



HMIC Inspection Report

West Yorkshire Police

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Introduction to HMIC Inspections

For a century and a half, Her Majesty's Inspectorate of Constabulary (HMIC) has been charged with examining and improving the efficiency of the police service in England and Wales, with the first HM Inspectors (HMIs) being appointed under the provisions of the County and Borough Police Act 1856. In 1962, the Royal Commission on the Police formally acknowledged HMIC's contribution to policing.

HMIs are appointed by the Crown on the recommendation of the Home Secretary and report to HM Chief Inspector of Constabulary, who is the Home Secretary's principal professional policing adviser and is independent both of the Home Office and of the police service. HMIC's principal statutory duties are set out in the Police Act 1996. For more information, please visit HMIC's website at <http://inspectorates.homeoffice.gov.uk/hmic/>.

In 2006, HMIC conducted a broad assessment of all 43 Home Office police forces in England and Wales, examining 23 areas of activity. This baseline assessment had followed a similar process in 2005 and has thus created a rich evidence base of strengths and weaknesses across the country. However, it is now necessary for HMIC to focus its inspection effort on those areas of policing that are not data-rich and where qualitative assessment is the only feasible way of judging both current performance and the prospects for improvement. This, together with the critical factor that HMIC should concentrate its scrutiny on high-risk areas of policing – in terms of risk both to the public and to the service's reputation – pointed inexorably to a focus on what are known collectively as 'protective services'. In addition, there is a need to apply professional judgement to some key aspects of leadership and governance, where some quantitative measures exist but a more rounded assessment is appropriate.

Having reached this view internally, HMIC then consulted key stakeholders, including the Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA). A consensus emerged that HMIC could add greater value by undertaking fewer but more probing inspections. Stakeholders concurred with the emphasis on protective services but requested that Neighbourhood Policing remain a priority for inspection until there is evidence that it has been embedded in everyday police work.

HMIC uses a rigorous and transparent methodology to conduct its inspections and reach conclusions and judgements. All evidence will be gathered, verified and then assessed against an agreed set of national standards, in the form of specific grading criteria (SGC). However, the main purpose of inspection is not to make judgements but to drive improvements in policing. Both professional and lay readers are urged, therefore, to focus not on the headline grades but on the opportunities for improvement identified within the text of this report.

Programmed frameworks

This report contains assessments of the first three key areas of policing to be inspected under HMIC's new programme of work:

1. Neighbourhood Policing;
2. performance management; and
3. protecting vulnerable people.

Neighbourhood Policing has been inspected not only because it is a key government priority but also, and more importantly, because it addresses a fundamental need for a style of policing that is rooted in and responds to local concerns. The police service must, of course, offer protection from high-level threats such as terrorism and organised criminality, but it

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also has a key role in tackling the unacceptable behaviour of the minority of people who threaten the quality of life of law-abiding citizens.

Performance management is an activity largely hidden from public view, although members of the public are directly affected by poor performance on the part of their local force. This inspection has focused on the need for forces to maximise the opportunities for performance improvement. It also posed questions as to whether forces have an accurate picture of how they are doing and the capability to respond to changing priorities. This area was selected for inspection because it is a key factor in delivering good performance across the board.

Protecting vulnerable people covers four related areas – child abuse, domestic violence, public protection and missing persons – that address the critically important role of the police in protecting the public from potentially serious harm. In the 2006 baseline assessment this was the worst performing area and raised the most serious concerns for HMIC and others. As a result, this area was prioritised for scrutiny in 2007.

Risk-based frameworks

In addition to its programmed inspection work, HMIC continues to monitor performance across a range of policing activity, notably those areas listed in the table below.

HMIC risk-based frameworks
Fairness and equality in service delivery
Volume crime reduction
Volume crime investigation
Improving forensic performance
Criminal justice processes
Reducing anti-social behaviour
Contact management
Training, development and organisational learning

While these activities will not be subject to routine inspection, evidence of a significant decline in performance would prompt consideration of inspection. For 150 years, HMIC has maintained an ongoing relationship with every force. This allows it to identify and support forces when specific issues of concern arise. On a more formal basis, HMIC participates in the Home Office Police Performance Steering Group and Joint Performance Review Group, which have a role in monitoring and supporting police performance in crime reduction, crime investigation and public confidence.

HMIC conducts inspections of basic command units (BCUs), also on a risk-assessed basis, using the Going Local 3 methodology. Combining these various strands of inspection evidence allows HMIC to form a comprehensive picture of both individual force performance and the wider national picture.

The grading process

Grades awarded by HMIC are a reflection of the performance delivered by the force over the assessment period April 2006 to July 2007. One of four grades can be awarded, according to performance assessed against the SGC (for the full list of SGC, see <http://inspectors.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

Excellent

This grade describes the highest level of performance in service delivery 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 meet **all** of the criteria set out in the Fair SGC and the vast majority of those set out in Good. In addition, two other factors will attract consideration of 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. Evidence that other forces have successfully imported practices would demonstrate this.
- HMIC is committed to supporting innovation and we would expect Excellent forces to have introduced and evaluated new ways of delivering or improving performance.

Good

Good is defined in the Collins English Dictionary as 'of a high quality or level' and denotes performance above the minimum standard. To reach this level, 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, which meets national threshold standards where these exist. To achieve a Fair grading, forces must meet all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades will be awarded at this level.

Poor

A Poor grade represents an unacceptably low level of service. To attract this very critical grade, a force will 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 but may also reflect a degree of professional judgement on the level of risk being carried by the force.

Developing practice

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

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Future HMIC inspection activity

Although HMIC will continue to maintain a watching brief on all performance areas, its future inspection activity (see provisional timescales below) will be determined by a risk assessment process. Protective services will be at 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 (such as volume crime) where performance is captured by statutory performance indicators (SPIs), iQuanta and other objective evidence will receive scrutiny only where performance is deteriorating, as described above.

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 central support or funding. This in itself creates a risk to police delivery and HMIC has therefore included a strategic resource management assessment for all forces in its future inspection programme.

Planned Inspection areas
Serious and organised crime
Major crime
Neighbourhood Policing
Strategic resource management
Customer service and accessibility
Critical incident management
Professional standards
Public order
Civil contingencies
Information management
Strategic roads policing
Leadership

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 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 profile 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 employment 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.

District	Total population	% BME	% under 18	Dwellings	Hectares
Bradford	485,015	21.7%	26.3%	192,335	36,642
Calderdale	195,291	7.0%	23.9%	84,889	36,392
Kirklees	394,557	14.4%	24.2%	166,470	40,860
Leeds	723,088	8.2%	22.4%	312,541	55,172
Wakefield	320,628	2.3%	23.1%	136,489	33,861
West Yorkshire	2118,579	11.40%	23.90%	892,604	202,800

Strategic priorities

Soon after his arrival in force the new Chief Constable, Sir Norman Bettison, commissioned an appraisal of the organisation to identify the way in which West Yorkshire Police should do business in the future. It was based on the views of chief officers and senior managers and is supported by the police authority. This plan identifies opportunities for improving services in the light of new and emerging local, regional and national policing requirements.

The audit identified:

- five organisational aims, or 'beacons', to focus and guide the future;
- a series of cultural changes that will underpin these aspirations;
- five priority processes that are key for service improvement;
- some structural 'question marks,' which might show how best to achieve the 'beacons'.

The five 'beacons' for the future

1. Neighbourhood Policing is fundamental to how the force operates as a service, supported by the other key priorities of reducing crime and managing demand.
2. Working more closely with local communities, giving the public ownership when agreeing local priorities and being accountable to them for delivering local policing.
3. Effectively protecting the public by providing protective services, tackling regional, national and international serious and organised crime and terrorism, preventing the exploitation of vulnerable people and providing local reassurance to combat fear of crime.
4. Empowering staff to be creative and innovative in changing the organisation, taking local responsibility and accountability for improving policing and providing a quality, customer-focused service.
5. A flexible, modern and diverse workforce, working as a team and equipped to meet the challenges of policing in the 21st century.

How our culture needs to change

- Building greater trust and confidence between the public and the force.
- Taking problems seriously, accepting responsibility for them and telling people the results.
- Going the extra mile and acknowledging others who do the same.
- Making it personal - promoting responsibility, ownership, initiative and innovation.

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- Delivering on promises, challenging poor performance, promoting professionalism and pride.
- Celebrating successes by giving reward and recognition.

The five priority processes

Work is under way in each of these areas, championed by a chief officer.

1. Review the way the force polices, to deliver **Neighbourhood Policing** and work with partners to provide a local, responsive police service.
2. **Contact management**, including all aspects of call/contact handling to provide a better, more personal, quality of service to people who turn to the force for help.
3. **Offender management**, including case handling and custody, to provide an efficient and effective service from arrest to the end of the justice process.
4. **Planning and performance management**, measuring the right things, which matter most to the community, encouraging problems to be solved locally and for the public to be valued.
5. **Workforce development**, people are the most important asset, recruit so as to develop a flexible, competent and diverse workforce.

Has the force got the right structures?

- Does the force use the most appropriate means of delivery - neighbourhood, BCU, district or force?
- Is the force supporting effective, local decision making and accountability?
- Does it shape service structures through effective partnership working?
- Does it meet demand most effectively through flexibility of people and resources?

Force developments since 2006

West Yorkshire has continued to see a reduction in reported crime, with a 3.6% reduction in overall crime in 2006/07 compared with the previous year. Major reductions have been achieved in the categories of other violent crime with 11.5% fewer offences and theft of motor vehicles with 9.4% fewer offences.

Over 400 disruptions of criminals involved in issues affecting more than one territorial command or a neighbouring force have taken place and over £4.5 million of criminal assets confiscated. The force received a national award for excellence in financial investigation and achieved national accreditation for its special operations unit.

The force homicide and major enquiry team has been involved in a number of notable investigations including: Operation Geneva, which resulted in numerous convictions for the murder of PC Sharon Beshenivsky and the wounding of PC Teresa Milburn; Operation Pharaoh, which resulted in convictions for the murder of the Huddersfield taxi driver, Mohammed Parvaiz; and Operation Perth, which saw the arrest and charge of a man in connection with the 1972 murder of Lesley Molseed. In total, the team has investigated 44 recorded homicides in the year to April 2007, 40 of which have already been successfully detected.

West Yorkshire Police is being used as an exemplar force to demonstrate the potential benefits that workforce modernisation can bring. It has also been leading the development of regional responses to counter-terrorism and serious and organised crime.

Findings

National summary of judgements

	Excellent	Good	Fair	Poor
Neighbourhood Policing				
Neighbourhood Policing	6	14	21	2
Performance management				
Performance management	6	29	8	0
Protecting vulnerable people				
Child abuse	3	17	21	2
Domestic violence	1	13	27	2
Public protection	2	16	23	2
Missing persons	1	21	21	0

Force summary of judgements

Neighbourhood Policing	Grade
Neighbourhood Policing	Good
Performance management	Grade
Performance management	Good
Protecting vulnerable people	Grade
Child abuse	Good
Domestic violence	Good
Public protection	Good
Missing persons	Good

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Neighbourhood Policing

GRADE	GOOD
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National grade distribution

Excellent	Good	Fair	Poor
6	14	21	2

National contextual factors

The national Neighbourhood Policing programme was launched by ACPO in April 2005 to support the Government's vision of a policing service which is both accessible and responsive to the needs of local people. It was anticipated that, by April 2007, every area across England and Wales would have a Neighbourhood Policing presence appropriate to local needs, with all Neighbourhood Policing teams in place by April 2008. For local communities this means:

- increased numbers of police community support officers (PCSOs) patrolling their streets, addressing anti-social behaviour and building relationships with local people;
- access both to information about policing in their local area and to a point of contact in their Neighbourhood Policing team; and
- having the opportunity to tell the police about the issues that are causing them concern and helping to shape the response to those issues (Home Office, May 2006).

By focusing on the key areas of resources, familiarity/accessibility, problem identification and joint problem solving, this inspection has identified the extent to which Neighbourhood Policing is being implemented. It has also examined forces' capability and commitment to sustain implementation beyond April 2008.

Contextual factors

West Yorkshire comprises the five local authority districts of Bradford, Calderdale, Kirklees, Leeds and Wakefield. The force has nine divisions (BCUs), three within both Bradford and Leeds Districts, with the remaining three coterminous with the other local authority areas.

Neighbourhood Policing in West Yorkshire was graded as Good by HMIC in the 2005/06 baseline assessment. In the last 12 months, West Yorkshire has embedded the staffing and the concepts and has built structures in each of its policing divisions against a force model which was overseen and audited through the corporate review mechanism managed by the Deputy Chief Constable (DCC). Concurrently, the DCC was driving the quality of service and citizen focus agendas as the force responded to changes in performance and the many issues raised through the 7/7 incidents. A key challenge for the force has been to begin the shift towards more qualitative indicators away from the quantitative indicators required to service not only its contribution to the government Public Service Agreement targets but to preserve its hard-won successes in improving its performance against crime since 2003.

The arrival of Sir Norman Bettison as Chief Constable, in February 2007, has introduced a new energy around Neighbourhood Policing within the force, police authority and local authorities. Early review of the implementation of the Neighbourhood Policing model has involved individual

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consultation at all levels and the development of a shared vision for the future of Neighbourhood Policing teams. Once agreed, the introduction of a revised development plan will ensure the necessary changes are introduced by 2008.

Since the last inspection there has been considerable investment in internal and external communication about Neighbourhood Policing, including the availability to communities of a variety of web-based, email, text, printed and one-to-one communication on local issues. The availability of technology within community groups is allowing the development of regular survey activities as well as the discussion by the independent advisory group (IAG) of a 'virtual' IAG covering much wider areas of West Yorkshire. Internally, staff were aware of the changing face of Neighbourhood Policing through access to the intranet as well as occasional visits from chief officers.

West Yorkshire is now further developing Neighbourhood Policing by embedding effective working partnership principles and achieving 'buy in' through joint sharing of priorities and funding of PCSOs with local authorities. The development of a shared agenda is progressing at varying rates across the force, with some very good structures and processes maturing in the pathfinder division at Wakefield and the emerging plans to tackle some of the unintended barriers to progress created by the divisional and local authority structures in the larger divisions such as Bradford.

The neighbourhood management ethos is being embraced by the force and its partners with the links to the wider regeneration and deprivation issues, but there are still some structural and management issues to be resolved before there is clear neighbourhood management delivery across the force. Notwithstanding, in the coterminous divisional and local authority areas, there is evidence of improved management of community-based issues.

Central support for divisional commanders has been good, with a small project team located within local policing (formerly community safety). The transfer of responsibility to the assistant chief constable (ACC) local policing (formally territorial operations) is seen as significant in aligning the operational performance structures with Neighbourhood Policing. Good practice is collated centrally, where it is moderated and quality assured. Consideration and adoption of good practice will now be monitored through the operational performance reviews on a monthly basis.

Strategic assessment and the development of intelligence processes around Neighbourhood Policing are areas where the force recognises the need for a step change in delivery. The development of a futures group for intelligence, as well as the need to formalise and embed the links to partnerships, is recognised as a key development for 2008.

Call handling, which has seen performance increase over the previous three years, is also an area in which activity is taking place to better serve the requirements of Neighbourhood Policing. The pilot force call bureau helpdesk scheme is servicing the Neighbourhood Policing and response model in Kirklees by utilising an IT system that allows the creation of schedules and appointments for non-emergency or priority calls; it is intended to improve customer feedback and involvement in resolving local issues. This is a development from the existing call-handling units on each division, which were introduced to better manage the demand of lower priority calls. A number of considerations remain to be finalised in this pilot, which also falls under the ownership of the ACC local policing to ensure best fit.

Neighbourhood Policing is being further developed at a time when the force is undergoing major IT changes as result of the implementation of Niche products. A number of interviewees expressed concerns over the roll-out programme and in relation to its functionality compared with the previous bespoke West Yorkshire products. The programme is due for completion in September 2007 and a review has begun to ensure that there are no outstanding issues which

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would affect delivery of information or intelligence to service areas such as Neighbourhood Policing.

As part of the inspection process a telephone survey of 100 randomly selected residents was carried out, consisting of six questions about their experience and view of how Neighbourhood Policing is being delivered in West Yorkshire. The responses gave a mixed indication of the service; one of the six indicators was slightly above the national average range, while two fell within and three slightly below the range.

Strengths

The force has a dedicated programme board for the delivery of Neighbourhood Policing. The recent appointment of Sir Norman Bettison as Chief Constable and the development of the future vision for Neighbourhood Policing have resulted in the amalgamation of the contact management programme board under the chairmanship of the ACC local policing to ensure clear oversight of the connected issues affecting delivery of service to neighbourhoods.

In order to provide a more cohesive customer focus, the Chief Constable has rearranged chief officer portfolios, giving contact management to the ACC local policing to link in with the Neighbourhood Policing performance and delivery. The DCC already manages overall responsibility for quality of service and citizen focus. The mechanisms for driving this are the relevant programme boards, including police authority membership, with auditing conducted through the operational and corporate review systems.

The Chief Constable, on arrival, conducted a review of Neighbourhood Policing in the force to ensure that its structure, delivery and resilience meet the needs and aspirations of the communities of West Yorkshire. All Neighbourhood Policing inspectors have met personally with the ACC and Chief Constable. The Chief Constable has explained his vision for Neighbourhood Policing to them and been provided with feedback. There is a commitment to continue having these meetings every quarter with the ACC and Chief Constable to provide the necessary impetus for finally embedding Neighbourhood Policing throughout the force. Future meetings will include presentations from a number of senior officers as well as opportunities to discuss and debate force initiatives.

The Chief Constable's review was conducted within five principles or 'beacons' for policing West Yorkshire:

The five 'beacons' for the future

- Neighbourhood Policing is fundamental to how the force operates as a service, supported by the other key priorities of reducing crime and managing demand.
- The need to work more closely with local communities, giving the public ownership when agreeing local priorities and being accountable to them for delivering local policing.
- Effectively protecting the public by providing protective services, tackling regional, national and international serious and organised crime and terrorism, preventing the exploitation of vulnerable people and providing local reassurance to combat fear of crime.
- Empowering staff to be creative and innovative in changing the organisation, taking local responsibility and accountability for improving policing and providing a quality, customer-focused service.
- Being a flexible, modern and diverse workforce, working as a team and being equipped to meet the challenges of policing in the 21st century.

The cultural changes and elements required to support the 'beacons'

- Building greater trust and confidence between the public and the force.
- Taking problems seriously, accepting responsibility for them and telling people the results.

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- Going the extra mile and acknowledging others who do the same.
- Making it personal - promoting responsibility, ownership, initiative and innovation.
- Delivering on promises, challenging poor performance, promoting professionalism and pride.
- Celebrating successes by giving reward and recognition.

The police authority invests some £4.5 million per annum in addition to Home Office funding for PCSOs. However, this leaves a shortfall of approximately £3.6 million in a period of shrinking budgets within the force. The chief inspector (local policing support) within local policing has developed joint funding initiatives with partners and managed to fund the whole of the growth in PCSOs for 2006/07. The chief inspector is responsible for co-ordinating income generation opportunities throughout the force, and operates a three-tier system for negotiating contracts.

A superintendent, working to the force programme board, is currently reviewing the resources and structures around Neighbourhood Policing as the original model was implemented in 2005. The Chief Constable has undertaken his own quick review to establish whether the existing model meets the identified vision/requirements for Neighbourhood Policing within West Yorkshire. The developing framework, including deployment criteria, is currently out for consultation.

A revised framework of actions to deliver the future vision for Neighbourhood Policing has identified the key workstreams to be delivered by 2008.

The superintendent, project director, who previously sat within the community safety department, is now part of local policing, reporting to the ACC who now oversees Neighbourhood Policing performance.

