integration with the CPS is high, with co-location taking place in most divisions and joint training a regular feature.

The ACC (partnerships) chairs the force custody management steering group. Custody management has improved significantly, with notable successes in the areas of compliance audit and provision of services to detainees suffering from mental illness. However, service delivery in relation to general healthcare provision for detainees and crime victims has been the subject of criticism from operational staff. The force is addressing this and arrangements are well advanced for tendering for a new contract. The Custody Best Value Review project has assumed responsibility for the implementation of safer detention and handling of persons in police custody.

Robust performance management within the criminal justice support department is replicated in criminal justice matters at a divisional level through the provision of data supporting the force operational and corporate performance review programmes as well as the local criminal justice performance groups.

The force has a co-ordinated approach to dealing with young people in the criminal justice system. The ACPO lead for both criminal justice system and youth issues is the ACC (partnerships). There has been an investment in the full-time secondment of dedicated police officers to the youth offending teams, ensuring proper training, resourcing and tenure provision.

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Witness care units sited at Leeds and Bradford, co-located with CPS staff, provide a countywide service to victims of and witnesses to crime. This service will be enhanced further with the introduction of the witness management computer system.

### Strengths

- Improvements in offences brought to justice have shown a rise of 11% in cases resulting in a conviction, caution or TIC.
- Performance in entering case disposals onto the Police National Computer (PNC) has shown a significant improvement, with a 37% rise in the numbers being entered within the target of ten days.
- Criminal justice department performance is reviewed by the ACC (partnerships), who reports to both the command team and the police authority on progress and issues. The ACC (TO) and the DCC also review the performance and process issues through the operational performance and corporate reviews respectively.
- Performance measures for all criminal justice agencies in West Yorkshire are agreed and governed by the LCJB. Force targets, as well as the five area targets, include victim satisfaction, warrants enforcement, effective trials and offences brought to justice. Individual performance targets exist around pre trial performance monitoring (PTPM), making charging work, and bespoke arrangements with other agencies. The force has shown improvements against the effective trials management programme, with a clear emphasis on attrition.
- At divisional level, effective monitoring of daily/weekly performance takes place through established links between the CPS and police and more formally through the five district operations groups.
- Established case-builder units in all divisions provide valuable administrative support to operational officers by taking over post-charge responsibility for preparing case files for court and increasingly assisting with pre-charge work.
- The chief inspector, case progression, is responsible for all criminal justice processes within the force and for overseeing the performance of the units on divisions.
- The force has two of the largest witness care units and, despite some difficulties with the witness management system (WMS) and finalisation problems, has achieved minimum standards across several areas.
- Implementing the priority and prolific offenders' scheme and supporting the drugs intervention programme has provided positive results in both detections and crime reduction. Performance against the persistent young offender pledge of 71 days has been variable but in latter months has seen significant improvements to bring it back on target. The ACC (TO) has responsibility for the drugs intervention programme activities.
- Collaboration with the CPS takes place on the provision of training to operational staff and others within the criminal justice system. Case-builder training is also being

provided to other forces and agencies. Crime managers have been provided with the CPS two-day course, Proactive Prosecutions, to identify common standards.

- The warrants management system is recognised nationally for its effectiveness.
- Victims' code standards, including referrals to victim support, have been communicated to staff through divisional training days, inclusion on a specialist investigators course, and special interest seminars. Special measures training has been provided to front-line officers through the Skills4Policing courses.
- Following a review and some system changes, there is improved custody management within the force coupled with more intrusive monitoring of standards and delivery. This, together with effective bail management systems, provides a more effective system to operational officers. The professional standards department, custody policy unit and estates department carry out thematic audits of existing custody facilities and action is taken speedily to resolve issues.
- The force has fully resourced YOTs, which have full-time officers seconded to them. These officers receive joint accredited training on restorative justice, partnerships and diversionary interventions. In 2005 tenure was increased from three to four years, with a view to retaining both quality and experience within the unit and ensuring that the extensive training can be put to use and is more cost effective.
- The established force policy on reprimands and final warnings has been successfully delivered by YOTs, helping to achieve a downturn in reoffending.
- National training is delivered to officers working in child and public protection units and to selected local officers who interview young people at divisions, following the vulnerable witness guidelines. Custody sergeants and detention officers also receive national standard training but delivered by the force around custody issues, PACE and the treatment of young people while in detention.
- Details of strategies, structure and policies are contained on the criminal justice system departmental website for ease of access to operational officers.

### **Work in Progress**

- The provision of medical services to detainees and victims of crime has on occasion been unacceptable, with long delays. There is currently a tender process involving five potential providers and the force is confident this will result in the delivery of services to a more acceptable level.
- An appointed project manager is co-ordinating the implementation of Sexual Assault Referral Centres and managing the migration of medical examination suites to four new sites, with the possibility of a fifth being identified. The project steering group includes wide representation from stakeholders.

### **Areas for Improvement**

- Case attrition is recognised as being too high. An ongoing initiative with the CPS, entitled Making Charging Work, is being closely monitored and evaluated. Early

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indications from an interim evaluation show better quality investigations and casework submissions, and fewer unsuccessful results.

- Work is ongoing to minimise delays in the delivery of medical evidence from NHS trusts.
- There are some technical issues regarding the introduction of the witness management computer system and work is ongoing.
- PNC performance in the area of impending and resulted cases has varied with data showing an overall fall of 11% in performance in arrests/summons reports entered in one day. Impending case input has been affected by the introduction of powers to take DNA and fingerprints upon arrest. The recording of Court results is influenced by delays within Her Majesty's Court Service in providing relevant data. This has been the subject of intense management action, and there have recently been significant improvements in service.
- The force has instigated a project to implement the changes needed to comply with the safer handling of detainees doctrine. This is work in progress and is managed and monitored at ACPO level.
- Every Child Matters and Children's Trusts place legal responsibilities on the police and there is a need to ensure a co-ordinated approach to implementing these responsibilities. The current youth strategy Working with Young People is being updated to take account of Every Child Matters as well as the rewritten force drugs strategy and the ACPO guidance on working in schools.
- The most important process improvement area is IT linkages to partners' systems. The NICHE record management system (RMS) is being introduced from April 2006 to provide support for case progression. The force is working systematically to link with the Compass Crime Management System (CIS), the CPS systems and XHIBIT and has already demonstrated its ability to work with partners to deliver e-files.

## 4 Promoting Safety (Domain 3)

### 4A Reducing Anti-Social Behaviour

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
0	8	35	0

#### Contextual Factors

There is an ACPO lead and force champion, together with dedicated staff at BCU level, to provide strategic direction and local delivery of ASB interventions. Consistent force-wide policy has been developed and is compliant with the NIM to ensure good integration. The innovative use of ASB interventions provides a valuable mechanism to support true problem-solving policing.

ASB issues form an integral part of the force NIM process, figuring prominently in level 1 tasking. Prolific and priority offenders in particular are targeted and this method has contributed significantly to the success of the force in tackling volume crime during the last year. This is now being developed further through the emerging NHPT structure and through the drugs intervention programme.

The challenge for the force is to ensure that the NHPTs work with communities in establishing ASB priorities and gain their support in addressing them. This will lead to the development of a more sophisticated and broader range of ASB interventions.

The force has effectively used the application of mass Anti-Social Behaviour Orders (ASBOs) to target specific crime and disorder hotspot locations. The good practice developed from these initiatives has been shared nationally with other forces and West Yorkshire is regarded as a leader in this area. Indeed, these and other good practices have put West Yorkshire Police at the forefront of tackling ASB and the Government's Together programme.

This success has been achieved by extensive use of partnerships in training, policy development, publicity and ongoing operational planning. There is significant joint ASBO work through close liaison with local authority ASB teams.

#### Strengths

- The force has achieved reductions in the fear of crime indicators and in the perceptions of ASB held by residents within West Yorkshire. They are currently below the MSF average levels of concern for each fear of crime Indicator.

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- The ACC (partnerships) provides the ACPO lead in this area and attends quarterly police authority meetings, where ASB is a standing item.
- The force has a lead chief officer and a dedicated force champion (chief inspector rank) for ASB, who has been in place for two years. The force champion is located in the force community safety department, ensuring direct supervision from the ACPO lead and consistency in working across the community safety department. Each BCU has dedicated staff providing specialist support and advice in relation to ASB.
- The force uses a broad range of interventions that are written into force policy and available via the patrol officers directory in abbreviated form. The guidance provides examples of suitable uses for each intervention as well as practical guidance on completing enquiries and paperwork.
- The force has close partnership working. All five district local authorities have now adopted the public information leaflet that provides countywide consistency. West Yorkshire believes it is the only force that carries out a risk assessment on the distribution of the leaflet in relation to its community impact and European Convention on Human Rights compliance. This is conducted formally with partners.
- ASB issues feature across all levels of the force NIM processes. This has led to good integration of ASB interventions across the force. This includes integration with front-line operational policing procedures, support to volume crime, force priorities, NHP and providing a problem-solving solution. Close working with the DIP has also enabled a joined-up and focused approach to targeting appropriate individuals for drugs treatment. Typically prolific and priority offenders are targeted.
- One of the force intervention options is the use of mass ASBOs for volume crime management in crime hotspots, utilising specialist resources, NHPT officers, PCSOs and other partners. Examples are Operation Brava, Operation Banrock, Operation Chariot and Operation Constantine 1 and 2 (crack house closures). This is one of the areas of good practice shared with other forces, including Nottinghamshire, South Yorkshire, Bedfordshire and Humberside. West Yorkshire Police has also provided guidance recently to the Police Service of Northern Ireland, which intends to use new legislation in the province.
- A particular strength is multi-agency training, which includes the police, CPS, magistrates, housing associations and registered social landlords. Data-sharing protocols are also in place with these partners.
- All local authority team leaders have received training from police witness support officers to ensure that witnesses in standalone ASBO cases are afforded all of the special measures available to them in criminal cases. Professional witnesses have been used to obtain evidence in areas of high intimidation. Interim orders, ex-parte hearings and hearsay evidence rules are used to protect the vulnerable.
- There are close links with the CPS champion, who is involved in the planning phase of major operations and in developing policy. This includes a pilot review process introduced to look at cases where an individual's behaviour has reformed. There is now an opportunity to revisit the ASBO during its life with a view to a considered revocation. Several ASBOs have been discontinued as a result.

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- The force has developed the RESOLVE system to assist NHPTs in delivering sustainable solutions to ASB. This involves partners from the outset.
- There is clear involvement of the force media department, linked with partner agencies, in publishing information and promoting positive feedback around such operations.

#### **Areas for Improvement**

- The force should ensure that the pilot review process, highlighted above, is evaluated and if successful introduced in a consistent manner across the force.
- The force should develop more sophisticated ASB targets that will measure a broader range of ASB interventions.
- The force should further develop NHP to ensure that ASB priorities are determined by the community through local joint community/police agreements.

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**4B Protecting Vulnerable People**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
8	32	3	0

**National Position**

This framework replaces two frameworks used in 2005 – Reducing and Investigating Hate Crime, and Crimes against Vulnerable Victims – which covered hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced for 2006 with four components: domestic violence; child protection; the management of dangerous and sex offenders; and vulnerable missing persons. Hate crime is captured in framework 1A. It is therefore inappropriate to compare this framework with last year’s results; the direction of travel reflects HMIC’s judgements about changes in domestic violence and child protection, and the work that forces could evidence in the other two areas, for example that they had improved their structures, processes and resources.

The four areas are discrete but share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life threatening and poses severe reputational risks for the force. For this reason, the grade is an overall grade capped at the level of the weakest area of performance. Aggregating four components to a Fair grade – which is defined as being an acceptable level of service – when HMIC (and in many cases forces themselves) recognises that at least one area merits a Poor would be unsafe.

**Contextual Factors**

**Missing Persons**

The force has a clear ACPO lead and a dedicated force co-ordinator (inspector level). This has led to the development and introduction of comprehensive, joined-up multi-agency policies and procedures, enabling effective management of missing person investigations. A consequence has been a 26% reduction in reports of missing persons and a good NCPE health-check audit in October 2005.

Missing persons work is carried out through dedicated divisional co-ordinators and this has been identified as national best practice by the NCPE.

The introduction of a harbourers policy has ensured a corporate approach to this issue and close liaison with SIOs in the HMET also ensures effective management of high-risk cases at the early stages, during the ‘golden hour’.

**Domestic Violence**

Activity undertaken by the force to address domestic violence issues is underpinned by a

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strong performance and accountability culture. The force command team through the OPR process leads this actively. The issue of domestic violence is a high priority within the force, and is particularly highlighted within the force's current campaign against violent crime.

