



Promoting improvements
in policing to make
everyone safer

PEEL: Police effectiveness 2016

An inspection of West Yorkshire Police



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Introduction

As part of our annual inspections of police effectiveness, efficiency and legitimacy (PEEL), Her Majesty's Inspectorate of Constabulary (HMIC) assesses the effectiveness of police forces across England and Wales.

What is police effectiveness and why is it important?

An effective police force is one which keeps people safe and reduces crime. These are the most important responsibilities for a police force, and the principal measures by which the public judge the performance of their force and policing as a whole.

To reach a judgment on the extent of each force's effectiveness, our inspection answered the following overall question:

- How effective is the force at keeping people safe and reducing crime?

To answer this question HMIC explores five 'core' questions, which reflect those areas of policing that we consider to be of particular interest and concern to the public:¹

1. How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?
2. How effective is the force at investigating crime and reducing re-offending?
3. How effective is the force at protecting those who are vulnerable from harm, and supporting victims?
4. How effective is the force at tackling serious and organised crime?
5. How effective are the force's specialist capabilities?

HMIC's effectiveness inspection assessed all of these areas during 2016. More information on how we inspect and grade forces as part of this wide-ranging inspection is available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/). This report sets out our findings for West Yorkshire Police.

Reports on the force's efficiency, legitimacy and leadership inspections are available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016/west-yorkshire/).

¹ HMIC assessed forces against these questions between September and December 2016, except for Kent Police – our pilot force – which we inspected in June 2016.

Force in numbers



Calls for assistance

Calls for assistance per 1,000 population 12 months to 30 June 2016

West Yorkshire Police England and Wales

261

240



Crime (excluding fraud)

Crimes recorded per 1,000 population 12 months to 30 June 2016

West Yorkshire Police England and Wales

92

68

Change in recorded crime 12 months to 30 June 2015 against 12 months to 30 June 2016

West Yorkshire Police England and Wales

+24.5%

+7.8%

Change in recorded crime for the 5 years to the 12 months to 30 June 2016

West Yorkshire Police England and Wales

+11.9%

-3.4%



Crime outcomes*

Charged/summonsed

West Yorkshire Police England and Wales

9.5%

12.1%

Evidential difficulties: suspect identified but victim does not support action

West Yorkshire Police England and Wales

10.8%

10.6%

Investigation completed but no suspect identified

West Yorkshire Police England and Wales

47.5%

47.4%

*Figures are shown as proportions of outcomes assigned to offences recorded in the 12 months to 30 June 2016.



Anti-social behaviour

Anti-social behaviour incidents per 1,000 population 12 months to 31 March 2016

West Yorkshire Police England and Wales



Anti-social behaviour incidents per 1,000 population 12 months to 31 March 2015

West Yorkshire Police England and Wales



Domestic abuse

Domestic abuse calls for assistance per 1,000 population 12 months to 30 June 2016

West Yorkshire Police England and Wales



Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 30 June 2016

West Yorkshire Police England and Wales



Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2015

West Yorkshire Police England and Wales



Organised crime groups

Organised crime groups per million population as at 1 July 2016

West Yorkshire Police England and Wales



Victim satisfaction rate

Victim satisfaction with the overall service provided by the police 12 months to 30 June 2016

West Yorkshire Police England and Wales



For further information about the data in this graphic please see annex A

Overview – How effective is the force at keeping people safe and reducing crime?

Overall judgment²



West Yorkshire Police is good at keeping people safe and reducing crime. Our overall judgment this year is the same as last year, when we judged the force to be good in respect of effectiveness. The force has an effective approach to investigating crime and reducing re-offending, protecting those who are vulnerable from harm and supporting victims, and tackling serious and organised crime. However, improvements are needed in how the force prevents crime and tackles anti-social behaviour.

Overall summary

How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?		Requires improvement
How effective is the force at investigating crime and reducing re-offending?		Good
How effective is the force at protecting those who are vulnerable from harm, and supporting victims?		Good
How effective is the force at tackling serious and organised crime?		Good
How effective are the force's specialist capabilities?	Ungraded	

West Yorkshire Police's overall effectiveness at keeping people safe and reducing crime has been assessed as good. However, improvements are needed in how the force prevents crime and tackles anti-social behaviour. The force has a good understanding of strategic threats but at a local level it lacks the means to understand its changing and emerging communities. The force accepts that its

² HMIC judgments are outstanding, good, requires improvement and inadequate.

current practices around problem solving are poorly structured. This is an area for improvement which the force is seeking to address.

The force is good at providing an initial investigative response. The control room ensures evidence is collected and preserved effectively. Much progress had been made around the capacity and capability of the high-tech crime unit. The force has worked hard to improve the service it offers victims, in particular being compliant with the *Code of Practice for Victims of Crime*. The importance that the force attaches to the code is evident from all the staff we spoke to during the inspection, along with robust monitoring arrangements.

The force has made good progress in protecting those who are vulnerable from harm, and supporting victims with an increase in staff dedicated to safeguarding vulnerable victims. Comprehensive training has been put in place across the force to improve knowledge, skills and awareness around vulnerability and investigatory practices. West Yorkshire Police has a good understanding of the nature and scale of vulnerability in its local area.

West Yorkshire Police is good at tackling serious and organised crime. It is improving its response to newer organised crime threats such as human trafficking, cyber-crime and child sexual exploitation.

The force has effective specialist capabilities and has good plans in place to mobilise in response to the threats set out in the *Strategic Policing Requirement*.

How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?

The police's ability to prevent crime and anti-social behaviour and to keep people safe is a principal measure of its effectiveness. Crime prevention is more effective than investigating crime, stops people being victims in the first place and makes society a safer place. The police cannot prevent crime on their own; other policing organisations and organisations such as health, housing and children's services have a vital role to play. Police effectiveness in this matter therefore depends on their ability to work closely with other policing organisations and other interested parties to understand local problems and to use a wide range of evidence-based interventions to resolve them.

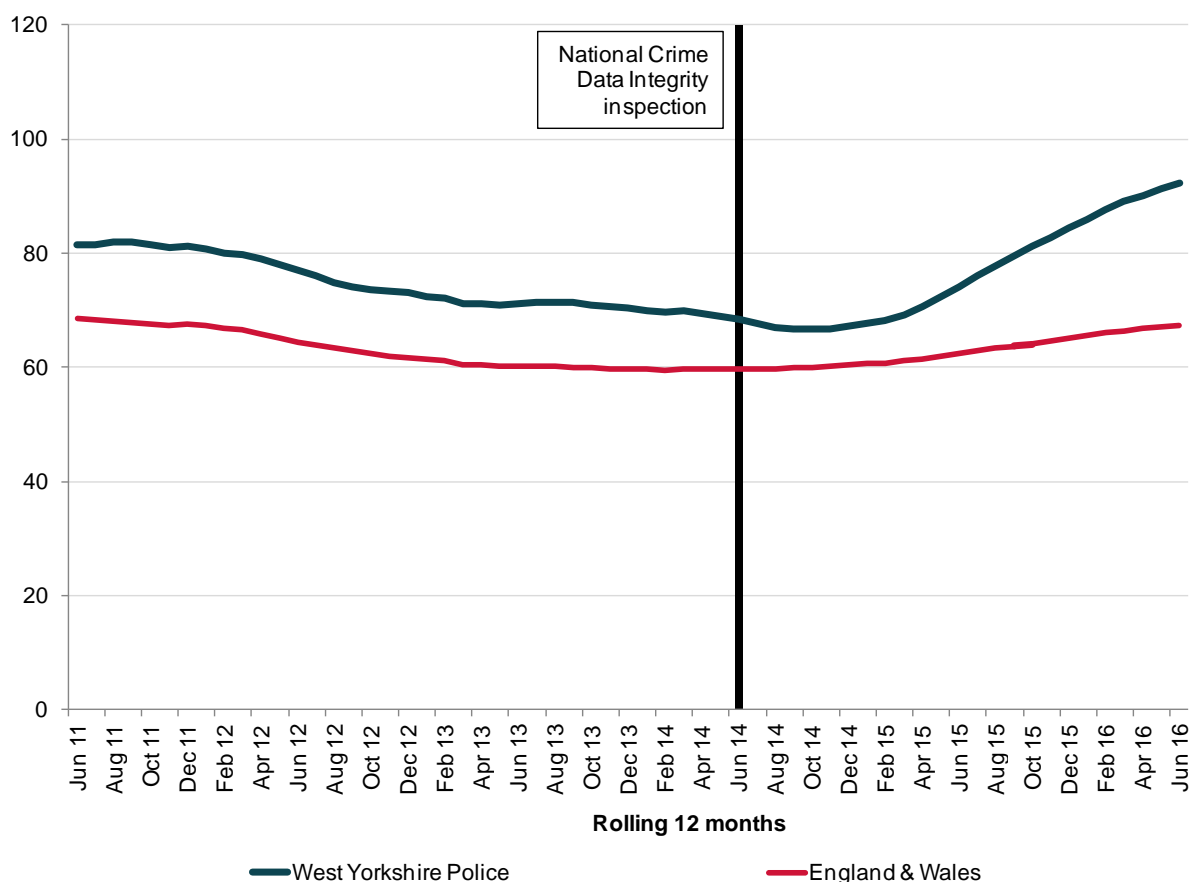
How much crime and anti-social behaviour is there in West Yorkshire?