Reporting to the programme board, the chief superintendent local policing undertakes 'The Neighbourhood Policing programme round continuation visits'. These visits cover the:

- Organisation and governance around planning and delivery on neighbourhoods;
- Local consultation and involvement in setting local plans;
- Programme management;
- Communications strategies with partners to the public;
- Partnerships involvement;
- Development of the National Intelligence Model (NIM);
- Human resources (HR) management including special constables and volunteers; and
- Reality checks internally and externally.

A total of 760 PCSOs are now employed, covering the whole force area, with more than 35 contracts having been negotiated with local authority partners and other agencies. Partner organisations are from the public and private sector, including local authorities, schools, parish councils, NHS trusts, passenger transport companies, shopping centres and housing associations.

1. Local contracts affecting one BCU only are negotiated locally by BCU business managers.
2. Contracts that spread across one or more BCUs within a local authority district are negotiated district wide by area community safety co-ordinators.
3. Contracts affecting the whole force are negotiated by HQ local policing.

Funding arrangements have been secured for PCSOs up to March 2009, when most contracts will be due for renewal. This funding has supported the force in achieving its PCSO growth programme and meeting agreed Home Office targets for this year.

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PCSOs are aware that those employed through joint funding are required to spend a proportion of their time concentrating on local/partner initiatives as well as those generated through the tasking and co-ordination process. A good example is the PCSOs employed by funding from the Leeds teaching hospitals, which have also provided accommodation within the hospitals for police officers, linked with IT to force systems. . Their deployment in hospital grounds currently meets partner requirements and the divisional priorities/intelligence for vehicle crime and ASB.

Retention rates for PCSOs are good, with those leaving principally being employed as police officers.

A PCSO development group has been established to examine the role of PCSOs and how it could be extended beyond their current responsibilities.

Divisions are tasked with providing 10% of their constable strength committed to Neighbourhood Policing; this is checked through the corporate review process headed by the DCC. The corporate development department also breaks down on a regular basis what Neighbourhood Policing consists of, including PCSOs, and this is then included in the briefing package for the corporate reviews.

At the time of the inspection, each division had Neighbourhood Policing teams which consisted on average of 10–12 police constables, 13–14 special constables, 18–20 PCSOs and variable numbers of volunteers. It has been identified that approximately 23% of force resources are now dedicated to Neighbourhood Policing.

A performance target of a maximum 10% abstraction from Neighbourhood Policing teams was introduced from 1 June 2006. In order for abstractions to be measured, divisions are required to make a monthly return to the performance review department. Performance review provides guidance for duties clerks with regards to the data required. The ACC local policing conducts reality checks, as part of the review cycle, in order to audit compliance with this policy.

Neighbourhood Policing inspectors are expected to remain in post for a minimum of two years. This tenure period provides some stability within neighbourhoods and allows them to develop into the role and establish the contacts and build relationships with partners which will ensure that Neighbourhood Policing becomes embedded and the main focus of delivery.

Headquarters (HQ) HR department does not participate in day-to-day divisional transfers of police officers into and from Neighbourhood Policing. This is the responsibility of divisional managers. HQ HR does assist, however, in identifying the correct skills/experience mix and, by working across divisional and departmental boundaries, assists divisions in achieving total staffing figures through recruitment, transfers etc. The force has a minimum requirement of 10% of constable strength being deployed in Neighbourhood Policing. PCSOs are recruited and allocated centrally against force criteria and dependent on their funding stream.

Within the intranet there are frequently asked questions available that may assist managers, officers and staff in reaching a good understanding of each others roles, particularly regarding the difference between Police Regulations 2003 and PSC terms and conditions of employment for police staff. This provides a useful tool for supervisors when dealing with PCSO requests for changes in duty or location.

There are 500 special constables providing additional patrol hours throughout the force area. There was evidence of many becoming embedded within the Neighbourhood Policing teams, engaging in problem solving and delivering agreed hours to enable effective planning.

The force has had successful outcomes with volunteers, particularly in the Keighley Division, where over 2,500 hours of volunteer policing have been put to good use in the last year in an

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effort to reduce the fear of crime and improve the quality of life in local communities that are largely rural and geographically remote from council and police services.

Currently, over 125 community volunteers have been recruited and deployed across three police divisions which cover the Bradford local authority area, supporting ten police and community speed watch schemes and 15 police and community contact points.

Community safety projects staffed by volunteers are now measured using a quality framework toolkit consisting of a series of simple checklists and monitoring forms to ensure that the police volunteer scheme remains on track and continues to deliver real benefits to the communities in which the volunteers operate. This includes graffiti audits of local areas, fly-tipping issues and dealing with abandoned and burnt-out cars.

Police and key individuals within communities work in partnership with the local council, public and other agencies to resolve problems in the community. There are a number of embedded locations throughout the force and Neighbourhood Policing supervisors have the authority to identify locations where improvements in public contact can be made.

In effectively identifying and targeting hotspot areas, the force uses a tried and tested model called Operation Banrock, which draws information and intelligence from a wide variety of sources, including the use of covert officers, and targets particular locations for multi-agency action. Neighbourhood Policing teams are an integral part of this process, as are specialist officers from support departments. The force has conducted some 30 or more Banrock-style operations over the previous three years.

The force has been successful in developing relationships with a myriad of agencies as diverse as the Driver and Vehicle Licensing Agency (DVLA) enforcement to partnership-funded groups dealing with specific minority group issues. Evidence was found of successful joint problem-solving initiatives.

Leeds city council provides a shop premises for the use of Neighbourhood Policing officers, for a 'peppercorn' rent. The premises were intended to provide a focal point for improving quality of life in conjunction with the council's corporate plan and the 'Vision for Leeds'. Raising approximately £60,000 in sponsorship, including a police contribution of £2,100 per year, resulted in full conversion of the premises and the running of them as a 'one-stop shop' for the use of the community, which is driven by them through a management committee. The project is called the Open Door initiative.

The premises used for the Open Door initiative are open six days a week, staffed mainly by PCSOs, and one day a week by the Neighbourhood Policing constable, for police surgeries. Several other partners hold regular daytime and evening surgeries there, including Leeds north east homes, Brackenwood residents group and Leeds racial harassment project. Local problems are identified which are brought to the attention of the local Neighbourhood Policing team to resolve through partnership policing.

Contact points are regarded as a key feature of Neighbourhood Policing and evidence has been produced to show that, at a number of locations, they provide value in supporting community policing at a local level. Volunteers are regularly used as a resource for these contact points.

Strong partnership links with Neighbourhood Policing teams at Wakefield were reality checked and found to be resilient. The structure and delivery across the five towns, as the area is known locally, displayed all the signs of a good embedding of the developing neighbourhood management model.

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Partnership working with all housing and private tenancy organisations ensures problems are identified and quickly resolved. Wakefield district housing has management responsibility for over 31,000 dwellings and works closely with the Neighbourhood Policing teams across the district. Regular publications such as *Home Search - your home, your choice* provide opportunities for the local policing teams to publicise success stories and partnership initiatives.

A number of examples were given of particular neighbourhood issues being raised through working with partners and community groups, which were then addressed through joint action. In Pudsey/Weetwood division, neighbourhood officers, supported by a neighbourhood support team, had acted against identified drugs-related premises. Further examples were given of joint actions on a problem housing estate within the division.

There are established structures and support of PCSOs at Leeds teaching hospitals, which provide facilities and an embedded police premises for the team. The PCSOs work with the 60+ security staff and arrange stop searches of suspects. This is linked through the NIM process to the divisional intelligence unit (DIU).

Arrangements with accident and emergency departments to question patients regarding causes of injury, location and if alcohol related are allowing the force to build an intelligence picture of activity surrounding criminal and violent behaviour. If particular premises are identified as locations for ASB or incidents of violence, appropriate enforcement action is taken.

In Wakefield Division, five Neighbourhood Policing officers work with the tenancy support team of Wakefield district housing. They are co-located, working within the housing management offices, and provide a cross-flow of intelligence through access to systems. They are able to build profiles of activity, utilising the services of the local authority staff, as well as being able to provide messages of reassurance via the face-to-face contacts of both organisations with residents/tenants. Housing officers have accompanied police into schools to deliver inputs and to sign up the young people to the Respect agenda.

In Wakefield Division, six school liaison officers work across the district and are part of the neighbourhood support team. There is engagement with schools as part of the citizenship agenda; surveys are conducted among young people to ascertain what their perceived problems are, which is then fed into the priority-setting process. Neighbourhood Policing officers deliver lessons in school around the problem areas.

A sergeant and three constables are dedicated to working with the council on the ASB team to support the Neighbourhood Policing teams. There is now an analyst within the DIU to look at ASB and there is a clear and consistent focus on delivering positive outcomes in this area.

In Pudsey/Weetwood a number of activities have taken place around self-identified community issues and there was good evidence of a broad range of partners being involved in operations which had mutually beneficial outcomes. The lead manager for the DVLA identified the high degree of correlation between divisional nominals and DVLA targets for unlicensed or improperly owned motor vehicles. This was identified as an area for development with the force and the DVLA for the future.

Embedded information-sharing protocols with partners provide a formal framework for the exchange of information and intelligence on developing issues. This enables a partnership approach to the planning and supporting interventions which are taking place within communities.

Analysts deal with both partnership and community information within DIUs. The roles vary between those specifically employed to carry out the activities of community intelligence and those who are specifically tasked, as part of their generic role, to deal with identified aspects in communities. City and Holbeck Division has a dedicated analyst, funded by the local strategic

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partnership (LSP). Wakefield now has an analyst employed solely on developing intelligence on ASB. The director of intelligence recognises the need for a dedicated role as of growing importance to Neighbourhood Policing.

Community safety co-ordinators are based in each division, ensuring a good liaison between partners in identifying and tackling local problems. The Leeds 'crime and grime' initiative involves all partners in both crime reduction and quality of life initiatives. The three-day operations involve: on day one, leaflet drops, positive enforcement of warrants and ASB contracts; on day two, working with education, truant issues, visiting schools with fire and rescue; and, on day three, reassurance issues, high visibility policing and crime prevention initiatives such as 'alley gating'.

In a number of areas of the force, local councillors and the local authority are engaged in partnership problem-solving activities. Councillors use their local knowledge and accessibility to systems to deal with problem issues such as licensing, public house problems and raising objections to the grant of certain licences which may have an adverse effect on the area.

Monthly meetings with partners ensure that there is scrutiny given to activity in their respective areas of responsibility and provide a process for identification of overlaps. This is then subject to sustained challenge by the other partners to identify progress and ensure that there is accountability for agreed actions. This is seen as a positive practice and evidence was given of a number of structural and business benefits which had accrued through clear responsibilities and accountability for outcomes.

The Open Door initiative in Leeds has received excellent feedback from the community. Reductions in crime, the fear of crime and ASB have resulted, thereby improving community cohesion. Intelligence generated through the Open Door has resulted in six multi-agency action days, execution of search warrants, arrests and recovery of quantities of drugs and stolen property. The Open Door has just been awarded a Duke of York Community Initiative Award, which recognises excellence in community projects. The founders of the award, the St Williams Foundation, now want the Open Door to mentor community groups in the Yorkshire and Humberside region.

The force has implemented and uses the Resolve IT database, which is available to partners. This provides a searchable audit and tracking mechanism.

Divisional call-handling units provide a local resolution to lower graded calls, either through a system of appointments or telephone resolution of problems. They are aware of local divisional and Neighbourhood Policing priorities when handling the caller's requirements. Their location, on site, provides a focus for information for the Neighbourhood Policing teams.

Call-handling staff have access to the national FAQ database, developed by West Yorkshire's Police National Legal Database unit and now operated as askthe.police.uk, and helpful contacts list. Messages from the public to Neighbourhood Policing team staff are mailed out, using Lotus Notes, to the officer via a divisional mailbox and the message is also copied to the officer's supervision to ensure that no messages are left unattended for prolonged periods.

Call-handling staff at divisional level have access to the divisional and neighbourhood priorities when managing responses to lower grade calls for service. During interviews, it was apparent that, being located within the division, there was a broad awareness of issues and an ability to support and contribute to intelligence-led activities on neighbourhoods.

The media and marketing department is sufficiently resourced to conduct its regular business and has been successful in making a number of business cases for one-off funding to finance initiatives in support of Neighbourhood Policing communications. The *Your Police* newspaper, which regularly features Neighbourhood Policing issues, is funded by West Yorkshire Police at

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£150,000 per year and is delivered to 800,000 homes three times per year. In addition, an internal publication, *The Beat*, regularly features Neighbourhood Policing events.

A website dedicated to Neighbourhood Policing was launched on 3 April 2006. The web communications manager has been provided with £30,000 during 2006/07 and a further £10,000 in the current financial year to ensure that software to support the website is developed. The force has looked at fresh ways of delivering the Neighbourhood Policing message, for example, by a PCSO weblog along with video messages on a 999TV website which are updated regularly. The website is used for conducting surveys both internally and externally. The joint police authority and police website assists in gauging public perceptions through surveys and reassurance mapping. All results are analysed by the force and the authority.

There is evidence of good use of the force and police authority websites for promoting Neighbourhood Policing and providing the community with contact details of local officers, PCSOs, meeting dates and venues and activity linked to postal codes. There is a link to, and between, the force 'most wanted' and the Crimestoppers website.

Neighbourhood Policing officers are encouraged to promote the use of the website within their communities and the force is exploring the most effective methods of receiving and supplying information to the public using technology, for example text messaging. Members of the public can already sign up for news alerts and the force is offering a prize draw to encourage more to engage in this process.

Each Neighbourhood Policing team has an 'author' and a single point of contact (SPOC) for updating information on the webpage pertinent to their respective areas. The authors are a mix of police officers, PCSOs and police staff. The media and marketing manager makes an assessment of all news stories and features submitted by local authors and feedback is provided, including any areas for their development.

Meetings are held quarterly involving those with responsibility for webpage development. Initiatives are now developing to create stronger links with partners to involve them in the wider development of the Neighbourhood Policing website, along with other innovations, resulting in successful 'eForum' meetings which are held quarterly. In Wakefield, there is a joint media strategy between housing and the Neighbourhood Policing teams on priority initiatives and joint problem-solving initiatives.

External plasma screens have been purchased with partnership support. The screens provide inter-agency information to the travelling public and are located at transport links such as Leeds Bradford Airport, bus stations and railway stations.

Satellite press officers are situated at three sites across the force area and work closely with HQ staff in promoting the work of the force in building public confidence and satisfaction and managing the media during operational challenges.

Funding was obtained from the force to purchase advertising space on Public Service Vehicles with up to 15 buses targeted in problem areas and asking the public for information in hotspot areas.

The director of media and marketing attends the force Neighbourhood Policing project board. The media and marketing department takes part in workshops involving best use of communication and has produced a guide to the media, *Media Matters*, to encourage local Neighbourhood Policing teams to work more closely with local newspapers and radio.

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The marketing and design team have produced a range of support material and events to enable local Neighbourhood Policing teams to increase visibility and availability in their communities. *The Beat* regularly features the work of Neighbourhood Policing teams.

A communication strategy is reviewed at quarterly intervals. The strategy is amended according to current circumstances and additional opportunities identified. Information kiosks are being established in local mosques and churches in Calderdale to provide additional public access to information.

Local radio stations are providing the police with contact details from their databases to provide an avenue for contact with young people. District housing *News* features joint initiatives with the Neighbourhood Policing teams and provides feedback to customers on how identified problems have been dealt with.

Neighbourhood Policing staff are actively engaged in promoting their role using internal media and through systems such as 999TV, which allows the roles performed by different officers, PCSOs, special constables and volunteers to be circulated and advertised.

The media and marketing department works with local Neighbourhood Policing teams to create local events and roadshows to increase the opportunity to meet and discuss local issues.

IAG members are consulted on large-scale operations for advice on tactical options to ease community tension. Members have been used in training initiatives through Centrex at Pannal Ash but not locally within force.

A community engagement strategy is overseen by the force programme board and there were some good examples of how this has delivered benefits operationally. Other agencies and some local authorities are conscious of the need for a more focused approach to partnership working and are re-organising internally to align their structures.

The community engagement strategy provides guidance to officers on the levels of engagement as follows:

- Engagement with communities and unelected individuals should be conducted by Neighbourhood Policing inspectors, who are best placed to embark on real and practical community engagement, intervention and problem solving and will be aware of all the issues in their neighbourhood.
- Superintending ranks should focus on engaging with councillors and MPs (elected members) and members of elected local BCU-wide strategic forums.

At district level, the ACC (partnerships) attends the LSP meetings. Superintendents attend the local crime and disorder reduction partnership (CDRP) meetings, across the five districts. The force has a good history of working in partnerships through the CDRP, local criminal justice board (LCJB) and LSPs. There are a number of key strategies delivered through these partnerships which impact on communities and can be tailored to deliver effective responses. Linked into the developing engagement with communities, partners can be quick to respond to emerging or highlighted priorities.

While these partnerships are an important part of the engagement process, districts, divisions and neighbourhoods have developed their own network of forums to meet local community engagement needs. Senior police officers attend these forums:

- race equality councils (where they exist);
- hate crime alliances;
- faith networks;

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- disability networks;
- lesbian, gay, bisexual and transgender networks;
- minority police liaison committees;
- divisional scrutiny panels for hate and stop/search incidents; and
- Neighbourhood Watch.

The force identifies relevant community issues from a wide variety of information sources. Examples of this include the monitoring of:

- national/international events through media sources;
- local media stories;
- websites;
- changes to government policy;
- extreme political activity; and
- community demographics through a variety of sources, to gain an accurate picture of the community.

A community intervention plan has been produced to provide a structure for responding to critical incidents and minimising community tensions.

In the more established communities, some traditionally based around the mining industry, the integration of community safety, crime reduction and the investigation processes is far more embedded. The force is making some progress into the urban areas and, during the inspection, in parts of Leeds, there was evidence of a partnership approach between the public, partner agencies and the force in tackling local issues.

In Keighley Division, public reassurance and community engagement has been firmly on the local government and policing agenda since 2000 and confidence in communities can be clearly seen at neighbourhood forums and ward tasking meetings, where local communities drive the policing agenda.

In Keighley, with the arrival of police community volunteers, PCSOs and Neighbourhood Policing teams, coupled with local government initiatives, such as the formation of parish and town councils, the district now has a lot more ability to make things happen to tackle crime and disorder as well as more general social issues and problems.

The community of Beeston in Leeds faced unprecedented scrutiny, particularly from the media, when it was revealed that some of the London bombers were from this locality. The communities of Beeston felt it crucial that they displayed a united and positive front, particularly when it was known that right-wing groups and undercover reporters were attempting to divide the community.

A series of 15 roadshows were held between November 2005 and March 2006, at various venues. These were carried out with the aim of:

- raising awareness of cultural differences;
- creating a better understanding of how communities can keep their identity yet integrate into local society;
- keeping communities updated and involved with police matters;
- explaining roles of police and partnership agencies; and
- building trust and confidence in the police to encourage communities to come forward with information and report incidents.

The events involved many diverse sections of the community, including the young, the elderly, men and women (Asian and white), Bangladeshi families, Sikh community, students, mental health service users, asylum seekers and gypsies and travellers. The roadshows were followed

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up with the embedding of Neighbourhood Policing within the community, establishing contact points and key individual networks. Beeston was visited during the inspection and the linkages and relationships with the Neighbourhood Policing team have continued to develop positively.

There is a specific reassurance and engagement plan in City and Holbeck Division to deal with the public concerns surrounding counter-terrorism operations within the division. This has involved partner agencies developing protocols for release of information to the public and the media.

A critical incident communication strategy with a targeted plan for the release of information to the community has been developed. Ownership of actions is allocated to specific individuals with a view to preserving public confidence and ensuring that a consistent message is being communicated and that information is operationally and legally sensitive.