Force policies and processes in respect of domestic violence are well established, communicated and available to all staff. However, it is recognised by the force that strong and effective partnerships are the key to performance in this area. Each of the county's local authority districts has established a multi-agency domestic violence partnership, which helps to co-ordinate activity, at a local level, such as referral services to victims.

Work with statutory partners is also advanced. For example, performance targets that are jointly owned with local authorities are developed with other criminal justice agencies such as the CPS and the probation service.

### ***Child and Public Protection***

Four child abuse investigation units and public protection units are established to cover each of the divisions within the force. Each is overseen by a detective inspector. One unit covers the Leeds area, a second covers the Bradford area, a third covers Wakefield and North Kirklees, and the fourth covers Calderdale and South Kirklees.

There is a clear delineation of roles and responsibilities within the units, with information being shared internally. There are well developed working relationships with other agencies and partners, which enable the effective sharing of information.

Staffing levels are adequate for the child protection issues but there is a recognised shortfall in the ratio of officers to registered sex offenders. This is currently being addressed through short-term backfilling and a longer-term strategy under workforce modernisation. A recent review, endorsed by the command team, will provide a level of resilience for the future.

The movement of missing persons and domestic violence to the crime division now ensures that there is a clear overview of all of the connecting issues within these disciplines and a clear focus on the need to develop better information/intelligence flows within the force.

## **Strengths**

### ***Missing Persons***

- From April 2006, the detective chief inspector child and public protection unit (CPPU) assumed responsibility for the management of missing from home, together with the line management responsibility of the force missing persons co-ordinator. This development is to ensure clarity of links and information between the CPPU, domestic violence and missing from home.
- At force level, missing persons are the responsibility of a dedicated ACPO lead, the ACC (operations support). The force has recognised the importance of effective management and supervision of missing persons' investigations. To that end, a dedicated full-time force missing persons' co-ordinator (inspector) is ensuring that the force becomes fully compliant with the NCPE guidelines on missing persons. The force lead inspector co-ordinates his work through divisional missing person co-ordinators who engage in a problem-solving, preventative approach with partners to identify vulnerable individuals at risk of harm (young people and mental health patients).

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- There is a consistent force-wide multi-agency approach to missing persons, with protocols developed that define procedures, roles and responsibilities for each agency. This is enhanced by comprehensive information sharing agreements, agreed with all five local authorities in West Yorkshire, and a similar protocol agreed with all three mental health trusts. The force co-ordinator routinely dip samples and reviews cases to ensure consistent compliance with force policy, and identifies and addresses development needs of divisions and individuals.
- There are also formalised service level agreements with several non-governmental organisations, which are engaging with young people on a referral system to reduce instances and risks associated with missing person behaviour.
- The force co-ordinator also works closely with nominated senior investigating officers with responsibility for missing persons, and procedures have been developed to ensure the early identification of high-risk cases and an effective initial investigation.
- The force recognises that young missing persons, in particular, are vulnerable to exploitation in the community by those individuals who choose to harbour them. The force co-ordinator has introduced a harbourers policy, which has been agreed with the CPS and the local authorities and sets out advice to the investigators to help deter offending or enforce the law.

### **Domestic Violence**

- The detective chief inspector (CPPU) adopted responsibility for domestic violence from April 2006, together with the supervisory responsibility for the co-ordinators on divisions. VIVID links the domestic violence and child abuse reporting and allows inspectors to task the domestic violence units through the tasking process on divisions.
- The force has a well-defined structure for dealing with domestic violence issues, with identified chief officer leads in terms of partnerships and performance.
- Each division has a dedicated domestic violence champion at SMT level, who is responsible for the localised performance and process issues. They are supported in this process by divisional vulnerable victims co-ordinators, who provide guidance, co-ordination and essential links with partner agencies. At force level, policy and process direction is overseen by the force domestic violence co-ordinator.
- Extensive up-to-date policies are in place, providing guidance and direction in aspects of the force's approach to tackling domestic abuse. These policies are regularly updated, and are readily available to all staff via the force intranet.
- The force has adopted SPECCS (a formalised risk assessment model), which provides an ongoing, comprehensive assessment of both victim and offender, allowing appropriate management decisions to be made.
- The force has a robust performance monitoring framework in place, in terms of both qualitative and quantitative activities. These are clearly set out within the force's policing plan, and are aligned with CDRP and local public service agreement targets.
- Overall operational performance is monitored via the operational performance and corporate performance review processes, personally conducted by a member of the force command team.

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- Divisions are actively targeting domestic violence offenders through the NIM processes, engaging with partners in this activity. Increased use of the ASB framework to tackle persistent offenders and improved target hardening for victims are examples of success in this area.
- Quality assurance is undertaken by the force to ensure that the appropriate service to victims continues to be provided. This takes the form of independent research, and QADS by front-line supervisors.
- Extensive partnership activity is ongoing at strategic, tactical and operational level to support victims of domestic violence, and to challenge offending behaviour. This is seen as the cornerstone of success in this field, and is an area of great strength for the force.
- Shared performance targets, information sharing agreements and referral activity between agencies is now commonplace and is producing results. Examples of links to ASB networks, Leeds Inter-agency Project, (LIAP), Intergrated Domestic Abuse Programme (IDAP) target hardening and refuges and service level agreements are just a handful of examples of the work in progress.
- The introduction of Multi-Agency Risk Assessment Conferences (MARACS) countywide (based on the Calderdale pilot) will continue to improve activity in this area, providing protection to victims, and challenging offending behaviour.
- A force vulnerability board oversees issues involving domestic violence, rape, and vulnerable/intimidated witnesses.

#### **Child and Public Protection**

- The detective chief inspector who has the lead role in force reports direct to the detective chief superintendent, crime division. The postholder retains responsibility for all child abuse investigations and links directly to the HMET SIOs with regard to the most serious cases.
- The detective chief inspector fulfils the lead police role within the five area child protection committee (ACPC) children's safeguarding boards and is the regional representative on the National Child Protection working group. The ACPC safeguarding sub-groups are attended by the four detective inspectors covering the child abuse investigation units (CAIUs).
- The detective chief inspector, together with the ACC (operations support), attends the strategic MAPPA management board. The regional MAPPA forum is attended by a public protection sergeant and the force MAPPA sex offender registrar.
- Officers within the unit are appropriately trained and supervised when undertaking their respective roles, with clear policies and procedures in place surrounding the management and investigation of cases. The members of the unit are being progressed through the trainee investigators programme at a rate of eight every three months.
- Detective inspectors regularly audit cases and officer workloads. The introduction of VIVID IT system ensures that a clear audit trail exists for all referrals/cases.

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- There are well established and effective working relationships with the local authorities served by child protection officers, with effective arrangements in place around case conferences and the servicing of the local children's safeguarding boards.
- Similar arrangements exist around the public protection officers, with established and effective arrangements in place with partner agencies.
- There are established performance management systems for the review and recording of information around individual cases.
- There are established risk management procedures around sex offenders, although the probation service uses the Offender Assessment System (OASyS) and West Yorkshire Police uses the Risk Matrix 2000 model. All risk assessments and home visit reviews are subject to close supervision and qualitative assessment by supervisors.
- The ViSOR system is used consistently across the force with evidence of links being made by officers within the unit to other systems available within the force to produce offender packages. Systems are also in place to provide restricted access both within and outside normal working hours for the provision of information to operational officers dealing with incidents involving nominals.
- MAPPA intelligence and risk management action points relating to nominals are managed through NIM processes and all MAPPA minutes are accessible through the operational intelligence system (OIS).
- MAPPA and sex offender prevention orders are used to inhibit behaviour and minimise risks posed by paedophiles and other dangerous offenders. The intelligence collected through these processes informs intervention strategies and NIM products, increasing the understanding of the threats posed by these groups.
- All actions and RIPA related authorities are tracked using ViSOR and all operational intelligence is uploaded onto the force OIS.
- The CAIU has an intranet site, on which a regularly updated series of FAQs, lists of relevant publications, all contact numbers and relevant information are available to members of West Yorkshire Police.
- The CAIU has involved itself in training courses and, in 2005, began a series of special interest seminars that CAIU staff and divisional staff attend. The course subject matter includes the victims code, special measures, inputs by psychologists and the NSPCC, and similar.

West Yorkshire has piloted the use of Sexual Offences Prevention Orders (SOPO) as a preventative measure and currently has secured more orders than other forces in the UK.

## **Areas for Improvement**

### ***Missing Persons***

- Existing computer systems are used to record the investigation running log of missing person cases. This ensures multi-point access and the ability to audit. The force is rolling out the NICHE computer system, which will have significant advantages as a tool for managing investigations as it will provide a tasking system and is fully integrated with other IT applications, including crime, intelligence and custody.
- The adoption of the Child Rescue Alert system on a regional basis will link in with local and national media.
- Increasing non-governmental organisations (NGOs) involvement in the partnership preventative approach will reduce missing incidents and risk. A major conference is planned to progress this.

### ***Domestic Violence***

- The recommendations within the NCPE Domestic Violence Guidance (Doctrine require that the force considers its position regarding dedicated domestic violence investigators.
- The introduction of MARACS to the remainder of the force will provide improved benefits in terms of managing offenders.
- The service level agreement with the CPS needs to be finalised, to ensure that there is an appropriate and consistent approach to the management of victims and offenders.

### ***Child and Public Protection***

- The recent review of the public protection element of the unit highlighted a number of areas for attention. These included under-resourcing resulting from increased demands, insufficient supervisory capacity, and potential gaps in future service provision. Public protection unit staffing at constable level has already been addressed as a priority.
- Child protection officers are also working at full capacity. The force has increased funding for the numbers of officers to redress the balance, but some are not yet in place.
- The ViSOR unit does not currently record violent and other offenders subject to MAPPA. Projected increases in workload from this and developments around the domestic violence offender referrals will require increased resourcing of the ViSOR unit.
- The current supervisory structure of inspector and sergeants covers both child protection and public protection officers. Due to capacity issues, supervision of both disciplines is not adequate from existing levels of supervisors and the force has recognised the need to enhance levels of supervision, particularly around public protection.
- Information sharing arrangements within child and public protection units are limited to informal arrangements between officers on a case-by-case basis. There are no

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formalised links between child protection issues and public protection issues. Similarly, because domestic violence and missing from home have previously operated at divisional level, information has, in the main, been limited to local intelligence. There is a recognised need to develop information arising from each of these areas and establish an intelligence facility that analyses risk more holistically. Examples were given where intelligence on sex offenders may lie unattended for days within divisional intelligence units awaiting input into the OIS, because of a lack of priority given to such information. It is expected that the development of the NICHE system may offset some of these delays.

- There is a need to ensure that divisions are properly sighted on the risks being managed on their behalf by the child and public protection unit and that an analysis of those risks forms part of their decision-making and NIM processes, especially where there are links to particular NHP issues.
- The Leeds CAIU piloted a joint case audit system with Leeds Social Services in 2005, and this is now being expanded to include education. Once finalised, the model will be used across the force.

## 5 Providing Assistance (Domain 4)

### 5A Contact Management

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

#### Contextual Factors

The ACC (organisational support) provides the ACPO lead in this area. Having responsibility for call handling, demand management and diversity, he provides a link across public contacts, ensuring that people and technical issues are considered in any developments. Each area is monitored and reviewed against published strategies through respective project groups involving key stakeholders.

The communications division is organised through a central switchboard, a force call centre and Eastern and Western despatch centres. Work over the past year has been focused on building upon recent performance improvements while also paying attention to issues of quality management.

Automatic call distribution is used within the force call centre against three categories: emergency, non-emergency, and a hybrid of both. Enhanced Information Service for Emergency Calls (EISEC) software is also established and provides full caller ID to assist deployment in emergency cases.

The development of divisional call handling units provides a facility to deal effectively with a number of contacts that can be resolved other than by the despatch of a police resource. The number of appointments is increasing – now up to 500 per week. Early indications are that the appointment system is well received by members of the public and this is likely to improve further through the introduction of appointment cars.

Contacts received at divisional help desks remain an issue, particularly telephone calls, and the force has begun to address this through the trial of a central help desk. Initially proving successful, work is now ongoing to develop this concept further through a force call bureau model, which will be an amalgamation of two call-handling functions currently located within the force call centre and the divisional help desks.

#### Strengths

- Performance continues to improve in areas of telephony and despatch. The call handling and demand management disciplines are subject to robust performance systems that balance quantitative and qualitative measures as well as individual

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development. The force is currently performing above the MSF average for call handling.