Although police-recorded crime is by no means a complete measure of the totality of demand for calls on its service that a force faces, it does provide a partial indication of performance across all forces. Crime rates are reported as the number of crimes per 1,000 population in each force area to enable comparison between areas. Total recorded crime is made up of victim-based crime (crimes involving a direct victim such as an individual, a group, or an organisation) and other crimes against society (e.g. possession of drugs). In the 12 months to 30 June 2016, the majority of forces (39 out of 43 forces) showed an annual increase in total police-recorded crime (excluding fraud). This increase in police-recorded crime may have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's 2014 inspection of crime data in all forces across England and Wales.

In 2010 the Home Secretary set a clear priority for the police service to cut crime. Figure 1 shows how police-recorded crime has fluctuated over the longer term. When compared with the 12 months to 30 June 2011, police-recorded crime (excluding fraud) for the 12 months to 30 June 2016 has increased by 11.9 percent in West Yorkshire compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime increased by 10.5 percent in West Yorkshire, compared with a decrease of 0.5 percent for England and Wales as a whole.

Figure 1: Police-recorded crime rates (per 1,000 population) in West Yorkshire, for the five year period to 30 June 2016



Source: Home Office data

For further information about these data, please see annex A

More recently, when compared with the previous 12 month period, police-recorded crime (excluding fraud) in West Yorkshire increased by 24.5 percent for the year ending 30 June 2016. This is compared with an increase of 7.8 percent across all forces in England and Wales over the same period.

The rate of police-recorded crimes and incidents of anti-social behaviour per head of population indicates how safe it is for the public in that police area. Figures 2 and 3 show crime rates (per 1,000 population) and the change in the rate (per 1,000 population) of anti-social behaviour in West Yorkshire compared with England and Wales.

HMIC used a broad selection of crime types to indicate crime levels in the police force area during the inspection. We are not judging the effectiveness of the force on police-recorded crime rates only. The figure below shows police-recorded crime rates in the force area for a small selection of crime types.

Figure 2: Police-recorded crime rates (per 1,000 population) in West Yorkshire, for the 12 months to 30 June 2016

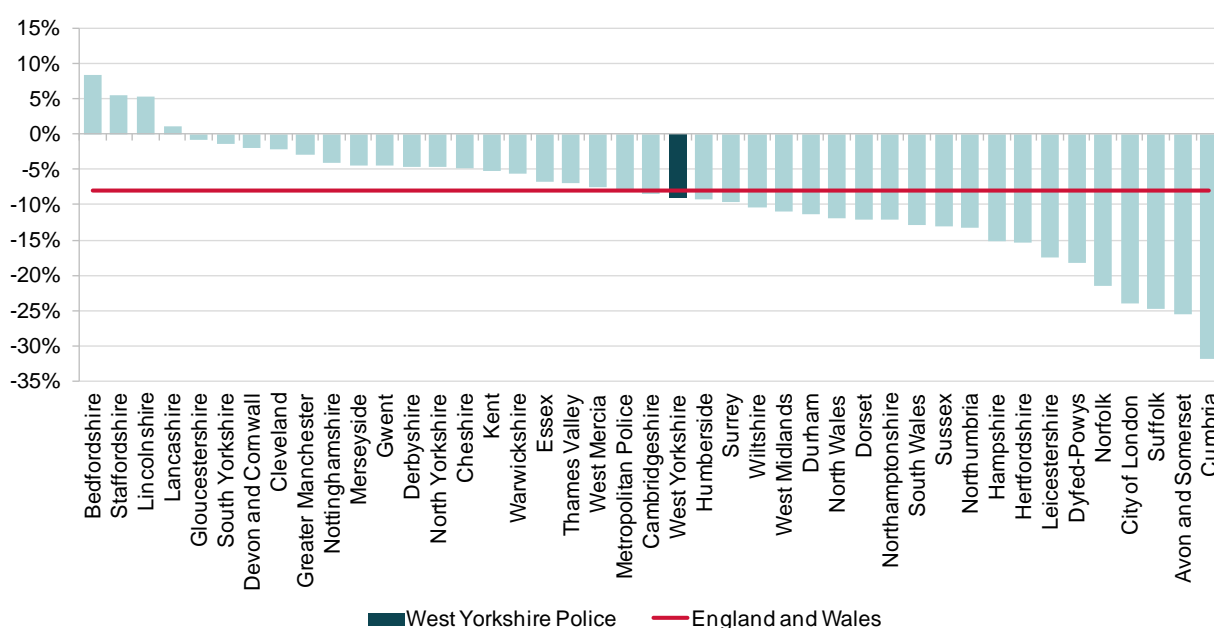
Rates per 1,000 population	West Yorkshire Police	England and Wales
Recorded crime (excluding fraud)	92.3	68.2
Victim-based crime	82.5	60.4
Sexual offences	2.4	1.9
Assault with injury	8.5	7.0
Burglary in a dwelling*	13.5	8.1

* The rate of burglary in a dwelling is the rate for 1,000 households, rather than population

Source: Home Office data

For further information about these data, please see annex A

Figure 3: Percentage change in the rate of anti-social behaviour incidents (per 1,000 population), by force, comparing the 12 months to 31 March 2016 with the 12 months to 31 March 2015



Source: Home Office data

For further information about these data, please see annex A

In the 12 months to 31 March 2016, West Yorkshire Police recorded 25 incidents of anti-social behaviour per 1,000 population. This is 9 percent fewer incidents per 1,000 population than the force recorded during the previous 12 months. In England and Wales as a whole, there were 8 percent fewer incidents per 1,000 population in the 12 months to 31 March 2016, than were recorded during the previous 12 months.

How effectively does the force understand the threat or risk of harm within the communities it serves?

It is vital that forces have a detailed understanding of the communities they serve in order to protect them from harm. This understanding should include those communities which may – for a variety of reasons – need the police to work differently to understand their requirements, for example migrant communities, elderly people or groups which might be mistrustful towards the police. A good understanding of what matters to these communities helps the police to gain their confidence and create safer neighbourhoods for citizens.

In order to tackle crime and anti-social behaviour, police forces need to understand the threat and risk faced by communities. Forces must also operate a model of local policing in which police officers and police community support officers (PCSOs) have sufficient time for community engagement, visible targeted foot patrols and working with other policing organisations and other interested parties to promote resolutions that protect communities and prevent crime. Successfully undertaking these three activities leads to crime reduction and increased public confidence.