The importance of Neighbourhood Policing is recognised by the force and its leadership in its daily business. There remain some cultural issues to be resolved with the change in focus from overall crime to a more balanced model with quality of service and this is being assisted through the EXCEL programme, which is strongly driven and supported by the chief officer team.

Quality assurance dip sampling (QADS) has been implemented; this affords first-line managers, in response and neighbourhoods the opportunity to check on service delivery and then link it with individual performance development reviews (PDRs). The QADS system is used by operational supervisors to assess service quality provided by their staff to members of the public and complemented by a skills training package delivered through divisional training days. The use of Qualtrak, in the call-handling and despatch disciplines, is used similarly to link customer satisfaction and quality of service delivery.

Divisional crime management units provide consistency in the allocation and management of recorded crimes. Linked to the DIUs, they provide a degree of support to investigations and operations on neighbourhoods.

The outcomes of the recent promotion boards to sergeant and inspector have recognised the importance of Neighbourhood Policing and there was a strong representation of officers with that profile and experience in those being successful. This was assisted by the requirement for an additional 12 sergeants identified for growth in the Neighbourhood Policing strengths.

There is a recognition of the role performed within Neighbourhood Policing teams and constables, sergeants and inspectors are awarded a special priority payment of £1,100 for year 4 of the scheme.

An annual audit takes place to identify what skills are required to satisfy customer service expectations. This identifies any gaps in the skills base required to deliver the customer focus agenda which is then communicated to the training and development centre for appropriate action.

A training needs analysis of the PCSO's role has been conducted by the force and this has formed the foundation of the current PCSO training package.

Elements of Neighbourhood Policing training requirements have been delivered through a number of levels; however, the force has been awaiting the national training package from Centrex. Recognising that the Neighbourhood Policing programme requires particular skills, the force training and development centre has developed a training package for Neighbourhood Policing team officers and staff which is delivered at divisional level. The package is between two and four days, dependent on previous experience, skills and knowledge.

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The training and development centre is currently rolling out the training package and has, in the interim, been delivering bespoke training through divisional training officers against needs identified by divisional commanders. The head of training acknowledges that the take-up has been disparate across the force, but the delivery of the Centrex modules will now fill the current gaps.

Following attendance at the PCSO training course, all PCSOs are issued with a personal development portfolio for completion at division. This ensures a consistent structure for workplace development following initial training. These portfolios were introduced very early in the PCSO training programme (only the first two or three courses run in 2003 did not include them).

Evaluation of the training package established that it is a good training model for PCSOs, incorporating community engagement and problem-solving skills. This is supplemented by aides-memoire, provided to PCSOs regarding their powers.

Supervisors (sergeants and inspectors) were surveyed on whether they had identified any work areas where the performance of their PCSOs had not been to the standard they would expect. The identified issues have been included in the PCSO training package. These include writing statements, crime recording/crime information system (CIS) reports, pocket book entries, fixed penalty tickets and cover evidential points, Form A (intelligence report) submissions, legislative knowledge, eg traffic, stop and search, access to or trained on TASKIT/operational intelligence system (OIS)/CIS (computer systems) and the adoption of a corporate style of wording reports, forms, etc. Scene guarding and maintenance of crime scene logs, lack of knowledge of procedures for detaining people and National Crime Recording Standard (NCRS) compliance are also being addressed.

Haworth police and community contact point was nominated as a candidate under the Home Office, British Urban Regeneration Scheme Awards 2006.

Seventeen police volunteers in the Bradford and Keighley District have received medals from the Royal Mint, awarded to them by the Home Office as part of the Year of the Volunteer scheme.

Road Safe, a motor industry support group, has also recognised the work of local community volunteers, local and district councils and the West Yorkshire Police through the Prince Michael of Kent International Road Safety Award scheme, which has highly commended the work instigated by the force which resulted in the roll-out of police and community speed watch across the county.

Neighbourhood Policing meetings are attended by the force intelligence officer (FIO). Data is examined and generally actions are decided depending on the hotspot areas. Decision making at neighbourhood level involves information gleaned from existing or proposed activities on each neighbourhood, problem profiles which have been developed and/or feedback from community groups. In Wakefield, a neighbourhood crime team has been established to identify and focus on priority crime across three neighbourhood areas in the Castleford and Pontefract localities. This team will be deployed through the divisional tasking and co-ordination process against priority and/or partnership objectives.

The force makes good use of Crimestoppers as a means of contacting hard-to-reach groups, in particular identified groups of migrant workers who are now starting settle within communities.

The director of intelligence holds bi-monthly meetings involving all analysts in problem sharing and spreading good practice. There are some analysts dedicated to aspects of Neighbourhood Policing responsibilities, such as ASB (Wakefield) and LSP data in City and Holbeck. Neighbourhood Policing tends to feature as a workstream in the remainder of the DIUs, being

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tasked against specific problems. There is evidence of some changes already emerging, with Bradford North having incorporated a specific tasking and co-ordination meeting purely for Neighbourhood Policing business within the six-weekly NIM management cycle.

West Yorkshire now provides the location for the regional counter-terrorism organisation. Having had to deal with the aftermath of 7/7 in Beeston, there is a strong emphasis on counter-terrorism intelligence being linked to identified Neighbourhood Policing areas within the force. The practices developed through the Neighbourhood Policing activities in Beeston provide a model for other Neighbourhood Policing teams. There is evidence of structured activities involving the Neighbourhood Policing teams around this area of business.

It has been identified that seven of the nine divisions have problems with gun crime. The director of intelligence has developed a criminal use of firearms intelligence group. Monthly meetings are held with operational chief inspectors to deal with the local issues around firearms and the intelligence available, or required from, Neighbourhood Policing teams.

Following the launch of Neighbourhood Policing across West Yorkshire in January 2005, the force required a tool to measure the performance of Neighbourhood Policing teams and the success of reassurance activities; the reassurance mapping methodology provides this. The methodology has been designed to identify areas where the public have a disproportionate fear of crime compared with actual crime levels in their area.

The director of intelligence has mapped the force using *A Classification of Residential Neighbourhoods* (ACORN) data, including deprivation, vulnerability and socio-economic profiles. This is being developed into a micro-analysis of each ward in the force area and includes other agency data, needle collection and recovery and census/housing data.

Reassurance hotspots are highlighted using data from the British Crime Survey (BCS) in combination with ACORN data. All the postcodes within the area under consideration are related back to their ACORN type and associated level of 'fear', as determined by the BCS. This can then be used to produce reassurance matrices and hotspot maps which can assist with targeting reassurance activity effectively.

As a consequence of the mapping, neighbourhoods requiring reassurance activity are then targeted with a neighbourhood action survey, which has been designed to obtain a baseline of perceived levels of crime for the neighbourhood and details of the key priorities and issues of concern to the residents.

Once information provided from the survey is processed, the division is provided with a report identifying the key priorities of the community surveyed and detailed location maps of where those priorities exist. This enables the development of action plans, in conjunction with partners, to target the priorities identified.

By undertaking a survey prior to a planned intervention, a baseline of levels of fear of crime and disorder can be established. Following the intervention, a further survey can then be distributed to measure the impact of police activity on local problems and any changes in levels of reassurance.

Information obtained from the neighbourhood action survey provides divisions with a greater insight into the characteristics of its population and identifies the areas where reassurance activities would have the greatest impact on public perception. The process actively engages with communities at local neighbourhood level to capture levels of reassurance and community intelligence to drive partnership action plans.

There are no separate frameworks for performance management of Neighbourhood Policing teams, pending the arrival of the national framework. However, there was evidence of the

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development of a broader range of activities being included in the performance meetings of Neighbourhood Policing team staff. Not only did they include the requirement to meet performance against crime indicators, but against the developing quality of service agenda with customer satisfaction rates, initiatives to resolve local problems, development of intelligence and partnership activities against problem profiles being prevalent.

The force has used self-assessment modules from Going Local 3 and the National Policing Improvement Agency to assess its readiness for Neighbourhood Policing. This has led to projects being introduced via the force programme board to improve performance.

The force has been a regional lead on the development of the extended police family for a number of years and continues to test the boundaries, particularly around PCSOs, to further develop them within the Neighbourhood Policing context.

In an organisation as large as West Yorkshire Police, inevitably there will be differences in approach and the relaxation of a corporate model of Neighbourhood Policing in favour of a more locally bespoke model provides the opportunity for accelerated development against the Chief Constable's vision of its future. The delivery of additional staff within partnership environments to assist delivery in neighbourhoods is based on sound business cases matched to defined needs.

Work in progress

The Chief Constable has introduced a high-level action plan for discussion following his review of Neighbourhood Policing. This will be actioned through the existing programme board to ensure all activities are completed by March 2008.

There is evidence of positive engagement and the development of a neighbourhood management agenda, which includes interaction at each level between the different agencies and the support for these developments from the chief executives. This includes the use of each other's resources, such as in the 'crime and grime' initiatives highlighted elsewhere. In the larger districts, the lack of parallel political and police boundaries requires additional, informal meeting structures based on personal relationships to deliver effective action on local problems.

The reduction in cover of divisional helpdesks pending the outcome of the centralised facility being piloted in Kirklees is a rolling programme, which commenced with Huddersfield helpdesk closure in February 2007 and will be complete by late autumn 2007. Once the programme of all calls into the centre is complete, the force will review working practices and procedures to ensure all are in line with national standards. The force needs to satisfy itself that this pilot will deliver the tangible improvements necessary to support the delivery of the Neighbourhood Policing model, when balanced against the local support and accountability provided through the divisionally based call-handling units and the possibility of locating helpdesks as part of that structure.

The force is looking at fully utilising all resources for contact with the public, including the use of PCSOs to attend reports of damage, neighbourhood wardens and partner resources. There is a focus on reducing the bureaucracy involved, thereby allowing officers more time with victims.

The force is currently piloting an IT portal providing a link between all local authorities and all information relative to postcodes. This would mirror the force and police authority websites, from which residents can access all available police data concerning their area by submitting their postcode.

In autumn 2007 the force is launching 'i-reach', a system to identify community websites and include them on any force or Neighbourhood Policing circulation. The project will ascertain the

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value of the website and its links with other information sources, including feedback on the functionality of the police website.

Additional administrative support is being created and invested in Neighbourhood Policing teams. The main supporting role will be to maintain the Neighbourhood Policing webpage and take minutes of community meetings.

The chief inspector (local policing support) is currently writing protocols to ensure there are no conflicts with partners over the deployment of PCSOs. Protocols will assist divisional commanders when deploying PCSOs as ward based or premises based.

Because of the nature of the joint funding, there is a requirement to service partner needs as well as force needs. Three out of the five local authority areas have very good coverage and there is a policy of using PCSOs that are fully funded by the force to cover the identified gaps in locations where joint funding is not available.

The chief inspector (local policing support) has begun quarterly meetings with divisional Neighbourhood Policing chief inspector leads to identify good practice. This data will be fed into the Neighbourhood Policing programme board to ensure that all parts of the force can share good practice.

The levels of supervision and the ratio of sergeants to PCs and PCSOs have been recognised as a problem for the force. Funding has been introduced for an additional 12 sergeants to be deployed across the Neighbourhood Policing teams.

The probationer development unit at Wakefield is used to embed student officers into Neighbourhood Policing. All student officers are sent initially to Neighbourhood Policing teams on divisions rather than response teams. The Chief Constable's preference is for student officers to work with PCSOs initially; this places a requirement on the PCSOs to be able to manage this situation and linkages to their training packages are being developed.

As part of the implementation of Neighbourhood Policing, the force encourages experienced officers to transfer to Neighbourhood Policing by offering three-month attachments. However, a breakdown in the monitoring arrangements was identified with one officer, who had remained on Neighbourhood Policing long after that period without a review interview. The officer was unclear of objectives or what was expected in continuing to perform the role. There is a need to ensure attachments are managed effectively to raise the profile of Neighbourhood Policing.

All special constables are transferred to Neighbourhood Policing teams after initial training. However, issues around tutoring and supervision have been identified which will partially be addressed by the additional sergeants. Special constables receive six weeks initial training and require additional tutoring, whereas PCSOs have nine weeks training before they are deployed. The imbalance in training and powers was identified as an emerging issue among supervisors.

Divisions are beginning to focus more closely on the benefits of volunteers. Interviews with volunteers within the Wakefield Division identified a number of individuals who were developing themselves through volunteering as a precursor to applying for the police service. The force is in the process of developing its approach to volunteers to ensure that there is a common approach to the tasks/activities which will add most value.

The head of finance, with a newly appointed director of estates, has just begun a review of the estate to determine its fitness for purpose. Once completed, there will be discussions with partners about the funding and longevity of premises identified for Neighbourhood Policing.

Divisional commanders hold the main elements of the budget and staffing, training and equipment are their responsibility to manage locally within central mandates on Neighbourhood

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Policing. There is a need to ensure that there is a feature within the forthcoming 2008/09 financial planning process which highlights any shortfalls in Neighbourhood Policing as a priority for development.

Information protocols are in place and are being reviewed in the light of changes to the management of police information (MoPI).

Some departments in force are carrying out community mapping but only in relation to their specific roles. The director of intelligence is attempting to draw all strands of work and intelligence together from local authorities and all agencies such as the DVLA into a profile of each area. The ambition is to create a common data warehouse for all data.

The fire service is involved in a pilot scheme to collate intelligence around calls for their service. At reports of a fire, the fire service will complete intelligence reports and submit them to DIUs. Training on completion and submission has been provided. The submission is manual and will need evaluating for benefits against the additional work it creates for DIU staff. If it is judged beneficial, it is intended to roll the project out to include the ambulance service data.

The director of intelligence is developing a futures group based around intelligence. This consists of a group of people who will look at how intelligence is gathered, how it is used in problem solving and what is needed to enhance the process. It will also look at how the force deals with vulnerability and gun crime. The group consists of divisional analysts, covert human intelligence source controllers and DIU managers.

Intelligence is in a state of development as the force gets to grips with Neighbourhood Policing model changes. There is evidence that the NIM is still predominantly focused on crime, but divisions are beginning to recognise the need for change. Some divisions are appointing detective inspectors to oversee neighbourhood crime issues and to develop bespoke Neighbourhood Policing tasking and co-ordinating meetings within the existing NIM management cycle. For example, at Bradford the six-weekly cycle means NIM focus every two weeks on crime interspersed with individual Neighbourhood Policing tasking meetings.

ASB co-ordinators across the force are moving towards joint surgeries involving local elected councillors and members of the Neighbourhood Policing teams. They are encouraging joint ownership of problems and joint initiatives to resolve them.

In West Leeds the local authority and police are looking to establish a multi-agency panel dealing specifically with problem families. Many of the agencies are dealing with the same problem families and there is a recognised benefit in being able to deal collectively and effectively with problems at one time.

Areas for improvement

Partners feel frustrated at the amount of current turnover of staff at Neighbourhood Policing level as the model settles and evolves. They recognise organisational and individual requirements but feel at this stage that the constant changeover of staff is not allowing relationships and trust to be developed as quickly as it could. This was echoed as a problem by senior police supervisors because of a lack of succession planning in the early days of Neighbourhood Policing and the requirement for agreed transfers to specialist units often taking a greater priority.

Some issues were identified through visits to Bradford where, at a more senior level, officers need to work through the impracticalities of there being five local authority area wards against eight Neighbourhood Policing teams covering three existing divisions. The arrangements, while apparently effective at very local level with constables and sergeants, are more prolonged at a more senior level because of the lack of a common geographic structure between inspectors

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and local authority managers. The force should engage with the local authority in a consultation process to ensure that the decision to move to two divisions in Bradford is used as an opportunity to realign partnership arrangements in the management structure of neighbourhoods at the local authority level.

There is a high level of support for the work of the Neighbourhood Policing teams with partners. Some feel that the current shift system is hindering progress in some parts of the force area. Consequently, the growth in co-located activities such as housing and schools identified earlier, is becoming more difficult to progress.

Partner agency representatives attend PCSO briefings and highlight some of the problem areas. Youth offending and ASB officers attend to build relationships and exchange intelligence. Although this is working, it could be enhanced further by those same people attending a joint tasking and co-ordination conference to ensure the issues are on the divisional radar.

The frustration caused to Neighbourhood Policing teams by partners having their own performance indicators (PIs) sometimes creates an apparent reluctance for them to become fully engaged in particular operations. An example was given of tenancy sweeps in Leeds where it was felt that there was not the degree of joint ownership at a more senior level, as the activity was not seen to be contributing to their individual organisational PIs.

Agencies recognise the good partnership and working relationships with officers working on the Neighbourhood Policing teams. They feel that there are opportunities being missed by the lack of interaction with some of the departments working in the divisions, such as CID, proactive units etc. They would welcome this being addressed by a multi-agency tasking and co-ordination process.

There are effective partnership initiatives with schools and five part-funded PCSOs work within schools; however, there is some clarity required among some heads regarding the deployment of PCSOs. Some want them to patrol corridors and generally maintain good behaviour on premises.

Officers transferring from response to Neighbourhood Policing felt that there is a lack of preparation for the role and a lack of training. There is a general lack of clarity as to exactly what is required from the Neighbourhood Policing officers other than a focus on criminal damage, ASB and problem solving. This may be a feature of a lack of corporate training or the inability of officers to have any handover periods when transferring in or out of Neighbourhood Policing.

IT changes as Niche is being rolled out are causing some difficulties with timely and accurate information being available. There is a significant degree of apprehension in both Neighbourhood Policing, and elements of child and public protection and domestic violence (DV) units, about the proposed 'switch off' of current systems. Awareness of changes in the IBIS command and control system to try and assist in Neighbourhood Policing briefing are not well understood. With the revised focus on Neighbourhood Policing, it is timely for the force to revisit the Niche programme roll-out to determine whether delivery, training, functionality and user requirements (which will service Neighbourhood Policing and protecting vulnerable people (PVP)) have been built into the system effectively and whether there is a need for remedial action/training.

Identified problems in interrogating Niche are being resolved through the implementation of CORVUS, which works with Niche. There is a manageable risk, which the force has accepted, in commissioning CORVUS as a partial supplement for parts of Niche, because it will also allow searching of all other West Yorkshire systems.

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The introduction of Niche provides full access for all members of staff to all force systems. Previously, individuals could be granted restricted access to systems pertinent to their role and there needs to be a review of levels of access to data held on the system, particularly being able to interrogate the systems to enable the supply of information to partners and other agencies.

Within contact management, existing divisional duty rosters do not provide accurate information on the availability of deployable units. Within divisions, on occasions, only 50% of the resources identified for response will be available. This then impacts on Neighbourhood Policing resources with call handlers and despatchers referring inappropriate calls (against the deployment criteria) to Neighbourhood Policing officers in order to provide attendance within the target times to satisfy PIs. Availability of resources and the need to educate officers to inform the control room of their deployment state would assist despatchers in deploying resources more appropriately and reducing abstractions on Neighbourhood Policing.

While there are robust PIs around contact management for call handling and despatch, the force should consider an indicator for call-handling units on divisions and the remaining divisional helpdesks. The percentage of calls abandoned has been suggested for consideration. This could then be challenged at the corporate and operational performance reviews.

The management of backlogs of calls is causing some concern within districts, as they struggle to maintain the informal contracts made with the public regarding attendance. In order to make an impact on outstanding jobs, divisions organise 'red days', when all available staff on duty are tasked to clear the active backlogs of jobs.

Good use of technology is made through the use of 999TV. This is mainly focused on operational and local Neighbourhood Policing issues but could be extended to involve other departments which are not directly in the public focus.

The media and marketing department has introduced technology to be used as a means of providing police news stories to balance public perceptions and reassurance through a virtual press office. This facility is a news data warehouse which members of the press can access to obtain the most up-to-date news stories. The force needs to assess the use of this facility and possibly develop its potential to include other partners and agencies.