- Quantitative data is collected through a number of systems, including Sension, which identifies performance for emergency and non-emergency calls against individuals, teams and rooms. This can be provided against a particular range or set of timescales. It is being further developed to incorporate performance against key tasks in call handling, including log creation, system checks and updating.
- Qualitative data is collected using the Qcoach system and involves line manager assessment against a range of criteria. This is supplemented with dip sampling by the communications quality manager. Telephone complaints are managed by the communications supervisor against established systems.
- Regional comparisons of emergency, non-emergency and abandonment rates are routinely undertaken by the performance manager against data collated and circulated by Humberside Police on behalf of the region.
- Service level agreements between communications and divisions have been agreed and signed by the ACC (organisational support) and the ACC (TO). These will provide a focus in the new performance review arrangements.
- Agreed structured contacts between communications, other departments and BCUs at strategic, management and practitioner level have been established. The internal staff perception survey and focus groups are used as a means of determining any shortfalls in performance or performance improvement suggestions.
- The demand management project board continues to work, chaired by the ACC (organisational support). It is running a number of initiatives, including a scheduled response trial in Calderdale (through 'window' and appointments), and trials of processes to include keeping people informed of the progress of their incident and renegotiating attendance times as appropriate.
- The demand management policy document is now complete and prepared for rollout to the communications division and the force. It includes the migration to national call-handling standards, national call-grading policy, quality of service commitment issues and associated first contact issues.
- Inspector roles have been reorganised to provide enhanced levels of management and supervision within the communications rooms.
- Clear guidance and policy is given to operators regarding call grading, call management and finalisation. Newly independent and qualified operators are allocated a 'buddy'.
- There is effective chief officer leadership of demand management issues and the topic features in the OPR/CPR process. The ACC holds a weekly meeting with the communications divisional commander to examine performance and chairs the demand management project board. The communications division is subject to regular command team performance reviews.

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- The division has the benefit of a dedicated training officer, working with the performance manager and team to ensure that issues such as National Standards for Incident Reporting (NSIR) and NCRS are embedded in the division.
- The divisional intranet site has been updated and upgraded to include an 'accomplishments and achievements' page designed to acknowledge and celebrate staff's achievements over a wide range of areas.
- The division has well-established links with the force community safety unit, enabling the provision of enhanced services to vulnerable groups.
- The force has now introduced an SMS texting service for the deaf and hard of hearing, which has attracted national attention.
- Well-established and effective human resource (HR) policies and practices exist within the communications division. Sickness absence remains under control at 10.45 days per person per annum, down from a previous high point of 24 days per person per annum.
- The division continues to make full use of technology and equipment to facilitate employment of staff with physical issues/disabilities, eg adapted chairs, keyboards software additions, wrist supports and height adjustable desks.
- Business continuity and evacuation plans have been finalised, following a review pursuant to the Civil Contingencies Act. The evacuation plans are to be laminated and made available to all staff. There has been a full range of tests around business continuity and system restarts. Relief 999 capacity is being explored with neighbouring forces.

### **Work in Progress**

- A merger has been agreed between Airwave and communications to ensure resilience and appropriate attention to Airwave business benefits realisation. Supporting this is an examination of working practices to determine the most effective way forward for the force.

### **Areas for Improvement**

- The division has completed the information gathering and workshop stages of a stress audit. This is now being consolidated into action plans and will add to the information available through staff perception surveys.
- Following the successful central help desk trial in the summer of 2005, the force call bureau model is now being developed to build on the concept, to address both quality of service issues and the current high rate of abandoned calls.
- The Qualtrack qualitative assessment process is now embedded into the force call centre. Budgetary constraints are likely to prevent further roll out. However, work is ongoing to identify a suitable in-house project for the despatch centres and the central call bureau – potentially the QADS system in use elsewhere within the force.

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- The management team has identified a need to enhance and improve the current customer satisfaction information and will be working with the corporate review department to achieve this.

**5B Providing Specialist Operational Support**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Excellent</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	23	19	1

**Contextual Factors**

The force has a well resourced operations support division (OSD), whose members are deployed daily through a rigorous NIM tasking process, while retaining an immediate responsive capability. This process is enhanced through the effective co-ordination role of the logistics cell.

There is a comprehensive firearms capability assessment with a structured implementation plan. This has been subject to a health check and implementation staff have received advice/guidance from the NCPE programme implementation firearms specialists.

A threat and risk assessment process has formed part of the action plan and resulted in improvements to weaponry, protective equipment and working practices, with Special Branch, firearms licensing and national firearms collection being among those now involved.

The maintenance of public order is a key strategic priority for the force, and there has been a considerable investment in training and maintaining dedicated resources. Two police support units (PSUs) are provided from the OSD to support the force each evening to deal with any outbreak of disorder and undertake reassurance patrol as part of their role.

Specialist services include air support – a facility that operates 24 hours a day, the only one in the region to do so – and assistance is provided to neighbouring forces on request. Regional support is also provided by the mounted section for both general public order patrols and football matches.

The underwater search team has additional expertise in wider specialist search techniques and provides an essential element in this respect for major enquiries.

The dog section currently has an establishment of 56 general purpose dog and handler teams, which are supplemented by 22 drug search dogs, seven explosive detection dogs, seven firearms support dogs and four passive drugs detection dogs.

In relation to civil contingencies and emergency procedures, the force engages fully with local and regional resilience forums. There are established information sharing protocols and recent Management of Major Incidents (MOMI) training has been delivered jointly to police and partner agencies. All contingency plans are regularly rehearsed and updated, particularly the multi-agency airport plans.

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Current CBRN capability includes nine PSUs with associated support, including Hazmat ID and scientific support ability. Tri-service protocols and plans are regularly reviewed and multi-agency training, including the hosting of the Technical Response Force (TRF) exercise, is promoted.

## Strengths

- The ACC (operations support) is the ACPO lead and chair of the force steering group for operational policy and development. He also chairs the regional ACPO firearms working group and represents the region at the ACPO criminal use of firearms group. This role is supported by the policies and projects inspector who, working closely with the head of firearms training, ensures effective training inputs.
- The chief superintendent (operations support division) has a clear focus on performance and improvement within the department. He attends the BCU commanders' conference to advertise services, listen and support operational issues. He supplements this with key index surveys and uses the force staff perception survey to identify potential business improvements. This informs and supports the OSD business planning processes, where each unit head has supplied action plans to deliver. Recent changes to the resource management unit in the OSD will ensure more timely feedback from divisions/departments on OSD effectiveness.
- The firearms support unit delivers 24-hour provision of armed response vehicles, bronze command and tactical advice for the force area, with instant access to less lethal options if necessary.
- There is continuous development of staff, equipment and training under the direction of the regional ACPO lead, with the formal use of threat/risk assessment as an integral part of the process to drive improvement. Skills and capabilities include VIP protection, dynamic entry and intervention, together with counter-terrorism measures.
- Gold, Silver and Bronze roles are clearly identified and individuals effectively trained to discharge those roles. All incidents and deployments are recorded, and audited by means of regular dip sampling. Two recently agreed developments are the silver commander cadre and an armed crime tactical team.
- Every firearms operation is subject to a debrief. Matters referred from the debrief are managed by the superintendent (operations), OSD, and clear actions fed into training, operational and command functions as appropriate. A further development is to be a more formalised practitioners debrief, which will feed into the contingency and operations planning processes. It will also provide a further quality assurance check on command and tactical advice during operations.
- A less lethal options policy has been introduced. Training has been completed and equipment issues have been resolved through the issue of new tactical vests for Taser. Other activities that form less lethal options are built into this policy.
- An effective NIM-compliant tasking regime directs staff effectively. Ranging from bids at level 1 to full force operational involvement through level 2, the OSD provides representation at the meetings, to identify where it can provide a capability or resource – having regard to other competing priorities. All activity is subject to

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evaluation and there are comprehensive systems in place to record and assess all staff deployments and daily performance.

- There are some excellent examples of joint working with crime division and the HMET, which will be further enhanced with the armed surveillance capability now being implemented. There are also similar examples of cross-divisional working on intelligence-led deployments.
- There are formal structures to disseminate community intelligence and inform policing operations, and community impact assessments are routinely completed in relation to specific initiatives.
- Public order capabilities within the force are at a high level. In addition to the PSU requirements, the Chief Constable's reserve is available for deployment within force to potential areas of disorder. This is subject to intelligence and community tension indicators. The force has demonstrated resilience and an ability to function effectively in the face of significant challenges, including the events following 7 July 2005.
- Public order features in the top three risks to West Yorkshire. It is closely monitored and managed through a series of quarterly meetings, but also on a daily basis with information/intelligence being submitted to the operations support deployment centre from a wide range of sources. The daily intelligence report measures community intelligence and community impact. It also makes use of open source searching on the internet to identify potential indicators. Intelligence is further enhanced through the cross-agency Community Reassurance Information Collection system.
- The force mobilisation plan to meet serious or escalating disorder provides a series of responses on a sliding scale. Recently the plan formed the basis for the G5 and G8 Summits. The force has the ability to meet significant demands without recourse to mutual aid. At the time of the G8 Summit abstractions it had to manage the aftermath of the 7/7 incidents and managed to maintain policing services. The plan is regularly tested.
- Football-related intelligence is also a key product and this is managed through the Football Intelligence Officers' Network and close links with Special Branch.
- The force is regarded as a regional leader in key areas of specialist operational support and provides assistance to neighbouring forces in several operational areas on a regular basis.
- The logistics cell has a proven track record for in-force and regional work, together with effective results. There are comprehensive plans and guidance within the contingencies and operational database, which is overseen and kept up to date by the OSD, with divisions being offered professional support in maintaining those plans falling within their territorial responsibilities.
- Effective multi-agency links, such as the Hazmat ID team (police officer, scientific support and fire officer) are supporting the region. The Chief Constable represents the region at the regional resilience forum. The ACC (operations support) chairs the West Yorkshire resilience forum. The forum risk assessment group has compiled a community risk register. The head of planning and logistics in the OSD attends the Government Office for Yorkshire and the Humber resilience team multi-agency

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forum. The risk register is available across the force through the intranet and identifies clear roles and lead agency responsibilities.

- The force has a series of command facilities that can be used to manage major incidents. There are three forward command vehicles; each BCU has an enhanced communications facility for local command; there are three special operations rooms; a gold command room is located within HQ, and there are a number of bespoke command rooms available at major sporting and events locations.
- Contingency plans are regularly tested and audited. The West Yorkshire Police planning and logistics unit prepares an annual schedule of training and exercises with the West Yorkshire resilience forum sub-group for testing and training. HYDRA has been obtained to test and train officers around major incident management. An exercise was held, in 2005, with the strategic health authority to test multi-agency responses to an influenza pandemic.
- Numerous plans prepared by the firearms department are held on the contingency and operational database. These are regularly tested and reviewed. In January 2006, the protocols with the ambulance service were reviewed to produce up-to-date and effective responses.
- Specific CBRN and counter-terrorist plans have been developed from a multi-agency perspective. A memorandum of understanding has been developed for powder issues, with regular activations taking place.
- West Yorkshire Police has hosted two TRF exercises (Bright Future and Breaking Crisis) that tested responses to finding an improvised radiological and explosive device, together with its subsequent detonation. The HMET is developing a policy document for the management of such an incident.
- A firearms counter-terrorism capability has been developed to meet the challenges posed by the particular threats arising from such an incident.
- The OSD has established succession plans for key roles and it stands as a key item in the threat/risk assessments identified above.

### **Work in Progress**

- Gold command training has been finalised and is being delivered to the command team across firearms, public order and CBRN, to match the cadre developments in each.
- A review by the force has suggested that all current authorised firearms officers should be based within the OSD for improved management of this resource. This would involve an incremental transfer of divisional authorised firearms officer roles/responsibilities to the OSD without the transfer of resources.
- The logistics department is currently introducing an electronic method to diary, plan and report on all strategic operational and event planning activities in the force area. This will help West Yorkshire Police to make best use of its resources and assist in overall resource management.

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- A risk assessment of all contingency plans has identified a programme of update/replacement which is ongoing.

#### **Areas for Improvement**

- There is a perceived need to improve the service delivery/feedback loop for OSD activity. Current performance is judged on workload indicators and there is a need to develop feedback around crime and incident reduction as part of its deployment.
- From summer 2006, the force is introducing a cadre system for dedicated firearms and public order command, which will improve the overall management of these incidents. This will also provide an opportunity to further enhance the levels of training and management of those forming the cadre.
- There is a project to further improve the firearms debrief process, to maximise learning from incidents. There is currently no formalised stakeholder assessment as part of the process for reviewing incidents and the force is therefore considering the benefits of introducing a firearms steering group.