Does West Yorkshire Police understand the risk posed to its communities?

West Yorkshire Police has a good understanding of its strategic threats, but at the local level it lacks the means to understand its changing and emerging communities. The force's local policing model is based on safer neighbourhood teams (SNTs) composed of police officer ward managers and police community support officers (PCSOs) who are dedicated to a local authority ward area. The force's framework for local policing is documented in both its demand management policy and its Neighbourhood policing on a page document to outline what neighbourhood policing is to West Yorkshire Police. The aspiration set out in these documents is that SNTs will be deployed within their own neighbourhoods to provide a familiar, accessible and visible presence, deal effectively with community issues and solve problems where appropriate.

We found that the safer neighbourhood teams felt neglected and under-supported by the force. In particular, staff viewed the removal or abstraction of ward police officers to other functions as a continual drain on their ability to provide a high standard of community-based policing. No collation of staff abstractions is being carried out and no consistent 'ring fencing' policies are in place to protect the resilience of neighbourhood policing. In contrast, PCSOs are not taken away from their work in communities to conduct other activities which would be inappropriate for them to carry out such as investigations. However, oversight of their work is not always consistent because of the different layers of supervision. For example at times PCSOs may be given tasks by both response team supervisors and ward managers.

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that there has been an increase in public satisfaction with West Yorkshire Police. Some 407 people were interviewed and 58 percent were very or fairly satisfied with local policing in their area. This is a seven percent increase on 2015.³

West Yorkshire Police has a good understanding of the overall threats facing the communities it serves. It is good at analysing both traditional threats (such as burglary) and emerging threats (such as child sexual exploitation and cyber-crime). The force strategic assessment⁴ demonstrates that the force has carried out extensive analysis on the up-to-date risks for all its crime types and threats to the communities of West Yorkshire. It is using a sophisticated approach not only to assess risk itself but also to assess the likelihood of these threats affecting its communities and the level of harm they may cause.⁵

However, the force has not refreshed the information in its neighbourhood profiles that is specific to council ward level.⁶ These are out of date and not used by staff as a means to understand the communities they work with. As a result, new and emerging communities may not have been fully identified and with it the threats they face.

How does West Yorkshire Police engage with the public?

The force has a commitment to engagement with the public through neighbourhood policing, but this is inconsistent. The plan is not one that staff can relate to, leading to sporadic and patchy engagement.

The force has inconsistent processes to engage with local communities and to understand their policing priorities. We found good evidence of engaging with vulnerable groups and those people who find it harder to communicate with the police. Examples include the force's work with Syrian refugees in Huddersfield and the Czech community in Halifax. However, there is no clear engagement strategy

³ For further details, see annex A.

⁴ The Strategic Assessment is an intelligence product as defined by the National Intelligence Model (NIM). It is a document that provides a police force with a broad picture of what is happening in the force or region. The assessment attempts to highlight the treats and risks to a force around crime and disorder and thereby set the priorities for the force. It makes recommendations on what activity is required around intelligence, prevention and enforcement.

⁵ This is using a tool called MoRiLE (management of risk in law enforcement). It uses a range of methods that assist decision-makers in identifying and prioritising threat, risk and harm. These link threat, risk and harm assessments to organisational capacity and capability to respond.

⁶ Neighbourhood profiles form part of the engagement process for neighbourhood policing teams. The profile is a document that helps the police to understand the complexity of the local community by focusing on information sources such as demographics, economic activity and local crime types.

that local policing teams can refer to and as a result there are differing processes used from area to area that vary significantly in structure. While some areas still have public meeting structures that directly identify local priorities, attendance is poor with staff suggesting that these forums are not representative of the wider community or new emerging communities.⁷ Where the decision has been made to dispense with these forums no effective alternative has been found that adequately records community issues. We found that overall engagement at local level is disjointed.

Despite this, public level of satisfaction with West Yorkshire Police is slightly improving, as noted in the Ipsos MORI survey of public satisfaction. Some good practice is being carried out around breaking down barriers with communities with whom the police traditionally find it harder to communicate, such as work with the asylum seeker community in Huddersfield. Safer neighbourhood teams here have attended education days run by the charities, assisting asylum seekers by explaining UK law to them and how the police can help and protect them. This has helped forge links with a community which has sometimes felt fearful and suspicious of the police. However, initiatives such as this are carried out in isolation and not picked up as good practice that can be used elsewhere with similar groups within the force area.

The force uses social media with varying success to maintain contact with the community and provide a forum where the public can raise issues and priorities. Some neighbourhood policing inspectors hold web chats to discuss policing issues directly with members of the community. This is used to understand community issues and to feedback actions taken by the force in response to public concerns. Public perceptions and priorities are also gathered by PCSOs at locations where the public routinely gather such as supermarkets, libraries and bus stations.

PCSOs attend some community social functions with groups such as the elderly where crime prevention advice is provided. They also attend local schools to try and identify those communities who traditionally have less trust and confidence in the police or take part in traditional forms of engagement. We found good examples of work with partner organisations, such as outreach workers and Safer Leeds, to put on events designed to reach those less likely to come forward and engage with the police.

Safer neighbourhood teams routinely use media such as Facebook and Twitter to engage with the public. However, staff are not using newer forms of social media

⁷ Police and Communities Together (PACT) are a meeting structure that comprises of police, partners and the public. The aim of the meetings is to allow communities to identify policing priorities in a bottom led approach where police and other partners are held accountable for addressing the issues raised by the public at these meetings. They are open to all the public and held usually on a monthly or tri-monthly basis.

such as WhatsApp that are more popular with teenagers and therefore missing opportunities to connect with this group.

The force has made little progress in the area of public engagement since HMIC's 2015 effectiveness report. In our 2016 inspection we found that the use of ward-based forums to set priorities has declined since 2015. Public involvement in the process is inconsistent and patchy across the force area.

How effectively do force actions and activities prevent crime and anti-social behaviour?

Effective forces use a range of options to prevent crime, tackle anti-social behaviour and keep people safe. They use structured approaches to solving local problems which aim to rid communities of criminal and anti-social behaviour. They also use a range of legal powers and specific tactics which vary depending on the situation. HMIC expects forces to review their activity as well as other sources of evidence in order to improve their ability to protect people over the long term.

Does the force have a problem-solving approach?

Safer neighbourhood teams within West Yorkshire Police show a commitment to working with partners on collaborative problem solving but are not consistently using structured models. Some neighbourhood teams are using the SARA⁸ model while others use the POPI model.⁹ However, staff have a poor understanding of both models. This translated into a lack of structure around formulating intervention activity and little or no evaluation of the effectiveness of subsequent tactics carried out by the police to address crime and disorder problems.

Review and scrutiny of problem solving by supervisory officers is lacking. However, this is attributable to a force database that is not fit for purpose to record a model that evidences a structured process at work. Training in problem-solving models such as SARA has not been refreshed in some time and as result many staff within neighbourhood teams perceive existing problem-solving models to be overly bureaucratic.

We found some good examples of good collaboration with partner organisations to resolve crime and disorder problems. The force has a strong ethos around information sharing among partners, with other agencies, such as housing providers

⁸ The SARA problem-solving model (Scanning, Analysis, Response and Assessment) is a common approach used by community policing agencies to identify and solve repeat crime and community problems.

⁹ Problem Orientated Policing Initiative (POPI) is approach used by community policing agencies to identify and solve repeat crime and community problems.

and local authorities, taking the lead where their powers are most appropriate to deal with specific problems.

The force accepts that its current problem-solving models are not effective. As a result, there has been a consultation process with officers and staff to determine the way forward with the adoption of new problem-solving model being agreed for rollout at the end of 2016 through to early 2017. This will be based on the national decision making model (NDM) and has been selected based on the familiarity that staff already have with it.¹⁰ The force has also accepted the limitations of its current databases to record problem solving. It intends to introduce new functionality to its existing systems that aims to address problems around the initiation, review and evaluation of problem-solving activity.

