

PEEL

Police effectiveness, efficiency and legitimacy 2018/19

An inspection of West Yorkshire Police



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What this report contains

This report is structured in four parts:

1. Our overall assessment of the force's 2018/19 performance.
2. Our judgments and summaries of how effectively, efficiently and legitimately the force keeps people safe and reduces crime.
3. Our judgments and any areas for improvement and causes of concern for each component of our inspection.
4. Our detailed findings for each component.

Our inspection approach

In 2018/19, we adopted an [integrated PEEL assessment](#) (IPA) approach to our existing PEEL (police effectiveness, efficiency and legitimacy) inspections. IPA combines into a single inspection the effectiveness, efficiency and legitimacy areas of PEEL. These areas had previously been inspected separately each year.

As well as our inspection findings, our assessment is informed by our analysis of:

- force data and management statements;
- risks to the public;
- progress since previous inspections;
- findings from our non-PEEL inspections;
- how forces tackle serious and organised crime locally and regionally; and
- our regular monitoring work.

We inspected all forces in four areas:

- protecting vulnerable people;
- firearms capability;
- planning for the future; and
- ethical and lawful workforce behaviour.

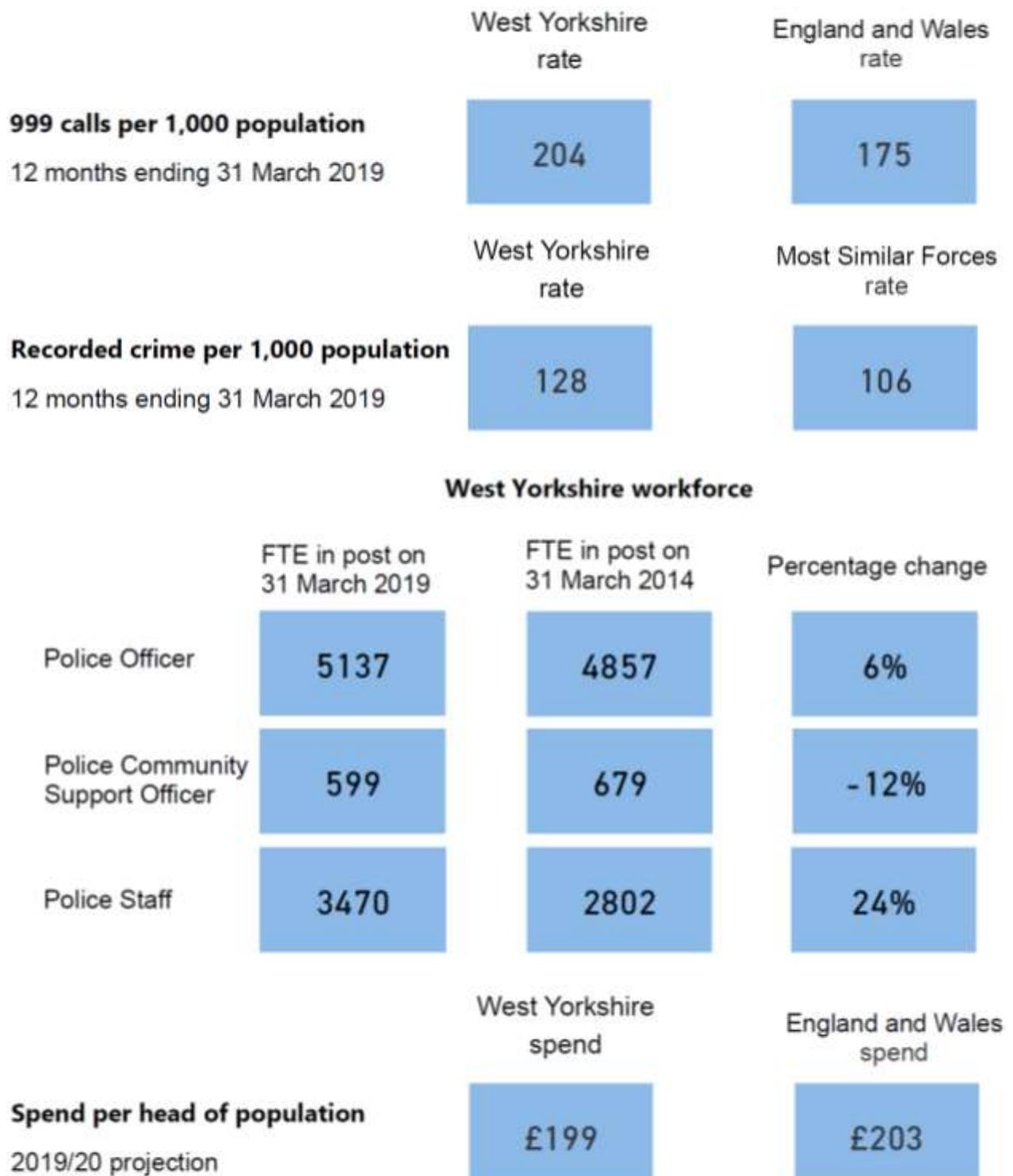
We consider the risk to the public in these areas important enough to inspect all forces every year.

We extended the risk-based approach that we used in our 2017 effectiveness inspection to the efficiency and legitimacy parts of our IPA inspections. This means that in 2018/19 we didn't inspect all forces against all areas. The table below shows the areas we inspected West Yorkshire Police against.

IPA area	Inspected in 2018/19?
Preventing crime and anti-social behaviour	No
Investigating crime	Yes
Protecting vulnerable people	Yes
Tackling serious and organised crime	No
Firearms capability	Yes
Meeting current demands	No
Planning for the future	Yes
Treating the public fairly	No
Ethical and lawful workforce behaviour	Yes
Treating the workforce fairly	No

Our 2017 judgments are still in place for the areas we didn't inspect in 2018/19.

Force in context



Overall summary

	Effectiveness		Last inspected
Preventing crime and tackling anti-social behaviour	 Good	2017	
Investigating crime	 Requires improvement	2018/19	
Protecting vulnerable people	 Good	2018/19	
Tackling serious and organised crime	 Good	2016	
Armed response capability	Ungraded	2018/19	
	Efficiency		Last inspected
Meeting current demands and using resources	 Good	2017	
Planning for the future	 Outstanding	2018/19	

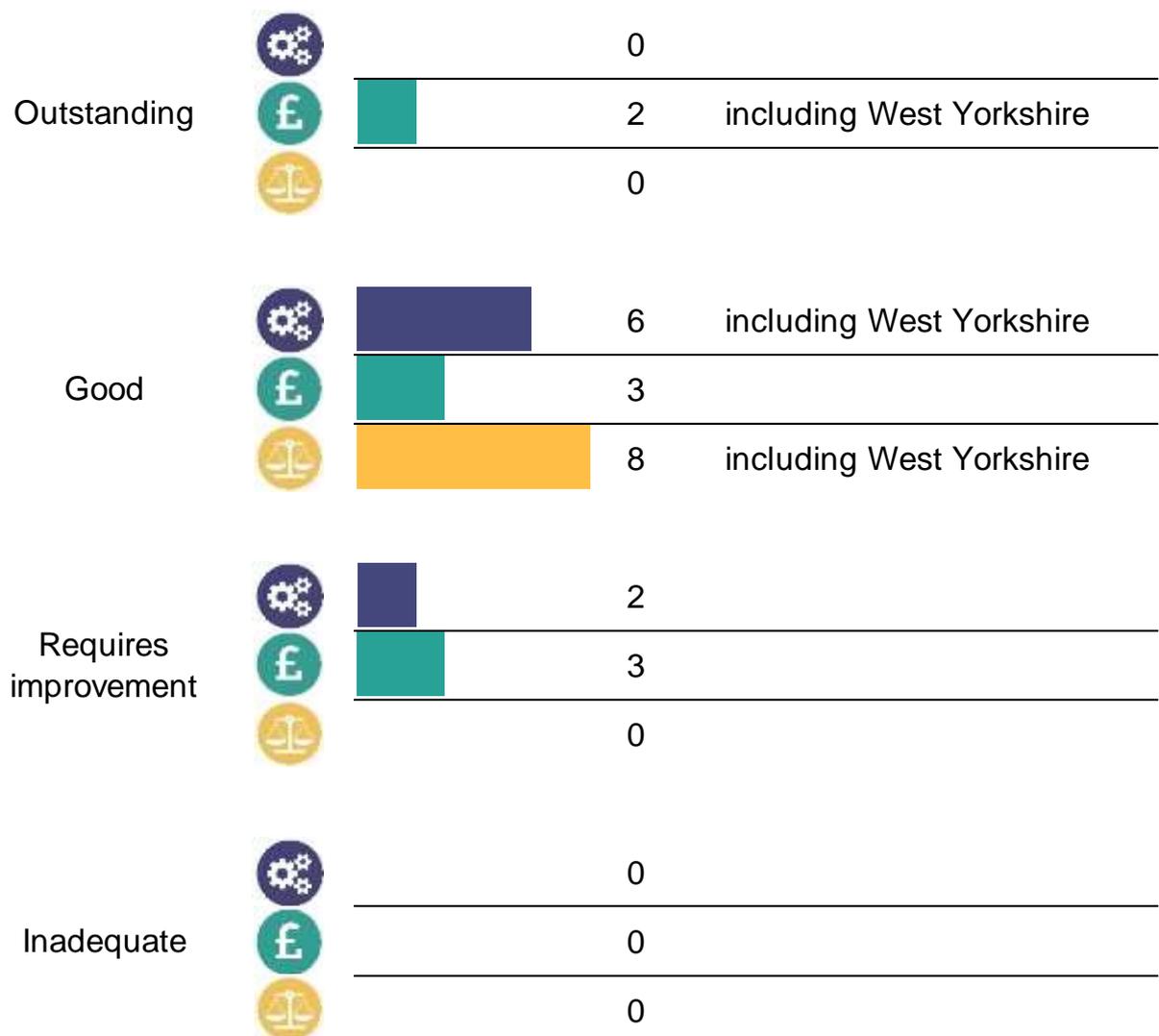
	Legitimacy		Last inspected
Fair treatment of the public	 Good	2017	
Ethical and lawful workforce behaviour	 Requires improvement	2018/19	
Fair treatment of the workforce	 Good	2017	

How does the force compare with similar forces?

We compare West Yorkshire Police's performance with the forces in its most similar group (MSG). MSGs are groups of similar police forces, based on analysis of demographic, social and economic factors. [For more information about MSGs, see our website.](#)

West Yorkshire Police's MSG forces are South Yorkshire Police, Northumbria Police, Lancashire Constabulary, South Wales Police, Greater Manchester Police, Nottinghamshire Police and West Midlands Police.

Figure 1: Pillar judgments for West Yorkshire Police, compared with forces in its MSG



HM Inspector's observations

I congratulate West Yorkshire Police on its excellent performance in keeping people safe and reducing crime.

The force is good at preventing crime and [anti-social behaviour](#). It works effectively with other agencies to identify and protect [vulnerable people](#).

The force is outstanding at planning for the future. I am impressed with its understanding of changing demand and how it links this to its financial planning and workforce development. Its leaders are ambitious and want to be at the forefront of innovative practice.

It treats the public and its workforce fairly. And it continues to uphold an ethical culture and promote the standards of professional behaviour it expects.

I am also particularly pleased with the force's performance in recording crime. It has substantially improved its crime recording accuracy since our last inspection.

There remain some areas for improvement. It needs to improve the quality and supervision of criminal investigations, particularly those involving very vulnerable victims. The force also needs to increase its capability and capacity to effectively and proactively counter potential corruption within its workforce.

Overall, I commend West Yorkshire Police for sustaining its positive performance over the past year. I am confident that it is well equipped for this to continue.

A handwritten signature in black ink, appearing to read 'Phil Gormley', with a large, stylized flourish at the end.