Leeds teaching hospitals have a network of over 1,000 CCTV cameras on their premises and are willing to allow their staff to participate in identification of individuals. They have identified that parents and family become ill and suspects and wanted persons visit hospitals. The force could utilise this resource as a partnership initiative to maximise the opportunities from all available systems.

The developing futures group, once established under the director of intelligence, needs to broaden its range of participants to include users from Neighbourhood Policing, PVP and partnerships.

Information-sharing protocols vary from one district to another. While some agencies wish to engage with the police, the different interpretation of the existing protocols causes frustration. For example, some police officers will supply photographs of nominals whereas others will not; others will only supply them in an electronic format and not hard copy. This is creating a feeling of unnecessary barriers within the partnership approach and a corporate policy/understanding should be enforced.

The DVLA receives a large amount of intelligence through phone calls and letters from members of the public informing it of activities of individuals in all neighbourhoods. The activity profile of an area could be enhanced if this information could be captured through the NIM. The

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DVLA is willing to share this intelligence. A more sophisticated form of analysis, working with crime and community intelligence from each of the partner agencies, would enhance the impact of the joint working arrangements.

PCSOs deal with criminal damage and ASB issues. There is an expectation that they submit two Form As daily (intelligence submissions). There are tensions between the beat managers and the ASB co-ordinators - the beat managers feel their role is to reduce instances of ASB, whereas the ASB co-ordinators feel that they have to increase the numbers of ASB orders or contracts taken out. There should be clarity over the exact requirements.

Community beat profiles for neighbourhoods need to be reviewed and brought up to date. This could be enhanced through a more robust intelligence system linked to partner agency profiling and having dedicated analysts in DIUs concentrating on community and quality of life issues.

In the tasking and co-ordination group (TCG) meetings attended during the inspection, there was little mention of Neighbourhood Policing problems until the end of the meeting. The principal focus of activity was on crime matters and resources being allocated to improve detections in the key crime areas. Neighbourhood Policing issues were being addressed more significantly at Wakefield, where a neighbourhood crime team had been created to support the Neighbourhood Policing teams in the Castleford and Pontefract areas. The meetings were well attended by the various teams but there was little corporate resource allocated to Neighbourhood Policing problems raised.

Wakefield Division has allocated three sergeants to support roles around Neighbourhood Policing problems, looking at enforcement, partner participation and evaluating projects against what worked and what did not. This is a significant investment and could be better performed by considering opportunities under workforce modernisation.

The use of the Resolve IT database should be encouraged through the Neighbourhood Policing programme board or operational reviews. It is currently being considered for integration with the Niche systems and, as a corporate tool, should be assessed for use and effectiveness before final adoption.

No formal bespoke training for neighbourhood supervisors is delivered; this leaves the force exposed due to potential mismanagement of PCSOs through breach of contractual terms, discipline etc. This could be enhanced through a training package. Although the force organises master classes, they do not get to this level of detail for supervisors. This is regarded as a gap.

No formal induction into the Neighbourhood Policing environment is provided to officers. Constables and special constables are parachuted into a role with little support or training. This is compounded as there is no overlap period for staff to enable an effective handover. This situation may be caused due to a force priority to meet all transfers within a 60-day deadline and the lack of willingness of commanders to allow officers to leave roles without a replacement being available. The force should consider alternatives to this situation for Neighbourhood Policing, as it also impacts on partnership relationships as well as policing needs.

Partners have identified that there needs to be more education at Neighbourhood Policing level regarding the structures of different agencies. For example, the NHS does not own or have involvement in all the medical facilities provided in Leeds. The NHS is the umbrella but parts of the NHS are self-contained units such as the primary care trust and mental health. Officers need to be aware of this when drawing together protocols, as there are examples of agreements being reached which have no validity in certain other parts of the NHS.

It is acknowledged that there has been some variance of the training packages being delivered by the force on Neighbourhood Policing, as they awaited development by Centrex. As a consequence, the force should now conduct a further gap analysis to ensure that all staff have

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the required knowledge and skills to deliver the new Chief Constable's vision of Neighbourhood Policing.

Student officers are posted initially to Neighbourhood Policing teams and Neighbourhood Policing officers are used as role models to embed the Neighbourhood Policing principles into new recruits. To ensure that this policy is successful, the force should ensure that Neighbourhood Policing officers have the appropriate tutoring and mentoring skills to carry out this function.

The PCSO role should be frequently reviewed to ascertain exactly what tasks are being required from PCSOs, as these vary between divisions. Those PCSOs first employed were provided with a relatively short three-week course, while more recent recruits receive a nine-week course. The force should ensure that there is a structured reviewing process for all PCSOs and that those supervisors who carry out this function have the necessary skills and awareness of the role to evaluate performance and development needs as appropriate to the role.

The IAG identified that it can have a key role to play in the delivery of training in Neighbourhood Policing and will be looking to the DCC to consider this, particularly around quality of service issues.

The IAG members receive email updates from the force and this could be used as a means for consulting more widely with other sections of the community. A virtual IAG could be created to encompass a large proportion of the community and involve diversity in its entirety.

IAG members feel that the force does not fully utilise the skills and experience of the membership. They identify that they could be far more proactive in contacting hard-to-reach groups on behalf of the force and assisting the development of Neighbourhood Policing contacts within communities.

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Developing Practice

INSPECTION AREA: Neighbourhood Policing

TITLE: Community contact points – ‘The Open Door’

PROBLEM:

Community services provided in Gledhow, Leeds were lacking and disproportionate compared with other areas. Rival groups of residents, primarily children attending a nearby secondary school, were having a negative effect on community cohesion and causing ASB that impacted on the quality of life for local residents and businesses.

SOLUTION:

Leeds City Council provides the use of a shop premises, sourced by a community officer, PC Brook, for a ‘peppercorn’ rent. The premises were intended to provide a focal point for improving quality of life in conjunction with the council’s corporate plan and the ‘Vision for Leeds’. Raising approximately £60,000 in sponsorship, including a police contribution of £2,100 per year, resulted in full conversion of the premises and the running of them as a ‘one-stop shop’ for the use of the community, which is driven by them through a management committee.

The Open Door opened in September 2005 and has its own website
<http://www.theopendoor.org.uk>

The premises open six days a week, staffed mainly by PCSOs, and one day a week by PC Brook, for police surgeries. Several other partners hold regular daytime and evening surgeries there, including Leeds north east homes, Brackenwood residents group and Leeds racial harassment project. Local problems are identified which are fed to the local Neighbourhood Policing team to resolve through partnership policing.

OUTCOME(S):

The Open Door has received excellent feedback from the community. Reductions in crime, the fear of crime and ASB have resulted, thereby improving community cohesion. Intelligence generated through the Open Door has resulted in six multi-agency action days, execution of search warrants, arrests and recovery of quantities of drugs and stolen property. The Open Door has just been awarded a Duke of York Community Initiative Award which recognises excellence in community projects. The founders of the award, the St Williams Foundation, now want the Open Door to mentor community groups in the Yorkshire and Humberside region.

FORCE CONTACT: PC 619 Brook – 07971 093166

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INSPECTION AREA: Neighbourhood Policing

TITLE: Partnership funding in support of the PCSO growth programme

PROBLEM:

Home Office funding provides varying levels of support for PCSOs at 50% or 75% contribution towards salary costs. West Yorkshire police authority invests in the region of £4.5 million in addition to Home Office funding; however, this leaves a shortfall of approximately £3.6 million. The necessity was to develop joint funding initiatives across the county with partners to fund the whole of the growth in PCSOs in 2006/07.

SOLUTION:

The appointment of a chief inspector within community safety, co-ordinating income generation opportunities throughout the force, and operating a three-tier system for negotiating contracts.

Local contracts affecting one BCU only – negotiated locally by BCU business managers.

Contracts that span one or more BCUs within a district – negotiated district wide by area community safety co-ordinators.

Contracts affecting the whole force – negotiated by HQ community safety.

In all cases, the chief inspector at HQ takes a lead role to ensure corporacy of approach between departments (finance, force solicitors, recruiting and procurement).

Partner organisations are from both the public and private sectors, including local authorities, schools, parish councils, NHS trusts, passenger transport companies, shopping centres and housing associations.

OUTCOME(S):

Over 20 new partnership contracts have now been prepared and sent out to partners, including all five local authorities in West Yorkshire, which will provide funding at a consolidated rate for partners in support of all growth of PCSOs in West Yorkshire.

Funding arrangements have been secured for PCSOs in West Yorkshire to 31 March 2009, when most contracts will be up for renewal. It has supported the force in achieving its PCSO growth programme, and to meet agreed Home Office targets for this year, with total numbers of PCSOs expected to be 760 by April 2007.

FORCE CONTACT: Chief Inspector Mark Hartley – 01924 292153 or ext 22153

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INSPECTION AREA: Neighbourhood Policing

TITLE: Community engagement – community cohesion in the Beeston area of Leeds

PROBLEM:

The community of Beeston in Leeds faced unprecedented scrutiny, particularly from the media, when it was revealed that some of the London bombers were from this locality. It was important that the community of Beeston displayed a united and positive front, particularly when it was known that right-wing groups and undercover reporters were attempting to divide the community. It was also important that community intelligence was forthcoming.

SOLUTION:

Research to examine key issues troubling people was conducted to renew community cohesion. The engagement of partners and the community was seen as key to ensuring that Beeston was able to demonstrate how problems could be addressed together.

A series of 15 roadshows were held between November 2005 and March 2006, at various venues. These were carried out with the aim of:

- raising awareness of cultural differences;
- creating a better understanding of how communities can keep their identity yet integrate into local society;
- keeping communities updated and involved with police matters;
- explaining the roles of police and partnership agencies; and
- building trust and confidence in the police to encourage communities to come forward with information and report incidents.

The events involved many diverse sections of the community, including the young, the elderly, Asian women, men and women (Asian and white), Bangladeshi families, Sikh community, students, mental health service users, asylum seekers and gypsies and travellers.

The roadshows were reinforced by the embedding of Neighbourhood Policing within the community, establishing contact points and key individual networks.

OUTCOME(S):

Community cohesion has improved. In the Beeston area, hundreds of residents joined together to celebrate the conclusion of the roadshows with a street party hosted by the hamara healthy living centre and requested this work be repeated regularly. Officers have continued developing community cohesion events and found that the participation and engagement with police at these events from Asian men has significantly increased.

FORCE CONTACT: PC Geeta Lota in relation to the roadshows (Community Events Co-ordinator) – 0113 2414766

GRADE	GOOD
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Performance Management

National grade distribution

Excellent	Good	Fair	Poor
6	29	8	0

National contextual factors

There is no single accepted model of performance management across the police service but any such model or framework must be fit for purpose. Ideally, forces should demonstrate that individuals at every level of the organisation understand their contribution to converting resources into agreed delivery, and know how they will be held to account. On a daily basis, first-line supervisors monitor, support and quality assure the performance of their teams. At the other end of the spectrum, chief officer-led performance meetings – often based loosely on the American Compstat model – are a vehicle for accountability and improvement. Robust leadership, a commitment to improvement and reliable, real-time information systems are all critical factors in effective performance management.

There is no mechanistic link between overall force performance and the grade awarded in this framework. The grade is based on the quality of the force's processes that enable it to identify and react to changes in performance.

Contextual factors

The Chief Constable has commissioned a plan for the way in which West Yorkshire Police does business in the future. It follows an organisational audit that drew together the views of chief officers and senior managers and is supported by the police authority. This plan identifies opportunities for improving services in the light of new and emerging local, regional and national policing requirements. One specific workstream includes strategy, planning and performance management.

It sets challenges for the force which will impact on future planning and delivery and around which the current performance frameworks will evolve to support them.

- Do we use the most appropriate means of delivery - neighbourhood, BCU, district or force?
- Are we supporting effective, local decision making and accountability?
- Do we shape service structures through effective partnership working?
- Are we meeting demand most effectively through flexibility of people and resources?

The DCC now has overall responsibility for performance, quality and diversity issues, and regards these as mutually inclusive when reviewing a division or department. The transition towards a more qualitative process is already under way, with recent corporate review agendas including information on service provision and partnership activity.

A strong performance culture has underpinned the force's success to date. A revised performance model is being designed to initiate and support the cultural shift that the organisation needs to make to deliver local policing.

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Having already identified that a focus on the offender rather than the offence will lead to quantitative performance improvement, the force is starting to have a more sophisticated appreciation of what leads to customer satisfaction and what enhances public confidence. This learning will be key to performance management scrutiny in the future.

The quality of service provided to customers will be improved by providing updates on the progress of incidents reported to the police; this approach has already improved the service to customers in relation to crime reports. Changes to facilities at enquiry desks in divisions and the use of improvements in information and communication technology are also designed to help customers, whatever method of access to services they choose. Pilot schemes are already in place to measure the effectiveness of increased feedback to the public and a new system of dealing with non-emergency/priority incidents.

Enhancements to the current performance regime will place greater emphasis on valuing quality. The revised process will be cyclical and complement the NIM and planning processes. The police authority will have an important role to play and the force intends to consider how the public and partners can be involved.

Historically, force-wide and BCU performance has been scrutinised and new and extended surveys will enable the focus to move towards neighbourhood level, charting progress towards local objectives and priorities over time.

Strengths

The force has a well-embedded programme of operational performance reviews conducted monthly by the ACC local policing and quarterly corporate reviews conducted by the DCC. The corporate reviews are informed by audit and inspection work, issues arising from the operational performance reviews, analysis of surveys and performance data and adherence to organisational policy, planning and delivery. This is well embedded within the force and managers at all levels are held to account for their local delivery in support of the programme of reviews.

The chief officer team meets weekly to discuss issues affecting strategy or direction. The DCC, accountable for the corporate performance reviews on a quarterly basis, has also taken the force lead on citizen focus and quality of service.

The accountability structures, within the chief officer team, engage heads of departments with ACC leads on a monthly basis, while the ACC local policing holds operational departments/divisions to account through a monthly review. Policy meetings involving departments/divisions and representative bodies take place on a monthly (or otherwise scheduled) basis. The various programme boards covering force developments are chaired by the appropriate ACC.

Corporate reviews take place quarterly, led by the DCC. The ACC local policing takes responsibility for the monthly operational performance reviews, which involve 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, under-performance challenged and effective action taken. The corporate and operational performance review processes are formally debriefed to identify good practice and blockages to performance, which are fed back to divisions and actioned.

A quarterly meeting between corporate review and crime division uses an iQuanta-based risk matrix and performance data to identify areas of vulnerability. NIM processes are then focused accordingly. The risk matrix compares force/BCU/CDRP position in the MSF group and performance over time, alerting any trends by crime type or location.

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The performance review meetings, chaired by chief officers, ensure that each department has its performance measured on a regular basis with cross-functional improvement actions identified, local plans refreshed and implementation monitored. The performance cycle includes formal feedback to the police authority, where improvement activity within all functions of the force can be monitored, thus fulfilling the police authority's duty to secure an effective and efficient service.

The introduction of the force delivery plan programme in December 2004 has created an additional focus on priority workstreams and timescales. Its function is to support the strategic priorities and targets in the policing strategy and annual policing plan. It also provides a record of the command team's strategic decision making in response to emerging challenges and opportunities, identified through environmental scanning and consultation with senior managers, and presented to them in a strategic analysis which is aligned to HMIC's baseline assessment domains. Priority workstreams are populated under the four strategic priorities of the policing strategy/policing plan, which are:

- Strategic Priority 1: Working in partnership to create safer communities
- Strategic Priority 2: Reducing crime and bringing more offences to justice
- Strategic Priority 3: Improving public confidence and satisfaction
- Strategic Priority 4: Making the best use of assets.

Each priority workstream is cross-referenced to the originating corporate issue/s within the strategic analysis to provide an audit trail for corporate review.

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, Neighbourhood Policing 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.

Priorities for the force are set out in the police authority's policing plan. This, in turn, reflects the Government's National Community Safety Plan and is a key influence on local policing.

Police authority link members are attached to various functions of the police service delivery units and there is detailed understanding of both BCU and support services activity.

The police authority has a good understanding of performance across a range of indicators, eg numbers of incidents, crime detections and reductions. The performance of the force is discussed in committees and at the quality of service steering group, of which the police authority is a member. The police authority is tied into the quality of service commitment and has an understanding of how the correlation of operational performance links with performance in service provision.

The police authority and force are engaged in managing performance through a series of scheduled meetings and the use of the internal performance management framework and the active participation and 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.

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The police authority is reviewing its current committee structures and seeking to make some adjustments to reflect the changing activity within the force. It is proposing to establish a specialist committee with a responsibility for specialist services, in particular looking at protective services in the light of intelligence surrounding counter-terrorism.

At chief superintendent level, there are tactical leads reporting to the ACC strategic leads. For example, the chief superintendent crime division attends the divisional commanders conference and chairs the divisional DV co-ordinators conference. In addition, he chairs the divisional crime managers conference. There is a good tactical oversight and drive towards the issues around DV but he has also recognised the strategic issues for the ACPO team in balancing the need for customer satisfaction against the needs of sanction detections to enhance their performance regime.

The people strategy is regarded as one of the keys to delivering improved performance. The aim is to have a fully competent, performing, well-motivated and diverse workforce to deliver a high quality police service to the people of West Yorkshire. This is being delivered through a developed HR structure at the centre, dealing with the strategic direction of HR extending to HR officers at divisions who deal with the more operational issues.

An annual activity-sampling exercise is used as part of the information to support the strategic planning process involving the police authority. This has been embedded within the annual planning process since 2004, with management and control being undertaken by HQ corporate review. Divisional commanders have access to the process to be able to include local issues for consideration when servicing their local policing and partnership planning activities.

Continued work with CDRP partners to develop performance management frameworks has involved Government Office Yorkshire and Humber, with oversight provided by the former role of the ACC partnerships, now the responsibility of the ACC local policing. Partners have welcomed the development of the citizen focus agenda.

The LCJB has a number of sub-groups in place and the performance sub-group has worked collectively between agencies to deliver a more joined-up focus on performance. The recent appointment of the head of the Crown Prosecution Service (CPS) as the chair of the DV committee is regarded as timely and appropriate in driving forward the force and partnership agenda in this area, particularly as a number of issues affecting performance are the subject of discussion between agencies.

Integration of performance management systems with the LCJB and CDRPs enables the alignment of priorities and measurement activity to avoid 'skewed' targets and under-performance from lack of clarity and accountability. The use of the electronic management information system (EMIS), which provides almost real-time data over all areas of policing activity, allows all divisions and departments to benefit from this shared approach.

The EXCEL programme has been introduced to encourage staff to recognise the qualitative aspects of their role and the need to recognise the importance of customer focus and positive outcomes, both internally and externally. This programme was introduced after an audit of the force looking at performance, quality and diversity.

An IT-based system, QADS, was developed in-house to provide a workable solution to the problem, whereby supervisors can monitor and influence service delivery.

- Sergeants access an intranet page, which is populated with the most recent command and control incidents relating to individual officer attendance.
- Sergeants make telephone contact with the reporting person, and ask ten standard questions relating to the quality of service received.

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- Constables receive feedback from their respective sergeants on areas for improvement or informed of positive results.
- Data is collated by the HQ performance review department for further analysis.
- Sergeants are required to undertake regular dip samples of officer-public interactions.
- Comments from sergeants have been positive, as it has given them the ability to review officer performance.

While results cannot be directly attributed to QADS, there is the understanding that QADS has assisted in improving front-line customer service.

The force is linking the customer quality sampling process undertaken on division into the operational performance reviews conducted quarterly by the ACC local policing and the corporate performance review carried out by the DCC.