**5C Strategic Road Policing**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	7	33	3

**Contextual Factors**

Following a review in 2005, the force has implemented a strategy based on ACPO guidelines, integrated with all other force strategies. It sets out a clear message that roads policing is a critical component of core policing which is included in the force policing plan and the Chief Constables' operational framework which drives BCU and operational support planning.

Roads policing officers undertake operations that include tackling vehicle crime, the criminal use of roads and improving road safety. Operations involve partner agencies and officers are tasked in accordance with the NIM. This is typified in the successful casualty reduction partnership.

The OSD includes central roads policing assets working to a motorway patrol strategy. This details how the strategic road network is policed, together with a detailed operating agreement with the Highways Agency.

The introduction of the Highways Agency traffic officers' service and the regional control centre (staffed jointly) has provided opportunities to reinvest police time in tackling criminality on the strategic road network.

This activity has been focused through a tasking regime developed by the dedicated roads policing intelligence officer, analyst and motorway unit supervision. This feeds into the Northern Regional intelligence forum, held quarterly, which is developing intelligence-led operations against travelling criminals.

The force achieved a level 3 assessment for each of prevention, intelligence and enforcement dimensions in the previous HMIC protective services assessment that informed the Closing the Gap report.

**Strengths**

- The ACC (operations support) is the ACPO lead on roads policing. The chief superintendent (OSD) has delegated responsibility and is the policyholder. All force roads policing is contained within the roads policing enforcement and management policy.

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- Roads policing resources are located both centrally and on divisions. Within the OSD, specialist resources such as the motorway policing, ANPR and collision investigation units fall within day-to-day management responsibility. On divisions, roads policing officers and supervisors form part of the divisional establishment, with a required divisional minimum staffing level of not less than 5% of the BCU establishment.
- The roads policing strategy is based clearly on the ACPO roads policing strategy and features as a critical component of the force policing plan and the Chief Constable's operational framework. A chief inspector, roads policing, has specific responsibility for the management, review and updating of the strategy. He also has line management responsibility for central roads policing resources. He chairs a tactical intelligence assessment meeting on a six-weekly basis, which has attendance from all divisional roads policing sergeants. He also has two inspectors who link with other agencies, local authorities and the camera safety partnerships.
- A quarterly strategic roads policing intelligence assessment is held, at which all divisions and departments are represented. The chief superintendent (OSD) also attends the fortnightly level 2 force tasking meeting, where central roads policing assets are tasked in line with the strategy.
- All activity, both centrally and divisionally, is intelligence led in accordance with the principles of the NIM. Main deployments are around tackling vehicle crime, criminal use of the roads, and improving road safety.
- The motorway patrol strategy details how the strategic roads network is to be policed, together with a regional operating agreement produced in conjunction with the Highways Agency.
- The force chairs the northern road policing intelligence forum, engages with multi-agency operations such as Mermaid and subscribes to and uses the Police Intelligence Kommercial Enquiry (PIKE) database.
- Roads policing staff are recruited centrally with a robust, modular training regime.
- All roads policing staff PDRs are set by a roads policing sergeant (champion) within each BCU, with objectives and priorities to meet the roads policing strategy.
- Full use is made of technology, with an integrated force back office, fixed ANPR sites, CCTV and in-car and mobile systems. The force chairs the regional ANPR group, and has a force steering group and a practitioners group.
- ANPR is used to support roads policing activity throughout the force with a centrally based roads policing unit and with each BCU having an ANPR intercept capability. The linkage of ANPR to CCTV systems is providing an enhanced capability, evidenced in the Bradford Ring of Steel project.
- The ANPR team is now co-ordinating activities around the seizure of uninsured vehicles, aimed not only at removing such vehicles from the road, but also at developing intelligence around identified individuals.

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- The force has an effective casualty reduction partnership with a strategy formulated and produced in consultation with partner agencies and the public. This follows government and good practice guidelines. The safety camera partnerships operate with community representation.
- Effective partnerships are in place with local authorities and commercial companies to tackle casualty reduction and reduce offending on the roads.
- Roads policing is leading on some innovative road safety measures, particularly involving schools and young people, who feature significantly in the road accident data. One school has designed fixed penalty warnings, which are given out by pupils, under supervision, to parents for irresponsible parking.
- All road deaths are investigated in accordance with the ACPO manual with a dedicated police staff position to monitor timeliness and quality of investigations. Trained family liaison officers are in place within each BCU. For any road death that requires wider investigation expertise, protocols with the HMET are that an SIO is available 24/7 to oversee any road death in which there is serious culpability.
- There is a robust policy on pursuits that complies with the ACPO policy, with trained tactical pursuit and control advisors within roads policing units and control rooms.
- All roads policing staff have access to a PDA, allowing force systems to be interrogated remotely at the roadside.

### **Work in Progress**

- Negotiations are taking place on the delivery of an in-force SIO road death investigation training course.

### **Areas for Improvement**

- A review of training of roads policing officers is to be carried out to ensure the consistency of competence-related training within divisions.
- Performance figures show satisfaction with collision investigations sitting below the MSF average. This forms part of the performance review processes, with additional diagnostic work being carried out by the corporate review department on factors contributing to satisfaction scores.

## 6 Resource Use (Domain B)

### 6A Human Resource Management

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
2	18	23	0

#### National Position

The PPAF indicators on sickness and medical retirement continue to be key quantitative measurements of human resource (HR) performance. Increasing significance is being given to the completion of performance development reviews (PDRs) within 60 days of due date. PDRs should be intelligence-driven and link to other HR processes such as promotion and career pathways.

While most forces have conducted some basic workforce planning, this has yet to be extended to all staff, ranks and grades. Workforce planning often concentrates on basic succession planning for key operational police officer posts. Most forces now have a full range of policies to support the work/life balance, often going beyond their legal obligations. The majority of forces need to develop an effective mechanism to manage demand, which ensures that they allocate resources to peak periods. There is limited evidence to show that supervisors and managers have been adequately trained in effective resource management.

Although annual staff satisfaction surveys are common, applying the learning from these surveys, and from employment tribunals, accidents, injuries, complaints and grievances, could be developed further. Much health and safety activity in forces is owned by a handful of key individuals and is rarely integrated fully into day-to-day activity, other than monitoring of accidents, injuries and near misses. Few forces have accident/injury reduction targets or effective performance management of health and safety activity.

#### Contextual Factors

West Yorkshire Police has established a clear HR strategy in support of operational performance, incorporating challenging HR targets. To provide the most effective means of delivering HR performance, personnel management has been devolved to the lowest possible level in divisions and departments. To ensure corporacy, a clear infrastructure has been created in the form of force policies and procedures to guide local managers, with specialist professional advice and intervention being provided through the HQ personnel advisory team. This ensures that effective decision making is devolved to the most appropriate level in the force.

Robust policies and procedures are key to the effective delivery of personnel management and are produced by personnel HQ. They are developed using a consultative process or are written in conjunction with divisional/departmental personnel officers. The policies are widely

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disseminated in force through a variety of communication media. They are communicated to personnel officers in divisions/departments through meetings with the personnel advisory teams and the director of personnel and training. Monitoring and evaluation is carried out by HQ personnel in conjunction with local personnel officers.

Sickness absence management has been enhanced through effective supervisory processes, revision of policies to include performance around attendance, innovative approaches to restricted and recuperative duties, effective use of medical and welfare resources and clear leadership from senior managers within the organisation.

Nationally, West Yorkshire Police is at the forefront of recruitment of student police officers and PCSOs. The force carries out the assessment part of the recruitment process for police officers for North Yorkshire Police, and has recently successfully trialled the national recruitment standards for PCSOs with other forces in the region.

The needs of the police officer workforce are predicted with increasing accuracy, ensuring that needs are met and the budget is maximised. The force is at the forefront of these developments and is working with North Yorkshire Police to further enhance this capability through improved workforce modelling.

### **Strengths**

- The force has continued to effectively manage sickness, retirement and staff turnover rates and compares very favourably with national averages in all areas.
- The force has a detailed HR strategy that is reviewed annually with the police authority. The strategy was developed to meet the requirements of the Association of Police Authorities' People Matters reports, aligned with the action plans of the Gender Agenda and Breaking Through steering groups and with the best value performance plan. This is then reviewed by the force command team before inclusion in the annual HR plan submitted to HMIC.
- The HR plan covers four main areas: recruitment, retention, training and development, and health and safety. These are further enhanced by sections dealing with promotion, diversity, work-life balance, pay and employee relations. The plan is monitored on a quarterly basis by the police authority, as well as within force on a monthly basis using key performance indicators.
- The director of personnel and training is professionally qualified and leads a professionally qualified personnel team. He and his team provide the force with its strategic oversight of all people management issues. All personnel officers in the force are actively encouraged to develop professionally in order to enhance the personnel capacity.
- The force HR strategy is agreed and monitored by the command team and the police authority, with clear levels of ownership for actions, including those for divisional/departamental personnel officers. This framework is a further development of the force approach to the devolution of personnel management to the lowest possible level, with appropriate support delivered by HQ personnel.
- The management of the strategy is supported by the personnel advisory team, which forms a link between HQ and divisions/departments. The team works collaboratively to implement the strategic goals (eg reducing sickness absence) and resolve

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complex issues with personnel managers in the divisions/departments. Their key role is to ensure consistency, corporacy and support as well as to respond to changes in force priorities and restructuring. They also provide a consultancy service.

- The HR department has a dedicated policy team, which has enabled some innovative policies to be developed, and a number of these have been shared with other forces. The team ensures that revisions to policies are compliant with data protection, freedom of information and human rights legislation. Policies are reviewed through identified requirements or, at the latest, every three years.
- The HR strategy is underpinned by excellent management information now delivered through National Strategy for Police Information Systems (NSPIS) HR. This is also supplemented by the recent improvements in the ability to plan workforce requirements for the police staff workforce. The force is considering the introduction of IT to co-ordinate personnel planning and developing career pathways.
- The force, with the police authority, has developed a futures group to expand the issues around Plural Policing and identify models and resources for the current, projected target of 1,000 plus PCSOs. A recent best value review of recruitment identified actions for streamlining the numbers of staff and processes involved.
- To help local management take ownership of relevant HR targets and policies, generic performance measures are being incorporated within divisional and departmental performance frameworks. The force devolution policy and other personnel policies and procedures are accessible to all staff via the force policy database.
- Consultation visits involving all stakeholders are carried out by both the director and head of personnel, in order to assess the effectiveness of services being provided by HQ. In support of this process, quarterly meetings are held with business managers and local HR practitioners to discuss policy, strategy and HR initiatives.
- The force approach to attendance management has shown significant benefits. The director of personnel has identified that the rate of sickness reduction has recently slowed, but believes that further reductions are possible through continued development of supervisors and more innovative approaches in more targeted employment areas.
- The occupational health unit within the force provides a broad range of support and access to treatment to return staff to full duties as expeditiously as possible. Working closely with the force medical officer, there is a robust but effective management of individuals based around changing the culture from one based around absence to a more positive approach to attendance, with absence as a last resort. Consequently the force is developing a continual review programme of those on restricted and/or recuperative duties.
- Exit interviews are offered to all leavers and transferees. The rates of completion are monitored and the information is used to assess requirements for policy changes or other interventions.
- The ability of the force to plan future requirements for police officers has recently been enhanced through the establishment of a workforce planning department,

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which is to be further supported by an IT system developed in conjunction with the corporate review department.