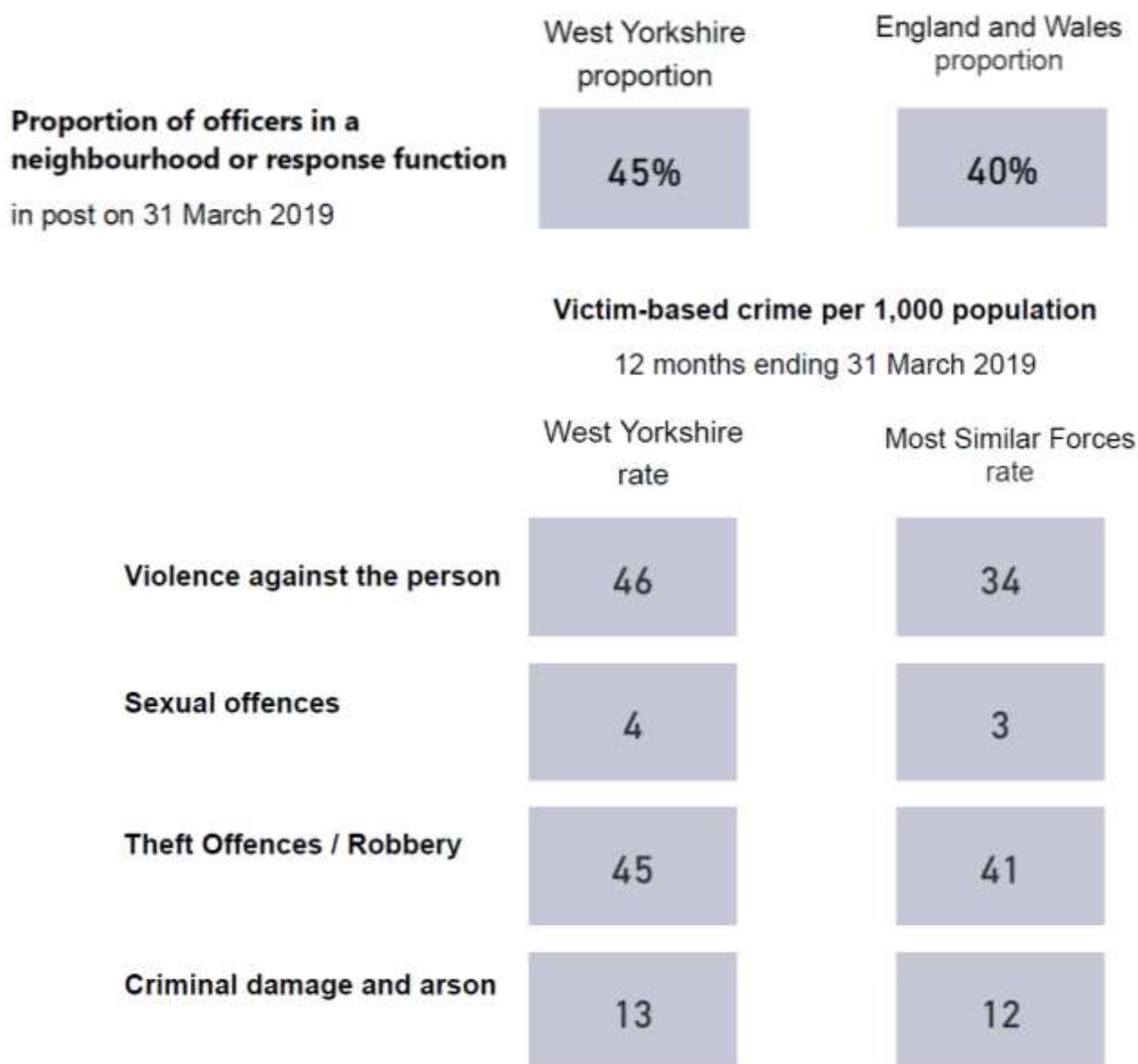
Phil Gormley

HM Inspector of Constabulary

Effectiveness



Force in context



Crime Outcomes

12 months ending 31 March 2019

	West Yorkshire proportion	England and Wales proportion
Proportion of crimes where action was taken	10%	12%
Proportion of crimes where suspect was identified	50%	46%
Proportion of crimes where victim did not support police action	22%	24%

Outcomes for crimes flagged as domestic abuse

12 months ending 31 March 2018

	West Yorkshire proportion	England and Wales proportion
Charge/summonsed	14%	16%
Evidential difficulties: suspect identified; victim does not support	48%	49%

How effectively does the force reduce crime and keep people safe?



Good

Summary

West Yorkshire Police is good at reducing crime and keeping people safe.

The force provides a good service to victims of crime. It has processes in place and good supervision to keep victims up-to-date on the progress of investigations.

However, investigation quality requires improvement. A shortfall in detective capacity and capability is reducing the effectiveness of investigations, particularly those involving specialist [safeguarding](#).

West Yorkshire Police is good at protecting [vulnerable people](#).

The force's policies provide unambiguous direction for safeguarding children, young people and adults. It shows a good understanding of the nature and scale of vulnerability due to mental health. It works closely with partner organisations and is good at sharing information when vulnerability has been identified.

The force is outstanding in its use of tools, data and information to identify complex threats and risk, prioritise activity and project demand for its services over the next four years.

It pays great attention to its victim satisfaction rates for domestic abuse, which show the force achieving an overall satisfaction rate of 84.4 percent in the 12 months to April 2018/19.

In 2017 we judged West Yorkshire Police as good at preventing and tackling [anti-social behaviour](#). In 2016, we judged it as good at tackling [serious and organised crime](#).

Preventing crime and tackling anti-social behaviour



Good

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2017 effectiveness inspection has been carried over.

Investigating crime



Requires improvement

Detective capability and capacity is a risk for West Yorkshire Police. Not enough officers are trained and have the experience to manage high-risk investigations, particularly those involving specialist safeguarding. This has a negative effect on investigation quality and puts pressure on supervisors.

The force is working hard to recruit, retain and train officers to fill the gap. Initiatives include new career pathways and 'we are all investigators' training.

The force has invested in activities to improve statement quality, handovers between teams and processing times for digital evidence. However, more progress is needed before they make a positive effect on the effectiveness of investigations.

File and investigation quality may be a cause of the force's high number of unassigned outcomes and outcome 15 (where there are evidential difficulties with the crime, but the suspect has been identified and the victim supports action).

West Yorkshire Police has one of the highest telephone resolution rates in England and Wales. It provides a good service to resolve non-emergency incidents that leads to satisfactory outcomes for victims.

The force's 'wanted persons' mobile device application is good. It circulates up-to-date information on suspects to help officers focus on those causing most harm.

The force works well with immigration services.

It has a new [bail](#) policy, which has not yet been implemented. (At the time of the inspection it didn't have a standard policy or guidelines in place.)

A new governance structure (that is, a regular meeting schedule) aims to improve performance and put outcomes for victims at the front of the decision-making process.

Areas for improvement

- The force should ensure that supervisors are equipped with the necessary skills needed for effective supervision of investigations and that there is sufficient capacity within the sergeant rank for intrusive supervision to take place.
- The force should ensure that all evidence is retrieved at the first opportunity and initial statements are completed to a high quality to maximise the likelihood of investigations being conducted successfully.
- The force should improve its ability to retrieve digital evidence from mobile phones, computers and other electronic devices quickly enough to ensure that investigations are not delayed.
- The force should take steps to understand its investigation outcome data and to ensure that it is pursuing justice on behalf of victims of crime.

Cause of concern

The capacity and capability for West Yorkshire Police to effectively deal with investigations involving vulnerability is a cause of concern.

Recommendations

- The force should review its capacity and capability across the five district safeguarding units and ensure that workloads are manageable and aligned to demand and risk. It should also ensure that adequate welfare and support is available for the officers and staff working within them.
- The force should ensure that officers and staff have appropriate professional skills and experience to investigate complex cases involving vulnerable victims and that these are supervised effectively.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Investigation quality

Improvements are needed to make sure that West Yorkshire Police has the right structures in place to meet investigative demand. Under capacity in detective capability is having a negative effect on the effectiveness of investigations, particularly those involving specialist safeguarding. This problem is not exclusive to West Yorkshire Police.

We acknowledge the force's work to increase its investigative capacity and capability (for specialist safeguarding) in the medium and longer term. The force has established a detective working group that is successfully using initiatives such as:

- [direct entry](#) investigators – officers who directly enter the police to become a detective as opposed to the traditional route of being a constable first;
- developing a comprehensive detective career pathway to improve the force's skill base; and
- reviewing recruitment, retention and wellbeing.

Nevertheless, detective and investigative resilience and capacity are flagged in red on the force's strategic risk register.

Not enough officers are trained and have the necessary experience to lead and manage high-risk investigations. (Principally those involving serious sexual offences and child protection.)

In some district safeguarding units the majority of officers at constable rank were not detective accredited under the [Professionalising Investigation Programme](#) level 2. They didn't all have specialist training – such as the serious sexual offences training and specialist child abuse investigator development programme (SCAIDP) – and were lacking experience.

Inexperienced officers need more support. For example, tutors should be available to support trainee investigators in their initial crime investigator development programme (ICIDP) accreditation. And supervisors should have the skills to make sure investigations meet standards, particularly when there is a safeguarding aspect, or they are dealing with vulnerability. This is having a negative effect – many supervisors spoke of high workloads which carried significant risk and long working hours without managerial or peer support.

The capacity and capability of patrol sergeants affects the quality and timeliness of investigations and supervisors. Supervisors told us about the high workload that comes with supporting newly qualified officers and their teams in day-to-day activities.

West Yorkshire Police may wish to review its training to sergeant rank, particularly patrol sergeants, to upskill and increase its capacity. Additionally, it could do more to allocate crimes involving vulnerable people to staff with appropriate skills and training. This was highlighted in the last two effectiveness inspections.

The force has five district safeguarding units aligned to the five local authority areas in West Yorkshire. More work is needed to understand the level of demand and risk in each, as specified in the cause of concern in our [2017 effectiveness report](#). A review would help the force:

- make sure workloads are manageable;
- align capacity and capability to demand and risk;
- provide adequate welfare and support for officers and [staff](#); and
- establish effective working practices across different teams and departments.

The force uses [THRIVE](#) to assess calls for service and incidents, and to make sure the most appropriate teams are assigned to investigate crimes and respond to the needs of the victim. It has produced a policy document that covers all aspects of crime allocation and management that includes:

- call handling and deploying resources;
- initial investigation;
- crime management; and
- investigations plans.

The policy determines which crimes can be dealt with by resolution without deployment, over the telephone. It includes THRIVE, the national decision model (NDM) and solvability as factors that influence the decision to refer a case to the force crime management unit (the team that deals with telephone resolution).

West Yorkshire Police has one of the highest levels of telephone resolution in England and Wales – almost 50 percent of incidents were dealt with on the phone/in the station in 2018/19. In most instances, we found telephone investigations were used appropriately to resolve non-emergency incidents. They provide a good quality of service that leads to satisfactory outcomes for victims.

We are impressed by the improved quality of investigations since our last inspection in 2017. Our initial crime file review found there was ‘effective supervision’ in 44 out of the 66 cases where supervision was required. Since then, the force has improved the supervision and overall quality of investigations with:

- Mastertask, an IT system that allocates, tasks and monitors the completion of actions for each investigation to improve crime management processes;
- ‘we are all investigators’ training for officers and supervisors; and
- better use of its performance framework – which gives an overview of the force and its accountability and can go down to district, team and individual level – to improve scrutiny and governance.

Our 2016 and 2017 effectiveness reports for West Yorkshire Police highlighted concerns about the quality of initial enquiries and handover of work between teams. Although we found the quality of handovers had improved, further improvements are needed.

The force introduced a handover policy and key investigative summary in May 2018. They highlight officers’ roles and responsibilities and outline what ‘first responder’ officers need to complete before handing an investigation over to the criminal investigation department (CID).

Officers’ feedback to us was that they aren’t generally allowed the time they need to carry out initial enquiries before they leave a crime scene and are deployed to the next incident. Initial enquiries include such tasks as taking statements from injured parties and witnesses. Officers will also make standard enquiries – for example, canvassing witnesses in an area house-to-house, reviewing CCTV and preserving scenes.

Statement quality seems to have deteriorated since the last inspection. Officers need more training to improve the basic skill of taking a statement from a witness or victim. Poor statements affect the quality of the subsequent investigation. They also adversely affect victims and their engagement, where statements need to be retaken due to poor quality and lack of detail.

The force provides a good service to victims of crime – our file review found there had been good victim care in 71 out of 90 cases. It has processes in place and good supervision to keep victims up-to-date on the progress of investigations. This is seen to be important. It was a focus for all the officers we spoke to during the inspection.