Comprehensive survey programmes are carried out, linked to other feedback mechanisms through partners, community links and linked websites, which inform the organisation of the effects of changes in policy and delivery. This information is used as part of the corporate and operational performance reviews to drive performance changes and amend policies.

Under-performance 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.

PCSOs have the power of detention for a period of 30 minutes to await the arrival of a constable (or to escort the detained person to a police station). Should a constable not arrive within the 30-minute period, the PCSO will release the detainee. Every effort is made to ensure a constable attends the scene of a detention within the 30-minute timescale. While PCSOs have citizens powers of arrest, there is an expectation that they will utilise their powers of detention rather than arrest in all but exceptional circumstances, and then, only with extreme caution.

Enhanced performance review arrangements will place greater emphasis on quality, not only looking at the numbers for each crime but having some cognisance of the quality aspects around citizen and victim focus. This approach has the full support of the police authority but it is very sensitive to any changes in current levels of performance.

In liaison with the force, the police authority has developed a public attitude sampling process which drills down to Neighbourhood Policing team level. This has been an ongoing process and represents an expansion of the previous methodology; it will be used to identify a baseline from which to measure subsequent changes.

Information provided from the survey is processed and the division is provided with a report identifying the key priorities of the community surveyed and detailed location maps of where those priorities exist. This enables the development of action plans in conjunction with partners to target the priorities identified.

The information obtained from neighbourhood action surveys, which are also referred to as reassurance mapping, provides divisions with a greater insight into the characteristics of its population and identifies the areas where reassurance activities would have the greatest impact on public perception. The process actively engages with communities at local neighbourhood level to capture levels of reassurance and community intelligence to drive partnership action plans.

Supporting the whole process, a suite of information is available over the force intranet and further diagnostic information can be obtained which includes a breakdown of detections by

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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 which is off track against target or against MSF. Information now includes results from user satisfaction surveys and a diagnostic of elements of service which drive dissatisfaction.

Neighbourhoods requiring reassurance activity are then targeted with a reassurance mapping survey, which has been designed to obtain a baseline of perceived levels of crime for the neighbourhood and details of the key priorities and issues of concern to the residents.

By undertaking a survey prior to a planned intervention, a baseline of levels of fear of crime and disorder can be established. Following the intervention, a further survey can then be distributed to measure the impact of police activity on local problems and any changes in levels of reassurance.

Reassurance hotspots are highlighted using data from the BCS in combination with ACORN data. All the postcodes within the area under consideration are related back to their ACORN type and associated level of 'fear', as determined by the BCS. This can then be used to produce reassurance matrices and hotspot maps which can assist with targeting reassurance activity effectively.

Reassurance mapping has helped to improve the focus and performance of Neighbourhood Policing teams. It is being used to help target policing activity and resources to help improve public satisfaction and reassurance levels across the force. For example, residents in a recently targeted area of North East Leeds were asked how they felt crime levels in their neighbourhood compared with others in the county, both before and after planned interventions took place. Only 20% of respondents felt their neighbourhood was better than others in the county prior to the planned interventions, compared with 43% following the interventions.

Additional administrative support is being created and invested within Neighbourhood Policing teams. Their supporting role will be to maintain the internet webpage and take minutes of community meetings.

A web-based Neighbourhood Policing section allows the public access to up-to-date crime statistics and information by postcode. In addition, visitors to the site are invited to complete a PDF format downloadable survey. An example from Wakefield Division states:

Wakefield police are currently developing their policing plan for 2007/08, which sets our priorities for the coming year. We want to know what your views are regarding the delivery of policing services in the Wakefield and the Five Towns area. Please take a moment to let us know your thoughts so that we can consider them when determining what our priorities should be. THIS FORM IS ANONYMOUS.

IT systems have been effectively employed to facilitate the process, along with the development of standardised customer surveys and other measures.

Team pack, a quarterly assessment of team performance holds supervisors to account for performance against force strategic and locally identified priorities.

The TASKIT system, aligned to TCG meetings, has been in place for a number of years and is an accepted means of holding individuals to account for performance against tasks and outcomes.

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The DV performance framework has been introduced which is regarded as a springboard for many of the changes that are taking place to improve customer satisfaction and confidence. Between April and December 2006 in comparison with the previous year arrests increased by 15.6% and sanction detections rose by 10%.

Work in progress

The Niche project is scheduled to close in November 2007. The ownership of the project is currently divided between the ACC operational support while the ACC local policing chairs the new Niche user group. There are concerns among staff that clarity of ownership is essential between them to clearly prioritise user developments.

The force is looking at fully utilising all resources for contact with the public, including the use of PCSOs to attend reports of damage, neighbourhood wardens and partner resources. It is intended to use intelligence from scene attendances to inform and shape local delivery of partnership inputs to problems.

The inspector responsible for DV policy and procedure within the crime division is aware of the positive arrest figures and outcomes through her role in dip sampling cases. Further research is now being undertaken to review processes which surround arrest and disposal, to ensure there is a good quality of service to the victim and other services such as custody and the CPS are fully engaged in delivery.

Up to 200 people are being cautioned each month for violent crime involved in DV cases. Of these, 50% are repeat offenders. The crime division has set an objective in its plan to reduce the numbers of cautions for DV by 50%. The new vulnerability units will co-ordinate all activity in respect of vulnerable persons with a target to reduce the numbers of actual occurrences.

Areas for improvement

The frustration caused to Neighbourhood Policing teams by partners having their own PIs sometimes creates an apparent reluctance for them to become fully engaged in particular operations. An example was given of tenancy sweeps in Leeds, where it was felt that there was not the degree of joint ownership at a more senior level, as the activity was not seen to be contributing to their individual organisational PIs. The force should ensure that real benefits are identified which have an overall contribution to community safety and crime reduction by all participating agencies.

Issues were raised within the inspection regarding the change of emphasis of the force from a pure numbers-driven performance framework to a qualitative measurement of performance. This resulted from the drive towards citizen focus and quality of service, as well as supporting developments around Neighbourhood Policing and services towards vulnerable individuals and groups. The force and police authority have grasped the issues and are moving quickly into a twin-track approach to performance, through which they can respond more quickly to changes in either quantitative or qualitative indicators. This will need to be linked also to intelligence and business planning structures, so that there is a full appreciation of the causes and contexts of any changes in performance.

The main concerns expressed were about the risks to performance from the changes being introduced around Niche. Interviews were held with the project staff to determine whether the issues were limitations to the system, implementation or lack of user input. Key issues identified were as follows:

- Staffing numbers within the project and project staff carrying other portfolios mean that role clarity does not exist due to workload pressures.

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- The lack of knowledge and communication between the business users and IT services means that Niche problems are not resolved as quickly as they should be. IT services have no agreed service level agreements with the business users for solving Niche issues.
- Change management and change control are not functioning effectively. The roll-out of Niche across the force has provided opportunities for enhancements to the systems through lessons learned; however, this also impacts on the corporate use of applications within the Niche suite, as there are differing levels of competence and knowledge among users.

Developing Practice

INSPECTION AREA: Performance management

TITLE: QADS (Quality Assurance Dip Sampling)

PROBLEM:

West Yorkshire Police needs to capture and show the quality of the public-facing service that it delivers. Managers at all levels need to be confident that front-line police officers are delivering a professional, competent and polite service to the public. The third-party solutions available would have been at significant cost to the organisation.

SOLUTION:

An IT-based system, QADS, was developed in-house to provide a workable solution to the problem, whereby supervisors can monitor and influence service delivery.

- Sergeants access an intranet page, which is populated with the most recent command and control incidents relating to individual officer attendance.
- Sergeants make telephone contact with the reporting person, and ask ten standard questions relating to the quality of service received.
- Constables receive feedback from their respective sergeants on areas for improvement or are informed of positive results.
- Data is collated by the HQ performance review department for further analysis.

OUTCOME(S):

- Sergeants are required to undertake regular dip samples of officer/public interactions.
- Comments from sergeants have been positive, as it has given them the ability to review officer performance.
- Other departments, such as scenes of crime and CID, are keen to use the system in the future.
- In 2005/06 PPAF showed a Fair/Improved grade for the citizen focus domain – improved from Poor in 2004/05.
- In the 2006 HMIC baseline assessment the force achieved Good/Improved for customer service and accessibility – improved from Fair in 2005.

While the PPAF and HMIC results cannot be directly attributed to QADS, there is the understanding that QADS has assisted in improving front-line customer service, as delivered by West Yorkshire Police.

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INSPECTION AREA: Performance management

TITLE: Reassurance mapping – neighbourhood action surveys

PROBLEM:

Following the launch of Neighbourhood Policing across West Yorkshire in January 2005, the force required a tool to measure the performance of Neighbourhood Policing teams and the success of reassurance activities.

SOLUTION:

The reassurance mapping methodology provides a tool for measuring the success of Neighbourhood Policing and reassurance activities. The methodology has been designed to identify areas where the public have a disproportionate fear of crime compared with actual crime levels in their area.

Reassurance hotspots are highlighted using data from the BCS in combination with ACORN data. All of the postcodes within the area under consideration are related back to their ACORN type and associated level of 'fear', as determined by the BCS. This can then be used to produce reassurance matrices and hotspot maps which can assist with targeting reassurance activity effectively.

Neighbourhoods requiring reassurance activity are then targeted with a neighbourhood action survey, which has been designed to obtain a baseline of perceived levels of crime for the neighbourhood and details of the key priorities and issues of concern to the residents.

Once information provided from the survey is processed, the division is provided with a report identifying the key priorities of the community surveyed and detailed location maps of where those priorities exist. This enables the development of action plans in conjunction with partners to target the priorities identified.

By undertaking a survey prior to a planned intervention, a baseline of levels of fear of crime and disorder can be established. Following the intervention, a further survey can then be distributed to measure the impact of police activity on local problems and any changes in levels of reassurance.

OUTCOME(S):

Reassurance mapping has helped to improve the focus and performance of Neighbourhood Policing teams. It is being used to help target policing activity and resources to help improve public satisfaction and reassurance levels across the force. For example, residents in a recently targeted area of North East Leeds were asked how they felt crime levels in their neighbourhood compared with others in the county, both before and after planned interventions took place. Only 20% of respondents felt their neighbourhood was better than others in the county prior to the planned interventions, compared with 43% following the interventions.

The information obtained from the neighbourhood action survey provides divisions with a greater insight into the characteristics of its population and identifies the areas where reassurance activities would have the greatest impact on public perception. The process actively engages with communities at local neighbourhood level to capture levels of reassurance and community intelligence to drive partnership action plans.

FORCE CONTACT: Sarah Carter – 01924 292257 / David Fitzgerald – 01924 292836

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INSPECTION AREA: Performance management

TITLE: Support department performance review process

PROBLEM:

To build on the successful performance review processes that have been developed for divisional policing and incorporate support departments into a performance management process that assists in the operational service delivery.

SOLUTION:

The force built on consultation undertaken by PwC to develop a support department measurement model. This model has been introduced across the organisation by way of the annual planning process and now, despite the nature of their services being quite different, all departments have a set of consistent measures and objectives.

A schedule of performance review meetings, chaired by chief officers, ensures that each department has its performance measured on a regular basis, with cross-functional improvement actions identified, local plans refreshed and implementation monitored. The performance cycle includes formal feedback to the police authority, where improvement activity within all functions of the force can be monitored, thus fulfilling the police authority's duty to secure an effective and efficient service.

IT systems have been effectively employed to facilitate the process along with the development of standardised customer surveys and other measures.

OUTCOME(S):

Support departments can now be held more closely to account for their performance. The police authority has better insight into support function activity and its contribution to operational performance.

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Protecting Vulnerable People – Overview

National contextual factors

The assessment framework for Protecting Vulnerable People was first developed in 2006 as part of HMIC's baseline assessment programme. It replaced two existing frameworks – Reducing/Investigating Hate Crime and Crimes against Vulnerable Victims – which focussed on hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced with four components – domestic violence, the investigation and prevention of child abuse, the management of sex and dangerous offenders, and vulnerable missing persons. Although the four areas are discrete, they are also linked and 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.

This year's inspection has been carried out using similar assessment standards as those in 2006. These highlight the importance of leadership and accountability; policy implementation; information management; staffing, workload and supervision; performance monitoring and management; training; the management of risk; and partnership working.

The work carried out by forces to protect the public, particularly those most vulnerable to risk of serious harm, is complex and challenging. No single agency, including the police, has the capacity to deliver the required response on its own. Success is therefore, dependent on effective multi-agency working and there are a number of established partnerships, involving a wide range of services and professionals, aimed at ensuring that an integrated approach is adopted to protecting those most vulnerable to risk of serious harm.

Contextual factors overview

In early 2007, a review into the force's whole approach to policing vulnerability made several fundamental recommendations including:

- the creation of a vulnerability strategy;
- a business case for growth in CPPUs;
- the formation of a dedicated rape investigation team;
- the introduction and standardisation of divisional vulnerability units across the force; and
- a fresh remit for the force vulnerability steering group.

The police authority has supported this area of policing with the allocation of additional resources totalling £630,000 to provide growth in the CPPUs. Since that allocation, the CPPUs have been selected as a demonstration site for the national workforce modernisation programme, which will enable maximum benefit to be realised from the growth funds.

A vulnerability board, chaired by the ACC crime and consisting of key senior managers, will drive the change programmes and oversee the creation of a bespoke vulnerability strategy.

Work on establishing a dedicated rape investigation unit is at an advanced stage and the projected start date for the unit is October 2007. The unit will consist of approximately 40 staff and deal with both reporting victims and the offender. Victim care will be provided via the STAR (surviving trauma after rape) project (a well-established, jointly-funded police/primary care trust project) and by linking into the agencies already committed to

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developing sexual assault referral centres. An executive group for these centres has been formed to ensure consistency across the county, provide a forum for partners to agree joint strategy and hold each other to account.

The local policing department is leading in the development of vulnerability units within divisions across the force. These units will bring together the various disciplines of DV, hate crime, missing persons and vulnerable adults into a corporate structure. In addition, the force has set itself an objective of reducing the number of DV incidents in which offenders receive a police caution.

There has been a recognition of the importance of this area of work and considerable resources have been committed to making improvements. With both the rape investigation unit and workforce modernisation project, the force considers itself at the leading edge of innovation and service provision.

Strengths

The force carried out its first vulnerability review three years ago and a project board was established which examined priorities, in particular rape. Resourcing problems affected full implementation of the recommendations.

External and internal reviews have taken place surrounding vulnerable persons, identifying missing persons and DV as priority areas. As a result, the co-ordination role has moved from local policing to the crime division. This has elevated the status of the functions and provided detectives with a clear remit on the need for positive action.

The police authority has fully supported the force in a growth bid to establish the vulnerability units and the specialist sexual offences units in divisions. Over £600,000 has been identified for investment in PVP areas.

Crimestoppers is used as a means of contacting hard-to-reach groups of foreign workers because of the cultural issues surrounding these offences and the concerns over contacting the police.

The policing plan has identified specific areas of vulnerability which will have a direct read-across to divisional plans. Divisions have responsibility for dealing with specific issues of customer satisfaction and confidence, which are being monitored at the centre on behalf of the chief officer team.

Weekly meetings between the ACC crime, the heads of major incident teams, the murder review team and scientific support ensure that the ACC has an overarching view on activity and the requirement for changes to policy and/or deployment.

PCSOs have access to the operational intelligence system to enable them to access appropriate intelligence for their Neighbourhood Policing area.

Work in progress

The director of intelligence is developing a futures group based around intelligence. This brings together a group of people to look at how intelligence is used in problem solving and what needs to be done to enhance the process. The group is also looking at how the force

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deals with vulnerability and gun crime. The group initially consists of divisional analysts, covert human intelligence source controllers and DIU managers.

A project manager has been appointed to implement the recommendations from the vulnerability assessment. The force is also looking to workforce modernisation to maximise the finance available, together with examining the delivery structures.

As a further consolidation of the force approach, West Yorkshire is to establish a dedicated rape unit, which will deal with all rape offences from investigation to prosecution, providing specialist support for the victim. The team will consist of five sergeants and 30 constables.

Problems are being encountered by the Niche roll-out, particularly around its functionality. A fix to the reporting tools problem has been to purchase CORVUS, which interrogates Niche. CORVUS will access some legacy systems and Niche, but not other force systems such as the West Yorkshire search engine (WYSE) and the vulnerable intimidated victims database (VIVID). VIVID goes into WYSE and CORVUS does not extract from WYSE. The situation is that most legacy systems feed into WYSE but Niche does not. CORVUS takes from legacy systems and Niche. Interviewees identified that there was some apprehension and uncertainty regarding the functionality of Niche and the quality of the data, which is searchable. The force should ensure that staff are made aware of the need for change, not least the compliance with MoPI and the difficulties in maintaining and managing data on legacy systems.

Areas for improvement

There are no analysts within the CPPUs and this may be a structural vulnerability in the current processes. While there is ample evidence of contact and intelligence development between specialist officers, this relies on their availability and expertise. The CPPUs work from four locations across the county. The missing persons and DV co-ordinators work in each of the divisions. Without dedicated intelligence staff, there remain potential communication and intelligence gaps between information on existing systems around DV, missing persons and sex offenders.

There are adequate succession plans in both the public protection officer (PPO) and child abuse investigation units (CAIU) and the previous tenure periods have been removed. The force is relying on a 15% natural turnover of staff within the units to achieve continuity and experience levels.

The HR department has no difficulty in filling vacancies within the units and works to a succession plan. However, it can take up to 60 days to achieve transfers and this does not include any handover periods, so that staff are able to seamlessly pick up their new role.

Some issues have been identified around the Initial Crime Investigators Development Programme (ICIDP), impacting on the ability of supervisors to coach, tutor and complete assessments while maintaining an overview of operational activity. The trainee investigators programme also came in for some criticism because of its lack of flexibility, the requirement for supervision and coaching in such small units and the bureaucratic nature of the evidence gathering.

Protecting Vulnerable People – Child Abuse

GRADE	GOOD
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National grade distribution

Excellent	Good	Fair	Poor
3	17	21	2

National contextual factors

The Children Act 2004 places a duty on the police to ‘safeguard and promote the welfare of children’; safeguarding children, therefore, is a fundamental part of the duties of all police officers. All police forces, however, also have specialist units which, although they vary in structure, size and remit, normally take primary responsibility for investigating child abuse cases. Officers in these units work closely with other agencies, particularly Social Services, to ensure that co-ordinated action is taken to protect specific children who are suffering, or who are at risk of suffering, significant harm. The Children Act 2004 also requires each local authority to establish a Local Safeguarding Children Board (LSCB). This is the key statutory mechanism for agreeing how the relevant organisations in each local area will co-operate to safeguard and promote the welfare of children in that locality, and for ensuring the effectiveness of what they do.

Membership of LSCBs includes representatives of the relevant local authority and its Board partners, notably the police, probation, youth offending teams, strategic health authorities and primary care trusts, NHS Trusts and NHS Foundation Trusts, the Connexions service, Children and Family Courts Advisory and Support Service, Secure Training Centres and prisons.

Contextual factors

The force has dedicated specialist staff for the investigation of child abuse in the form of child protection officers. These officers work from four locations within West Yorkshire, one serving the Leeds area, one the Bradford area and the remaining two Wakefield, Calderdale and Kirklees between them. They are co-located in CPPUs with PPOs and at the time of the inspection were jointly supervised by single line supervision. This has been reviewed and separate lines of supervision are to be established, although staff will remain co-located. Units are focused on nominated divisions but have centralised strategic and operational accountability and control.

The cases which fall within specialist officers’ terms of reference are intra-familial, abuse by professionals, organised abuse and historical allegations.