Does the force use effective approaches and tactics to tackle crime and anti-social behaviour?

West Yorkshire Police uses a range of approaches to tackle crime and anti-social behaviour but its interventions are inconsistent. The force is not making full use of new powers to combat anti-social behaviour.

The force is carrying out effective partnership working with other agencies in areas such as the night-time economy and in early intervention with tenants responsible for anti-social behaviour. We found good examples of crime prevention campaigns, such as the 'Forgotten something' initiative carried out in relation to trends such as increased burglaries with the advent of darker nights.

We found that partner agencies working with the force across all its districts were positive about how the force works effectively with them to deal with community problems and concerns particularly around safeguarding. However they also expressed the view that more work could be done by the force to develop plans to understand more about the safeguarding of adults.

The force contributes to early intervention and the troubled families programmes as part of long-term approaches to keeping people safe. This is also acknowledged and valued by partner organisations.

The knowledge of anti-social behaviour legislation is extremely mixed across force safer neighbourhood teams. We found that some staff have little knowledge of the most recent legislation. Staff do not have a great deal of knowledge or experience in relation to the new powers to combat anti-social behaviour contained within the most recent legislation of 2014. The force could not provide recent examples of its effective

¹⁰ The National Decision Making Model (NDM) is a risk assessment framework, or decision making process that is used by police forces across the country. It provides five different stages that officers can follow when making any type of decision.

use of those powers.¹¹ It has used some new powers, such as gang injunctions, but knowledge and use of other powers, such as public space protection orders, is limited and, in some areas, scant. It is not clear what training has been provided to support the implementation of the new powers. The force views this as a matter for local teams to develop, based on their relationship with local authorities. This can, however, be significantly different from district to another.

In the 12 months to 30 June 2016 West Yorkshire Police used anti-social behaviour powers 223 times per one million population, which is below the rate for England and Wales as a whole. West Yorkshire Police may want to ensure that it is making best use of these powers.

Does the force use evidence of best practice and its own learning to improve the service to the public?

West Yorkshire Police has ineffective processes and systems to identify good practice and disseminate it across the force. We found that best practice is rarely identified or circulated with regard to problem solving with the result that successful tactics and interventions are carried out in isolation. Force databases have no current facilities to flag up best practice and no central site to visit to view what works. This is linked to a lack of evaluation across a number of areas including problem solving and crime prevention initiatives.

We found little evidence of forums where neighbourhood teams could meet at an operational level and exchange ideas on effective policing to keep people and communities safe. As a result, practices and structures around crime and anti-social behaviour vary significantly from area to area giving a local rather than corporate way in which the force carries out neighbourhood policing. The force has put in place a strategic forum for neighbourhood policing, which the assistant chief constable for district policing chairs. These neighbourhood workshops are represented by each district where issues and new ideas are discussed.

¹¹ The Anti-Social Behaviour, Crime and Policing Act came into force in October 2014 and gave new powers to the police, local councils, social landlords and other agencies to better tackle anti-social behaviour.

Summary of findings



Requires improvement

West Yorkshire Police requires improvement in its approach to preventing crime, tackling anti-social behaviour and keeping people safe. The force has a good understanding of its strategic threats but at the local level could improve its understanding of changing and emerging communities.

The force is committed to engagement with the public through neighbourhood policing, but this is inconsistent, leading to sporadic and patchy engagement. Where traditional methods to include the public in the setting of priorities have declined, the force has struggled to identify new inclusive approaches for all the communities it serves.

The force accepts that its current practices around problem solving are poorly structured with much confusion among staff about the problem-solving models they should adopt to ensure a methodical approach. The force is currently reviewing this approach and plans to launch a new model of problem solving to staff following our inspection.

Opportunities around the use of new powers to combat anti-social behaviour have not been fully realised. This is because staff have yet not been trained in the latest legislation.

The force lacks effective processes to record and spread good practice which presents a barrier to continuous service improvement.

Areas for improvement

- The force should improve its approach to the management of staff abstractions within local policing teams to ensure that a consistent approach is taken across all five districts, and provide a comprehensive understanding of where and how frequently abstractions are occurring to ensure resources are targeted at areas most at risk.
- The force should ensure that local policing teams routinely and effectively engage with local communities to understand their needs and priorities.
- The force should adopt a structured and consistent problem solving process to enable it to tackle crime and anti-social behaviour more effectively.
- The force should evaluate and share effective practice routinely, both internally and with partners, to continually improve its approach to the prevention of crime and anti-social behaviour.
- The force should review its approach to community engagement and the setting of policing priorities at neighbourhood level to ensure a clear corporate approach is in place that sets out the minimum engagement level the public of West Yorkshire can expect.
- The force should review its approach to the use of anti-social behaviour powers and ensure that all neighbourhood policing officers and staff are fully trained in anti-social behaviour legislation and are using available powers to combat anti-social behaviour when appropriate.

How effective is the force at investigating crime and reducing re-offending?

When a crime occurs, the public must have confidence that the police will investigate it effectively, take seriously their concerns as victims, and bring offenders to justice. To be effective, investigations should be well planned and supervised, based on approved practice, and carried out by appropriately-trained staff. In co-operation with other organisations, forces must also manage the risk posed by those who are identified as being the most prolific or dangerous offenders, to minimise the chances of continued harm to individuals and communities.

How well does the force bring offenders to justice?

Since April 2014, police forces in England and Wales have been required to record how investigations are concluded in a new way, known as 'outcomes'. Replacing what was known as 'detections', the outcomes framework gives a fuller picture of the work the police do to investigate and resolve crime and over time all crimes will be assigned an outcome. The broader outcomes framework (currently containing 21 different types of outcomes) is designed to support police officers in using their professional judgment to ensure a just and timely resolution. The resolution should reflect the harm caused to the victim, the seriousness of the offending behaviour, the impact on the community and deter future offending.

Outcomes are likely to differ from force to force for various reasons. Forces face a different mix of crime types in their policing areas, so the outcomes they assign will also vary depending on the nature of the crime. Certain offences are more likely to be concluded without offenders being prosecuted; typically these include types of crime such as cannabis misuse. If this type of crime is particularly prevalent in the force then it is likely that the level of 'cannabis/khat¹² warning' outcomes would be greater. Other offences such as those involving domestic abuse or serious sexual offences, are unlikely to result in a high usage of the 'cautions' outcome.

The frequency of outcomes may also reflect the force's policing priorities. For example, some forces work hard with partners to ensure that first time and low-level offenders are channelled away from the criminal justice system. In these areas locally-based community resolutions are likely to be more prevalent than elsewhere.

It is also important to understand that not all of the crimes recorded in the year will have been assigned an outcome as some will still be under investigation. For some crime types such as sexual offences, the delay between a crime being recorded and

¹² A plant native to Africa and the Arabian Peninsula, the leaves of which are frequently chewed as a stimulant. The possession and supply of khat became a criminal offence in England and Wales in 2014.

an outcome being assigned may be particularly pronounced, as these may involve complex and lengthy investigations.