There had recently been a series of communications – in a variety of media including the intranet and internal blogs – to reinforce the importance of updating the victim and victim contact. The programme included ‘reflector’ workshops where victims of crime described their expectations in detail. Investigators also spoke about their experiences to create a ‘lessons learnt’ and service improvement training tool with officers and staff.

Supervisors receive monthly data that shows when victims are due an update on the progress of their crime. However, this is affected by sergeant capacity and capability due to workload pressure – some of the sergeants we spoke to didn’t feel they had the opportunity to effectively dip sample victim contact, statement quality and crime files for the officers they supervise.

The processing and examination of mobile phones and other digital devices was a recurring theme in our inspection. Some officers quoted turnaround times of up to 12 months. In many cases, changes to bail in the Policing and Crime Act 2017 mean that suspects have been/are [released under investigation](#) ‘pending forensic examination of digital devices’. This leads to delays and protracted investigations, which undermines victims’ confidence and can cause them to disengage with an investigation.

The force is currently reviewing demand in this area. It has increased its capacity by 18 staff and is reviewing processes to increase efficiency. It has also gained accreditation to ISO 17025, an international standard for testing and calibration laboratories, to make sure the forensic unit operates quality management systems and is technically competent. This is a higher standard than some other forces.

Nevertheless, the force should further improve its ability to retrieve digital evidence from mobile phones, computers and other electronic devices quickly enough to prevent delays to investigations.

Catching criminals

West Yorkshire Police has improved its policy and process for circulating and managing offenders on the [Police National Computer](#) (PNC). This has reduced the number of circulations and outstanding suspects.

The force recently developed a 'wanted persons' application. It combines a range of data/information including:

- those who fail to appear on police bail;
- named and outstanding suspects;
- suspects released under investigation but wanted for further enquiries;
- suspects identified through forensic evidence; and
- wanted suspects to related crimes.

The application reviews the data and generates a weighted score for every suspect, linked to the crime severity index. The scores are updated every hour. The information is readily available to officers and supervisors, and feeds into briefing meetings for the tasking of officers. Information can be filtered by offence, score and district.

The wanted persons application aims to:

- make sure information is circulated in a timely fashion; and
- focus officers' time and energy on the right people and those causing most harm.

The monitoring of wanted persons and those released under investigation is reported to the [chief officer](#) team on a weekly basis. And the management of outstanding suspects is embedded in the force's daily management processes, as well as its performance management framework.

Additionally, the application is driving activity within the districts to identify offenders who pose the greatest risk. Neighbourhood team officers have a proactive approach to tracing wanted offenders – they are briefed daily on their role in obtaining intelligence regarding those who are wanted.

The force has improved its relationship with immigration enforcement since our last inspection. It has also made process improvements in relation to:

- foreign national offenders; and
- [ACRO Criminal Records Office](#) submissions a criminal records check overseas.

The process for informing immigration about the arrest of a foreign national offender starts when the offender has been arrested and is in custody.

The force has a good working relationship with the immigration service at tactical and strategic levels – from immigration officers in custody suites to the chief immigration officer. For example, it is working with an immigration officer in Bradford to share intelligence and target wanted foreign nationals.

We found that West Yorkshire Police effectively:

- monitors all the wanted foreign national offenders, working with the immigration service to locate and trace them;
- completes ACRO submissions on a regular basis (where appropriate); and
- works with the immigration service to promptly circulate on the PNC the details of offenders who have committed immigration offences.

The force recently reviewed its approach to managing and monitoring pre and post-charge bail, and suspects released under investigation. At the time of the inspection it didn't have a standard policy or guidelines on bail in place.

A new bail policy has been drafted but not implemented. It will include:

- greater responsibilities for custody inspectors for the authorisation of suspects released under investigation;
- weekly monitoring of suspects released under investigation;
- greater scrutiny and accountability at team and inspector level; and
- improved monitoring of approved police bail.

Although staff and officers have had some training on the changes brought in by the Police and Crime Act 2017 regarding bail, it could have been more effective.

We understand that the force is implementing a new governance structure (that is, a regular meeting schedule). It aims to improve performance with data sets that let staff and officers see:

- suspects released under investigation;
- pre and post charge bail;
- management of investigations;
- vulnerability checks;
- evidential difficulties; and
- Crown Prosecution Service charging issues.

The meetings will be chaired by the assistant chief constable for specialist policing and attended by all district commanders. In addition to performance improvement, it is hoped increased governance will put outcomes for victims at the front of the decision-making process.

The force is rolling out basic [disclosure](#) training, which is mandatory, to all frontline officers and staff. There was a 43 percent completion rate at the end of April 2019.

Officers' awareness of the initiative was poor, despite the presence of disclosure champions. Their awareness of disclosure material on the force intranet was also poor. It contains extensive guidance including:

- disclosure memory aids;
- disclosure guidance on communications evidence;
- a third-party disclosure policy;
- social media guide to the retrieval of data;
- disclosure of intelligence; and
- redacting documents.

Further training is needed to make sure officers and staff understand disclosure rules and how they apply to their investigations or know where to access help and advice.

From April 2018 to March 2019, 17 percent of outcomes were classed [outcome 16](#) (where there are evidential difficulties with the crime and the victim did not support police action), which is similar to the England and Wales rate.

For the same period, the force had a considerably larger proportion of investigations where the outcome had not yet been assigned (15 percent compared with the England and Wales rate of 8 percent). It had a larger proportion of investigations assigned outcome 15 (where there are evidential difficulties with the crime, but the suspect has been identified and the victim supports action), which is higher than the England and Wales rate – 13 percent compared with 9 percent.

These outcome rates may highlight a problem with file quality and the overall quality of investigation. The force must do further work to understand why it is an outlier for these outcomes and the effect it may be having on pursuing justice on behalf of victims of crime.

Protecting vulnerable people



Good

'Protecting the vulnerable' is one of the force's five priorities. It has a clear definition of vulnerability that officers and staff understand well.

The force uses assessment tools and data from partners, including health services, local authorities and probation, to understand:

- the nature and scale of vulnerability it faces;
- which threats pose the greatest risk; and
- complex crime demand.

Its four-year projection will influence training, workforce and intelligence planning.

The force's initial response to incidents involving vulnerable people is good. Call handlers can promptly identify vulnerability and give appropriate advice on keeping safe and preserving evidence.

The force has a definition and policy to help officers and staff recognise mental ill health. It runs successful forums, trials and evaluations (at district level) to provide a more effective service to people with mental health conditions.

West Yorkshire Police works well with neighbourhood teams to safeguard vulnerable victims. It also makes use of alternative legislation and powers when it cannot prosecute. For example, [domestic violence prevention orders](#).

The force pays great attention to victim satisfaction rates for domestic abuse. It has a clear policy for [Clare's Law](#) and uses it to protect victims.

It has a good approach to the [multi-agency risk assessment conference](#) (MARAC), with established systems and processes for working with partners.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Understanding and identifying vulnerability

West Yorkshire Police has a clear definition of [vulnerability](#), which is based on the [College of Policing](#)'s definition. Its policies provide unambiguous guidance and direction for safeguarding children, young people and adults. 'Protecting the vulnerable' is clearly explained in 'the plan on a page'. It is one of the force's five priorities. They are universally understood throughout the force.

Overall, officers and staff show a good understanding of vulnerability. Supervisors and chief officers have promoted its importance, understanding and how to identify it with regular training and communication.

The force has produced a safeguarding induction pack designed to be a 'one stop' document containing all the guidance officers and staff need to:

- recognise vulnerability;
- provide safeguarding; and
- carry out an effective investigation while supporting a vulnerable victim.

The pack includes definitions of offences and crime types, recording standards, partner agencies that provide safeguarding support, minimum standards for investigation and victim support. It also covers a range of offences such as rape and serious sexual offences, child sexual exploitation, honour-based abuse, female genital mutilation, stalking and harassment, and missing persons.

The force is working to understand the nature and scale of vulnerability it faces through the force strategic threat and risk assessment (STRA) and the [force management statement](#) (FMS). It also uses partnership data and information such as:

- data from health services to better understand mental health;
- local authority information on looked after children to enhance the picture on children missing from homes; and
- data from the probation service on sexual and violent offenders.

The force STRA uses [MoRiLE](#) scoring to identify which threats pose the greatest risk. As a result, the force has identified three themes to prioritise activity:

1. vulnerability;
2. crime; and
3. organised crime.

The assessment of vulnerability contains detailed analysis to target activity based on threat, harm and risk in the following areas:

- child sexual exploitation;
- criminal exploitation of children and vulnerable adults; and
- domestic abuse.

The force has developed strategic plans to promote vulnerability and safeguarding activity for these three areas. The plans focus on knowledge and intelligence gaps; the demand pressures outlined in the FMS; and performance indicators and outcomes. They are managed through the force's governance structure, through the strategic safeguarding board chaired by the assistant chief officer for district policing.

The force works closely with partners to understand community threats and risk. It is good at sharing information about the nature and scale of vulnerability when it has been identified. It uses the FMS to consider complex and hidden crime demand in detail. It has used statistical projection, professional judgment and environmental scanning to make demand projections for the next four years. This influences strategic planning on:

- training and development;
- workforce planning and staff profiling;
- informing the intelligence picture/gaps in crime types such as domestic abuse, modern slavery and human trafficking; and
- the criminal exploitation of children and vulnerable adults.

Responding to incidents

The force's initial response to incidents involving vulnerable people, particularly victims of domestic abuse, is generally good. The THRIVE process is well embedded – we found that call handlers had a comprehensive understanding of its principles. They were applying them to assess the level of harm individuals faced, making sound decisions and taking the right course of action to support callers.

The force's command and control system can place flags on repeat callers and repeat locations. It can also place markers (in relation to vulnerability) against incidents linked to domestic abuse, mental health, vulnerable adults or children at risk of child sexual exploitation. The force uses this to highlight to officers responding to incidents where vulnerability is involved so they are aware of the specific risks or vulnerabilities.

Additionally, an allocation flow chart has been developed for domestic abuse cases to make sure the appropriate resource is deployed. It considers risk factors, the complexity of the investigation and vulnerability of the victim.

All frontline staff and officers undergo safeguarding training as part of a rolling programme of training and communication. It includes:

- guidance on immediate safeguarding actions at the scene when dealing with an incident that involves significant vulnerability;
- 'through the eyes of a child' – directing officers attending domestic abuse incidents to consider what life is like for the child in that environment; and
- how to make referrals to external agencies for victim support.

We witnessed call handlers promptly identify victims' vulnerability at the first point of contact using THRIVE and the NDM. They gave appropriate advice on keeping victims safe and preserving evidence for potential forensic opportunities. And they could explain the rationale behind the incident grading process in terms that callers

understood, helping to manage expectations. Risk is routinely re-assessed within the customer contact centre in cases where the response was delayed. These incidents are subject to a further THRIVE assessment and in cases of domestic abuse will be reviewed by the supervisor to ensure risk and harm are appropriately managed and assessed.

The information recorded by call handlers was accurate, when compared with the information provided by the caller, in the files we reviewed. The assessment of incident grading was found to be appropriate in all but one case from the 90 incidents reviewed.

Officers use a [DASH](#) form in their initial response to domestic abuse cases, and the national risk assessment matrix for missing persons reports.

The DASH form is completed using a handheld device. It gives officers step-by-step guidance. When complete, it is automatically sent to the supervisor for review and quality assurance. Medium and high-risk DASH assessments receive further scrutiny through the [multi-agency safeguarding hubs](#) (MASHs), where they are examined within 24 hours. Standard assessments are reviewed within the safeguarding units.

West Yorkshire Police shows a good understanding of the nature and scale of vulnerability due to mental health, which it has developed in conjunction with partner organisations.

The force has a definition of 'mental health crisis'. It gathers information and data on mental health problems from sources including:

- mental health flags on the command and control system;
- missing persons who have a mental health qualifier;
- detainees in custody who have a mental health qualifier;
- mental health data on DASH reports; and
- suicide data.

This gives the force a comprehensive understanding of the nature and breadth of incidents involving mental health crisis it deals with.

The force's mental health policy details its response to such incidents. It aims to give officers clear guidance and direction, including:

- helping officers and staff recognise mental ill health and learning disabilities so they can respond appropriately and treat people with mental ill health and learning disabilities with dignity and respect;
- providing guidance to officers and staff on how to deal with individuals who have mental ill health or learning disabilities;
- explaining how they should communicate, question or interview individuals who have mental ill health or learning disabilities, so they are achieving best evidence; and
- providing information on the force's protocols with mental healthcare trusts.