- The force uses the annual activity analysis data to profile and understand deployment patterns, as well as the range of activities that staff are involved with. Simulation modelling software is being used to predict staffing levels and help formulate shift working patterns which meet the European Working Time Directive – early work having taken place in the force call centre, switchboard and CIS bureau.
- The force uses Shift Check software, produced by the Leeds University School of Psychology, to assess the health implications of shift patterns.
- SPP and competency-related threshold payment (CRTP) schemes are well established. SPPs are reviewed on an annual basis and CRTPs have been reviewed twice since their inception. Both schemes are strongly linked to performance and attendance management criteria. The impact of the schemes is monitored centrally as well as locally. Bonus payment schemes are well established as a means of rewarding exceptional work.
- The force has hosted the Association of Local Authority Medical Advisors (ALAMA) conference as well as the force medical officers conference in order to share lessons learned in relation to attendance management.
- There are effective systems to manage health and safety programmes and processes within the force, with appropriately trained and experienced staff at both HQ and divisions (ten co-ordinators) to provide effective liaison and application of policies. Data is used to highlight workplace practices or designs that are creating unnecessary injuries, at force or divisional level, which are then quickly reassessed. There are also effective relationships with the Health and Safety Executive. Force performance figures covering this area show a reduction of 50% in musculo-skeletal related absences and 38% in psychologically related absences. Divisional and departmental indicators show a reduction in injuries and accidents of 2.5% compared with the previous 12 months.
- HQ personnel carries out the recruitment of student police officers, PCSOs and detention officers using the integrated competency framework and national recruitment standards, wherever appropriate. The framework for all other police staff recruitment is produced by HQ personnel with recruitment using the integrated competency framework then devolved to divisional/departmental personnel departments.
- An electronic PDR system has been introduced which houses all reports and provides the HR department with detailed monitoring and statistical information, which is then subsequently used with divisions/departments for improvement. Qualitative monitoring of PDR began in spring 2006.
- The force carries out an annual staff perception survey for each division/department. This is analysed and the findings are used to inform business planning. Focus groups are used to develop points arising from the survey responses.
- There are policies and systems in place for all employment groups, to monitor compliance with the European Working Time Directive. The force is still tendering for an effective IT based solution, but has launched an interim solution (covering 90% of

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staff) through the HR department to ensure that divisions/departments are supported in their monitoring role. The system provides local managers with reports and an analysis of hours worked by their staff. Managers are responsible for managing an action plan for staff members working more than 48 hours per week.

- Officers on secondment are regularly contacted and meetings held with the personnel function to ensure that all returning staff are adequately assessed against training and development needs, posting preferences or welfare needs.

### **Work in Progress**

- A work-life balance committee has been introduced, together with a web page on the force intranet, to provide a focus for promoting and improving health benefits within the organisation.

### **Areas for Improvement**

- While the skills levels within HQ personnel are increasing, it has not been matched at the divisional level. Through the policies and procedures in place, divisional personnel officers have to continually refer matters for advice to HQ before they are able to make decisions on certain issues. The vacancies in the east and west advisory teams in HQ create delays in decision-making. Consequently, personnel officers view their role as giving advice rather than being able to make decisions or having the authority to progress issues. In the absence of timely advice, the personnel officers have developed their own informal meetings to share experiences and refer matters to the policy advisory team meetings. The force is reviewing this situation.
- Personnel officers on divisions are being required to monitor the timeliness and quality of PDRs without guidelines having been issued. There is a need for corporacy and consistency to be adopted.
- While considerable effort has been expended around recruitment, there has been little emphasis until recently on retention and progression of under-represented groups. Data showed that in the previous quarter, the force had lost as many BME staff as it had recruited. A similar picture emerged from the period preceding that one. While there were valid and acceptable reasons for this, it requires improved mentoring, support and monitoring processes to manage this trend.
- A review has recently been completed on the impact of the Information Commissioner's data protection codes of practice. Areas for improvement have been identified and work is ongoing to implement the changes and amendments to practices to ensure that they meet the standards set out in the codes.
- On behalf of the Home Office and Centrex, West Yorkshire Police is hosting a pilot to test and validate a proposed new national selection process for PCSOs. If the new national process is ratified, West Yorkshire Police intends to be a regional HR lead providing a shared PCSO recruitment service to other forces in the region.
- Work undertaken during the best value review of recruitment identified that the process for recruiting new police officers could be enhanced and modernised. The current process is paper based and work is ongoing to introduce a new IT-based

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candidate management system that will improve both the process and communication with candidates.

- West Yorkshire Police has had some success implementing flexible working patterns. Internal research identified an appetite for further flexible working options. Work is ongoing to review the range of options and to extend availability to a wider group of officers and staff. The aim is to enhance retention of staff and officers and enable a better work-life balance to be achieved.
- The force has had great success in reducing sickness absence levels. Nonetheless, it is felt that more can be done to maximise the productive working time available to policing in West Yorkshire. Initiatives will be implemented to support this – for example, a review of the recuperative and restricted duties policy.
- Changes to certain police staff terms and conditions may improve operational flexibility. Measures will be researched and progressed to address this. For example, a transfer policy will be piloted for certain police staff roles and a more flexible contract of employment will be investigated, subject to constraints such as national Police Staff Council (PSC) terms and conditions and West Yorkshire Police budgetary limitations.
- Generic HR performance measurement is being rolled out to the force via the support department performance framework.
- In 2006 the force is to carry out an equal pay audit to determine the effectiveness and fairness of the current arrangements and to prevent unnecessary challenges. In advance of this work, Price Waterhouse Coopers has been employed to evaluate the arrangements in place to manage this process.
- The European Working Time Directive monitoring arrangements cover 90% of staff. Senior managers rely on a self-reporting system. Superintendents are piloting a national database on behalf of the Superintendents Association.

**6B Training, Development and Organisational Learning**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
3	11	27	2

**National Position**

Learning and development (L&D) is a key driver for forces to improve performance. The requirement is for the right staff to have the right skills in the right place and at the right time in order to achieve or support operational performance.

HMIC has awarded a Good grade where key criteria have been met. Notably, where there is a clear distinction between the role of contractor and client, with the full and sustained involvement of a chief officer and the Police Authority. There should be a single post with accountability for all L&D products and services. Another prerequisite is an L&D strategy which is fully compliant with Home Office guidance and supported by a business plan, an improvement plan and a fully costed 'planned' and 'actual' delivery plan. Finally, a Good grade reflects robust quality assurance and evaluation processes, with clear evidence that the force is engaged in collaborative activity.

**Contextual Factors**

This section summarises the results of improvement activities which have been undertaken since the last inspection. It facilitates an understanding of the context within which such activities have taken place together with an understanding of the outcomes.

The force was graded Fair during the 2005 baseline process in respect of learning and development, with a number of recommendations made for improvement.

- The costed training plan now contains all elements of training, including that provided by the training and development centre, the operations support division (equine, dogs, underwater search and air support) and training delivered within BCUs by divisional training officers.
- Monitoring of the costed training plan by the police authority (human resources) committee has been strengthened and now occurs on a more regular basis throughout the year and by way of an end-of-year out-turn report.
- The head of training now has professional responsibility for training delivery across the force. In particular, quality assurance processes, including trainer assessment, have been extended to training provided in other areas of the force to ensure the application of a corporate quality assurance approach, underpinned by Models for Learning.

## Strengths

- The force's costed training plan fully supports the national training costing model methodology. The force has utilised Home Office guidance in producing the learning and development strategy that clearly identifies responsibilities at all levels across the force, and is supported by a comprehensive business plan.
- Proactive, detailed monitoring of delivery against the costed training plan is undertaken on a monthly basis by the training and development centre and the HQ finance department, with areas of variance against targets identified and actioned as appropriate. The information is actively utilised as a performance management measure across all areas of training activity.
- Effective structures, policies and processes are embedded in relation to the management and development of people. Continuous learning and development is encouraged through the provision of a range of events and opportunities. This is further demonstrated by the training and development centre achieving continued IIP recognition in April 2006.
- A range of established processes operate to ensure that the welfare and development of staff and their involvement in decision making is supported across the function. An annual staff perception survey is used to objectively identify the views of staff on such issues and the results demonstrate improving trends over time.
- There is strong engagement with national and regional training groups and collaboration with internal departments/BCUs and external forces. The benefits gained from collaboration with other forces in the region are identified and evidenced within a regional collaboration register.
- Effective arrangements are in place to identify current and future client expectation, demand and level of satisfaction with training delivery. Customer consultation mechanisms, including an annual customer survey, are firmly embedded and utilised within the business planning process to ensure that planned training delivery and improvement activities are aligned to organisational need.
- The main training and development centre site is located within a busy, urban area. Sound environmental practices are promoted and applied by the centre in its own operations and its work with suppliers in order to minimise the impact on residents within the locality. The training and development centre is named as a recycling centre by the local authority and promotes best value in resource usage in all its operations.

## Areas for Improvement

This section provides a broad summary of the areas for improvement found as a consequence of the current inspection. Specific areas to address are contained in the detailed assessment guide which the force retains. That document contains an 'indicative scalar' of between 1 and 5 for 90 specific areas. More immediate effort will be required on those areas scoring 3 or less than for those scoring 4 or more.

The progress on the areas summarised below will be reported on in the context section of future inspection reports.

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- While the force has made progress in mapping training programmes to National Occupational Standards, this needs to be embedded as a continuous process with the results made clearly visible to learners and managers across the force.
- The process for prioritisation of training should be strengthened through the introduction of a clearly defined, client-driven model incorporating risk assessment, that is applied both at the business planning stage and to adjust training provision throughout the year in order to take account of changing organisational need.
- The learning and development function engages with a number of community groups for various aspects of training, notably the Initial Police Learning and Development Programme. A more involved approach is needed, however, to ensure that community involvement and engagement with representative groups (such as the IAG) is embedded within all aspects of the training cycle and is applied consistently across all areas of training activity.
- The approach to e-learning should be formalised and top driven through the identification of an ACPO level champion within the force.
- While there is a substantial amount of training evaluation undertaken, such activity should be prioritised and driven by the client side to a greater extent than at present. More emphasis should be placed upon evidencing how learning and development activities have impacted on operational performance and the benefits of such activities to customers and stakeholders.

**6C Race and Diversity**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	14	27	2

**Contextual Factors**

The force has introduced and published an equality scheme covering all six legislative areas. This allows the force to be proactive, particularly in relation to the impending duties for both disability and gender. Each area has its own action plan as well as an overarching plan. Prior to the publication of the 2005-08 Equality Scheme consultation took place with internal and external stakeholders. More specific consultation is planned as duties come on line – for example, the joint force/police authority consultation on disability taking place in summer 2006.

The force now has a confidence and equality board chaired by the Chief Constable and is working on a diversity strategy and a model for diversity governance. The ACC (organisational support) chairs all strategic diversity-related steering groups and agreement has been reached on establishing diversity groups in every BCU and department. The dismantling barriers, gender agenda and equality scheme steering groups have common representation and link into the IAG through the ACC and head of the diversity unit.

Divisional and departmental commanders are reviewed against their commitment to diversity through the OPRs conducted by the DCC. The review considers the make up of the BCU, grievances, part-time and flexible working, and attendance figures for Fairness in Action and Skills for Policing courses. This process is being translated into diversity performance indicators that will not only cover quantitative indicators, but will focus on applications, part-time working, transfers and grievances on a divisional/departmental basis.

Staff have been informed of the new scheme and the general duties through the team brief process as well as a message on the intranet system. The duties form part of the training for induction, Fairness in Action, the Initial Police Learning and Development programme and the new core leadership development programme.

In August a full-time positive action co-ordinator was appointed. The co-ordinator meets with all applicants from a BME background and has organised a number of recruitment seminars in different locations. This will continue to be an area of activity, along with more focus upon issues of retention and career progression. The action plans for Breaking Through and the Gender Agenda have been reviewed and revised to also address this. The range of areas monitored by the steering groups has increased. This allows for a more joined-up approach between the two steering groups and takes place through the equality scheme.

The introduction of the new NSPIS HR computer system has presented the force with the opportunity to broaden the range of data collected. An example of this is the area of

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disability. This now includes the type of disability as defined in the Disability Discrimination Act, and free text for reasonable adjustments to be recorded.

The diversity unit continues to develop effective working relationships with the police authority, trade unions, staff associations and support groups. This includes giving some financial support to the latter.

### **Strengths**

- The monitoring of recruitment, retention and progression of female and BME staff is carried out through the gender agenda and dismantling barriers steering groups, then reported to the police authority.
- The establishment of the police authority equality and diversity committee will oversee and challenge issues within the force. This brings together appropriate issues from the other five police authority committees and provides a focus for debate with the force. The force and Authority are progressing joint training on the Force Equality Scheme.
- There has been an increase in the establishment of the diversity unit with two full-time posts to develop issues within the force. One will work on issues within the RES while, initially, the second will assist with a restructure of roles and responsibilities within the Unit.
- The diversity unit has established discussions with the centre for diversity to consider application for investors in diversity. West Yorkshire are members of the Northern Region diversity groups and the Northern Race scheme consultation groups.
- The diversity unit perform an active role in interviewing staff through exit questionnaires procedures, and have devised an outline for a research project to understand the underlying issues surrounding female and BME applicants.
- A review of the leadership development programme has introduced a full day on diversity matters, which will test out attitudes as well as learning. Complimenting this training is the compulsory element of managerial PDRs where Respect for Race and Diversity requires an A grading. Common PDR objectives have been identified for six key areas which provide managers with a range of possible options.
- Continued activity of the childcare team and increase in the number of staff participating in the childcare voucher scheme is bringing welfare benefits for staff and financial benefits for the force.
- A women's conference held in March 2006 was attended by 171 female officers and staff. This gathered valuable information for the gender agenda and the forthcoming gender duties. It also established a working link with the Home Office to achieve a national perspective and gather information on areas of good practice.
- Effective working relationships are in place with the Police Federation, trade unions and staff support groups. The support groups and networks have been given additional facilities to meet their responsibilities but, due to budget constraints, the force has been unable to progress matters as far as it would have wished.