Figure 4: Proportion of outcomes assigned to offences recorded in West Yorkshire Police, in 12 months to 30 June 2016, by outcome type^{13,14}

Outcome number	Outcome type / group	West Yorkshire Police	England and Wales
1	Charged/Summoned	9.5	12.1
4	Taken into consideration	0.3	0.2
	Out-of-court (formal)	1.6	3.2
2	Cautions - youths	0.3	0.4
3	Cautions - adults	1.3	2.3
6	Penalty Notices for Disorder	0.0	0.6
	Out-of-court (informal)	3.3	3.6
7	Cannabis/Khat warning	0.0	0.9
8	Community Resolution	3.2	2.8
*	Prosecution prevented or not in the public interest	0.9	1.8
	Evidential difficulties (victim supports police action)		
15	Suspect identified	12.3	8.3
	Evidential difficulties (victim does not support police action)	13.6	13.8
16	Suspect identified	10.8	10.6
14	Suspect not identified	2.8	3.2
18	Investigation complete – no suspect identified	47.5	47.4
20	Action undertaken by another body / agency	1.0	0.6
21	Further investigation to support formal action not in the public interest	0.1	0.1
	Total offences assigned an outcome	89.9	91.3
	Not yet assigned an outcome	10.1	8.7
	Total	100.00	100.00

*Includes the following outcome types: Offender died, Not in public interest (CPS), Prosecution prevented – suspect under age, Prosecution prevented – suspect too ill, Prosecution prevented – victim/key witness dead/too ill, Prosecution time limit expired

Source: Home Office crime outcomes data

For further information about these data, please see annex A

¹³ Dorset Police is excluded from the table. Therefore figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

¹⁴ 'Taken into consideration' is when an offender admits committing other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

In the 12 months to 30 June 2016, West Yorkshire had a lower proportion of offences assigned a charged or summonsed outcome than England and Wales as a whole. A higher proportion of offences were also assigned an evidential difficulties outcome, where the suspect had been identified and the victim supported police action. This is a concern as it suggests there may be a problem with the quality of the investigation. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

West Yorkshire are participating in the Ministry of Justice's out of court disposals pilot. This means these forces no longer issue simple cautions, cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. Therefore, their outcomes data should be viewed with this in mind.

How effective is the force's initial investigative response?

The initial investigative response is critical for an effective investigation. From the moment victims and witnesses make contact with the police the investigative process should start, so that accurate information and evidence can be gathered. It is important that forces record evidence as soon as possible after a crime. The longer it takes for evidence-recording to begin, the more likely it is that evidence will be destroyed, damaged or lost. Recording this evidence is usually the responsibility of the first officer who attends the scene. After the officer has completed this initial investigation the case may be handed over to a different police officer or team in the force. This process must ensure that the right people with the right skills investigate the right crimes.

Control room response

West Yorkshire Police's control room ensures evidence is collected and preserved effectively. The force has standing policies in place to flag up the requirement for call takers to gather evidence at first contact so that it can develop appropriate responses. The force has produced a demand management policy which provides guidance on all aspects of demand management from the taking of the initial call to the completion of tasks following attendance at an incident. The policy states that the force will deal with calls in accordance with the national contact management principles.¹⁵ In addition, incidents are graded as an emergency when a call taker has assessed the information which the caller has provided and due regard is given to the individual vulnerability of that caller and others who may be involved in the incident. Call handlers are trained to ask questions in relation to forensic

¹⁵ For further information, see National Contact Centre Management Principles and Practice, available at:

www.npiadocuments.co.uk/ACPO_National_Contact_Management_Principles_and_Practice_2012pdf

opportunities and provide advice regarding the preservation of evidence. Staff are also trained to identify and address safeguarding concerns such as in domestic abuse cases, advising callers to remove themselves to a place of safety pending police attendance.

Within the customer contact centre, we found that force call handlers and dispatchers were fully conversant with the THRIVE decision-making model (threat, harm, risk, investigation, vulnerable and engagement), which helps staff to decide how best to resolve a call and national decision-making model (NDM)¹⁶ processes to assess and evaluate the requirements of callers and make deployment decisions. The use of THRIVE and the NDM underpins the force's graded response policy. An incident will be graded as an emergency when the call taker has objectively considered that one or more of the following applies:

- The vulnerability of the caller makes it a matter of importance to attend as quickly as possible or in any case within sixty minutes;
- A suspect has been detained but does not pose a risk to the public;
- A witness or significant evidence is likely to be lost;
- It is an agreed local priority;
- A person involved is deemed to be vulnerable and an assessment of their needs is required.

HMIC reviewed 90 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered.

Of the files we reviewed with a call we could listen to, we found the vast majority of these cases to be triaged correctly at the first point of contact. During the course of the inspection, we were impressed with the knowledge and supervision within the customer contact centre in the application of THRIVE and the assessment of caller needs and vulnerability.

Calls to the force are received either into the force control room or into district control rooms. The calls are assessed using THRIVE and either forwarded to district dispatch or resolved over the telephone which could include resolution or the

¹⁶ The National Decision Making Model (NDM) is a risk assessment framework, or decision making process that is used by police forces across the country. It provides five different stages that officers can follow when making any type of decision.

recording of basic crime details, with the resultant crime forwarded to the newly-formed force crime management unit. The force crime management unit will assess the incident and the need of the victim and complete an investigation plan, or if having spoken with the victim and there are no lines of enquiry apparent, the investigation will be filed. The force crime management unit has been created since HMIC's 2015 effectiveness inspection. This is a positive step: the centralised unit is more effective, enabling the force to manage crime and incidents more consistently.

How well do response officers investigate?

While officers usually attend incidents promptly within force target times, the ability of the attending officers to undertake all relevant enquiries is hampered by the demand of outstanding jobs 'on the queue' awaiting their attendance and the pressure on them to move onto the next job. The resourcing balance has left the response teams understaffed to meet the workloads, resulting in basic and principal lines of enquiry not being undertaken with a consequently significant adverse effect on the standards of investigations. Quality of the initial investigation is being sacrificed as a result of the quantity of incidents that uniform officers have to attend. This has an impact on the subsequent investigation with evidential opportunities being missed. In addition it means the ineffective use of resources, as lines of enquiry that should have fallen within the scope of primary investigation have to be pursued outside the 'golden hour' by other officers and teams.

We found a consistent theme regarding the poor standard of handover packages. Handovers are often of a very poor quality with little investigation having taken place, and a lack of basic requirements such as statements from injured parties, witnesses and police officers. Standard enquiries such as house to house, CCTV and scene preservation are not being completed. During our inspection, we found that response officers were continually being diverted to other enquiries and therefore unable to undertake all lines of enquiry prior to the handover. Handovers are managed through the force crime management system; however, there are no systems in place to monitor the standards of handovers across teams. We found little evidence of supervision of handovers and no evidence of force guidance on the quality or supervision of handovers. This is resulting in lines of enquiry being missed, which affects adversely the quality of the subsequent investigation.

How effective is the force's subsequent investigation?

Every day police forces across England and Wales investigate a wide range of crimes. These range from non-complex crimes such as some burglary and assault cases through to complex and sensitive investigations such as rape and murder. HMIC referred to national standards and best practice in examining how well forces allocate and investigate the full range of crimes, including how officers and staff can gather evidence to support investigations. These include the more traditional forensics, such as taking fingerprints, as well as more recently developed techniques

like gathering digital evidence from mobile telephones or computers to find evidence of online abuse.

Quality of the investigation

Overall the public can have some confidence that West Yorkshire Police investigates crime effectively. Our review of police case files found that generally the force investigates crime well across a range of crime types. Further improvements are required in respect of the supervision of files. Most of the case files we reviewed deemed as having effective or limited but appropriate supervision. While we are aware of staff having high caseloads, the majority of files we reviewed illustrated that the most appropriately skilled team was leading the investigation, with safeguarding the victim being considered in the majority of cases.

The force has sufficient investigative capacity to provide a good service seven days a week, 24 hours a day, with the availability of night detectives, crime scene investigation support and on-call senior investigative officers. CID and specialist investigation teams have the appropriate training commensurate with their roles. The force uses its daily management meeting to review resources and to ensure that adequate investigative resources are available for both protecting vulnerable people and investigation capacity. Resources will be moved from other departments within the force to support investigations if required. During the course of our inspection we saw evidence of force operations and the major incident team being moved to support the investigation of a firearms discharge in one of the districts. Investment has also been made in training around investigation with frequent masterclasses and appropriate events for the development of staff. All CID staff we spoke with during our inspection were appropriately trained. However, they felt generally that uniform staff had been de-skilled and had not received any recent training to assist in investigation resulting in initial investigatory opportunities being missed.