Wakefield district hosts a monthly high-intensity user forum which is attended by Yorkshire Ambulance Service, mental health services, liaison and diversion health services, and West Yorkshire Police. Vulnerable individuals who frequently present to the police are identified and reviewed. Forum attendees create joint, bespoke plans on how these individuals can be supported. The forum has resulted in better working relationships between services, and a better understanding of people in mental health crisis and the demand on service provision.

Partners and the police feel that this initiative provides enhanced arrangements for a more effective service to support people with mental health conditions.

The level of support officers get from mental health practitioners varies from district to district. All districts have a 24-hour 'single point of access' number for the police to call for information and advice. And mental health hub nurses are co-located at some police stations at peak demand time.

Some districts have [street triage](#) teams. Bradford district is running a pilot with the NHS trust to train some nurses as special constables who can also provide a mental health triage service.

The force has made some limited, district-specific evaluations on mental health triage services but has yet to carry out a force-wide evaluation. It has submitted a bid to the N8 Policing Research Partnership, a consortium of forces and academic researchers for this comprehensive evaluation.

Officers and staff in the customer contact centre have a good understanding of the importance of taking immediate action (where necessary) to protect those with mental health conditions. Extensive training has been given to staff and officers including:

- a mental health e-learning package; and
- bespoke training for dealing with crisis situations, such as acute behavioural disturbance.

[Body-worn video](#) has been in place for several years. It is mainly used to respond to incidents involving domestic abuse and vulnerability, particularly when collecting evidence 'through the eyes of a child'.

[Voluntary attendance](#) is regularly used as an alternative to arrest. There are several voluntary attendance suites throughout the force. However, the fact that they are remote from custody presents problems – for example, when completing biometrics and obtaining charging advice.

Staff we spoke to were confident using voluntary attendance and had received training on it and when appropriate. Its use is monitored by the force.

The information we reviewed demonstrates the force makes correct use of its powers of arrest to protect vulnerable victims and witnesses, particularly in domestic abuse cases.

Supporting vulnerable victims

Neighbourhood policing teams are closely involved with the continuing safeguarding of vulnerable victims. This is part of a focus on vulnerability throughout West Yorkshire Police. We found they have a good understanding of local vulnerability. They could provide details of vulnerable adults, children at risk of child sexual exploitation, high-risk victims of domestic abuse and high-risk domestic abuse offenders.

Neighbourhood policing teams will use tactics such as cocooning (a tactic to protect victims that involves visiting houses near the victim's address to gather further intelligence, identify witnesses and offer crime reduction advice and reassurance) to safeguard victims of domestic abuse.

In cases where prosecution is not possible or practical, West Yorkshire Police makes use of alternative legislation and powers to protect vulnerable victims. This includes [domestic violence prevention notices and orders](#) (DVPNs and DVPOs).

The force has taken a proactive approach to the issue of DVPOs, working with the supervisor from the DVPO team to review custody records and identify cases that may be suitable for consideration of an order. Where this is the case, the supervisor contacts the relevant officer in the case to discuss options. The DVPO team has the role of raising awareness and encouraging appropriate use of DVPOs in the force more generally by visiting the districts' domestic abuse teams. The focus is on using DVPOs properly and where required, rather than just looking at volume.

The force produces performance data down to district level that provides details of DVPN applications, including unsuccessful ones. (All applications are submitted to a detective inspector before seeking approval from a superintendent.) Additionally, the force monitors DVPO breaches.

During 2018, the force DVPO team had 204 DVPOs granted and five not granted at court. This represents a 98 percent success rate.

The force has invested in a dedicated DVPO team, based in Leeds, who will build the cases and present them to the district judge. This has improved quality and professionalism of submissions.

The follow-up to a DVPO is provided by referral to independent domestic violence advocate (IDVA) services and signposting to local authority and other agency support. The [integrated offender management](#) team develops an offender management plan and the neighbourhood policing team is tasked with monitoring the victim (through local contact and visits). If the offender breaches the plan, the most appropriate resource at the time will respond. That could be a neighbourhood policing officer, patrol or CID.

West Yorkshire Police has a clear policy for Clare's Law enquiries. It has taken steps to raise awareness of Clare's Law internally and externally.

In January 2019 the force launched a local media campaign to encourage the 'right to ask' which resulted in a rise in the number of applications. This was supplemented by an internal information campaign to raise awareness of legislation and police responsibilities. The campaigns also contributed to a rise in the number of 'right to know' notifications, which have also been generated via the MARAC process.

- Currently the force has 0.11 'right to ask' applications per 1,000 population, which is in line with the England and Wales rate of 0.11 per 1,000 population.
- Currently the force has 0.23 'right to know' applications per 1,000 population, which is higher than the England and Wales rate of 0.14 per 1,000 population.

The force and its partners show a clear commitment to protect potential domestic abuse victims and their children through Clare's Law. We found evidence of the most appropriate agency proactively disclosing information in the MASH.

West Yorkshire Police has clear processes to manage pre-charge bail in domestic abuse cases and safeguard victims. While the force is unable to provide specific data on pre-charge bail in domestic abuse cases, its use of pre-charge bail has increased over the last year.

There is an acceptance within safeguarding teams that the criminal justice route is not always the most suitable for incidents involving domestic abuse, but conditional bail is used when vulnerability requires it. The use of pre-charge bail is subject to review by the audit team. They can then amend records for 'released under investigation' if necessary, to ensure all safeguarding is in place, with accountability through the strategic safeguarding group.

The safeguarding arrangements for offenders are reviewed, with a formal risk assessment, before offenders are released from custody. Signposting them to agencies and partners for help and support also happens prior to their release.

West Yorkshire Police shows a positive commitment to working with a range of partner organisations to protect vulnerable people. We saw and heard many examples of the force working in collaboration with others, including the five MASHs. In general, the partners we spoke to expressed confidence and trust in the force. The structure of each district MASH lets partner agencies share information in a timely fashion when a child or adult is at risk.

A good example of partnership working is the multi-agency child exploitation meeting in Kirklees district. The meeting covers child criminal exploitation and child sexual exploitation. It lets partners escalate concerns from other agencies. The process considers the top ten victims, offenders and locations, developing problem-solving plans to manage and resolve the behaviours and circumstances that contribute to offending, along with a dedicated police officer within the child sexual exploitation team. The meeting occurs every six weeks.

The force has a good approach to the MARAC process with established systems and processes, and effective partner engagement and action. The MARACs operate from the five local authority areas. Each has a slightly different way of operating, based on demand.

MARAC meetings are attended by agencies including children's services, adult social services, IDVA services, substance misuse support, offender support, probation and mental health services. The agenda includes:

- all high-risk cases;
- medium-risk cases where there have been six incidents within a 12-month rolling period or four incidents within a calendar month (classified as a rapid repeat); and
- referrals from the police and other agencies including social services, and health and education.

We found a disproportionately high number of domestic abuse reports are flagged as medium risk in West Yorkshire. The number of cases discussed at MARAC meetings (66 per 10,000 adult females) is one of the highest in England and Wales. (The range for England and Wales is from 6 to 69 cases discussed per 10,000 adult females). This concerns us. However, we acknowledge the continuing work and reviews with partners to improve triage and decision making, and more effectively manage them.

All five districts have introduced daily MARAC or daily risk assessment meetings to address the level of risk and volume. The strong partnership arrangements in each of the meetings have improved the force's capacity to deal with the increased volume of medium-risk cases and its capability to identify high-risk cases.

The daily risk assessment meeting in Leeds is impressive for:

- the quality of information shared;
- attendance;
- shared ownership across all agencies with a lead appointed for each case; and
- meaningful actions tailored to each case. For example, making sure all relevant parties are aware of a situation and good practice in informing GPs (by letter) that a victim is subject to abuse.

The meeting also benefits from excellent information from housing, rotating the chair role and a dedicated presence from probation.

West Yorkshire Police pays great attention to victim satisfaction rates for domestic abuse offences. It uses an independent company to survey victims of domestic abuse. Overall satisfaction ratings were reported at 84.4 percent in the 12 months to April 2019, with satisfaction for treatment reaching 92 percent. The force responds quickly to victims (where possible) when issues have become apparent in the survey.

It has worked on raising officer and staff awareness of victim care, as well as feedback on the 'quality of service' received by victims. For example, screen savers show victims' comments on their experience of West Yorkshire Police. They are also included in a training package on the force intranet.

The force also takes part in the national victim satisfaction group – attended by over 30 forces – where good practice and learning are shared.

Kirklees district domestic abuse team includes a domestic violence support worker to make sure victims are appropriately supported through the criminal justice process. They offer the victims extra support, which can help reduce attrition rates. They also

share knowledge, learning and understanding of the issues victims face with officers to help them adapt their approach to suit the victims' needs.

The force recently introduced a domestic abuse IDVA car in Kirklees district. A specialist officer from the domestic abuse team partners with someone from the IDVA service (rather than general patrol staff) in the vehicle. This approach means:

- the victim receives appropriate support; and
- a specialist investigator can be first on scene to help secure and preserve evidence and direct early arrest enquiries.

Kirklees district recently started working with a specialist agency to provide specific support for men who suffer abuse.

The force's protecting vulnerable people plan identifies four areas for improvement for managing registered sex offenders (RSOs):

1. embed the [active risk management](#) (ARMS) process to ensure RSOs are effectively managed in line with national guidance;
2. ensure that where eligible, appropriate use is made of 'reactive management' so public protection staff can focus on those posing the greatest risk;
3. introduce the use of triage tools to improve the monitoring of RSO online activity; and
4. introduce remote monitoring capability to improve the efficiency and effectiveness of monitoring RSO online activity.

West Yorkshire Police is currently managing 2,898 RSOs. The force is working with the probation service, the integrated offender management team and the prison service to develop effective release plans for these offenders.

The force has enough capacity and capability to deal with demand within the [management of sexual offenders or violent offenders](#) unit. Its [medium-term financial plan](#) (MTFP) plans to provide funding for ten additional staff.

Of the 2,898 RSOs:

- 87 are classed as very high risk;
- 429 high risk;
- 1,142 medium risk;
- 1,113 low risk; and
- 127 reactive management.

The force has not moved away from dealing with reactive management cases for lower risk offenders. While they do not receive home visits, these offenders are monitored and subject to annual notification requirements at a local police station. (They are required to go to a police station once a year for the force to re-evaluate the risk they pose and to inform the force of any changes in circumstances.) Any intelligence or change to their circumstances triggers a review of the risk assessment. This can result in an increase to their risk level, or the reintroduction of home visits.

The [multi-agency public protection arrangements](#) (MAPPA) and MAPPA strategic management board oversee the management of sexual offenders and violent offenders. The head of unit attends a quarterly meeting and produces a quarterly performance report. The force uses the standard ARMS and [RM2K](#) risk assessment models.

As of April 2019, there were five police assessments and 66 Probation Service assessments outstanding for lower risk offenders. This is an improvement on the previous quarter. The performance trajectory for the previous 12 months also shows improvement. The force is contacting lower risk offenders where an assessment has not yet been completed. The potential level of risk is considered as part of a prioritisation process.

The force has a 95 percent compliance rate for risk assessments. This performance indicator is a standing agenda item on the strategic management board. Monitoring has moved away from a focus on visits to a more bespoke approach involving integrated offender management and specific action plans.

West Yorkshire Police has the capability and capacity to proactively identify and deal with offenders sharing indecent images of children. The abusive images assessment hub (AIAH) was introduced in January 2016. It sits within the force's intelligence portfolio, protective service crime.

The AIAH records, risk assesses and researches indecent images and movies of children referred into the force from the Child Exploitation and Online Protection (CEOP) command, which is part of the National Crime Agency. All intelligence packages created by the AIAH are allocated to the five geographic districts. They all have dedicated police online investigation teams (POLITs) apart from Kirklees. Their POLITs are responsible for progressing any investigations, including executing the warrant, arresting the suspect and building the file.

The safeguarding team does this in Kirklees district, where there is no POLIT. The force may wish to review this arrangement to make sure that high-risk investigations of this nature are dealt with in a timely fashion, with the appropriate skill set.

West Yorkshire Police routinely uses preventive ancillary orders for dangerous offenders. There are currently in place within West Yorkshire:

- 1,279 [sexual offences prevention orders](#);
- 1,186 [sexual harm prevention orders](#); and
- 5 sexual risk orders.