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- The Black Police Association has been given a role of observer on all recruitment and selection panels, as well as meeting with the Centrex assessment officers to develop new packages.
- Opportunities have been identified for joint working with police authority lead members and staff following a high rating in a recent internal customer perception survey for the Diversity Unit carried out by the police authority.
- The mediation and neutral assessment facility provided by the diversity unit has been highly rated by senior managers and other forces such as Greater Manchester Police and North Yorkshire Police.
- A Diversity Survey took place in force during November 2005, which has informed a number of developments. More specific issues raised have been the subject of further research and focus groups to determine improvements in processes which were indicated as leading to a perception of less favourable treatment because of age, gender, disability, ethnicity, sexual orientation, religion or belief.
- The force has a dedicated team of diversity trainers and the training programme for staff in the Race Relations (Amendment) Act duty as outlined in Chapter 10 of the equality scheme. Where appropriate, community members are involved in the planning and delivery of some courses. Recent master classes on various diversity themes were provided with a full community input in the design and delivery.
- West Yorkshire has an effective grievance (Fairness in Action) management programme, with independent advice, overview and monitoring by the diversity unit. A number of processes such as mediation, restorative conferencing and neutral assessment support the programme. Training in best practice for grievance and dispute management is provided through the core leadership development programme.

### **Areas for Improvement**

- The positive action co-ordinator has delivered benefits around recruitment but there is a recognition of the need to improve retention and progression. The diversity unit is working with the Black Police Association to identify improvements.
- The diversity unit and diversity trainers are developing a training programme for policy writers to assist them in conducting equality impact assessments. Personnel policies are being reviewed to identify opportunities for mainstreaming diversity elements, eg dress and personal appearance policy which attempts to incorporate cultural, religious and associated issues in one document.
- Developments around the recently acquired NSPIS HR system indicate the possibility of including sexual orientation. The system will also provide information on disability and the facility to record the reasonable adjustments made.
- West Yorkshire is developing an internal communications and marketing strategy for equality and diversity issues.
- A review has identified the need to strengthen the connections between internal diversity activity (the diversity unit) and the external service delivery (community

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safety). This can inform the development of the performance indicators by the corporate review department.

- The force is considering the introduction of divisional and department level diversity champions. There are some issues to be resolved around rank or role and whether they would primarily deal with external issues at the expense of internal matters. This remains to be resolved.
- An action plan is being developed for improving performance in the areas identified in the recent HMIC thematic inspection of the force.
- The force is in the final stages of developing diversity performance indicators for both internal and external service delivery activities. To roll this out, all BCUs and departments will be allocated their own diversity liaison officer.
- The development of an internal hate incident reporting policy is being progressed with broad stakeholder involvement.
- A number of divisions and departments have established local diversity groups, and the remainder are in the process of implementing similar models.

**6D Managing Financial and Physical Resources**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
1	11	24	7

**Contextual Factors**

This assessment includes both the Audit Commission’s use of resources assessment and HMIC’s own assessment of the other elements of section 6D.

Work on preparing for force mergers has had a significant impact on the finance department and other support services.

West Yorkshire is a key provider of professional financial advice and support to policing.

**Strengths**

- The police authority and the force work in partnership in preparing all aspects of the annual budget and medium-term financial plan.
- An annual risk assessment is undertaken by the command team to establish the required level of general police fund balances. The outcome is reported to the police authority and is used to inform decisions about the budget and the level of reserves/balances to be maintained in future years.
- The force has a budget devolution policy, supported by a financial management information system that provides local budget holders with up-to-date budget management information. Central finance staff provide strong support to divisional and departmental business managers and finance staff. The central finance team is experienced and professionally qualified.
- The force recycles funding, within the year, through the Spending Pressures process. This is an example of good practice that enables business case bids received from budget holders to be reviewed and then prioritised by the command team for the reallocation of resources.
- The force has a strong efficiency regime and has consistently delivered in excess of the targets.
- Business services have also improved. For example, the distribution service has been reviewed to improve efficiency and performance. Routes have been rescheduled to incorporate the movement of many items of forensic or evidential samples – without the need for additional resources.

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- Following a review of contractual arrangements for reactive repairs and maintenance, a new specification, now including planned maintenance and minor works, has been tendered. A single contract has been awarded to deliver the building, mechanical and electrical services. The force expects that this will lead to improved communication and co-ordination across specialist services, a reduction in administration and a more timely response to minor repairs.
- Vehicle workshops have been rationalised with the main workshop facility working on extended hours.
- There is now an internal pool of vehicles available for internal hire together with a vehicle hire policy. The transport liaison officers are working closely with divisions/departments with the aim of reducing spend on external vehicle hire and to improve operational performance.
- The force fully participates in national benchmarking of finance, estates management and transport services.
- Expenditure per 1,000 head of population is lower than the MSF average. This reflects, in part, West Yorkshire's comparatively lower number of police officers per head of population but with a higher spend per police officer than the MSF average.
- West Yorkshire has a below-average expenditure on supplies and services.

#### **Areas for Improvement**

- The budget report states that the 2006/07 budget has been "reduced by £17.7 million compared with the Chief Constable's preferred budget submitted in December 2005. This has been achieved by a combination of base budget reductions, scaling back of priority growth bids, additional use of reserves and capital receipts, and the assumption of additional income." However, the budget for 2006/07 (£380.2 million) includes savings of £12.6 million (£15.2 million in 2007/08). The budget report notes that the budget produces a net reduction in force strength of 13, made up of a growth in police officers of 12, a growth in PCSOs of 61 and a reduction in police staff of 86. It identifies a further 114 externally funded posts, where funding is considered at some risk, as there is no separate provision in the budget: "No provision exists within the proposed budget to mainstream these posts should any of the funding cease in 2006/07." The force is actively managing redeployment and considers that these reductions can be achieved without an adverse impact on performance.
- Plans to introduce e-procurement systems have been delayed and have now been scaled back following the announcement on force reorganisation.
- The number of suppliers is to be reviewed. A resultant aggregation of expenditure will deliver contract savings and lower transaction processing costs.
- The force aims to increase the number of collaborative contracts.

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- Finance and business services have undergone a significant review and reorganisation in the last 12 months and implementation of a revised structure is nearing completion.
- The introduction of new professional staff has provided a focus on asset management information. The work needs to continue in order to integrate computer-aided design (CAD) drawings into the property portfolio data.
- Plans are in place to bring the three specialist areas of estate management together: projects, facilities management and policy and strategy are underway with implementation in October 2006. Functions will be co-located, leading to an integrated team and anticipated improvements in communication and planning.
- It has been recognised that the management of major building programmes needs to be strengthened. The role of project delivery manager has been implemented within the estates reorganisation. This ensures that budget management is devolved to its lowest level and individuals have full accountability for schemes. Processes have been reviewed, and although some areas such as change control have been addressed, future work is still required.
- The force is currently inviting tenders for the provision of a duties management system for implementation during 2006.
- Following the approval of a force transport strategy, there is now a requirement to work with divisions and departments to create localised transport strategies.
- Estate management and transport costs are higher than the MSF average.
- The external auditor, commenting on risk management, notes that “there remains a significant level of investment needed to ensure that risk management is fully embedded within West Yorkshire Police”.

<b>Audit Commission Use of Resources</b>		
	Force and Authority: West Yorkshire	
	<b>Element</b>	
	<b>Assessment</b>	
	Financial Reporting	
	Not Available	
	Financial Management	
	3	

	<p>Financial Standing</p> <p>3</p> <p>Internal Control</p> <p>3</p> <p>Value For Money</p> <p>3</p> <p>Key to grades</p> <ol style="list-style-type: none"><li>1. Below minimum requirements – inadequate performance</li><li>2. Only a minimum requirement – adequate performance</li><li>3. Constantly about minimum requirements – performing well</li><li>4. Well above minimum requirements – performing strongly</li></ol> <p>The judgements are made by auditors under the Code of Audit Practice and in accordance with guidance issued by the Audit Commission.</p>	
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**6E Information Management**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

**National Grade Distribution**

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>1</b>	<b>9</b>	<b>31</b>	<b>2</b>

**National Position**

The convergence of information and technology streams, and in particular the developing role of the chief information officer, is focusing attention on how forces corporately govern information. The aim in this assessment is to differentiate between forces that are taking an information-based approach to delivery and those that are technology-driven. A raft of emerging standards – notably Management of Police Information (MoPI) – is defining metrics against which performance can be measured, and these will ease the challenge in future assessments. Equally, the need for forces to develop medium-term planning, to consider national strategy in their local planning, and to reflect the requirements of the information technology infrastructure library (ITIL) have all provided some clear measures of success.

It has been a particularly challenging 12 months for forces’ information services, as much development work was postponed because of amalgamation proposals. This backlog will need to be addressed in 2006/07, together with work on shared approaches to bridge the level 2 shortfall. The challenge of providing information for the cross-regional information-sharing project (CRISP) and the emerging IMPACT system is considerable. This may require the development of ‘confidential’ networks and work to meet the requirements of the Unified Police Security Architecture (UPSA) as well as MoPI. These carry as yet unquantified but very considerable costs, as well as resulting in major business change. With constrained budgets and increasing demands, the future poses real challenges as to how forces will manage their information assets.

**Contextual Factors**

The IT department provides good value solutions with a low total cost of ownership that meet operational needs. Examples are the delivery of a paperless and mobile warrants system integrated with the courts; the implementation of the largest secure mobile data service in front-line policing; and the rapid development and deployment of a force-wide resource-tracking system with real operational benefits.

There is an agreed performance management structure within which the IT department operates and is held accountable. This is captured in a set of service level agreements, performance indicators and targets. The department performs well and has a good track record of delivery and rapid deployment of well-focused systems with direct front-line benefits.

The department has delivered innovative and good value solutions that meet operational needs and comply with national strategies and guidance. The force has led nationally on the operational use of mobile data and has the largest and most successful implementation,

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delivering tangible benefits. The IT department has sound strategies, which it is realising, and a good grip on the security and performance of the force's systems.

The force information systems strategy is linked to the force strategic objectives and policing plan. It is also linked to the following national requirements: the Home Office Science and Technology Strategy (HOSTS); the Information Systems Strategy for the Police Service (ISS4PS) and the community security policy [Should be as stated "security"] (CSP). The developing force strategy for information management and security incorporates the IT departmental strategy for security architecture. These strategies are complemented by those for location based information and the use of mobile information.

The force's computing and communications services are well protected and have defence in depth. The call handling and deployment centres of the force, in particular, have multiple fallback facilities to maintain service; these have been proven to work during real events.

The schedule of work to be undertaken by the IT department is regularly reviewed and agreed by a business-led panel, so the impact of the NICHE implementation is both visible and agreed.

### **Strengths**

- The delivery of systems is overseen by the information systems strategy group (ISSG), which schedules and prioritises projects for delivery. This in turn drives the IT departmental investment budget. The processes are overseen by the police authority strategic project steering group to ensure complementarity between force and police authority strategic aims.
- The costed development plan is in several parts. The ISSG fulfils the role of ICT steering group, with business-led stakeholder representation. It considers the medium-term and longer-term strategies, plus immediate operational needs for the force. This informs the IT department investment strategy and financial forecasts for the ensuing five years.
- The director of information systems is an advisory member of the command team and attends regular decision-making and strategy meetings. The information management, data protection, freedom of information and the information security officer is part of the corporate review department. They report directly to the DCC and therefore maintain an independent link with the professional standards department.
- All of the current systems are available across the force. The ACPO benchmarking methodology shows that 90% of staff have access to a desktop computer. The implementation of NICHE will at least match that position. The extension of the use of mobile information access will improve that position, particularly to the benefit of NHPTs.
- In the area of intelligence and the Impact programme, the force was able to deliver a data-cleansing exercise ahead of deadline and under budget.
- The existing force systems are separate, but fairly well integrated due to the efforts of the IT department. The force has begun a very large business-change project to

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replace most of the existing systems with a single highly integrated one using NICHE RMS. This is likely to have large benefits in operational effectiveness.