Some types of cases/responses fall outside the terms of reference of specialist staff. The force homicide and major enquiry team investigates child-deaths. Other cases are investigated by divisional staff. Internet activity is currently investigated by the CPPU, but this is under review.

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Strengths

The detective chief inspector in the crime division oversees the CPPU structure and carries out a range of audits of systems and performance, much of which has provided the background data for staffing reviews and, latterly, the full review which is now being implemented.

Caseloads of specialist officers are not formally monitored through operational performance reviews but caseload is monitored by detective sergeants and detective inspectors at each of the units. This information is provided to the ACC crime.

The policing plan has identified specific areas of vulnerability which will have a direct read-across to divisional plans. Divisions will have responsibility for dealing with specific issues, with quality of service being monitored from the centre.

The local safeguarding children board (LSCB) focus group expressed a desire for joint working and the development of a performance framework to encompass other agencies who deal with the complete problem from report, investigation and prosecution or proceedings.

There is a willingness among partners to engage in a joint tasking and co-ordination process to manage problem families.

Accountability structures for CAIU investigators are in place, with daily reporting of workloads and activity to a dedicated sergeant, who in turn is responsible to the inspector in charge of the CPPU. The inspectors meet with the detective chief inspector on at least a monthly basis, when issues affecting policy, procedures, resourcing and case problems can be monitored and discussed. The detective chief inspector holds regular meetings with the head of crime division and the ACC crime to provide an overview and analysis of current workloads, trends and specialist support.

Policy and procedures are overseen by the detective chief inspector, crime division responsible for CPPU. There are established procedures for the maintenance and review of policies and they are implemented and audited by staff working to him. The inspectors in charge of each unit are held accountable through a performance framework for the effective management of these policies, which are available on the force policy database on the force intranet.

The recent review of vulnerability, including CPPU staffing, was conducted by the detective chief inspector responsible for CPPUs and accepted for growth in resources by the force.

Sergeants within the CPPU focus principally on the child protection issues and, where available, attend case conferences. They, and the inspector in charge, are the principal line of communication with partners for joint investigations with social services.

Staffing in the units to cover child protection is currently 14 part-time posts amounting to a full-time equivalent of 11. The vacant posts at the time of the inspection were four case-builder posts and one child-death review officer. However, these posts were in the process of being filled and it is not force policy to deliberately leave posts vacant.

Officers in specialist posts are not multi-functional and do not cover for other specialisms. They have an awareness and understanding of all roles in the PVP environment but are not subject to routine abstractions.

Over the next two to three years, the force intends to pursue a course of action that will ensure that all investigative staff are accredited. To achieve this, it accepts that:

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1. The CPPU is unlikely to attract sufficient numbers of applicants from the pool of trained detectives and, as a result, must manage its own Trainee Investigator programme.
2. Not all applicants or existing staff will be capable of completing the programme; indeed, some existing staff may be unwilling to participate. Contingency plans need to be in place to deal with such situations.

Any postings/transfers resulting from this protocol will be managed with a view to maintaining resilience, but as a general rule transfers will be completed within six months. HQ personnel will determine postings in accordance with the needs of the force at any given time.

Role profiles and job descriptions are up to date and incorporated in the force policy database, HR systems and through the intranet-based PDR system. Supervisors ensure that there is no 'job slip' within the units and that officers retain their specialism. Reviews are regularly carried out to ensure that skills and knowledge are maintained.

A review of the resourcing of the CPPU was carried out during 2006; this ensured that the role and the specific corporate responsibilities were identified in job descriptions.

Information on child abuse investigations is recorded on VIVID. The database allows for management and progress of investigations to be monitored. The system is accessible to officers and units outside the CPPU but the updating and checking procedures are managed through the CPPU. CPPU supervisors have access to the management of cases within VIVID.

The VIVID system provides an easily managed and accessible process for child abuse, DV, forced marriage and hate and vulnerable adult investigations. Being linked to a dual function of recording DV incidents and also being searchable through WYSE (and CORVUS), all relevant information is easily retrievable for investigators and supervisors in this area of work.

All officers complete the necessary risk assessment form when attending any incident where a child is identified as being vulnerable. This process is monitored on a daily basis with cross-checking of incidents to submitted risk assessment forms.

The impact nominals index (INI) was introduced in December 2005 and has been actively used since. The INI was initially allocated to one CPPU in Leeds and is now in the process of being used by all CPPUs as well as all DIUs. Work is now progressing at a national level to develop INI further through the Cross-Regional Information Sharing Project, which in time will form the national data warehouse for intelligence. The work on the protection of children and enhanced vetting procedures has been completed. MoPI is ongoing.

There is evidence of PPO and CAIU staff sharing information through being co-located within the CPPU and of effective links to missing from home (MFH) and DV co-ordinators. Reality checks on the use of VIVID and links between DV, MFH and children at risk identified the willingness and capacity of specialist officers to develop their own packages for nominals or intelligence development, notwithstanding that the requirement for dedicated intelligence staff is being addressed through the implementation of the CPPU growth programme.

The LSCBs have a liaison officer in each CPPU who acts as a SPOC between the boards and the police, as some boards cover up to three BCUs – for example Bradford. This ensures that issues are quickly identified and action can be implemented with a clear understanding of the actions being taken and the required participation of each agency.

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There was positive feedback from partners on the partnership approach within Bradford, in particular on missing persons, the use of harbouring letters and the developing prevention agenda for prostitution.

In some LSCB areas, the local BCU commander sits on the board. This provides a high level commitment, providing the board with opportunities to influence policy and procedures. However, this is not common across the force. In Calderdale, a chief inspector is identified as the champion for driving forward and promoting issues which impact on child sexual exploitation.

The force complies with guidance from Centrex that an accredited child abuse investigator must conduct all child abuse investigations. To be accredited, an officer must complete the child abuse investigation module and to complete this module the individual must also complete the TI programme (if not already accredited as a detective).

Historically, all staff have completed a locally provided child protection course. All staff are now required to successfully complete the Centrex child abuse investigation module. Enhanced interview skills are developed via the professionalising the investigation process modules.

The force has a costed training plan and a training schedule for the skills provision of those officers working in the CPPU areas. LSCB training is available throughout the year with officers attending as required.

All recruits to CPPU must be accredited detectives or have been accepted to complete the ICIDP programme; existing staff have 12 months to apply for the programme or be moved to other duties. Those failing to complete the programme will be transferred to other duties.

Work in progress

LSCBs have key performance targets, with time limits on case progression, s.47 child protection enquiries etc. They are continuing to develop PIs and would wish to link in with a range of joint PIs for CPPU staff. This may include an indicator for attendance at case conferences. These issues are in the early stages of discussion but would mirror developments found elsewhere during the baseline inspections of other forces.

The sharing of information between divisional staff and social services remains a difficult area. There is some confusion regarding what information can be shared, in particular with divisional staff who are not as experienced with working with partners as are the officers within the CPPU. There is the need for increased awareness and involvement from divisional staff in LCSB issues, particularly as the embedding of Neighbourhood Policing provides opportunities for more on-site partnership working in appropriate cases.

Areas for improvement

The LSCB focus group raised concerns about the decision of the force not to attend child protection meetings unless there is something specific that the police need to deal with. The police submit a report instead, but on occasions this causes difficulty during the proceedings, particularly if parents challenge information in the police report. The report submitted by the police can often be delayed and arrive on the morning of the hearing. By ensuring an earlier arrival of the report to social services, this would allow the social worker to discuss the report with the parents and ascertain, before the proceedings, if they wished to challenge its content. This would subsequently allow for arrangements for police to attend to deal with any challenge.

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The LSCB focus group suggested that the force could consider a nominated person to attend all childcare proceedings, although there is an acceptance that, with up to four meetings a week, this would be another burden. However, parents are often represented by solicitors who challenge information and evidence and therefore the police attendance is often beneficial. Key partners felt there was real value in police attendance at meetings. Accepting the demands on police resources and the number of meetings they are asked to attend, the force should consider the introduction of a risk-assessed approach to prioritise attendance in consultation with partners and other agencies.

Informal arrangements exist for officers within child protection to liaise with officers dealing with vulnerable missing persons. This arrangement should be formalised if it provides intelligence benefits and minimises the intelligence gaps highlighted earlier.

There is a lack of training in the area of computer-based crime. In addition, there are issues regarding the technology and the technicians having a lack of understanding of the rules of evidence and its presentation for child sex images on computer systems. This is causing some frustration among investigators, as they are handed a number of hard drives containing images. There is a requirement to have evidence seizure and forensic awareness training for technical staff. Additionally, the force may wish to revisit the location of computer-based crime as an adjunct to the roles in the CPPU.

The inspector on the CPPU is the highest rank that social services liaise with throughout the force on case conferences and investigations. In Leeds this is a particular problem for the one inspector, as the LCSB has up to five sub-groups requiring attendance.

The LSCB focus group highlighted the fact that the force is missing opportunities for joint training through lack of capacity. In one area, they stated the police had not attended any joint training for up to four years. This will potentially improve as the growth programme is implemented, but should be prioritised within work schedules for the benefit of individual development as well as partnership building.

The trainee investigators programme is causing particular problems due to the numbers of abstractions it causes; this impacts on the existing units' overall capacities. The requirement to have accredited investigators also imposes a burden on tutors in the units, who are now experiencing burn-out due to the numbers being tutored.

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Protecting Vulnerable People – Domestic Violence

GRADE	GOOD
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National grade distribution

Excellent	Good	Fair	Poor
1	13	27	2

National contextual factors

There is no statutory or common law offence as such of ‘domestic violence’; the term is generally used to cover a range of abusive behaviour, not all of which is criminal. The definition of domestic violence adopted by ACPO does, however, take account of the full range of abusive behaviour as well as the different circumstances in which it can occur:

‘any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults, aged 18 and over, who are or have been intimate partners or family members, regardless of gender or sexuality’.

As with the investigation of child abuse, responding to and investigating domestic violence is the responsibility of all police officers. Again, however, forces have dedicated staff within this area of work, although their roles vary. In some forces staff undertake a support/liason role, generally acting as a single point of contact for victims and signposting and liaising with other agencies and support services; in others, staff have responsibility for carrying out investigations.

Irrespective of who carries out the investigation in domestic violence cases, an integral part of every stage is the identification of risk factors, followed by more detailed risk assessment and management. In 2004, HMIC, together with HMCPSI, published a joint thematic inspection report on the investigation and prosecution of domestic violence. At that time, risk identification, assessment and management were in the early stages of development throughout the service. Since then, there has been considerable progress in developing formal risk identification and assessment processes and - in a number of forces - the implementation of multi-agency risk assessment conferences (MARACs). Other improvements include the introduction of specialist domestic violence courts and the strengthening of joint working arrangements.

Contextual factors

The force identifies DV in the category of violent crime within the control strategy, and supports reductions and increased detections through a robust enforcement strategy. It encourages officers to comply with the Victim’s Charter, take early positive action to identify and arrest offenders, improve standards of investigation in order to increase conviction rates, maximise opportunities to secure independent evidence and utilise partnership data to identify vulnerable victims, groups and locations.

The force comprises nine divisions and DV matters have been devolved to divisional commanders, overseen for policy and procedure by an inspector located within force crime division. Each division has a DV unit (DVU), which is managed on a day-to-day basis by a DVU sergeant and overseen by a detective inspector within divisional CID (in one division

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there is a detective inspector with sole responsibility for DV and in the smallest division the sergeant works within divisional CID and has additional responsibilities in addition to DV).

DV co-ordinators were introduced throughout West Yorkshire to address issues of repeat victimisation. Initially, their remit was very much around victim support, reducing repeat victimisation and partnership working. Over time, this role has expanded and has become more risk focused, particularly since the introduction of risk assessment and the multi-agency risk assessment conference (MARAC).

There has been a gradual move throughout the force for DV co-ordinators to become more involved in investigations and there are some specialist DV investigators in the force. In locations where the force does not have investigators, DV co-ordinators are working closely with officers to ensure that each case is dealt with effectively.

Strengths

All divisions have a detective inspector with responsibility for the DVU although they may have additional responsibilities also. Wakefield Division has a detective inspector with responsibility purely for DV. Bradford South has a specific DV investigation team which forms part of its DVU. In Bradford North, Pudsey/Weetwood, North East Leeds and Kirklees BCUs, the violent crime investigation teams work closely with the DVU in investigating DV offences.

All units have specialist DV officers and clerical staff; however, there are local variations where additional staff sit within the units. For example, some divisions have vulnerable adult co-ordinators sitting within the unit.

Overseeing this structure is a force strategic co-ordinator, at detective inspector rank, for DV, forced marriage and harassment, who works in the CPPU, crime division at HQ.

A review of the area of vulnerability has recently made recommendations to establish vulnerability units dealing with victim care in relation to DV, MFH, vulnerable adults and hate crime at BCU level.

The force is intending to establish a centralised serious sexual offences unit, which will investigate all allegations of rape and serious sexual assault made by adults. In addition, the force has the STAR project (jointly funded with health), which provides victim care to adult rape victims.

Service levels are agreed with civil courts and the Children and Family Court Advisory and Support Service (CAFCASS). These agreements are revisited at least annually and provide the consistency necessary across the force.

The VIVID system provides an easily managed and accessible process for DV investigations. Being linked to a dual function of recording child protection incidents and also being searchable through WYSE (and CORVUS), all relevant information is easily retrievable for investigators in this area of work.

DV incidents are flagged on the force command and control system, initially as an incident and thereafter by way of finalisation codes.

Control rooms have immediate access to interpreters via Language Line when incidents of DV are reported involving those whose first language is not English.

Details of civil orders and injunctions are currently faxed to divisions from the court and input directly onto VIVID to ensure they are immediately available. This is provided through

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intelligence from VIVID, which shares the system as a recording mechanism for child abuse cases. Details of children present or resident in the household are recorded on VIVID and the system has a facility to send a notification between any of the specialist units that use the system. For example, the DVU would send a notification to the CPPU where appropriate.

The caseload of individual officers is not formally monitored; however, individual officers' caseloads are recorded on VIVID and managed locally by the sergeant in the DVU. Caseloads of the units are included on EMIS performance data on a monthly basis for each unit at divisional level and for the force as a whole.

The inspector, force strategic co-ordinator, carries out an oversight role of units on divisions. This enables a speedy response to changes in policy and procedure, particularly involving partnerships.

An audit was recently conducted in force to identify the numbers of rape victim liaison officers. As a consequence, the force weeded out some of the 450 officers originally trained who had not been used as a support and whose skills had eroded. Future monitoring of skills and development of expertise will be managed through the PDR systems.

DV is now included in the performance framework and is assisting in identifying priorities for developments. The use of the information has already resulted in changes to responses and performance around detections and customer satisfaction.

Partnership data is accessible via agreed protocols normally assessed through the MARAC partners only. There are effective joint agency forums, which include the CPS, CAF/CASS and social services, and these developing relationships are providing a focus for future developments of advocacy, focus on offenders and situational prevention measures.

Following receipt of intelligence or information, appropriate case conferences are called via the MARAC processes. Each or any of the partners can call a conference to debate the appropriateness of any response.

Wakefield Division implemented a ring-back policy, whereby supervisors contact officers prior to them leaving the scene to ensure that all powers of arrest have been considered and positive action taken.

A violent crime booklet has been introduced to provide officers with guidance in the investigation processes; this is intended to improve the quality of the investigation of DV cases.

Workforce modernisation is being considered to replace police officers with support staff to maximise financial resources. This will provide opportunities for the financing of specialist sexual offences units to become established, with an aim of doubling the conviction rate for sexual offences.

The DV inspector in the crime division is beginning to process map DV procedures, identifying the blockages and also tracking files to ascertain where the blockages are. The information is being used to assist other departments improve their performance in key areas, eg custody, interviewing skills. As a consequence, the CPS has been consulted over its performance on advice files, as there are currently no time limits. The objective is to ensure that there is a link with performance and there is a SPOC within the CPS for the new units when they are established in September 2007.

A letters package now ensures victims automatically receive letters and a victim of crime leaflet via the CIS and also include this for development in Niche. Criminal justice is

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currently developing an audit/monitoring management system to check compliance. A comprehensive training programme has already been delivered across the force and it is likely that this strand of work will soon be signed off from the project as routine core business.

The head of crime attends the divisional commanders conference and chairs the divisional DV co-ordinators conference. In addition, he chairs the divisional crime managers conference. There is a good strategic oversight and drive towards the issues around DV but there is an identified need for commanders to balance the importance of customer satisfaction and confidence, as they are constantly focusing on sanction detections to enhance their performance.

The head of the CPS is now chair of the LCJB DV committee and this provides an opportunity to move the DV agenda up the list of priorities within the LCJB.

All DV incidents are reviewed daily by senior management teams as part of the daily tasking meetings. This includes positive arrest figures and case disposals and examines the circumstances where arrests could have been, but were not made. DV performance is reviewed as a key part of the operational performance review process.

Recent initiatives to improve performance in DV have provided further positive benefits in relation to victims being better supported; arrest rates in Wakefield increased by 49.9% over the period and there were increases in sanction detections and offences brought to justice at Bradford South, including a number of successful victimless prosecutions (where the injured person refused to testify).

Overall, during the period of these initiatives, there was an increase of 40.6% in the number of incidents achieving a successful outcome, while the number of unsuccessful outcomes reduced by 30%.

The force policy makes clear investigating officers responsibilities and those attending incidents of reported DV as:

- Vigorously investigate all cases and, where evidence exists, a prosecution should ensue.
- Conduct a risk assessment with the victim, focusing on the high-risk indicators of 'SPECSS': (**s**eparation (child contact); **p**regnancy (new birth); **e**scalation (the attacks becoming worse and happening more often); **c**ultural issues and sensitivity; **s**talking; **s**exual assault).
- The ability to make an arrest does not depend on the views of the victim, especially when they are likely to be under pressure and not able to make an informed, rational decision.
- Officers must be prepared to justify any decision not to exercise a power of arrest.
- Incidents involving parties less than 18 years of age will be recorded as child protection incidents in VIVID.

There is a positive policy for dealing with force employees involved in DV incidents. The policy guidance applies to all serving police officers, special constables and police staff who work for West Yorkshire Police. It is clear that the force will not tolerate acts of DV; it is unacceptable behaviour and the responsibility for such behaviour lies solely with the perpetrator.

Internally, the force recognises and monitors its duty under the Health and Safety at Work Act to ensure the health and safety of all force members. All allegations of DV are dealt with in a fair and impartial manner and the required level of support is available to both the victim and the alleged perpetrator.

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The DV response policy dictates that if the domestic incident is ongoing, it must be graded as 'emergency'. Other incidents should be graded in line with the force demand management strategy. Guidance is as follows:

- If the incident is ongoing, the caller is kept on the line as far as is possible, so that evidence can be gathered on the tape.
- The officer attending is informed of the existence of this evidence, and that fact is recorded on the IBIS log.
- Abandoned or silent 999 calls where DV is suspected are dealt with positively.
- When an incident is reported, both VIVID and the DV index (accessed via WYSE) are consulted.
- Officers attending the scene do an initial risk assessment in liaison with their sergeants or inspector. The risk assessment is then reviewed by officers within the DVU.
- This is recorded (via phone) from the scene on VIVID.

The system records information about incidents and persons, it allows for the investigation and any intervention/support work to be managed and generates letters, cocoon watch requests, referrals to social services etc.

The appointment of the force strategic co-ordinator has provided an overview and consistency by monitoring and reporting through the head of crime to the operational and corporate review processes. Under-performance is quickly identified and appropriate action is taken.

The DV inspector in the crime division audits and monitors compliance through the performance framework which has been developed and through regular on-site visits to BCUs. Monthly meetings are held with DV staff to ensure that policies are working and remain relevant.

DV incidents are flagged and identified by way of finalisation codes. This forms part of the audits carried out by the dedicated inspector at HQ, who oversees and monitors activities in each unit.