The force accepts that better use could be made of sexual risk orders. It has started a pilot with two new civil order clerk posts attached to the violent and sex offender register (ViSOR) unit. They will build cases and present all civil order applications to court in conjunction with legal services. Monitoring these orders is part of the daily management meeting process in each district.

We are impressed by the awareness neighbourhood officers and police community support officers (PCSOs) have of vulnerable people and offenders in their area. We are also impressed by the proactive involvement that neighbourhood teams have in safeguarding vulnerable victims and offender management.

Tackling serious and organised crime



Good

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2016 effectiveness inspection has been carried over.

Armed policing

We have previously inspected how well forces provide armed policing. This formed part of our 2016 and 2017 effectiveness inspections. Subsequent terrorist attacks in the UK and Europe have meant that the police service maintains a focus on armed capability in England and Wales.

It is not just terrorist attacks that place operational demands on armed officers. The threat can include the activity of organised crime groups or armed street gangs and all other crime involving guns. The [Code of Practice on the Police Use of Firearms and Less Lethal Weapons](#) makes forces responsible for implementing national standards of armed policing. The code stipulates that a chief officer be designated to oversee these standards. This requires the chief officer to set out the firearms threat in an [armed policing strategic threat and risk assessment](#) (APSTRA). The chief officer must also set out clear rationales for the number of armed officers (armed capacity) and the level to which they are trained (armed capability).

Understanding the threat and responding to it

The force has an adequate understanding of the potential harm facing the public. Its APSTRA conforms to the requirements of the code and the [College of Policing guidance](#). The APSTRA is published annually and is accompanied by a register of risks and other observations. The [designated chief officer](#) reviews the register frequently to maintain the right levels of armed capability and capacity.

There is one area where the APSTRA could be improved:

- It could include details of how rapidly [armed response vehicles](#) (ARVs) respond to incidents. This is important to determine whether the force has enough armed officers to meet operational demands.

The force had not published its own APSTRA and was reliant on an assessment of threats and risks affecting some other forces in the region. This has now been rectified.

All armed officers in England and Wales are trained to national standards. There are different standards for each role that armed officers perform. The majority of armed incidents in West Yorkshire Police are attended by officers trained to an ARV standard. However, incidents sometimes occur that require the skills and specialist capabilities of more highly trained officers.

As a consequence of the terrorist threat, West Yorkshire Police has received Home Office funding as part of a programme to boost armed policing in certain parts of England and Wales. We established that the force has fulfilled its commitment to the programme by increasing the availability of ARVs.

Working with others

It is important that effective joint working arrangements are in place between neighbouring forces. Armed criminals and terrorists have no respect for county boundaries. As a consequence, armed officers must be prepared to deploy flexibly in the knowledge that they can work seamlessly with officers in other forces. It is also important that any one force can call on support from surrounding forces in times of heightened threat.

West Yorkshire Police has sufficient ARV officers and specialist capabilities in line with the threats set out in the APSTRA. It also has tried and tested procedures in place to work with neighbouring forces on joint armed operations.

We also examined how well prepared forces are to respond to threats and risks. Armed officers in West Yorkshire Police are trained in tactics that take account of the types of recent terrorist attacks. Also, West Yorkshire Police has an important role in designing training exercises with other organisations that simulate these types of attack. We found that these training exercises are reviewed carefully so that learning points are identified and improvements are made for the future.

We found that West Yorkshire Police regularly carries out debriefs of incidents attended by armed officers. However, it does not identify best practice and areas for improvement on every occasion. We recommend that the force reviews operational debriefing procedures. This will help ensure that opportunities to improve are not overlooked.

ARV officers can have a positive effect. It is important that, at the start of each shift they are provided with up-to-date information that is relevant to their role. In West Yorkshire Police, we found that opportunities are being missed to provide this information to ARV officers and use their patrols to good effect.

Efficiency



Force in context

	West Yorkshire spend	England and Wales spend
Spend per head of population 2019/20 projection	£199	£203

Spend per head of population by category

2019/20 projection

	West Yorkshire spend	England and Wales spend
Visible frontline	£72	£68
Non-visible frontline	£67	£66
Frontline Support	£14	£17
Business support	£35	£45
Other	£11	£8

How efficiently does the force operate and how sustainable are its services?



Outstanding

Summary

West Yorkshire Police is efficient in the way it operates, and its services are sustainable.

The force excels in planning for the future. It links plans and priorities to data and information to understand demand and risk. Its holistic approach makes it a proactive and forward-thinking organisation – everywhere from workforce and resource planning to financial management and succession planning.

In 2017 we judged West Yorkshire Police as good at meeting current demands and using resources.

Meeting current demands and using resources



Good

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2017 efficiency inspection has been carried over.

Planning for the future



Outstanding

West Yorkshire Police is outstanding when it comes to planning for the future.

The force has always been good at modelling future demand. Using the [FMS](#) this year has made it better.

The force has built the FMS into its planning framework. It also uses assessments, analytical models and analysis to inform decisions about resourcing, workforce planning and finance.

West Yorkshire Police understands public expectations and uses them to help predict demand and prioritise activity. Its plans are also linked to priorities in the police and crime plan, [police and crime commissioner](#) (PCC) pledges and precept commitments.

Workforce planning is linked to the demand the force believes it will face and the skills it will need, as well as its continuing change programmes.

Finance plans are based on realistic assumptions about available budget. The force has invested in early intervention in the hope of reducing demand, as well as its training and digital plans. Earmarked [reserves](#) are being invested to improve service.

Its deficit is worse than previously forecast due to changes in national funding. However, it has identified savings to balance the budget by 2021. The force has a good reserves position.

The force is good at leadership and workforce development. It has a formal succession plan for senior team leaders. It offers several career pathways and participates in schemes to bring external talent to the force.

West Yorkshire Police is doing well on diversity and simply needs to continue its efforts.

It is an ambitious force that welcomes innovation. Work has started on artificial intelligence, looking at how it could support transactional HR enquiries with a tool called TOBI.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Assessing future demand for services

West Yorkshire Police is outstanding at assessing future demand for its services. The force's thorough and detailed FMSs help it identify and assess emerging and likely future demand for its services.

The force's detailed strategic assessment gives a full picture of current and long-term threat, harm and risk facing the force – from a crime and operational perspective. It informs strategic planning and resource allocation processes.

FMS 1 (2018) was the first time the force used four-year predictions. FMS 2 (2019) reviewed them along with current crime and incident data to assess their accuracy and define how it will support demand over the next four years.

The force's strategic plans address threat, harm and risk. They link to the strategic assessment and the FMS. The plans use the four-year predictions so they can focus on:

- demand reduction; and
- the [4 Ps](#) – pursue, prevent, protect and prepare.

Prior to the introduction of the FMS, the force analysed data and information to predict and model future demand. The force has a track record of using data and information to predict and model future demand in its strategic planning and target setting. This activity has become more sophisticated with FMS. The force uses it, continually refreshing the data, to inform strategic decisions on resourcing and financial spend.

The force uses a combination of statistical projections, professional judgment and environmental scanning to analyse complex and hidden crime. Examples of this include:

- new legislation for domestic abuse, with a wider definition and new police and criminal justice powers; and
- missing persons, with an increasing number of looked after children throughout West Yorkshire.

The strategic assessment and the FMS are built into the force's strategic planning framework. Both documents are revised annually with a quarterly update and refresh. The documents are subject to challenge through the force's strategic planning days (quarterly) and [chief officer](#) team, and they are reported and monitored through the force accountability meeting (as part of the governance framework).

In addition to the FMS, the force uses analytical models such as our 'Big Data' dashboards to triangulate and assess current and future demand. It has completed three activity analysis campaigns. The last was in Calderdale district in December 2018.

The results from this analysis are fed back to the districts to improve their understanding of current demand. They show activity by different functional area, with comparisons across the districts. The activity analysis is a 48-hour snapshot in four of the five districts, split into two 24-hour periods. This gives an understanding of where resources are placed, what activity they are working on and if their work is aligned to the force's priorities.

The force also has a demand management app, QlikView. Using the Big Data dashboard analysis, the force has developed real-time access to incident data for districts, including attendance rates, times and repeat demand locations.

The force's digital strategy exploits the opportunities technology presents. For example, a district dashboard has been developed to give an oversight of:

- what officers are doing;
- incidents coming in;
- who is available; and
- where incidents are happening.

It can be used by inspectors and supervisors to make better decisions for deployment. It is successfully being used in all districts to assess calls for service and the current resourcing level of [staff](#) and officers – it is a form of real-time demand analysis. For example, patrol inspectors use it to make informed decisions on where to deploy officers and staff. The approach can be used in different areas of the force, not just for incident demand analysis. There are plans to use it in other areas such as vetting.

The force is using systems that improve its ability to analyse activity and move away from producing static reports. It is piloting digital forensics using an algorithm, in collaboration with the [College of Policing](#). This will automate some forensic activity. It will be critical in managing increasing demand for the examination of devices.

Understanding public expectations

West Yorkshire Police considers public expectations in its understanding of likely future demand for its services.

The PCC's police and crime plan is informed by Your View surveys carried out by the office of the police and crime commissioner (OPCC). The force also does its own surveys about concerns such as hate crime. It has aligned four public priorities from the Your View survey with priorities from the strategic assessment: drugs, burglary, robbery and vehicle crime.

The police and crime plan identifies five main areas of focus and 16 priorities. The force's strategic assessment also identifies a list of priorities which provide a clear focus for the allocation and deployment of resources. This includes tackling 'hidden' and less frequent crime types that pose a high level of threat and harm, such as child sexual exploitation and abuse, modern slavery and human trafficking.

The force has invested in neighbourhood policing to make sure that local priorities are collated and acted on. It emphasises consistent, enhanced engagement with communities and minimum standards (for all types of engagement). Neighbourhood teams run engagement activities and are dealing with local priorities through problem solving.

The force has a two-way messaging system with the public that was piloted in the Bradford district. The system charts any changes in public expectations. Changes are reported at the local and team accountability meetings (the governance structure). This informs local partnership arrangements and allows the police (and partners) to test and check their performance against public expectations.

The force website has a 'report it' button on its home page which allows the public to report non-emergency crime and incidents online. The tabs include:

- [anti-social behaviour](#);
- criminal damage;
- drink/drug driving;
- use of/dealing drugs;
- hate crime;
- nuisance bikes;
- suspicious behaviour;
- theft; and
- terrorism.

The tab for terrorism reporting is linked to the North East counter terrorism unit website.

The pages stress that the public should ring 999 if a crime is still in progress, someone is in danger or the offender is still at the scene. They are very easy to find, even for those with little knowledge of navigating web-based systems. The reporting tabs provide advice on how to fill in the sections on the online form. And advice on how long the sections will take to fill in and how much information is required helps to manage customer expectations.

Prioritising

The force's plans are clearly linked to their priorities, supporting them with money, people and resources. The police and crime plan priorities, the PCC's pledges and precept commitments are interdependent. They are visibly resourced in the [MTFP](#).

The PCC made six precept commitments on 3 February 2018. They link to the aims in the plan and provide resources to protect frontline policing and PCSOs. They are:

1. continuing recruitment;
2. continuing programme of skills development;
3. continuing external procurement;
4. implementing the force's change programme;
5. implementing the neighbourhood policing review; and
6. achieving the published numbers of police officers and staff.

The force has a process to comprehensively assess its current workforce skills and capabilities and match them against the organisation's needs, now and in future. The process assesses skills, strengths and gaps. It is broken down to departmental and district level.

The information and analysis inform the FMS, which is used:

- to match skills and capability against demand and project future demand;
- to identify training requirements to feed into learning and organisational development plans, and local people development plans;
- for workforce planning to proactively manage potential future gaps such as retirement and specialist skill areas; and
- to align workforce capability to capacity. In future it will be integral to the enterprise resource planning solution.

The force has resourcing plans for districts and departments. They are designed to make sure that resources follow priorities and demand.

Workforce resourcing plans are also being developed for districts and departments. They have been completed for all districts and protective services crime. Work is continuing on operational support. The plans consider:

- critical posts;
- strength and establishment;
- movement;
- retirement;
- career pathways; and

- promotions.

They are part of a two-year plan for operational resourcing 2019/21 to:

- ensure succession planning, with appropriate skills in place; and
- support transitions from now over the medium term, ensuring the right interventions are in place to mitigate risks and challenges.