- Access to systems is simplified through the use of WYSE, which allows a single point of search of existing nominal records across crime and intelligence systems.
- The force's systems have very high reliability and are available across the entire force area. The Airwave radio service in particular has a very high level of coverage, which nonetheless only matches that of the previous encrypted radio scheme.
- The force has implemented IT infrastructure library (ITIL) procedures for recording, managing and resolving user issues. The IT department operates within a strong performance framework, with well embedded processes. The department provides a 24-hour help desk and network monitoring service, which resolves 75% of calls immediately. Satisfaction with the IT help desk registered 84% in a recent survey.
- The force Information security officer sits within the corporate review department and is delivering the requirements of the ACPO CSP, including the Government Protective Marking System. An information assurance board, chaired by the DCC, oversees requirements in this area.
- A security incident reporting procedure is in place and IT health checks take place annually.
- Business continuity plans are in place and are being further developed with the implementation of a mirrored storage-area network service at two separated and protected data centres. This will provide immediate transfer in the event of a failure and allow rollback of transactions subsequently. The annual testing will be changed to quarterly once the new arrangements are completed.

### **Areas for Improvement**

- The ISSG and IT department are considering the introduction of the Office of Government Commerce gateway reviews as a further means of ensuring that major IT and building projects are properly resourced and deliver positive benefits.
- To address the challenge of maintaining information security while meeting the demands of workforce modernisation, the force has a draft security architecture which, once agreed, will be implemented.
- Risk assessments for force and shared partner systems are in the process of being updated and, once completed, will form part of an annual audit regime.
- The IT department is fully committed to the implementation and roll-out of the NICHE RMS project, which will deliver large benefits from a single and integrated system containing all operational information. This is the largest organisational change programme currently within force.
- The department is currently replacing the problem and request handling service with a single, integrated, ITIL-compliant model. This is intended to provide a degree of self-service for staff to log and monitor progress of requests for service.

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- Recent performance in satisfying requests for new systems has decreased due to financial constraints and the necessity for the IT department to focus resources on the implementation of NICHE force-wide.

**6F National Intelligence Model**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Excellent</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	19	22	2

**Contextual Factors**

The ACC (operations support) is the force lead on NIM, as well as being project sponsor for the NIM2 development programme. The strategic intelligence steering group has responsibility for the management and development of all intelligence issues. This group is served by the intelligence analysis development panel; intelligence co-ordinators meetings; covert human intelligence source (CHIS) controllers meetings; senior analysts' forum, and divisional intelligence unit supervisors meetings. This structure also provides a corporate approach to NIM compliance and the development of intelligence processes.

The force delivery plan is a key corporate process that integrates the NIM, risk assessment, environmental scanning and the corporate and operational performance reviews debrief into the business planning cycle, ensuring linkage with policing plan priorities. The credibility of this process is enhanced through involvement of key stakeholders in its formulation (via focus groups) and delivery (via the senior managers' forum).

Tasking and co-ordination underpins the whole process. Using control strategy guidance, all departments have been given clear direction on tactical and strategic submissions. From a common template to the facility to call on force assets at level 1 and level 2, NIM processes complement service delivery across all business areas.

In delivering the operational control strategy, the force has joined together its core activities and provided a system where each department can associate and link in with the core themes for their own service delivery. This has ensured that they are now fully integrated in the process and is evidenced in the common themes that appear in the control strategies and intelligence requirements of all departments.

The NIM is managed under a clear hierarchy, with the Chief Constable chairing the strategic assessment and divisional commanders leading the T&CG process at BCU level. Compliance within the model is robustly policed through distinct groups that have responsibility for the strategic and developmental delivery of NIM. This method of quality assurance effectively promotes best practice and allows for innovation under the business model.

## Strengths

- The NIM2 work group reports to the strategic intelligence steering group. This draws together the key aims of the model, allocates responsibility and ensures a buy-in from senior managers in local implementation. This is evidenced in the new strategic process, corporate tasking templates and involvement in NHPT development. All intelligence products are produced to national standards.
- There is a clear, structured, corporate approach to the delivery of the strategic intelligence assessment (SIA) and tactical intelligence assessment (TIA). A timeline has been circulated, together with new templates and requirements for the SIA and TIA, which incorporate issues relevant to NHP and partners.
- The force SIA and operational control strategy are now formulated in collaboration with the force strategic intelligence analysts, territorial operations and corporate review department. This joint approach assists the strategic business planning processes. This has led to the delivery of force objectives becoming more integrated at local and strategic levels.
- Strategic and tactical priorities are produced from a series of work streams at regional, force and BCU level to ensure that issues are identified from the broadest range of information. The BCU work streams result in a bottom-up approach, ensuring that full appreciation is given to local issues and their impact upon overall force priorities. This becomes increasingly important as the NHPTs develop and the access to partner information broadens.
- The force has introduced a revised *Manual of Guidance for Divisions* (level 1) and any areas of non-compliance are the subject of a development plan overseen by the NIM2 work group and incorporated in the quarterly corporate review process by the DCC.
- The force has ensured at all levels that the intelligence function is properly staffed and able to deliver its product. BCU commanders are required to invest a minimum of 4% of their personnel budget in the divisional intelligence unit.
- Separation of function between the director of intelligence and the force authorising officer has added value to key roles. Having separated the function of the RIPA authorising officer from that of the head of intelligence, the force can now properly focus on intelligence development at a strategic level. This is replicated at divisional level.
- Key intelligence roles are filled at all levels and key staff are trained for the role. They are both empowered and integral to all aspects of intelligence development through their own business areas. From divisional intelligence unit supervisor, senior analyst and intelligence co-ordinator forums, they all neatly relate and feed into the strategic development of the NIM. Additionally, improved linkage between NIM analysts and performance analysts seeks to make better use of skills and information.
- The force has developed structures around community intelligence and roads policing. Developments include an ability for partner agencies to enter data directly into the divisional community intelligence system, and the involvement of the roads policing FIO in the level 2 T&CG to develop products for the proactive roads policing units around crime.

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- In order to assure that appropriate direction is given to NIM issues, a series of master classes is being delivered to senior managers and intelligence staff. One of the principal purposes of the master classes is to explain the significance of prevention, intelligence and enforcement and the associated intelligence requirements. Further opportunities are provided to refresh skills and understanding of basic NIM processes and the importance of effective tasking and co-ordination.
- The West Yorkshire Training and Development Centre is actively involved with National Specialist Law Enforcement Centre (NSLEC) in developing intelligence training products and courses. West Yorkshire provides a broad range of regional NIM based training through its Bishopsgarth training centre. This includes courses for analysts, intelligence unit staff and supervisors, as well as focused inputs into criminal investigation and forensic management training. Similar inputs are provided for internal courses such as Skills4Policing, leadership development and, more recently, NHP problem-solving training.
- Intelligence staff have been given advanced training in internet open-source research to enable further information/intelligence to be added to the already comprehensive data managed through the intelligence units.
- Access to force intelligence systems is managed through WYSE, which allows tiered, single-point access through desktop computers. Access to partnership information is managed through a series of memoranda of understanding and effective security arrangements. This will be further enhanced with the introduction of the NICHE RMS system with the possibility of a comprehensive one-stop database.
- Briefing facilities have been introduced throughout the force with appropriate IT equipment to maximise the benefits from the T&CG meetings. Remote briefing facilities exist for officers unable to attend formal briefings. The rollout of the NHPT model has been accompanied by extension of the use of PDA equipment to provide a further briefing facility and for the direct submission of community intelligence.
- West Yorkshire Police chairs the regional intelligence group and the regional tasking and co-ordination processes.
- The rollout of the i2 analytical system has considerably enhanced analytical capabilities.

### **Areas for Improvement**

- The force intelligence unit and the corporate review department have begun a programme involving intelligence and performance staff to identify improvements in results analysis that will minimise duplication of work.
- The force needs to review intelligence requirements around public protection and vulnerable persons, commensurate with the transfer of responsibility for domestic violence and missing from home to the crime division.
- A review of force policy is taking place to reflect NIM2 standards.

- The force is pursuing the procurement of a RIPA management system

## 7 Leadership and Direction

### 7A Leadership

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Not Graded</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
0	4	35	4

#### Contextual Factors

The command team provides clear leadership, focusing upon performance, high levels of visibility, a hands-on approach and open and honest dialogue. In particular, the Chief Constable has a high profile in respect of both the community and the force's staff.

The strategic vision is articulated clearly through the three-year strategy and the Chief Constable's operational framework, underpinned by consultation to engage support and ownership throughout the organisation.

The force delivery plan is a key corporate process integrating NIM, risk assessment, environmental scanning and the corporate and operational performance reviews debrief into the business planning cycle, ensuring linkage with policing plan priorities. The credibility of this process is enhanced through involvement of key stakeholders in its formulation (via focus groups) and delivery (via the senior managers' forum). New work streams arising are actioned through the corporate review department to ensure effective project management and delivery. In-house skills in project management, facilitation, process mapping, benchmarking and computer modelling are also deployed in support, with specialist consultants being utilised when required.

The force performance review process driven by the DCC and ACC (TO) via review meetings with BCU command teams also provides clear direction and accountability. During December 2005 the Chief Constable also headed a round of OPRs. While the meeting style remains challenging, BCU command teams are now increasingly encouraged to feedback to the force and take ownership of planning future activities.

The performance process also includes diversity matters, which are championed by the Chief Constable and the ACC (GS) on several strategic boards. This work is supported by information from a comprehensive programme of public and staff surveys.

The delivery of the force vision is supported by a systematic and well organised corporate support structure. Recognised project management methods are used for large corporate projects such as the key elements of the police reform programme, quality of service, NHP and workforce modernisation, as well as the NICHE IT system implementation. Individual and group facilitation techniques actively involve stakeholders and staff members. As well as managing the process of change, the assimilation of appropriate changes into force policies and strategies is ensured through a dedicated IT database and team.

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The force's community profile is high and the Chief Constable and other senior officers regularly promote the force through the media. This was evident during July 2005 following the identification of the Leeds bombers and the significant disruption caused by the evacuation of residents near crime scenes.

In respect of chief officer partnership collaboration and key stakeholders, there is considerable involvement and influence exerted through the Chief Constable's community partner engagement and visibility, and by the ACC (partnerships) and ACC (organisational support). The DCC has a positive, constructive relationship with the police authority and has recently taken up the LCJB chair.

### **Strengths**

- The Chief Constable's operating framework outlines in simple terms how West Yorkshire Police should go about its business. It is refreshed annually to meet ongoing changes at national and local levels. The framework is underpinned by detailed policies and guidance on standards – in particular, fairness, professionalism and integrity. The annual policing plan and three-year strategy outline the strategic direction of the force and these are key documents in the development of divisional/departmental plans.
- Through active leadership, a clear performance culture exists throughout the force at all levels. The force has adopted the PDR scheme and it is used to evaluate the training and development needs of all staff, including chief officers. Individual training needs are also prioritised against the wider needs of Team West Yorkshire. Individuals are also encouraged to undertake their own development needs allied to wider professional progression. Quarterly command team planning days, which normally include an overnight stay, are held away from the force to allow open discussion around key strategic issues. They also provide an opportunity for team building.
- The force has a robust and well established strategic planning process that involves senior managers in the planning and development of priority force business and integrates with other organisational change processes, including NIM and risk management. This is supported by trained and experienced staff who manage the processes. Effective organisational change processes are managed through consultation and problem solving on a regular basis within professionally facilitated events.
- The force and police authority are actively engaged in joint development of strategy, as well as in established performance management systems. This takes place not only in formal meetings but also via the 'lead member' arrangements, through which members are identified for each division and department and are involved on both a formal and informal basis over performance and planning issues. Members also join the command team during operational and corporate performance reviews.
- The force and police authority use resource allocation models in measuring effective performance. This also allows gaps in delivery to be highlighted against relative need and informs the planning processes for change and investment.
- The force has taken a lead role in the establishment and co-ordination of innovative networks and initiatives – for example, the national operational research special

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interest group in criminal justice, which involves forces, government departments, independent consultants and other criminal justice agencies. There is also the quality of service benchmarking initiative.

- There is a well-established staff consultation process that gauges staff perception, feedback from which is used in developing service planning and performance management.
- A quarterly one-day senior managers' forum takes place, primarily aimed at enabling open debate around all key issues. This generates responses that are used to inform the change processes and respondents are updated on their inputs, emphasising that consultation is genuine.
- The command team is highly visible and engaged with the key issues affecting the force. Involvement in formal meeting processes, consultation events and a programme of visible patrolling activities with officers provides a high level of contact for staff and public at all levels.
- The command team places high value on communication issues, and this is reflected in the corporate communications strategy. Active participation by the team provides leadership across the force area. Communication is built into all corporate projects, with media and marketing staff as members of all corporate project boards.
- Team briefs are used to cascade information within the force and the process is well received because of the feedback systems, which are inbuilt, providing the opportunity for comment.
- The force values and vision are reflected in the content of *Your Police*, a community newspaper circulated to 800,000 homes three times a year. Reader surveys have generated more than 3,000 responses and 400 letters on policing issues, which have been fed into the force performance review mechanisms.
- The Chief Constable provides the police representation on the Yorkshire and Humberside Assembly.