All IBIS logs involving reports of DV must be fully updated with the description and progress of the incident. All DV incidents must be fully written off in accordance with NCRS, and include a VIVID reference number or explanation as to why one is not applicable. Prior to the incident being finalised on IBIS, divisional supervision must have endorsed the log that:

- effective action has been taken;
- a SPECSS risk assessment has been conducted, graded standard, medium or high; and
- the incident has been recorded on VIVID.

Handling staff are trained in modules 1 and 2 of the Centrex DV training package and use a DV call-taker checklist, which highlights to them the requirement to search systems and relay this information to officers attending a DV scene. The force has a search engine which searches across all the databases, including VIVID, so any relevant information can be retrieved in a single search.

Other relevant information, such as bail conditions, injunctions etc, is provided to staff responding to incidents of DV through call handlers at the initial attendance stage.

Specialist DV officers receive training in modules 1, 3, 4 and 5 of the Centrex DV training package. In addition, all attend safeguarding training in child protection levels 1 and 2 and

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additional safeguarding specialist courses where possible. Many officers have been trained in video interviewing victims in accordance with achieving best evidence.

Abstractions are kept to the minimum in the department; however, a number of officers working in the units are trained as rape victim liaison officers, achieving best evidence trained interviewers and family liaison officers and therefore may be subject to abstraction to undertake these roles. However, abstraction rates are monitored by supervisors to ensure there is resilience within the units.

Officers receive training through Divisional Training Officer inputs and master classes for senior officers. The Centrex investigating DV training module has been delivered to all front-line staff and supervisors. In addition, individual BCUs have raised staff awareness of DV - for example, the Wakefield Division's 'BE PRUDENT' campaign.

A recent review of all units, including DV, has resulted in up-to-date descriptions being included on the force policy and intranet database. These are linked to the electronic PDR process within force.

Posts within the units are not multi-functional and there is no requirement to provide cover for other specialist disciplines within the same division.

The DVUs are developing very positive and proactive links to existing partnerships. There are indications that through this approach (enforcement, prevention, reassurance) previously high-risk incidents are beginning to fall. The successful prosecution of perpetrators, where the victim was unwilling to proceed, has been seen as a success by a number of partners – particularly as a prevention measure for repeat offenders.

The requirements of the Victim's Charter have been almost met by Bradford South Division, with close adherence to the target of notifying victims of outcomes within 24 hours.

Neighbourhood Policing teams are becoming more entrenched in partnership working on DV incidents and they manage and provide the cocoon watch for victims. PCSOs were singled out for praise in this role by the DV co-ordinators.

The No Witness, No Justice (NWNJ) project is now fully rolled out in force, with units at Bradford and Leeds co-located with the CPS. In November 2006, the NWNJ sign-off report was delivered, indicating that West Yorkshire was in the top quartile of performers, having shown significant levels of improvement. Broadly speaking, all of the minimum standards of NWNJ and the victim's code (post-charge) are being met by both witness care units, with some fine-tuning required to be totally compliant.

The policing plan has identified specific areas of vulnerability which will have a direct read-across to divisional plans. Divisions have the responsibility for dealing with specific issues, with quality of service being monitored from the centre.

The recently agreed review of all aspects of vulnerability will deliver, as part of the implementation plan, specific inclusion of vulnerability, including DV, in policing plans. This will be audited and monitored through the developing twin-track approach to crime performance and quality of service/citizen focus.

Work in progress

One of the principal outcomes of the vulnerability review has been to define the eventual structure of the elements within the proposed divisional units, including DV. Currently, Bradford South has DV investigators but elsewhere there are none. City and Holbeck uses the volume crime team. Bradford South has had minimal success with repeat victims but

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has had notable success with convictions. Bradford South has a dedicated supervisor. City and Holbeck has a temporary supervisor between postings. Calderdale has a group of individual specialists who are called a vulnerability unit but it has not been brought together; job titles have changed but not activities. In this structure, investigations often fall apart through lack of focus by investigating officers. A number of examples were given of information not being passed between offices and officers, victims receiving a poor service and unsuccessful outcomes through lack of effective investigations. In addition, there were some perverse disposals to gain sanction detections without considering the needs of the victims.

The force strategic co-ordinator is aware of the positive arrest figures and outcomes through her role in dip sampling cases. She is now concentrating on the need to look at processes between arrest and disposal to ensure quality of service to victims and fully engage other services such as custody and the CPS within a performance framework.

The head of crime uses DV information to improve services and to inform the corporate review process. For example, up to 200 men are being cautioned each month for violent crimes linked to DV cases; of these, 50% are repeat offenders. The crime division has set an objective in its plan to reduce the numbers of cautions for DV by 50%. The new vulnerability units will co-ordinate all activity in respect of vulnerable persons, with a target to reduce the numbers of actual occurrences.

The main thrust for ensuring that DV is firmly within the control strategy of divisions will be the operational performance reviews. However, in some divisions at present, DV is covered together with violent crime and consequently, it is difficult to identify which division is being successful in DV-related outcomes. Divisions tend to know the arrest figures but often do not relate them to outcomes, merely to sanction detections. Work is in progress via the force strategic co-ordinator to provide that link in the data sets.

Areas for improvement

The Niche roll-out is causing problems through lack of effective links to VIVID. Cross-referencing of information and intelligence has to be done manually with the consequent risk of losing it. All DV co-ordinators at this stage are concerned over the future of Niche, particularly when VIVID and IBIS become redundant.

There needs to be a regular review of the awareness training provided to non-specialist officers within response and Neighbourhood Policing because of the large staff turnover. Neighbourhood Policing teams are seen as a particular issue, with a need for the inclusion of DV awareness in induction training for Neighbourhood Policing.

Developing Practice

INSPECTION AREA: Protecting vulnerable people

TITLE: Improving the police response to DV.

PROBLEM:

Positive action was not always being taken by officers attending DV incidents. Prosecutions were being lost due to lack of support from the victim.

SOLUTION:

The Centrex investigating DV training module was delivered to all front-line staff and supervisors. In addition, individual BCUs have raised staff awareness of DV. (*Wakefield BCU 'BE PRUDENT' campaign*)

Intrusive supervision of the response to DV incidents, to improve arrest rate, risk management process and victim care. (*Wakefield BCU implemented a ring-back policy whereby supervisors contact officers prior to them leaving the scene to ensure that all powers of arrest have been considered and positive action taken*)

All DV incidents reviewed daily by senior management teams. DV performance reviewed as part of the operational performance review process.

Investigation of DV offences and support of victims brought closer together to improve the effectiveness of the investigation and provide better protection and support to victims. (*Bradford South establishment of a vulnerable victims unit and a specialist DV offender unit providing seven-day cover. All DV victims allocated a SPOC within the unit.*)

Implementation of a force violent crime booklet to improve the quality of the investigation of DV cases.

OUTCOME(S):

Improvement in initial police response and the quality of the investigation.

Victims being better supported.

Arrest rate in Wakefield increased by 49.9%.

Increase in sanction detections and offences brought to justice at Bradford South, including a number of successful victimless prosecutions. The number of incidents achieving a successful outcome increased by 40.6%, while the number of unsuccessful outcomes was reduced by 30%.

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Protecting Vulnerable People – Public Protection

GRADE	GOOD
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National grade distribution

Excellent	Good	Fair	Poor
2	16	23	2

National contextual factors

The Criminal Justice and Courts Services Act 2000 led to the formation of the Multi-Agency Public Protection Arrangements, commonly known as MAPPA, requiring the police and probation services to work together as the Responsible Authority in each area of England and Wales to establish and review the arrangements for the assessment and management of sexual and violent offenders. Subsequent legislation brought the Prison Service into the Responsible Authority arrangements and also requires a range of social care agencies to co-operate with the Responsible Authority in the delivery of the assessment and management of risk in this area. These agencies include health, housing, education, social services, youth offending teams, Jobcentre Plus, and electronic monitoring services.

Under MAPPA, there are three categories of offender who are considered to pose a risk of serious harm:

Category 1 – Registered Sex Offenders (RSOs)

Category 2 – violent and other sex offenders

Category 3 – other offenders (with convictions that indicate they are capable of causing, and pose a risk of, serious harm).

To be managed under MAPPA, offenders must have received a conviction or caution. However, there are some people who have not been convicted or cautioned for any offence, and thus fall outside these categories, but whose behaviour nonetheless gives reasonable ground for believing a present likelihood of them committing an offence that will cause serious harm. These people are termed Potentially Dangerous Persons (PDPs).

Following risk assessment, risk management involves the use of strategies by various agencies to reduce the risk, at three levels:

- Level 1 offenders can be managed by one agency;
- Level 2 offenders require the active involvement of more than one agency;
- Level 3 offenders – the ‘critical few’ – are generally deemed to pose a high or very high risk and are managed by a multi-agency public protection panel (MAPPP).

In 2003, the Home Secretary issued MAPPA guidance to consolidate what has already been achieved since the introduction of the MAPPA in 2001 and to address a need for greater consistency in MAPPA practice. The guidance outlines four considerations that are key to the delivery of effective public protection.

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- defensible decisions;
- rigorous risk assessment;
- the delivery of risk management plans which match the identified public protection need; and,
- the evaluation of performance to improve delivery.

Contextual factors

Currently, the CPPUs include management of registered sex offenders (RSOs) and the child abuse investigation officers. Within the four CPPUs, PPOs have geographic responsibility for RSOs resident within specific BCU areas.

The force has sufficient resources within divisions to deal with demand and officers are provided with the necessary levels of supervision and support to enable them to carry out their role in proportion to the identified risk.

Lack of police staffing was highlighted prior to the inspection; this has now been resolved, with extra budget growth for 2007/08. However, the implementation plan has a six-month period to deliver improvements, particularly in the potential for workforce modernisation. Notwithstanding, the project has to be seen in the context of a difficult budget settlement and the priority and commitment which the force and police authority have awarded it.

Significant issues which surrounded interviews with both police officers and partners were the high proportion of risks carried by the county through having a significantly higher number of hostels for extra security beds than elsewhere, with seven approved premises and two part-locations. These provide up to 200 places for nominals from the Scottish Borders to the Midlands. Many of those involved are one step from prison and cannot return home because of victim issues. They re-locate to West Yorkshire, get jobs, stay beyond the terms of their licence and are therefore removed from probation monitoring. The PPOs are then left with the problem of managing ever-increasing numbers in the more serious categories.

Strengths

The ACC crime holds the portfolio as part of his crime responsibilities. He attends the strategic management board and, in his absence, the head of crime division substitutes.

The police authority has oversight on issues through existing accountability structures and is involved in the developing agenda around vulnerability within which public protection will sit in September 2007.

The oversight provided by the detective chief inspector in the crime division ensures accurate and timely information is available in order to identify issues and change practices. The direct link to the head of crime and the ACC crime ensures that issues are dealt with appropriately at a strategic level and, where necessary, for the issues falling within the remit of divisional commanders, scrutiny can be built into the operational and corporate review processes. The recent review and agreed implementation of the growth plans for public protection issues is evidence of this.

The reporting structures and lines of accountability are documented within the policies contained on the force intranet.

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The force recognises that there is a need for a dedicated analyst for public protection and associated disciplines. However, in addition there is evidence that the co-location of units dealing in PVP areas having contact with PPOs, with an ability to search existing systems in a meaningful way, results in key nominals being identified for action at an early stage. Examples of cases which had resulted in prison recall or the delivery of sexual offence prevention orders were numerous and indicated that systems were well established and reliable.

The text of visits and risk management plans is copied to the OIS and is subsequently accessible to operational officers on divisions. For offenders resident in divisions where Niche is now live, relevant intelligence following a visit is copied to a Form A and forwarded to the DIU for entry onto that system.

Information on child abuse investigations is recorded on VIVID. The database allows for management and progress of investigations to be monitored. The system is accessible to officers and units outside the CPPU but the updating and checking procedures are managed through the CPPU. CPPU supervisors have access to the management of cases within VIVID.

VIVID provides an easily managed and accessible process for child abuse investigations. Being linked to a dual function of recording DV incidents and also being searchable through WYSE (and CORVUS), all relevant information is easily retrievable for investigators in this area of work.

The sharing of supervision within the CAIU and the CPPUs ensures that there is a cross-flow of information and intelligence by virtue of daily meetings schedules, including divisional tasking and co-ordination meetings.

The extension of access to the violent and sex offenders register (ViSOR) has been provided to the force sex offender registrar, all PPOs, all public protection liaison clerks, at least one detective sergeant at each CPPU and all detective inspectors. The Police National Computer (PNC) bureau also has a view-only token to allow out-of-hours access. This has improved the force's ability to more quickly connect issues emerging as problems for attention.

Appropriate training is provided to sex/violent offender managers to equip them for their role. This includes ViSOR training, the National Criminal Intelligence Service (NCIS) foundation course, Risk Matrix 2000, multi-agency public protection arrangements (MAPPA) risk of harm training (probation), interviewing sex offenders course (NCIS), internet sex offenders course and the Child Exploitation and Online Protection (CEOP) course. Training and developing expertise is being enhanced by proposals for further joint training with agencies.

Long-standing arrangements are in place to use structured supervisory interviews and to have access to specialist services through HR if required. The removal of tenure has placed a responsibility on supervisors to manage these arrangements, which are monitored through the detective chief inspector.

ViSOR went live in 2005. Back-record conversion was completed that year and all RSOs are now managed using this system. In West Yorkshire, a supervisor has to sign off all risk assessments and supervisors have to include reasons on the assessment.

Access to ViSOR is provided to the force sex offender registrar, all PPOs, all public protection liaison clerks, at least one detective sergeant at each CPPU and all detective inspectors. The PNC bureau also has a view-only token to allow out-of-hours access and policies are in place for inputting data.

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New offenders are input by the force sex offender registrar and once included on the database, updating is restricted to the registrar and PPOs.

When input onto ViSOR, nominals are flagged on the OIS as a sex offender marker and on Niche with a sex offender flag. Further information can be obtained by non-specialist staff (when required) once a flagged offender has been identified via any of the PPOs or the force registrar and out of hours via the PNC bureau.

The force uses ViSOR as a tracking record. Visits to RSOs are recorded as activity log entries on ViSOR. The information is also placed in the appropriate attachment fields. The visit and consequent actions are also recorded within risk management plans.

Supervisors will record any additional information required in the management of that case and send a notification back to the PPO concerned. The supervisor will make the requirement time-bound and review at a date triggered by his/her own diary entry.

Category 1: Offenders are identified by the probation and/or police.

Category 2: Offenders are identified by probation.

Category 3: Offenders may be identified by police, probation or any other agency in the MAPPA arena.

Once identified, all MAPPA cases are subject to a level 1 screening meeting where the decision on the appropriate level of management is taken. These meetings are attended by a senior probation officer (public protection) and the detective inspector CPPU. Information for probation records and force IT systems is used to decide on the level of management appropriate to the case.

Level 2 local agency management cases are chaired by a senior probation officer public protection and attended by the detective inspector CPPU, offender manager, PPO, victim offender unit, police DVU and other agencies on an ad hoc case-by-case basis. Meetings are listed on five or six days each month (per area), depending on the district, with up to 14 cases a day.

Level 3 MAPPA meetings take place one day a month in each area and representation includes those listed above for level 2 and also mental health, social services, housing and hostels.

Policies are maintained and monitored by the detective chief inspector, crime division responsible for the CPPU. The policies are updated regularly against legislation, compliance with national guidance and good practice changes.

Policies are clear on the different levels and responses to MAPPA and provide guidance to those individuals falling outside the defined categories dealt with by the CPPU.

Inspectors in the CPPU are keen to ensure that those individuals who are unconvicted or present a risk as potentially dangerous are properly managed and overseen by divisional CID. They make themselves available for advice and assistance once the risk assessment has been agreed and allocated for management.

Risk assessment starts with Risk Matrix 2000 but the frequency of contact may be raised (and occasionally lowered) because of other factors/information coming to light. Regular links to probation ensure that information, including that from OASys, is available in carrying out any risk assessment and in maintaining ongoing monitoring.

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The frequency of visits ensures that only specialist public protection staff carry out the visits and monitoring of category 1 and 2 offenders. This ensures a level of intelligence-building which can be used to inform any other agencies of potential changes in risk.

MAPPA-style meetings are held for those offenders falling outside the formal MAPPA. Unconvicted or potentially dangerous offenders are risk assessed using a variety of available information and, on occasions, a single agency may take a lead to provide a holding/housing strategy for newcomers to the area while building a more complete picture of the individual.

The detective chief inspector in the crime division undertakes this role and uses the information provided from monthly meetings with CPPU supervisors and staff to monitor workloads, policy implementation, staff welfare, relationships with other agencies, accountability issues over those offenders falling outside MAPPA and areas for improvement.

Corporate reviews examine the performance of the CPPUs and an annual risk assessment dictates the resources being invested in them.

Identified offenders are the responsibility of BCU commanders. They are identified and prioritised through DV risk assessment/NIM processes and divisional resources are allocated through the divisional tasking and co-ordination process to manage them proactively.

CPPU staff are available for advice and guidance on tactical options, often being involved in the divisional tasking and co-ordination processes where the individuals are being discussed.

PPOs are dedicated staff managing sex/violent offenders and are responsible for the management of RSOs. The ViSOR registrar is responsible for the co-ordination and management of ViSOR records for RSOs. PPOs manage MAPPA category 1 and 2 RSOs. However, responsibility for the day-to-day management of all non-RSO offenders within MAPPA is a divisional responsibility.

Staffing levels were initially historical (when 'sex FIOs' were taken from divisions to form a central unit). Staffing was increased as the result of a review in 2003/04. A further review has been conducted (January 2007) and staffing levels are being increased as a result.

PPO investigators posts are not multi-functional and this applies equally to the CAIU staff co-located with them.

Detective inspectors CPPUs have the lead role for the police within MAPPA. The inspectors are also responsible for the management and supervision of the CAIU staff and are required to prioritise their attendance at both MAPPA and LCSB meetings.

PPO caseloads are regularly monitored to ensure that workloads are manageable. At the time of the inspection, there had been an agreement for further investment of resources in the units as a consequence of the review which will further reduce the average caseloads. Average caseloads of RSOs per public protection unit are: Leeds 74, Bradford 52, Ossett 64 and Elland 76.

Every visit is reviewed on ViSOR by a supervisor, in the case of an initial visit by the detective inspector and for subsequent reviews by a detective sergeant. The supervision encompasses a review of the activity log entry, risk assessment and risk management plans and a check of the diary entry set to trigger the next visit.

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Supervisors record any additional information required in the management of that case and send a notification back to the PPO concerned. The supervisor will make the required time-bound review at a date triggered by his/her own diary entry.

Work in progress

The principal workstream in progress is the implementation of the agreed growth programme, which recognises the stretched capabilities of PPOs to manage effectively in the face of steadily increasing workloads. The introduction of dedicated supervision and increased capacity to manage the MAPPAs meetings workload, formalised intelligence processes and revised responsibilities together with the potentially increased capacity provided through workforce modernisation will address many of the existing shortcomings by autumn 2007. It is envisaged that the changes will not impact on performance until later in 2007.

Currently, supervisors combine both public and child protection functions (with the exception of the Leeds CPPU, where there is a dedicated public protection supervisor). Growth has been approved and the force is progressing the investment in additional resources to separate the supervisory function in the other three CPPUs to achieve dedicated public protection supervision. Officers will, however, remain co-located.

Areas for improvement

Intelligence gaps are further developing through the Niche roll-out and officers have to supplement their searches with manual systems. On occasions, this is leading to a lack of timely information being available at meetings with partner agencies. One example was given of a missing critical piece of information, which would have led to an individual being recalled on licence. A further example was given where the Niche custody system does not flag up individuals requiring attention/action. PPOs are concerned that they may miss a changing categorisation/status of key nominals. The force should ensure that as Niche is rolled out, due cognisance is given to user requirements, risks are identified and appropriate processes are introduced to manage identified risks.