Resourcing plans as well as the workforce planning process (see above) inform the FMS. They are aligned to other strategic plans. The plans allow the force to effectively plan over the medium and long term.

The force has clear priorities for its investment decisions. These include customer relationship management; the communications system; modernisation of NICHE (the new crime management system); and investment in new handheld devices.

The priorities for funding in 2019/20 are:

- technological transformation;
- early intervention and prevention;
- recruitment;
- mitigation of pension costs;
- demand reduction;
- digital devices; and
- communications and managing increased demand.

The new contact operating model has a greater focus on telephone resolution and telephone investigation.

Future workforce

The force's workforce plans are directly linked to the demand it believes it will face.

It has enhanced its approach to workforce planning to make sure it understands its future workforce requirements based on its interpretation of changing demand.

Its approach to workforce planning has become more sophisticated. In the past, it centred on producing and reacting to information, rather than looking at how to resource the needs and priorities of the organisation, or ways of working. Workforce planning has become strategic resourcing, with a focus on:

- medium and long-term planning;
- how to bring people into the organisation with the right skills; and
- how to make the best use of the resources.

The workforce plan is based on a framework of environmental factors, force plans and financial predictions. It is part of the force's governance structure and monitored by the people board, a bi-monthly board chaired by the assistant chief constable. The workforce planning report assesses all parts of the workforce, including current and future gaps.

The force also has a strategic learning and organisation development board which meets bi-monthly. It links workforce planning and skills analysis to make sure that districts and departments have the right operational, specialist, leadership and personal skills in place. Training is aligned to the FMS and workforce planning. The board uses the information from the FMS to help identify which skills the organisation will need in future, which feeds into operational delivery plans. The plans ensure the organisation has the right resourcing, succession plans, skills and training development in place for the next two years.

The force has comprehensively assessed its workforce requirements. The FMS describes how the MTFE was aligned with current workforce planning to include:

- predicting police officer leavers of each rank;
- PCSO and police staff leavers;
- workforce modernisation plans; and
- recruitment plans, including probationers and transferees.

Other variables that may affect the recruitment strategy continue to be monitored – for example, career breaks and secondees returns.

Continuing major change programme initiatives also feed into the workforce plan. This may result in a re-assessment of the workforce mix to meet the outcomes and priorities included in the police and crime plan.

The force is recruiting to ensure it has the capacity and capability it predicts it will need to answer demand. The 2018/19 budget proposals in the FMS allowed for the recruitment of additional budgeted posts, at 31 March 2019, of:

- 143 officer equivalents ('officer equivalents' is the term used for some specialist roles that may not require warranted officers, for example in cyber-crime); and
- PCSO numbers protected at 603 following additional recruitment in 2017/18, above initial planning of 571 for 2017/18.

However, future workforce figures will inevitably be based on available funding (rather than changing demand). The FMS shows how, after a reduction in officer numbers since 2010, the force has recruited 1,046 officers since April 2016. Officer numbers in March 2018 are still less than pre-2010 (707 fewer headcount than in 2010). Due to uncertainty about future funding, no additional officers have been forecast for 2019/20 and beyond.

The strategic planning framework has allowed the force to understand changes in demand and the complexity of the demand profile, and plan accordingly. It aligns capacity and capability to priority areas, managing a limited number of officers as effectively as possible.

The 2018/19 budget is based on having 8,956 FTEs (full-time equivalents) at 31 March 2019. However, national and regional commitments, including the North East counter terrorism unit, Regional Crime, the National Police Air Service, Regional Scientific Support, the VIPER (Video Identification Parades Electronic Recording) system and national firearms reduce the core availability to 7,886 (as shown in the table below):

	Total FTEs	Core availability
Officers	4,911	4,583
Staff	3,442	2,700
PCSOs	603	603
Total	8,956	7,886

Finance plans

West Yorkshire Police's finance plans:

- are aligned;
- aim to make best use of resources;
- show how and why investment is being made; and
- support future ways of working.

They are also subject to challenge by the PCC and the police and crime panel which scrutinise the expenditure to ensure good use of financial resources.

The force's plans account for future funding and expenditure. They are based on realistic and sound assumptions. For example, assumptions of the MTFF include:

- precept increases;
- non-pay inflation at 2 percent each year; and
- Leeds City Council to contribute £635,000 towards the cost of PCSOs for two years, with the balance funded from reserves.

The force has a good understanding of a complex financial situation. For example, its analysis of the changing situation in its 'Provide value for money – strategic plan 2018/19' (an internal document) shows the effect of the one-year-only police settlement in December 2017 (the commitment from central government for police funding).

It is very clear, given the importance of partnership work in all areas, that budget pressures for local authorities and other partners (such as health) are a concern. The force's districts are experiencing withdrawal of funding for preventative schemes, as well as posts where funding is coming to an end. For example, domestic violence and [MARAC](#) co-ordinator posts may be under threat.

In October 2018 the updated MTFF showed a worse position than the previous forecast with deficits in each of the years:

Year	Deficit
2019/20	£9.5m
2020/21	£24.7m
2021/22	£30.4m
2022/23	£33.1m

The main factors affecting the MTFF are:

- severe delays in the national Emergency Services Network;
- a reduction in [regional organised crime unit](#) funding; and

- an increase in the employer pension contribution for police pensions.

The force is clear about its financial requirements and likely funding. In October 2018 the 2018/19 revenue budget was overspent by £1.9m – forecast to increase to £3.9m by the end of the financial year. Of this, £1.2m is attributable to overtime and £1.3m to police pay.

The chief officer team and senior leaders are currently considering options for in-year overspend and future years. However, in December 2018 the announcement of the police settlement was slightly more favourable than the force had previously assumed in the budget for the level of funding for 2019/20. This has allowed a more accurate 2019/20 budget plan with a reduced deficit for 2019/20 of £6.132m.

The savings options identified by the force for 2019/20 will help it achieve a balanced budget for 2019/20. The force has modelled several scenarios. Scenario planning is expected to reduce the deficit, but not in its entirety, meaning savings options remain a priority. The 2018/19 revenue budget to 30 November 2018 showed a cumulative overspend of £0.9m, forecast to increase to £1.2m by the end of the financial year.

The MTFF approved as part of the budget-setting process in February 2017 showed a deficit of £30.8m at 31 March 2021. This was based on a set of assumptions about inflation and government funding.

The MTFF presented in June 2018 shows a balanced position for 2018/19 following the use of £17.252m of revenue reserves (£11.37m of which is specifically for organisational transformation).

The position for future years, if the significant saving plans in place are met, is:

- 2019/20 £4.830m shortfall;
- 2020/21 £1.023m shortfall; and
- 2021/22 balanced.

A balanced budget in 2021 relies on achieving savings including voluntary severance for up to 100 officers; [zero-based budgeting](#); and fewer calls to the National Police Air Service.

The FMS shows how the force will try to make the £5.823m savings in the MTFF that need to be made by 31 March 2022. If the force achieves these savings, its position at 31 March 2021 will move from an overall deficit of £30.8m to one of a balanced position.

The force has invested in early intervention in the hope of reducing demand. It is identifying those who place the most demand on its services, reviewing all repeats – location, people, offenders and victims – with the aim of intervening at the first opportunity.

It worked with partners and the Early Intervention Foundation to produce a strategy, which is now in place. The work is led by the local authorities. The force reinvested an extra 100 officers in neighbourhood policing to support the work in 2018. It will add 60 officers this year (2019/20).

The force's workforce planning links financial planning, the FMS and the strategic planning cycle. The alignment of these plans has improved. It is proactively analysing and planning to make sure it has the skills and capabilities to meet future demand.

It has developed a workforce operational model to review:

- the organisation as it currently stands;
- current demand and future predictions; and
- finance and different scenarios for future funding.

This information is shaping the medium and long-term workforce plans. The force has made a gap analysis using its projections and a current analysis of capacity and capability, which includes a skills audit. Workforce reports now include capability as well as capacity.

The force is procuring an enterprise resource planning solution to improve links between finance and HR. The procurement framework is in place. This should improve how the force makes best use of the workforce's time and skills.

The force has a training plan in place to meet needs across all operational areas over a 12-month period, including custody, public order, firearms detective training and health and safety. It allows the force to plan for capability shortfalls in critical areas of its operating model (therefore reducing risk). It makes sure the force can provide the specific skills its workforce needs while keeping operational abstractions down to a level that does not compromise the operating model.

The force's information communication technology (ICT), or digital, strategy is part of the business planning cycle. It reviews and considers other strategies and plans such as the force's 'plan on a page', STRA and the FMS.

The digital strategy has the force's vision (part of its plan on a page) at its centre. The strategy includes:

- organisational and national priorities;
- the police and crime plan; and
- partner organisations.

It has a clear process for achieving its objectives.

Digital priorities include:

- customer relationship management and public contact, with a move to a new contact operating model and online self-service model;
- single online home (part of a national initiative to offer the public a consistent way of engaging with their local force and accessing police services online); and
- the national programme for ICT (providing national ICT projects across all 43 forces in England and Wales).

The digital strategy and process support the force's change programme, as well as national and regional programmes such as the national biometrics programme and the regional scientific support platform.

The structure of the ICT department has been reviewed and revised to ensure it is future-proof, taking account of changes in technology.

The force's plans provide a good basis for service improvement and efficiencies. It has:

- responded positively to increasing finance and demand pressures;
- collaborated with other police forces and the fire and rescue service to improve capabilities and make efficiencies;
- rationalised the estate to minimise the service provision effect on the frontline;
- made major changes to the organisation to provide the best possible service to the diverse communities it serves; and
- invested in technology and digital policing.

It is also exploring robotics and analytics to make officers more accessible and visible in their communities, as well more efficient and productive.

The force has a sound reserves position.

In 2018 the total useable reserves (£77.8m) were 18 percent of total budget (£426.5m). By 2023 total useable reserves reduce to 5.5 percent (£26.4m) of total budget (£480.2m).

Earmarked reserves (that is, where reserves are held for a specific purpose such as capital development or asset purchases) make up the bulk of the useable reserves: £61.3m in 2018 and £14.7m in 2023.

This may change as the reserves position document shows little movement in or out after 2021 other than the PFI (Private Finance Initiative) reserve. The general balance reserve is set at an appropriate percentage of the net revenue budget.

Reserves are being used to improve service. For example, over the four-year period of the MTFP (2018/19–2022/23) there will be investment in Project Fusion, which is transforming the business support function for the force. Reserves will be used to finance the one-off costs of Fusion. For example, investment in new technology and project support to help achieve the savings and investment in new and enhanced capabilities such as commercial services or strategic workforce planning.

Earmarked reserves are targeted to support service improvement. This includes:

- funding the repair, redecoration and return of lease properties to their original condition;
- responding to the staff survey with targeted wellbeing activity; and
- meeting the costs associated with the programme of change, predominantly employee and other revenue-based costs.

Savings plans should improve the way the force works. Other savings are planned from estates rationalisation, non-pay and digital interview recording:

- The revenue savings for estates rationalisation are: £593,000 March 2019; £829,000 March 2020; and £246,000 March 2021.

- For non-pay, the removal of budget underspend and maintaining representative spending balance in line with organisational needs has achieved £2m to date, with a further £2.5m planned for 2019/20. This should be complete by March 2020.
- The cashable savings from digital interview recording result from the removal of tape, label and seal purchases and destruction costs. The aim is to save £297,000 by 2020.

Leadership and workforce development

The force has a formal succession plan for senior leader teams. The chief officer team meets once a quarter to review the current senior management teams. Their agenda includes skill levels, upcoming changes due to promotions/retirement and career development.

Below the level of superintendent, workforce planning is managed through a monthly strategic planning meeting with a rolling cycle of promotion boards. A resource plan for each district and department identifies where skills development is needed (including leadership skills). The resource plan also includes planning for the number of officers needed at each rank.

The force is reintroducing its talent management scheme, with a focus on:

- identifying talent;
- driving performance throughout the organisation; and
- bringing about cultural change.

Its revised talent management scheme will be available to everyone – both staff and officers. Individuals will be assessed against a nine-box matrix linked to the personal development review and critical skills needed in the organisation. It will also link to workforce planning. The scheme was still in draft at the time of our inspection. We look forward to assessing its progress in future.