### **Work in Progress**

- Following a command team planning day, portfolio responsibilities were considered for balance and integration against identified changes in risks to the organisation. Consideration was also given to the skills and experience mix with forthcoming changes to the team.
- The force is introducing changes to ensure continuity in the management of diversity issues with the retirement of the ACC (GS) and the introduction of his replacement.

### **Areas for Improvement**

- With impending developments for the best value regime and the evolving support department performance management arrangements, the force and police authority have begun a review of performance, strategic and change management processes to identify the best models for the future.

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- An initial scoping study has been completed around team building activity. Further work is now ongoing with the Nation Senior Careers Advisory Service (NSCAS ) to deliver a programme to meet the concepts explored in the scoping study and this will be delivered in autumn 2006, following the arrival of the new ACC in June.
- The force is considering the introduction of more varied communication channels to target specific groups. These include the Internet, exhibitions units, graphic design and bespoke force literature.
- Enhancement of the force approach to the organisation and resourcing of large major IT and building projects, employing national good practice models such as the Office of Government Commerce gateway reviews.

**7B Performance Management and Continuous Improvement**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	12	26	5

**Contextual Factors**

The force has developed strong competence in the area of performance management, which has driven considerable performance improvement over recent years. While initially the improvements arose in the main from more timely and informed management intervention, the force is increasingly becoming innovative in its drive to improve performance.

The leadership and drive of senior managers is key to delivering the force’s performance review process, with the deputy chief constable leading the OPR and the ACC (TO) leading the OPR. The processes involve monthly face-to-face meetings with BCU command teams to discuss performance issues. These processes are firmly established across the force at all levels, ensuring that performance is regularly reviewed, underperformance challenged and effective action taken. The CPR and OPR process is formally debriefed to identify good practice and blockages to performance, which are fed back to BCUs and actioned.

Processes are effectively supported by a highly sophisticated and advanced performance data system, EMIS. EMIS is updated on a daily basis and is available to all staff via the force intranet, ensuring that managers have timely, accurate data to support their tasking and decision making. Performance review processes at divisional level and team level are supported through the automated production of bespoke performance packages. EMIS is the subject of continuous improvement activity across a wide range of management areas, including PDR, which is now conducted and monitored through an IT interface.

In seeking to improve its citizen focus performance, the force is developing a number of innovative approaches. The QADS system is an IT system that allows front-line supervisors to assess the quality of service rating of their officers through a telephone-based survey with customers. The system automatically populates a performance database to facilitate the development of officers’ customer skills and professional standards.

Reassurance mapping is an NHP tool providing a meaningful mechanism to engage and consult with local neighbourhoods in tackling quality of life issues and improving their levels of reassurance. Collaborative benchmarking is a multi-force partnership, initiated by the force, with the PSU and the European Centre for Business Excellence. It will identify best customer practice processes in the UK for implementation within the policing environment.

The force is in the process of implementing an enhanced OPR and CPR process that fully integrates support departments. The performance model builds upon consultancy work undertaken by Price Waterhouse Coopers as well as in-force experience of operating a

robust performance framework over recent years. Wherever possible the measures are being populated by way of existing data sources – for example, using HMIC baseline grades and direction of travel. But the force internal customer survey has been enhanced to provide the basis for comparative performance of functions on a consistent basis.

With the changing landscape of best value, the force and police authority are seeking to better integrate strategic and change management into the performance regime to identify and prioritise change initiatives. Under this model, performance review and change initiatives will be jointly targeted at the most business-critical areas.

The force drive to improve performance over recent years has promoted a culture that is open to, and active in, promoting change and the use of alternative approaches to improve performance and service delivery at all levels.

### **Strengths**

- The force has an embedded culture and process of performance review at BCU level and team level, with monthly operational policing performance reviews and the quarterly corporate reviews that take a focused approach to force-wide issues and identified areas for development within the division or department.
- Targets are created at force level and disaggregated to BCU and CDRP level. These are then discussed and formally agreed with both.
- The force and police authority are engaged in managing performance through a series of scheduled meetings and the use of the internal performance management framework and the involvement of lead members. Lead members are involved on a formal basis through operational and corporate reviews and on an informal basis through ongoing contact with the division or department.
- Integration of performance management systems with the LCJB and CDRPs align priorities and measurement activity to avoid skewed targets and underperformance from lack of clarity and accountability.
- Underpinning both the operational and corporate performance reviews is EMIS, which includes daily updates and weekly bulletins to inform managers of recent results. The provision of accurate and timely performance data through EMIS is a strength for the force and allows the benefits of near-real-time data upon which decisions and changes in performance can be supported. The ACC (TO) also holds a weekly meeting to review performance trends and intervenes, by exception, with commanders.
- The force QADS system is now well established to secure quality assurance dip sampling of staff-customer contacts by line managers. This provides a developmental tool for officers and supervisors, allows a focus to be retained on quality of service, and supplies a mechanism for highlighting changes in systems to deliver better results.
- Performance management master classes are held to develop the skills of managers at all levels. The master classes are delivered by experienced professionals.
- A quarterly meeting between the corporate review department and the crime division uses an iQuanta-based risk matrix and performance data to identify areas of

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vulnerability. NIM processes are then focused accordingly. The risk matrix compares the force/BCU/CDRP position within MSF and performance over time, alerting any trends by crime type or location.

- Monthly organisational scanning meetings are held, informed by data, the risk matrix and relevant Home Office publications (eg PPAF bandings). The results of these meetings inform the corporate and operational review processes for further detailed work.
- Supporting the whole process, a suite of information is available over the force intranet, and further diagnostic information can be obtained, including breakdown of detections by type, disposal breakdown following arrest, and team level performance data. This is presented using a combination of tables, charts and 'traffic lights', which draw attention to performance that is off-track against target or against MSF. Information now includes results from user satisfaction surveys and includes a diagnostic of elements of service that drive dissatisfaction.
- Underperformance is managed through information being identified, more detailed investigation through the operational and corporate review processes, development plans being agreed with the respective divisional/departmental head, and follow-up accountability for delivery. Examples are the violent crime action plan, triggered by the ACC (TO), to improve performance in this area, and the demand management project, led by the head of communications, to improve contact and call-management performance.
- The force has introduced an electronic PDR system, which provides a number of benefits. Performance can be measured against timeliness and quality of completion. Thematic issues can be identified around training and development. It provides an easy reference for officers and supervisors and encourages more timely recording and audit of agreements on development issues.
- Teampack provides data and information for team performance reviews. This provides comparisons and contrasts between teams within a BCU. Local managers carry out this review monthly, with identified actions being recorded and managed through subsequent meetings.
- The force has taken a lead in developing a benchmarking forum of forces, which is facilitated by professional consultants. The process undertakes structured benchmarking of a selected business area with leading service providers in the private and public sectors.
- The force has implemented a customer-centric internal perception survey to inform support department planning and facilitate support department performance measurement.
- The force provides strong support for baseline assessment and BCU inspections through the corporate review department. Thematic inspections, inspection reports and responses to recommendations are tightly managed through the chief inspector, liaison officer. Reports are stored on the force registry system for easy access.
- The force is encouraging self-assessment through its embedded performance and review processes. The development of Performance Driver through the corporate review department has made EFQM more accessible to divisions/departments and

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supports their planning processes, major change initiatives and preparations for inspections. This is being reviewed further in advance of Going Local 3 inspection methodology.

- There is an effective suggestions scheme in place and staff members are regularly encouraged to submit matters that will add benefit. The force won an award in 2005 from Ideas UK for a suggestion submitted through the scheme.
- The force best value programme is reviewed annually. A review following published guidance and feedback from HMIC inspections produced changes that have resulted in increased police authority involvement in the review and implementation stages, a reduction in bureaucracy and full compliance with the guidance. A new programme of reviews was developed that allowed themes cutting across several areas to ensure a more effective approach.

### **Areas for Improvement**

- The force aims to improve citizen focus quality of service scores through the execution of key work streams in the areas of contact management, case management and NHP and developing an internal customer service culture among staff.
- The force is currently at a pilot stage in the development of NHPT-based survey programmes, which will elicit information from local communities and provide local action planning across partner agencies involved in local problem solving. Following a cost-benefit analysis it is intended to roll out the model across the force.
- Work is ongoing to develop a customer skills training module for officers, to complement the QADS performance management system.
- The force is in the process of implementing revised operational and corporate review processes to include support departments. The new framework builds upon consultancy work by Price Waterhouse Coopers, linked to lessons learned from the development of the operational performance management frameworks.
- With impending developments for the best value regime and the evolving support department performance management arrangements, the force and police authority have begun a review of performance, strategic and change management processes to identify the best models for the future.

## Appendix 1: Glossary of Terms and Abbreviations

### A

ACC	assistant chief constable
ACPC	area child protection committee
ACPO	Association of Chief Police Officers
ANPR	automatic number plate recognition
ASB	anti-social behaviour
ASBO	Anti-Social Behaviour Order

### B

BCU	basic command units
BME	black and minority ethnic

### C

CAD	computer-aided design
CAIU	child abuse investigation unit
CBRN	chemical, biological, radiological and nuclear
CDRP	crime and disorder reduction partnerships
CHIS	covert human intelligence source
CID	criminal investigation department
CIS	crime information system
CPPU	child and public protection unit
CPR	corporate performance review
CPS	Crown Prosecution Service
CRTP	competency-related threshold payment
CSI	crime scene investigator
CSP	community security policy

### D

DCC	deputy chief constable
DIP	drug intervention programme
<b>E</b>	
EFQM	European Foundation for Quality Management
EMIS	Electronic Management Information System
<b>F</b>	
FCB	force call bureau
FIO	forensic investigation officer
<b>G</b>	
GS	organisational support
<b>H</b>	
HMET	homicide and major enquiry team
HMIC	Her Majesty's Inspectorate of Constabulary
HMRC	Her Majesty's Revenue and Customs
HOLMES	Home Office Large Major Enquiry System
HOSTS	Home Office Science and Technology Strategy
HQ	headquarters
HR	human resource
<b>I</b>	
IAG	independent advisory group
ICT	information and communications technology
ISSG	information systems strategy group
IT	information technology
ITIL	information technology infrastructure library

**L**

LCJB local criminal justice board

**M**

MAPPA multi-agency public protection arrangements

MIR major incident room

MSF most similar force(s)

**N**

NCIS National Criminal Intelligence Service

NCPE National Centre for Policing Excellence

NCRS National Crime Recording Standard

NGO non-governmental organisation

NIM National Intelligence Model

NHP neighbourhood policing

NHPT neighbourhood policing team

NHPTMIS neighbourhood policing management information systems

NSIR National Standards for Incident Reporting

NSPIS National Strategy for Police Information Systems

**O**

OIA operational intelligence assessment

OIS operational information system

OIS operational intelligence system

OPR operational performance review

OPR operational performance review

OSD operations support division

**P**

PCSO police community support officer

PDR	performance development review
PIP	professionalising the investigative process
PNC	Police National Computer
POCA	Proceeds of Crime Act
PPAF	policing performance assessment framework
PSA	public service agreement
PSU	police standards unit
<b>Q</b>	
QADS	quality assurance dip sampling
QoSC	quality of service commitment
<b>R</b>	
RES	race equality scheme
RIPA	Regulation of Investigations and Proceedings Act
RMS	record management system
<b>S</b>	
SARA	scanning, analysis, response, assessment
SIA	strategic intelligence assessment
SIA	strategic intelligence assessment
SIO	senior investigating officer
SMT	senior management team
SOCA	Serious Organised Crime Agency
SOU	special operations unit
SPP	special priority payment
<b>T</b>	
TCG	tasking and co-ordination group
TIA	tactical intelligence assessment

TIC (offences) taken into consideration

TO territorial operations

**V**

VIP victim and witness information partnership

VIPER video identification parade electronic recording

ViSOR Violent and Sex Offenders Register

VIVID Vulnerable and Intimidated Victims Database

**W**

WFM Workforce Modernisation

WMS witness management system

WYSE West Yorkshire Search Engine

**Y**

YOT youth offending team