The growth in the issue of fixed penalty notices is logged on systems not available to PPOs for searching. Concerns exist that issues are not being flagged up in relation to nominals, which could change their status within MAPPAs. There needs to be a clear intelligence link developed to inform PPOs of every occasion when suspects or identified nominals are brought to the attention of the force.

The public protection intelligence network is frustrated by a lack of common IT systems, which could make integrated working with partners so much more effective and significantly reduce risk, exacerbated by lack of intelligence capability. The difficulties being experienced by probation with ViSOR were also raised. The IT structure should be evaluated and in particular the accessibility of information to ensure the force and partners have access to the full, accurate and current range of information when making decisions.

Within this environment, links to Neighbourhood Policing teams and intelligence being routinely provided were viewed with some reluctance. The preferred view of PPOs was the targeting of key nominals through the NIM packages, which would then lead to recalls on licence or sexual offence prevention orders being obtained.

Intelligence links to divisions about potentially dangerous offenders were identified as a critical factor for the force. There were some real issues of ownership identified and the need for divisions to embed it within the TCG was seen as critical.

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There are no clear information links to divisions following MAPPAs meetings. In some cases, this can end up with a clerk in DIU or the FIO having to pick up tasks which require immediate action. The current backlogs of intelligence in DIUs were also cited as a concern by PPOs, particularly the priority staff give to such requests for information.

Intelligence reports submitted by officers to the OIS have reduced by up to 75% since the introduction of Niche.

While ViSOR allows individual officers, through diary entries, to see those visits which are overdue on a month-by-month basis, the software does not produce management information on the number of late or missed visits. In practice, where a visit is late one month, it will be actioned as a priority the following month. No national manual of guidance exists on its use and there are anomalies in records supplied from other forces which suggest this should be addressed nationally.

Category 2 and 3 offenders are not entered on ViSOR and have to be managed through the OIS. PPOs have to regularly encourage DIUs to prioritise nominals for action at TCG meetings. BCU commanders should ensure that all individuals who are a classified risk are identified and that there is a strategy and ownership of the management of such risks.

There is an identified lack of progress on training for probation staff on ViSOR. Coupled with this, PPOs and/or probation do not have the capacity to manage category 2 and 3 offenders.

PPOs have difficulty in getting BCUs to take responsibility for dangerous offenders and to have strategies in place to monitor their activities - for example, strategies for handling dangerous offenders when they leave prison. There needs to be a specific policy identifying who will manage the problem.

Although intelligence continues while dangerous offenders are in custody, this should be used to ensure previous victims are alerted to early prison release and appropriate safeguards such as alarms, cocoon watch etc, are established.

Significant numbers of meetings are called under the MAPPAs heading. The force is currently unable to meet all its partner requirements for MAPPAs meetings because of the lack of supervisory resources capable of attending. This has been the subject of adverse comment from some partners, tempered with recognition that the situation will improve with the growth programme currently being implemented. Key partners felt there was real value in police attendance at some meetings. Accepting the demands on police resources, the force should consider the introduction of a risk-assessed approach to attendance in consultation with partners and other agencies.

In some areas of the force there is no capacity to cover for supervisory absences, annual leave or sickness. This requires neighbouring supervisors in adjoining divisions to supervise their own workloads as well as colleagues. In one instance a detective sergeant was supervising 560 RSOs.

Protecting Vulnerable People – Missing Persons

GRADE	GOOD
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National grade distribution

Excellent	Good	Fair	Poor
1	21	21	0

National contextual factors

Each year, thousands of people are reported to police as missing. Many have done so voluntarily and are safe from harm, whether or not they return home. But a number are vulnerable, because of age or health concerns, and the police service has developed well-honed systems to respond swiftly and effectively to such cases. For obvious reasons, missing children arouse particular concern, and many forces deploy 'Child Rescue Alert' to engage the media in publicising such cases. Key good practice in this framework are early recognition of critical incident potential, effective supervision of enquiries, the use of NIM problem profiles and other intelligence techniques to analyse repeat locations (eg, children's homes), and the use of an IT-based investigation tracking system such as COMPACT.

Contextual factors

The positive action taken in respect of missing persons/repeat missing persons has resulted in a substantial reduction. A 40% reduction of missing persons reported to the police over the last two years equates to a potential saving of 46,300 officer hours or £3,330,000 in the last year. In addition to this saving, it has been estimated that the regular missing behaviour of identifiable individuals has been reduced by 90% or more.

Partnership protocols have been signed with all five local authorities and one with all three mental health trusts. This ensures a consistent, co-ordinated partnership approach across the whole of West Yorkshire to persons missing from care, or unauthorised absences.

The creation and development of missing persons co-ordinators has introduced a new dimension in intelligence-led partnership activity around vulnerable missing persons.

Strengths

There is a dedicated ACPO champion in place with responsibility for chairing the steering group/programme board in relation to all work strands. The steering group includes the heads of community safety, major investigations, child and public protection and IT and the force missing persons co-ordinator.

Duty patrol inspectors have responsibility for managing investigations except when this is passed to a detective inspector or senior investigating officer. Cases are reviewed at the daily management meetings.

A missing persons advisor is identified and available as a force-wide resource. The resource structure is described and endorsed.

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The common minimum standards have incorporated the recommendations of the National Guidance in respect of the timing of reviews by inspectors, detective inspectors and detective chief inspectors, with a recommendation to involve a senior investigating officer at an early stage in high-risk cases.

MFH is recorded as an incident on the force command and control system and managed as an open incident until such time as the person returns or the responsibility passes to the missing persons co-ordinator, who will then co-ordinate activity and/or participate as support to further investigation. The IBIS command and control system is capable of flagging incidents, but is also linked to the OIS, which provides open access to all incidents, a tracking system of actions and the ability to have all items searchable through the recently introduced CORVUS system, which replaced WYSE.

Guidance on intervention options has been developed and is currently subject to consultation. It aims to protect regular missing persons and change their behaviour. Controversial options such as the use of force to prevent a young person going missing or carers seizing mobile phones are being debated and agreed by partner agencies, taking into account human rights issues and government documents.

An external agency intelligence form, a request for confidential information form and associated guidance have been developed to gather, record and exchange actionable intelligence through SPOCs.

Multi-agency action against child sexual exploitation meetings are held to identify links between missing persons, recruiters, groomers and exploiters to identify prosecution opportunities and appropriate action to protect vulnerable young people.

Harbourers warning letters have been successful in limiting the premises where large numbers of juvenile missing persons go. Case studies from Bradford were presented which identified reductions in missing persons when such premises are targeted. Intelligence links were also identified with the sex trade within the city.

In Calderdale, a system is developing where 18 agencies hold bi-monthly meetings, concentrating on key individuals and key premises for police proactivity.

Missing persons co-ordinators are changing the mind-set of officers to the extent that divisional training days are now in place to assist Neighbourhood Policing teams with local problem solving around problem families, who are frequently brought to the attention of the police and other agencies.

The divisional co-ordinators are trained to recognise signs of sexual exploitation and identify factors that differentiate high-risk cases from medium-risk cases. For example, this enabled the North East Leeds co-ordinators to recognise the signs that a 13-year-old girl was being harboured by an adult male and differentiate this from other similar cases where young people are at risk of sexual exploitation but are actually staying with friends not abusers. This resulted in the risk level being raised to high within the first 12 hours and led to the discovery of two 13-year-old girls at the home of a 41-year-old male. The girls were recovered safely. Subsequent enquiries resulted in sufficient evidence to arrest the male for harbouring. He has since fled the country and is currently circulated as suspect arrest in case he returns.

One protocol has been signed with all five local authorities and one with all three mental health trusts. This ensures a consistent, co-ordinated partnership approach across the whole of West Yorkshire.

Three strategic action groups have been formed:

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- vulnerable adults;
- children and young people; and
- child sexual exploitation.

Terms of reference and action plans have been agreed. Members include representatives from the local authorities, safeguarding boards, mental health trusts, hospital trusts, primary care trusts, district councils, and commission for social care inspection, health commission and non-governmental organisations.

All agencies have agreed definitions of missing and temporary absence. The police accept responsibility for investigating missing persons, while other agencies have accepted responsibility for managing temporary absences.

There are several examples where divisional missing persons co-ordinators have engaged partners in a problem-solving approach to reduce the number of incidents. One example includes Owlthorpe's Children Home, which reported 115 absences in 87 days. Following intervention by the divisional and force co-ordinators, this rate was reduced by 54% and the indications are that the rate is likely to reduce further

Use of harbouring letters to those identified as entertaining missing persons, in particular children, is supported and identified through sharing of information and intelligence from partners.

A procedure for post-authorising leave for detained mental health patients that meets the temporary absence criteria has been developed and is being recommended as national best practice by the Yorkshire and Humberside Strategic Health Authority.

Policies and procedures have been amended and translated from national guidance and best practice identified elsewhere.

Missing persons reports initially received via the call handling centres are risk assessed by the call handler for any immediate response and then passed to the division for the attention of the duty inspector, who will ratify or change the risk assessment. Depending on the time of day, the incident will be notified to the missing persons co-ordinator or notified to them by being flagged. The incident remains on the daily tasking meeting agenda until the individual returns or the assessment is reviewed.

The missing persons policy and risk assessment processes were reviewed in November 2006 and identified that initial risk assessment by call takers was appropriate as follows:

- A total of 88% of cases were correctly categorised (30 out of 34).
- Some 6% were given a lower risk than recommended (2 out of 34).
- Some 6% were given a higher risk than recommended (2 out of 34).

On receipt of a report of a missing person, the despatch centre discusses the initial circumstances and risk factors with a patrol supervisor. The patrol supervisor confirms or amends the initial categorisation of absence (missing or temporary absence), the risk assessment (high, medium or low) and the appropriate response (emergency, priority or schedule).

Once an officer has arrived at a location and confirmed the circumstances of absence, the superintendent rank on force Police and Criminal Evidence Act cover is notified if the duty inspector confirms the missing person is high-risk.

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The CID is now made aware of key offences surrounding missing persons, with detective chief inspectors required to have an overview of cases brought to their attention as well as managing the corporate requirement for the review of outstanding reports.

For the longer term MFH enquiries, the missing persons co-ordinators carry out routine enquiries and act as a SPOC for the families.

Effective protocols with social services and mental health trusts have developed over the last two years and have begun to change police attitudes and awareness at all levels. This is evidenced by the quality of the investigations and the levels of intelligence which is being gathered.

A network of missing persons co-ordinators has developed within the force who audit the compliance of policy and procedure. This is further reviewed through monthly performance meetings, where key issues or changes to policy can be identified. Any significant issues can be raised to the level of the operational or corporate performance reviews.

In local authority homes for looked-after children, police attend as a matter of course and those in authority complete a risk assessment on every occasion. Police build up relationships with those in authority and the individuals subject of the report. The intelligence gathered through such links is captured.

Missing persons co-ordinators provide consistency in approach so that packages can be passed between one division and another – other than the one which receives the report. Missing persons co-ordinators conduct follow-up enquiries when a review is triggered for long term MFH. They provide consistency in the enquiry, rather than leaving unfinalised enquiries being passed between duty groups.

Missing persons co-ordinators are the identified SPOCs for national enquiries and are seen as being the effective links to external/partner agencies.

Multi-agency action against child sexual exploitation meetings are being held in Bradford and similar meetings under a different name in Calderdale. These aim to identify the links between different young people at risk, recruiters, groomers, abusers and locations. At these meetings, relevant intelligence is exchanged and discussed to agree an appropriate action plan.

Professionals from Lancashire, the Metropolitan Police and Greater Manchester have been invited to meetings of the regional Child Sexual Exploitation (CSE) group to discuss joint initiatives they are involved in to protect young people at risk of CSE.

Draft guidance on intervention options has been developed and has been circulated. This document is to be discussed and developed at the next meeting of the regional CSE group.

Protocols and information-sharing agreements have been signed with Barnardo's, Chiva and Connexions and a new initiative is being developed with the Children's Society. Referral schemes are in place. These enable non-governmental organisations to conduct independent return interviews and engage in intervention work.

Performance on missing persons is monitored through daily briefings, TCG meetings and the central audit and policy function from HQ. Specific reviews are also conducted through both operational and corporate review systems.

The processes for missing persons are clearly managed and accountability is evident across the force with buy-in from uniformed inspectors and divisional managers.

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The inspector, the force strategic co-ordinator, has identified three main priorities for missing persons co-ordinators:

- review outstanding MFH on behalf of the duty inspector to ensure the investigation is appropriate and timely;
- maintain contact with the family and provide proactive updates; and
- involve partnership problem solving for repeat missing persons to change behaviours.

The missing persons co-ordinators meet with the force strategic co-ordinator on a monthly basis to deal with cross-cutting issues and highlight problems of interpretation and application of policy.

Partnership strategy meetings are held for regular missing persons to agree: the pre-risk assessment; reporting strategies; enquiries to be conducted by other agencies and by the police; return interview strategies; and partnership prevention plans.

Work in progress

A prevention strategy is being developed as analysis of missing persons reports has identified a link to individuals who become involved in prostitution. Partners are developing intelligence systems to work with the police and begin to develop effective preventive actions. The current informal systems work reasonably well due to the limited number of individuals involved.

.An investigation strategy has been developed and is currently subject to consultation. It aims to target harbourers, recruiters, groomers, exploiters, hotels that allow abusers to take young people to their rooms and taxi drivers who transport young people from care homes to abusers.

The missing persons sub-group of the LSCB is now putting in place tools and risk assessment processes to ensure that there are sustainable and auditable systems to deal with the large volume of missing persons from such premises – as well as other children who go missing. Joint training is being planned through the LSCBs.

An increasing number of cases are coming to light through systems/filters now in place. There is accumulating evidence of links to sexual exploitation and young missing persons in Bradford who are now being targeted for disruption activities.

A protocol is being developed with the hospital trusts in respect of persons who go missing from accident and emergency departments or acute wards.

Guidance is being developed for partner agencies providing care in the community for clients who go absent. This will cover risk assessments, initial response, when to contact the police and the roles and responsibilities of each agency.

Areas for improvement

A missing persons co-ordinators focus group, which included partners, proposed the general view that a more involved role is required from Neighbourhood Policing teams when they become properly established, particularly in Bradford. This will allow the full spectrum of intelligence and prevention measures to be deployed against defined problems in defined areas.

Niche is being looked at by the divisional missing persons co-ordinators as a potential system for the future because of its ability to pull together all references to a single nominal without recourse to different systems.

Developing Practice

TITLE: Missing persons

PROBLEM:

To improve partnership working between the statutory and voluntary agencies in West Yorkshire to protect and support vulnerable missing persons and change missing behaviour using a problem-solving approach.

SOLUTION:

Three strategic action groups have been formed:

- vulnerable adults;
- children and young people; and
- child sexual exploitation.

Terms of reference and action plans have been agreed. Members include representatives from the local authorities, safeguarding boards, mental health trusts, hospital trusts, primary care trusts, district councils, commission for social care inspection, health commission and non-governmental organisations.

All agencies have agreed definitions of missing and temporary absence. The police accept responsibility for investigating missing persons, while other agencies have accepted responsibility for managing temporary absences.

A procedure for post-authorising leave for detained mental health patients that meets the temporary absence criteria has been developed and is being recommended as national best practice by the Yorkshire and Humberside Strategic Health Authority.

Protocols and information-sharing agreements have been signed with Barnardo's, Chiva and Connexions and a new initiative is being developed with the Children's Society. Referral schemes are in place. These enable non-governmental organisations to conduct independent return interviews and engage in intervention work.

A protocol is being developed with the hospital trusts in respect of persons who go missing from accident and emergency departments or acute wards.

Guidance is being developed for partner agencies providing care in the community in respect of clients who go absent. This will cover risk assessments, initial response, when to contact the police and the roles and responsibilities of each agency.

Strategy meetings are held for regular missing persons to agree: the pre-risk assessment; reporting strategies; enquiries to be conducted by other agencies and by the police; return interview strategies; and partnership preventative plans.

Joint training is being planned through the safeguarding boards.

An investigation strategy has been developed and is currently subject to consultation. It aims to target harbourers, recruiters, groomers, exploiters, hotels that allow abusers to take young people to their rooms and taxi drivers who transport young people from care homes to abusers.

Guidance on intervention options has been developed and is currently subject to

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consultation. It aims to protect regular missing persons and change their behaviour.

Controversial options such as the use of force to prevent a young person going missing or carers seizing mobile phones are being debated and agreed by partner agencies taking into account human rights issues and government documents.

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Multi-agency action against child sexual exploitation meetings are held to identify links between missing persons, recruiters, groomers and exploiters to identify prosecution opportunities and appropriate action to protect vulnerable young people.

OUTCOME(S):

A 40% reduction of missing persons reported to the police over the last two years equating to a saving of 46,300 officer hours or £3,330,000 last year.

The regular missing behaviour of individuals reduced by 90% or more.

One protocol has been signed with all five local authorities and one with all three mental health trusts. This ensures a consistent, co-ordinated partnership approach across the whole of West Yorkshire.

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Appendix: Glossary of Terms and Abbreviations

A

ACC	Assistant Chief Constable
ACORN	A Classification of Residential Neighbourhoods
ACPO	Association of Chief Police Officers
APA	Association of Police Authorities
ASB	Anti-social Behaviour

B

BCS	British Crime Survey
BCU	Basic Command Unit
BME	Black and Minority Ethnic

C

CAFCASS	Children and Family Court Advisory and Support Service
CAIU	Child Abuse Investigation Unit
CDRP	Crime and Disorder Reduction Partnership
CEOP	Child Exploitation Operating Centre
CID	Criminal Investigation Department
CIS	Crime Information System
CPPU	Child and Public Protection Unit
CPS	Crown Prosecution Service

D

DCC	Deputy Chief Constable
DIU	Divisional Intelligence Unit
DV	Domestic Violence
DVLA	Driver and Vehicle Licensing Agency

DVU	Domestic Violence Unit
E	Electronic Management Information System
F	
FIO	Force Intelligence Officer
H	
HMI	Her Majesty's Inspector
HMIC	Her Majesty's Inspectorate of Constabulary
HR	Human Resources
HQ	Headquarters
I	
IAG	Independent Advisory Group
ICIDP	Initial Crime Investigators' Development Programme
INI	Impact Nominals Index
L	
LCJB	Local Criminal Justice Board
LSCB	Local Safeguarding Children Board
LSP	Local Strategic Partnership
M	
MAPPA	Multi-agency Public Protection Arrangements
MARAC	Multi-agency Risk Assessment Conference
MFH	Missing from Home
MoPI	Management of Police Information
MSF	Most Similar Force(s)

N

NCIS	National Criminal Intelligence Service
NCRS	National Crime Recording Standard
NIM	National Intelligence Model
NWNJ	No Witness, No Justice

O

OIS	Operational Intelligence System
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P

PCSO	Police Community Support Officer
PDR	Performance Development Review
PI	Performance Indicator
PNC	Police National Computer
PPO	Public Protection Officer
PPU	Public Protection Unit
PVP	Protecting Vulnerable People

Q

QADS	Quality Assurance Dip Sampling
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R

RSO	Registered Sex Offender
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S

SGC	Specific Grading Criteria
SPI	Statutory Performance Indicator
SPOC	Single Point of Contact
STAR	Surviving Trauma after Rape

T

TCG Tasking and Co-ordination Group

V

ViSOR Violent and Sex Offenders Register

VIVID Vulnerable Intimidated Victims Database

W

WYSE West Yorkshire Search Engine