The force has several career pathways in place. It is piloting an informal pathway tailored to role and rank that means an inspector, for example, could access the detective role having not previously carried out a detective role.

West Yorkshire Police has actively taken part in schemes to bring external talent into the force and openly embraces the recruitment of new talent. The force has used external recruitment effectively to increase its skills base. In 2018 it had 16 [Police Now](#) recruits. The force has taken two [direct entry](#) superintendents and several direct entry inspectors. It is now concentrating on achieving a more diverse, representative workforce.

The force is doing well and needs to continue its efforts to build and support a diverse workforce. It has started with a coaching programme for underrepresented groups. It also operates an aspiring leaders programme and programmes to support senior leaders through the Police National Assessment Centre process. It plans to use a variety of methods to recruit and retain the leaders and specialists it needs for the future.

Ambition to improve

West Yorkshire Police is ambitious and aims to be innovative.

The force's financial plans are built on a range of scenarios. This reflects uncertain times – it is difficult to predict police funding. The next spending review could increase or decrease police funding in the range of -5 to +5 percent. Brexit adds another level of uncertainty and the pensions discount isn't secured for the medium to long term. The PCC took the opportunity to increase the council tax precept this year by £24 (based on public engagement and consultation by the OPCC). The assumption for council tax increase in 2020/21 is £5.

The force is investing in early intervention and demand reduction work to reduce demand in the longer term. Its restructure of business, HR and finance (Fusion) is complete. And work has started on artificial intelligence, looking at how it could support transactional HR enquiries with a tool called TOBI.

TOBI is available on the force intranet for officers and staff. They can submit questions about policy, for example, and TOBI responds with the relevant clauses. The tool aims to move people towards a self-service culture.

Focus areas for sustainable investment in the 2019/20 budget planning process include:

- recruitment;
- technological transformation;
- early intervention and prevention; and
- mitigating the effect of changes to the calculation and payment of police pension costs (announced by the Treasury in September 2018 as an anticipated cost to West Yorkshire Police of £6.8m in 2019/20 and forecast to be over £18m per year from 2020/21).

The force's strategic assessment gives a detailed picture of current and long-term threat, harm and risk facing the force, from a crime and operational perspective. The assessment informs the force's strategic planning and resource allocation processes.

The force is developing two plans – to provide reassurance and value for money – to support existing plans to tackle:

- vulnerability (protecting [vulnerable people](#) plan);
- crime (reduce crime and improve investigations); and
- organised crime (attack criminality).

The two new plans will bring a holistic approach to the implementation of the force's policing strategy. They are:

- Provide reassurance. This plan focuses on neighbourhood policing and early intervention to reduce demand in the long term and improve public confidence. It will prioritise anti-social behaviour and road safety.
- Provide value for money. This plan is based on the change programme to meet the financial challenges.

The latter plan will include the areas of focus in the Home Office Police Settlement: digital; contracts and procurement; investigations; and [serious and organised crime](#). West Yorkshire Police's digital strategy 2018–2025 is ambitious and long term. The main elements are digital engagement, policing operations, justice, business, infrastructure and platforms, and strategic asset data. They are clearly linked to the police and crime plan, and the force's priorities.

A continuing change programme includes:

- back office transformation with Project Fusion, estates rationalisation and commercial excellence;
- building a workforce centred on the Policing Education Qualifications Framework (PEQF);
- improving collaboration with the [North East Transformation, Innovation and Collaboration](#) unit and tri-service collaboration (with the fire and rescue and ambulance services), and the Yorkshire and the Humber forces;
- digital policing – using and/or developing the emergency services mobile communications programme (ESMCP), core network, enterprise resource planning solution, demand management/public contact, digital mobile policing, [body-worn video](#) replacement, customer relationship management, Microsoft 365 rollout and national automated number plate recognition;
- local policing – reducing demand and improving investigations; and
- specialist capabilities – enhancing intelligence and improving digital forensics.

The force's change programme for back office (Fusion) aims to make savings as well as transform the way the organisation works. Its improvement agenda aims to create as much self-service and business process automation as possible.

West Yorkshire Police is involved in several collaborations. Its plans for joint working (with agencies and organisations) are based on a clear understanding of benefits to be gained.

An example of collaboration is the force's involvement in the North East Transformation, Innovation and Collaboration Unit. This is a seven-force collaboration between the Yorkshire, Humber and North East forces that examines joint opportunities for efficiency and saving opportunities. Several projects currently being assessed include counter terrorism and surveillance rooms.

The force is also working on a tri-service collaboration with West Yorkshire Fire & Rescue Service and Yorkshire Ambulance Service. An interactive, facilitated planning day took place on 14 February 2019. Chairs and executive officers from each service voted on their priorities, along with the OPCC. Five subjects were deemed a top priority: estates, post-incident care, training, drones and fuel. Voting/work to agree priorities also confirmed that existing work streams should continue.

Legitimacy



Force in context

Comparison of West Yorkshire workforce ethnicity with local population

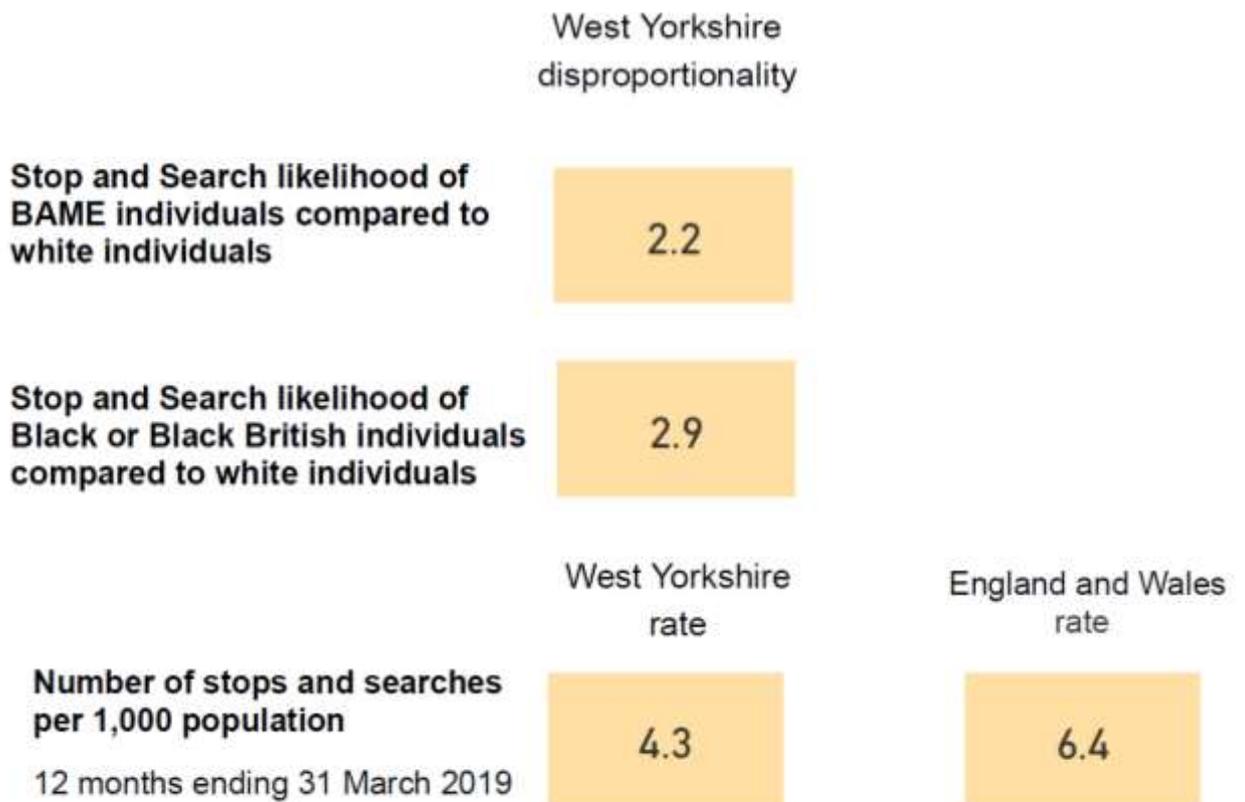
as of 31 March 2019

	West Yorkshire proportion	Local population proportion
Black, Asian and minority ethnic as % of those with stated ethnicity	5.3%	18.2%
White as % of those with stated ethnicity	94.7%	81.8%
Not Stated as % of total	1.0%	

	West Yorkshire proportion	England and Wales proportion
Proportion of female officers in post as of 31st March 2019	34%	30%

Stop and search by ethnicity

12 months ending 31 March 2019



How legitimately does the force treat the public and its workforce?



Good

Summary

West Yorkshire Police treats the public and its workforce fairly.

The [Code of Ethics](#) is understood throughout the organisation. The workforce is also well acquainted with the principles of ethical decision making. However, the new [ethics committee](#) is not widely known about. Nor does it appear to have established efficient processes for responding to queries.

The force complies with the national vetting code and has met our 2016 recommendation to update its vetting assessments.

The force needs to invest more in counter-corruption activity. Its [counter-corruption unit](#) is understaffed. It does not have the capacity or capability to effectively gather intelligence and investigate potential corruption, which is a major risk to the organisation.

In 2017 we judged the force as good at treating the public and its workforce fairly.

Treating the public fairly



Good

This question was not subject to inspection in 2018/19, and our judgment from the 2017 legitimacy inspection has been carried over. However, we reviewed a representative sample of 249 stop and search records to assess the reasonableness of the recorded grounds. We found that 92 percent of those records contained reasonable grounds. Our assessment is based on the grounds recorded by the searching officer and not the grounds that existed at the time of the search.

In our [2017 legitimacy report](#), we recommended that all forces should:

- monitor and analyse comprehensive stop and search data to understand reasons for disparities;
- take action on those; and
- publish the analysis and the action by July 2018.

We found that the force has complied with some of this recommendation. But it doesn't monitor [find rates](#) (the rate at which officers find what they were searching for) or identify the extent to which find rates differ between people from different ethnicities and across different types of searches (including separate identification of find rates for drug possession and supply-type offences). Additionally, it isn't clear that it monitors enough data to identify the prevalence of possession-only drug searches or the extent to which these align with local or force-level priorities.

We reviewed the force's website and found no obvious mention of analysis it had carried out to understand and explain reasons for disparities or any subsequent action taken.

Ethical and lawful workforce behaviour



Requires improvement

West Yorkshire Police understands the Code of Ethics and complies with the national vetting process.

The force's newly reformed ethics committee needs more work to gain the confidence of officers and [staff](#). It is not yet in their consciousness and does not appear to have established timely processes to discuss and communicate answers to queries.

However, it is the force's counter corruption measures that require most work.

There was no regular people intelligence meeting to manage corruption (at the time of our inspection). The counter-corruption unit did not have the capacity or capability to gather intelligence and investigate potential wrongdoing. And no analysis had been done to understand how IT monitoring software – purchased but not in use – would affect that understaffed team.

The force has taken some positive action to protect [vulnerable people](#) from potential [abuse of position for a sexual purpose](#), but not enough.

Areas for improvement

- The force should ensure that its internal ethics committee becomes more relevant to the workforce and that its findings are better communicated.
- The force should ensure that it can fully monitor all of its computer systems, including mobile data, to proactively identify data breaches, protect the force's data and identify computer misuse.
- The force should ensure that it raises confidence among its workforce in the anonymity of its confidential reporting facilities for staff to report wrongdoing.

Causes of concern

West Yorkshire Police is failing to place enough resources into tackling potential corruption within its workforce. This is a cause of concern.

Recommendations

- The force should ensure that it has enough capability and capacity to counter corruption effectively and proactively.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Maintaining an ethical culture

The Code of Ethics and ethical decision making are embedded throughout the organisation. West Yorkshire Police has accessible policies and robust procedures that comply with the force's equality duty and reflect the Code of Ethics.

One of the force's chief superintendents is the regional lead on ethics. This has raised the profile of ethics in West Yorkshire Police and provided opportunities to identify best practice from other forces on how to raise workforce awareness of ethical behaviour.

The temporary chief constable (at the time of the inspection) has appeared in a promotional video outlining how the force approaches ethics, designed to show that ethics are important to senior leaders. He talks about the criticality of an ethical approach in the use of police powers. The video goes on to explain the remit of the force ethics committee. It clarifies the difference between unfair and unethical practices.