The force does not have any structured processes or policies for the supervision of investigations. Supervision of investigations is left to the discretion of each district, but there are no established local procedures, with the decision of when and how to manage and review investigations being left to individual supervisors. The force's supervision of investigations is variable at all stages.

Support to investigations

The force has effective support functions with a good level of crime scene investigation service provided through regional collaboration, which is led by West Yorkshire with North Yorkshire, Humberside and South Yorkshire forces as part of the collaboration of forces. The provision of forensic services is managed through service level agreements (SLAs) with currently 45 out of 53 of the SLAs having exceeded, met or being within 10 percent of achieving the target. Forensic services staff attend and examine volume crime and serious/major crime scenes with specialist skill areas. A senior manager from the collaborative forensic service

attends the daily management meeting to ensure resources are being deployed in line with priority areas and service levels are being maintained. Staff showed a good knowledge of the investigative opportunities available through social media and the force has well-established information sharing arrangements with partner organisations such as the prison service.

The force ensures good provision of research, evaluation and development of intelligence to support investigations. Each district has capacity to support this through its district intelligence unit. This is further supported by the force intelligence unit which provides additional expertise around such things as firearms intelligence.

All of the force's nine priority areas (such as human trafficking and child sexual exploitation) have an intelligence strategy, which includes a digital element around the gathering and use of digital intelligence and evidence. The force is developing a full digital device examination capability which will enable it to make progress with investigations more efficiently. The force has embarked on a mass change and ISO¹⁷ accreditation exercise within digital forensics – in addition it is supporting a digital forensics partnership with Leeds Beckett University. The force has completed a major recruitment exercise for examiners and investigators who are now on a structured and accredited learning process, which is expected to be complete by April 2017. In the meantime, the force is contracting out the examinations of digital exhibits to another organisation. The rate of digital exhibits per 1,000 population awaiting examination is lower in West Yorkshire than the rate for England and Wales as a whole. Staff confirm that they receive a high level of service for the examination of digital devices, and training and guidance is given to frontline officers in the examination and triage of digital devices.

Supporting victims

We found a consistent theme across staff from all teams of the importance that the force attaches to the *Code of Practice for Victims of Crime*.¹⁸ The force has robust monitoring arrangements to ensure that the requirements of the code are adhered to and that any instances of failure to comply with the code are brought to the attention of senior officers for immediate action to be taken. Of the police case files reviewed as part of our inspection, the majority were deemed to have good victim care.

Of those who have been the victim of a crime in West Yorkshire in the 12 months to 30 June 2016, 82.7 percent were satisfied with their whole experience with the police. This similar to the national victim satisfaction rate of 83.2 percent over the

¹⁷ ISO (International Organisation of Standardization) is an independent, non-governmental organisation which provides the standards for a wide variety of subjects.

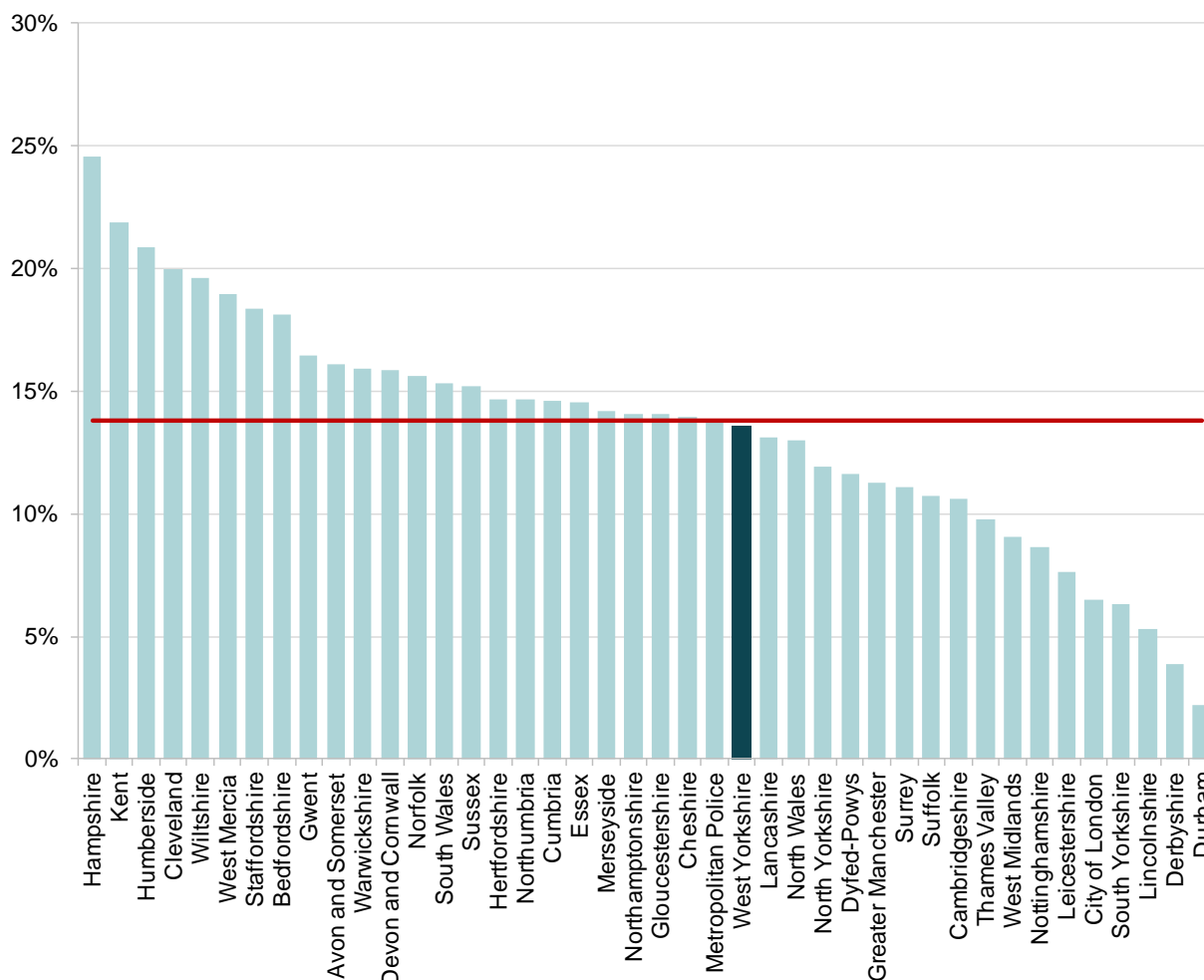
¹⁸ *Code of Practice for Victims of Crime*, Ministry of Justice, 2015. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/476900/code-of-practice-for-victims-of-crime.PDF

same period. We found some evidence within West Yorkshire that officers will more readily discontinue an investigation where the victim does not support action, rather than working with them to provide support, or to progress an unsupported prosecution.

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,¹⁹ which had not previously been recorded. This was to gain an insight into the scale of crimes that the police could not progress further through the criminal justice process due to limited evidence. Furthermore, these outcomes can be thought of as an indicator for how effective the police are at working with victims and supporting them through investigative and judicial processes, as they record when victims are unwilling or unable to support continued investigations or when they have withdrawn their support for police action.

¹⁹ Evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force^{20,21}



Source: Home Office crime outcomes data

For further information about these data, please see annex A

For all offences recorded in the 12 months to 30 June 2016, West Yorkshire Police recorded 13.6 percent as 'Evidential difficulties; victim does not support police action'. This compares with 13.8 percent for England and Wales over the same period. However, it should be noted that not all of the offences committed in the 12 months to 30 June 2016 were assigned an outcome and consequently, these figures are subject to change over time.

²⁰ Percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences.

²¹ Dorset Police is excluded from the graph. Therefore, figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

How effectively does the force reduce re-offending?