The workforce has received adequate Code of Ethics training, which includes the concept of policing by consent and balancing decision making with fairness. Staff can readily explain how they apply ethics within their working practices and decision making. For example, the application of the NDM.

The force recently reintroduced its internal ethics committee after ten months without one. The committee is chaired by an (external) academic with a remit to discuss ethical dilemmas put forward by the workforce, thereby providing guidance

and clarity on their questions. The committee is not yet embedded in the consciousness of the workforce.

There appear to be long delays in discussing referred questions and no formal means for communicating findings to the wider workforce. Consequently, staff appear to be unclear on what constitutes an ethical dilemma and is suitable for the committee's attention. The force needs to raise the profile of its internal ethics committee and clarify its role.

However, the force has produced six short videos to date – known as 'sixty second briefings' – on specific ethical issues or standards of behaviour. These are shown to staff at team meetings. They give supervisors an opportunity to discuss ethical questions the briefings raise with their teams. We found that staff regularly watch these briefings and refer to them for guidance.

West Yorkshire Police fosters a 'no blame' culture where staff are encouraged to learn from mistakes in an open and clear manner. The basis of this culture is identifying what went wrong and taking steps to ensure mistakes are not repeated. Staff associations such as Unison and the Police Federation gave us a positive view on how the organisation deals with honest mistakes, in terms of the individual concerned and the wider workforce.

The force complies with the national vetting code of standards set by the [College of Policing](#). The results of its vetting decisions are monitored to identify any disparities within groups. Additionally, the force invites external scrutiny of its vetting practices by an independent panel.

The force has met our 2016 recommendation regarding up-to-date vetting of the workforce. At the time of the inspection there were only 45 outstanding vetting issues that required progressing in a force of 9,211 officers and staff.

The force, which includes high-risk posts and contractors, has enough resources to carry out its vetting functions. We found that vetting renewals for staff are managed through the vetting management system, which appears comprehensive. In addition, all internal applications, transfers and promotions are subject to vetting unit checks.

West Yorkshire Police uses a variety of practices to clarify and reinforce standards of behaviour to staff. New recruits, supervisors and staff identified as being in high-risk roles receive extensive training on professional standards. Experienced staff benefit from refresher courses, which are designed to maintain a consistent level of knowledge on integrity and ethics through all levels of the organisation.

The professional standards policy is easy to understand and can be found on the force intranet site. We found that staff understand the force's integrity policies and their obligations – for example, the duty to report business interests, gifts and hospitality.

The force publishes misconduct outcomes on its intranet site and a quarterly professional standards electronic newsletter. Both provide details of behaviour that has resulted in a misconduct finding so that staff clearly understand the nature of conduct that breaches acceptable professional standards. We saw that the intranet site and newsletters had high viewing figures, demonstrating their value as a

communication tool to identify unacceptable behaviour and understand its consequences.

Tackling corruption

West Yorkshire Police has a local, strategic, counter corruption threat assessment and a control strategy that were written in autumn 2018. (The threat assessment is linked to a control strategy called the corruption strategy.)

The force has identified its four main threats of corruption as:

- inappropriate associations;
- unlawful disclosure of information;
- theft and fraud; and
- the abuse of authority for a sexual purpose.

This corruption strategy forms the basis of a plan to combat potential corruption, with some threats, actions and accountability identified. However, the strategic assessment does not consider potential corruptors or provide a profile of characteristics that place officers and staff at risk from corruption. More detail on how the force has selected its priorities, along with an explanation of how it will manage the risks identified, would improve the assessment.

The force does not have a strategic-level people intelligence meeting to manage the internal risk of corruption. However, the [professional standards department](#) holds quarterly meetings with district and departmental commanders where they discuss officers of concern. Such officers are identified with a risk score from criteria including notifiable associations, sickness, business interests and complaints. Any risk is managed by local commanders and supervisors, based on their knowledge of the individuals concerned and ability to monitor their daily activity.

The force does not have sufficient capacity and capability in its counter-corruption unit to carry out effective intelligence gathering and investigate potential corruption. The unit is considerably understaffed in comparison to counter-corruption units in similar sized, metropolitan forces. Additionally, the unit lacks the required level of expertise in some areas of accepted counter corruption tactics. It is therefore unable to routinely seek intelligence about corrupt practices using covert tactics. This lack of capacity and capability poses a significant risk to the force.

The force purchased software in mid-2018 to enable it to monitor the usage of its IT systems. However, for several legal and technical reasons, the software was not introduced until May 2019.

We found that the force has done little to assess the potential increase in workload that the introduction of IT monitoring software creates for its (already understaffed) counter-corruption unit. The professional standards department has not looked at other forces where the software is already established to identify the resource (namely staff) required to use the system proactively. Neither has it looked at the number of investigations that have been initiated elsewhere by the software. The counter-corruption unit will not be able to fully utilise this tool, even when the technical issues on its coverage are eventually resolved. This represents a risk

to the force in terms of its ability to effectively address the threat of corruption within the organisation.

The force has made some encouraging steps to support and protect vulnerable people from the abuse of position from police officers and police staff, by working with other agencies.

West Yorkshire Police hosted an event in July 2018 for partner agencies that support vulnerable people – from victims of domestic violence to sex workers. The event was designed to raise awareness on the potential abuse of position for a sexual purpose, and how support workers can report their suspicions if they suspect wrongdoing. This should give the force early warning of this type of misconduct, as well as raise public confidence that it seeks out wrongdoing.

The force has a confidential reporting line for staff and officers to report concerns about misconduct and other wrongdoing. However further work is needed to promote it and the online reporting tool. We found that the workforce had little confidence in the anonymity of these reporting mechanisms.

The force recognises the abuse of position for a sexual purpose as serious corruption. This is shown in its local counter corruption control strategy. We found that the force is making appropriate referrals to the [Independent Office for Police Conduct](#) when potential cases come to light.

The force submitted a plan in 2017 to address our 2016 national recommendation regarding the abuse of position for a sexual purpose. It hasn't been fully implemented yet.

The force provides material and briefings to its employees to make them aware of the issue of abuse of position for a sexual purpose. It has also trained supervisors on the warning signs that suggest an individual is abusing their position for a sexual purpose. The force releases full statements to the press in the event of a dismissal of this type, clearly stating that it will not tolerate this type of behaviour.

Treating the workforce fairly



Good

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2017 legitimacy inspection has been carried over.

Annex A – About the data

Data in this report is from a range of sources, including:

- Home Office;
- Office for National Statistics (ONS);
- our inspection fieldwork; and
- data we collected directly from all 43 police forces in England and Wales.

When we collected data directly from police forces, we took reasonable steps to agree the design of the data collection with forces and with other interested parties such as the Home Office. We gave forces several opportunities to quality assure and validate the data they gave us, to make sure it was accurate. For instance:

- We shared the submitted data with forces, so they could review their own and other forces' data. This allowed them to analyse where data was notably different from other forces or internally inconsistent.
- We asked all forces to check the final data used in the report and correct any errors.

We set out the source of this report's data below.

Methodology

Data in the report

British Transport Police was outside the scope of inspection. Any aggregated totals for England and Wales exclude British Transport Police data, so will differ from those published by the Home Office.

When other forces were unable to supply data, we mention this under the relevant sections below.

Most similar groups

We compare each force's crime rate with the average rate for forces in its most similar group (MSG). MSGs are groups of similar police forces, based on analysis of demographic, social and economic factors which relate to crime. We could not identify any forces similar to City of London Police. Every other force has its own group of up to seven other forces which it is most similar to.

An MSG's crime rate is the sum of the recorded crimes in all the group's forces divided by its total population. All of the most similar forces (including the force being compared) are included in calculating the MSG average.

[More information about MSGs can be found on our website.](#)

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use ONS mid-2018 population estimates.

Survey of police workforce

We surveyed the police workforce across England and Wales, to understand their views on workloads, redeployment and how suitable their assigned tasks were. This survey was a non-statistical, voluntary sample so the results may not be representative of the workforce population. The number of responses per force varied between 0 and 372. So we treated results with caution and didn't use them to assess individual force performance. Instead, we identified themes that we could explore further during fieldwork.

BMG survey of public attitudes towards policing (2018)

We commissioned BMG to survey public attitudes towards policing in 2018. Ipsos MORI conducted a similar version of the survey in 2015–2017.

The survey consisted of about 400 respondents for each of the 43 forces. Most surveys were completed online, by members of online research panels. However, a minority of the surveys (around 750) were conducted face-to-face. These face-to-face surveys were specifically targeted to groups that are traditionally under-represented on online panels. This aimed to make sure the survey respondents were as representative as possible of the total adult population of England and Wales. A small number of respondents were also surveyed online via postal invites to the survey.

Results were weighted by age, gender, ethnicity and indices of multiple deprivation to match population profiles. The sampling method used is not a statistical random sample and the sample size was small, which may be more problematic for larger force areas compared to small ones. So any results provided are only an indication of satisfaction rather than an absolute.

[The findings of this survey, and previous surveys, are available on our website.](#)

Review of crime files

We reviewed police case files for these crime types:

- theft from person;
- rape (including attempts);
- stalking;
- harassment;
- common assault;
- grievous bodily harm (wounding); and
- actual bodily harm.

Our file review was designed to provide a broad overview of how well the police:

- identify vulnerability;
- conduct investigations; and
- treat victims.

We randomly selected files from crimes recorded between 1 June and 31 August 2019 and assessed them against several criteria. We reviewed 60 case files in each force, except for West Yorkshire Police where we reviewed 90.

For our file review, we only selected a small sample size of cases per force. So we didn't use results from as the only basis for assessing individual force performance, but alongside other evidence.

Force in context

999 calls

We collected this data directly from all 43 police forces in England and Wales.

Recorded crime and crime outcomes

We took this data from the October 2019 release of the Home Office [police recorded crime and outcomes data tables](#).

Total police-recorded crime includes all crime (except fraud) recorded by all forces in England and Wales (except BTP). Home Office publications on the overall volumes and rates of recorded crime and outcomes include British Transport Police, which is outside the scope of this HMICFRS inspection. Therefore, England and Wales rates in this report will differ from those published by the Home Office.

Police-recorded crime data should be treated with care. Recent increases may be due to forces' renewed focus on accurate crime recording since our 2014 national crime data inspection.

Other notable points to consider when interpreting outcomes data are listed below.

- Crime outcome proportions show the percentage of crimes recorded in the 12 months ending 31 March 2019 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. So this data is subject to change, as more crimes are assigned outcomes over time.
- Under the new framework, 37 police forces in England and Wales provide outcomes data through the HODH every month. All other forces provide this data via a monthly manual return.
- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. As part of the pilot, they stopped issuing simple cautions or cannabis/khat warnings and restricted their use of penalty notices for disorder for adult offenders. These three forces continued to follow these procedures since the pilot ended in November 2015. Later, other forces also limited their use of some out of court disposals. So the outcomes data should be viewed with this in mind.

For a full commentary and explanation of outcome types please see the Home Office statistics, [Crime outcomes in England and Wales: year ending March 2019](#).

Domestic abuse outcomes

In England and Wales, 29 police forces provide domestic abuse outcomes data through the Home Office data hub (HODH) every month. We collected this data directly from the remaining 14 forces.

Domestic abuse outcome proportions show the percentage of crimes recorded in the 12 months ending 31 March 2018 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. So this data is subject to change, as more crimes are assigned outcomes over time.

Workforce figures (including ethnicity and gender)

This data was obtained from the Home Office annual data return 502. The data is available from the Home Office's published [police workforce England and Wales statistics](#) or the [police workforce open data tables](#). The Home Office may have updated these figures since we obtained them for this report.

The data gives the full-time equivalent workforce figures as at 31 March. The figures include section 38-designated investigation, detention or escort officers, but not section 39-designated detention or escort staff. They include officers on career breaks and other types of long-term absence but exclude those seconded to other forces.

Spend per head of population

We took this data from the [HMICFRS value for money profiles](#).

These profiles are based on data collected by the Chartered Institute of Public Finance and Accountancy, through the Police Objective Analysis. The spend over time figures are adjusted for inflation. The population figures are ONS mid-year estimates, with the 2019/20 value calculated by assessing the trend for the last five years. [More details on this data can be found on our website](#).

Stop and search

We took this data from the Home Office publication, [Police powers and procedures, England and Wales year ending 31 March 2019](#). Stop and search totals exclude vehicle only searches and searches where the subject's ethnicity was not stated.

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