We assessed how well the force works with other policing authorities and other interested parties to identify vulnerable offenders and prevent them from re-offending, and how well it identifies and manages repeat, dangerous or sexual offenders.

How well does the force pursue suspects and offenders?

The force could do more to actively manage outstanding suspects. During our inspection, we saw a lack of evidence around processes to identify the number of persons wanted for offences or to monitor activity to locate and arrest such offenders. We did not find structured governance processes at any level to ensure that efforts are undertaken to locate and arrest suspects in a timely manner, and there are no methods by which to hold officers to account. This is left to each district, without central direction.

Within districts we did not find any evidence of this being a priority other than the use of the acronym BOLO (be on the lookout for) which forms the basis of a daily process in each district in which a top ten list of wanted persons is provided to a BOLO team to pursue.

The force completes a police national computer check on all arrested suspects. In the 12 months to 30 June 2016, the force made 54,527 arrests. Of these arrests, 7,790 involved foreign nationals. The force's policy is that all arrested foreign nationals should be subject to an ACRO check,²² which provides enhanced information on criminality and allows the force to better identify and manage risk. The rate of outstanding suspects not circulated on the Police National Computer per 1,000 population that the force has, is above the number for England and Wales as a whole.

How well does the force protect the public from the most harmful offenders?

The force operates a local delivery model of integrated offender management (IOM).²³ Its five policing districts all have responsibility for the provision of offender management through their staff and through the partnership ward areas, supported by the force's performance improvement unit. This is further supported by the sixth hub, which includes the Prison Service as well as other criminal justice partners. The sixth hub now operates out of the prisons in Armley, Wealstun, Wetherby and New Hall. It performs a critical role in the 'through the gate' process. This assesses a

²² ACRO Criminal Records Office manages criminal record information and improves the exchange of criminal records and biometric information for UK law enforcement agencies.

²³ Integrated offender management is a cross-agency response to crime and reoffending threats faced by local communities.

person's needs and support requirements when they are released from prison to ensure the critical 48 hours post-release is as effective as possible to prevent the person re-offending. Daily oversight of IOM is given through the force daily management meeting as well as operational and strategic overview and governance through joint partnership meetings. Processes among partner organisations and West Yorkshire Police are well developed with information sharing and joint risk assessment integral to managing the most prolific and problematic offenders.

The force reviewed its IOM model earlier this year and now incorporates domestic abuse perpetrators and organised crime group (OCG) members. As a result, comparative number on individuals on the IOM scheme are not available when compared with HMIC's 2015 effectiveness inspection. The new model will see a three cohort framework being introduced around specific offender categories and complexities. The first will be a traditional risk of re-offending cohort (containing a large proportion of burglary offenders and volume crime offenders). The second cohort will be a risk of harm cohort (containing more complex offenders, such as domestic abuse offenders, child sexual exploitation risk offenders, unconvicted sex offenders, OCG and counter terrorism prevent offenders). The third and final cohort will be a public protection cohort exclusively for registered sex offenders. The force is moving towards the merging of the IOM and MAPPA²⁴ teams to provide an improved approach to the management of such offenders. This is already in place in the Leeds and Bradford districts. Staff we spoke with thought that this was a positive step which would lead to an improvement in skills and experience and better knowledge sharing among staff.

The force is focused positively on the use of ancillary and preventive orders to manage and monitor such offenders. Sexual harm prevention orders (SHPOs) are designed to protect the public from serious sexual harm from an offender by detailing a series of prohibitions designed to protect the community from future offending; for example, an order may prohibit certain activities on the internet or a particular type of employment such as the tuition of young people. Breach of an SHPO is a criminal offence. In the 12 months to 30 June 2016, West Yorkshire Police issued 321 SHPOs and reported that 2 had been breached.

²⁴ MAPPAs are in place to ensure the successful management of violent and sexual offenders. Agencies involved as responsible bodies include the police, probation trusts and prison service. Other agencies may become involved; for example, the Youth Justice Board will be responsible for the care of young offenders.

Summary of findings



Good

West Yorkshire Police has a good approach to investigating crime and managing offenders.

The force is good at providing an initial investigative response. The control room ensures evidence is collected and preserved effectively. However, the quality of some initial investigation is being sacrificed as a result of the quantity of incidents uniform officers have to attend. This has an impact on subsequent investigation with evidential opportunities missed. Handovers are often of a very poor quality with little investigation or supervision having taken place.

Much progress had been made around the capacity and capability of the high-tech crime unit with some exciting innovation and plans in place.

The force has worked hard to improve the service it offers victims, in particular being compliant with the *Code of Practice for Victims of Crime*. The importance that the force attaches to the code was evident from all the staff spoken to during the inspection along with robust monitoring arrangements.

West Yorkshire Police is good at protecting the public from the most prolific, serious and dangerous offenders. Its integrated offender management scheme is well managed. Plans are in place to the management of registered sex offenders, and perpetrators of domestic abuse and organised crime.

Areas for improvement

- The force should take steps to ensure that all available evidence is recorded at scenes of crime.
- The force should improve the processes and supervision of handovers to ensure that all relevant information passed to investigators is complete and is of sufficient quality.
- The force should ensure that there is regular and active supervision of investigations to improve quality and progress.
- The force should ensure that those who are circulated as wanted on the police national computer, those who fail to appear on police bail, named and outstanding suspects and suspects identified through forensic evidence are swiftly located and arrested.

How effective is the force at protecting those who are vulnerable from harm, and supporting victims?

Protecting the public, particularly those who are most vulnerable, is one of the most important duties placed on police forces. People can be vulnerable for many reasons and the extent of their vulnerability can change during the time they are in contact with the police. Last year HMIC had concerns about how well many forces were protecting those who were vulnerable. In this section of the report we set out how the force's performance has changed since last year.

Has the force improved since HMIC's 2015 vulnerability inspection?

West Yorkshire Police has improved since HMIC's 2015 effectiveness (vulnerability) inspection. In that inspection, we judged West Yorkshire Police to require improvement because there were some important areas needing improvement to ensure that the service it provided kept vulnerable people safe consistently. In 2015 we highlighted four main areas for improvement:

- Improve the force's response to all incidents, including those relating to vulnerable people, by reviewing the process used to manage attendance at incidents over 24 hours old and take any action necessary.
- Improve its response to children who go missing, specifically in relation to staff understanding clearly their roles, responsibilities and the process to be adopted in cases assessed as low-risk or absent.
- Improve its response to victims of domestic abuse, specifically in relation to its allocation of medium and standard cases for investigation to ensure that consistent standards are applied across the force.
- Improve its compliance with the duties contained in the *Code of Practice for Victims of Crime*, specifically in relation to victim personal statements.

The force developed an action plan in response to HMIC's concerns and we found in this year's inspection that vulnerability is a priority for the force. This is demonstrated by an uplift of staff within the safeguarding units, and increasing training including specialist, targeted training aimed at the safeguarding unit and a strong commitment from the chief officer team about the importance of protecting those who are vulnerable from harm. It is a key business area within the force strategic plan/assessments and control strategies for 2016.

New policies are now in place around the management of missing and absent children ensuring corporacy across all five districts, along with a revised domestic abuse, stalking and harassment and honour based violence risk identification, assessment and management model (DASH) aimed at providing a better assessment of risk, more direct questions and further prompts in relation to controlling and coercive behavior. The force has also improved its audit and dip sampling process to monitor consistent responses to incidents over 24 hours old and compliance with the code.

How effectively does the force identify those who are vulnerable and assess their level of risk and need?

In order to protect those who are vulnerable effectively forces need to understand comprehensively the scale of vulnerability in the communities they police. This requires forces to work with a range of communities, including those whose voices may not often be heard. It is important that forces understand fully what it means to be vulnerable, what might make someone vulnerable and that officers and staff who come into contact with the public can recognise this vulnerability. This means that forces can identify vulnerable people early on and can provide them with an appropriate service.

Understanding the risk

West Yorkshire Police has an excellent understanding of the nature and scale of vulnerability in its local area. Policies are in place within the force that provide clear unambiguous guidance and direction around the processes for safeguarding children, young people and vulnerable adults demonstrating that vulnerability is a priority of the force. We found a comprehensive understanding of vulnerability in all the staff and officers we spoke to. This extended beyond a text book definition and staff were able to clearly articulate what vulnerability meant to them and how it affected how they carried out their duties. Vulnerability is understood across the organisation and is viewed by partner organisations as a clear priority for the force. During our pre-inspection work, we found that vulnerability was integral to the force's daily management meeting process. The daily management meeting we observed at district level had a clear agenda where vulnerability was a significant element. The meeting reviewed all the domestic abuse and missing from home cases in the district over the previous 24 hours.

Forces define a vulnerable victim in different ways. This is because there is not a standard requirement on forces to record whether a victim is vulnerable on crime recording systems. Some forces use the definition from the Government's *Code of*

Practice for Victims of Crime,²⁵ others use the definition referred to in ACPO guidance²⁶ and the remainder use their own definition.

West Yorkshire Police uses its own definition of a vulnerable victim, which is:

“A person is vulnerable if as a result of their situation or circumstances, they are unable to take care or protect themselves, or others, from harm or exploitation or other adverse impact on their quality of life.

Situation or Circumstances

A person can be considered vulnerable at all times or;

Only whilst a certain set of circumstances exist.

Adverse Impact

Deterioration of health, mental and/or emotional well-being or;

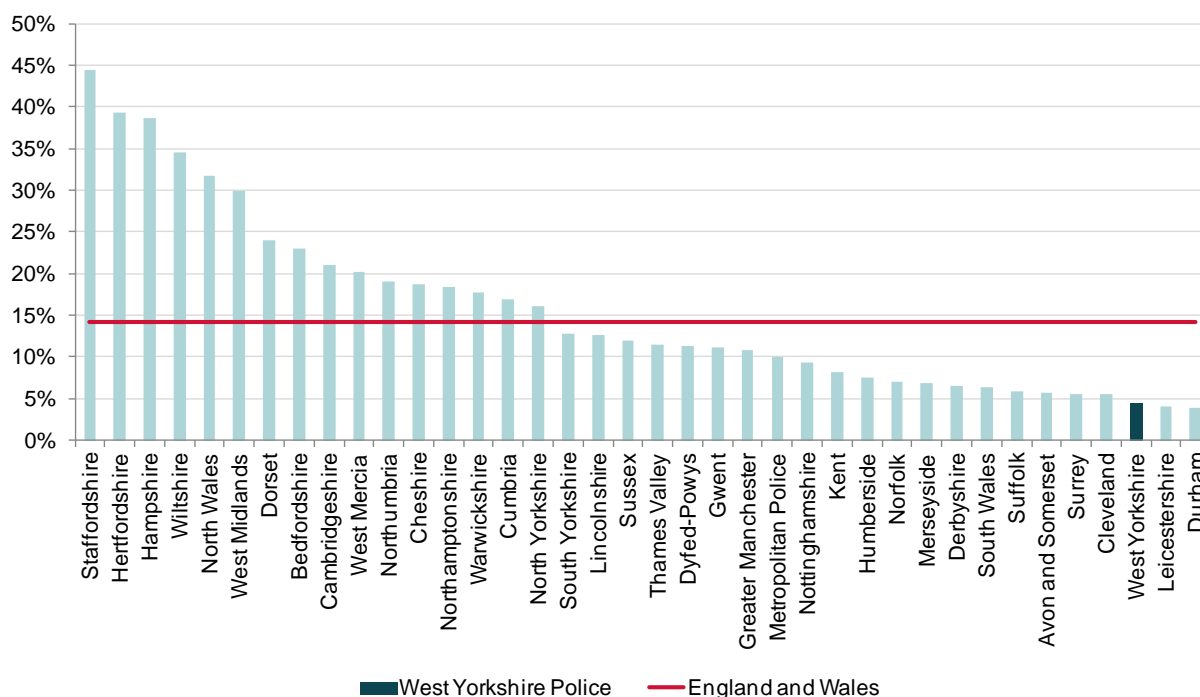
An inability to carry out normal day to day routine though fear & intimidation”

Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably between forces, from 3.9 percent to 44.4 percent. For the 12 months to 30 June 2016, 4.4 percent of all recorded crime in West Yorkshire was identified as having a vulnerable victim, which is below the England and Wales figure of 14.3 percent.

²⁵ *Code of Practice for Victims of Crime*, Ministry of Justice, 2013. Available from www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practicevictims-of-crime.pdf

²⁶ The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults, NPIA, 2012. Available from: www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/

Figure 6: Percentage of police-recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016²⁷



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

The force has produced a detailed profile of child sexual exploitation in West Yorkshire which includes a wide range of data, for example victims at risk, offender demographics and links to known organised crime groups (OCGs).

The profile contains important findings and recommendations for the force including greater use of partner organisations, including the third sector, and broadening of data sets to increase intelligence flows.

Within West Yorkshire Police, there is a domestic abuse action plan led by the assistant chief constable responsible for protecting vulnerable people and for crime. Since HMIC’s 2015 inspection, the force has made significant progress in a number of areas including initial contact, first response, governance, investigation, performance management and training. It has trained 1,876 frontline and safeguarding staff in coercive control, and there have been 64 recorded incidents showing use of the new legislation. The Crown Prosecution Service has also given training to senior investigating officers to promote the use of legislation in domestic rape investigations. Vulnerability, and domestic abuse specifically, is seen as a priority for the force, enforced by the chief officer team in their communications and messages to increase awareness of these areas across the force. The force has invited South Yorkshire Police to conduct a peer review of the action plan. Domestic

²⁷ City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for recorded crimes with a vulnerable victim identified. Therefore, these forces’ data are not included in the graph or in the calculation of the England and Wales rate.

abuse features as part of the force's strategic assessment, the control strategy tactical plans and is discussed at local accountability meetings in districts. The safeguarding central governance unit completed an audit of domestic abuse in May 2016 and provided recommendations to all districts. Feedback from victims and a domestic homicide review have led to changes on the DASH form²⁸ to obtain better assessment of risk, more direct questions and a prompt about controlling and coercive behaviour. Comprehensive performance data is available in the monthly 'domestic information report' which is shared with each district.

West Yorkshire Police's recognition of mental health is good. It is identified in the force's strategic assessment (July 2016) as one of its nine priority areas. In the twelve months to 30 June 2016, 2.5 percent of all command and control incidents were flagged to identify mental health which is in line with 2.4 percent for England and Wales as a whole. The force has recently trained all staff in mental health awareness. Mental health nurses are present in the district control rooms between 2.00pm and 2.00am, seven days a week. This has been in place for two years and staff we interviewed felt that this process worked very effectively with the mental health nurses providing excellent support to the control room staff.

The force sees vulnerability as very important for its customer contact centre. Force policy dictates that calls that involve vulnerability will always have an officer attending and will be sent to the district control for staff to be dispatched. The force command and control system will flag up areas of vulnerability such as domestic abuse, mental health, repeat victims, and repeat callers to police. The flag will also provide the customer contact centre staff with guidance regarding how to deal with the caller and the issues relating to the specific area of vulnerability. Of the 81 sample crime files reviewed as part of the file review, the vast majority of the files demonstrated evidence of THRIVE (threat, harm, risk, investigation, vulnerable and engagement, which helps staff to decide how best to resolve a call) being applied appropriately and correctly when the call was received. Robust audit procedures are in place for call handlers to monitor how they deal with and assess vulnerability. These both support and complement monthly safeguarding audits. Each of these processes involves listening to calls and providing direct feedback to call takers.

Within West Yorkshire Police, vulnerability is initially assessed using the THRIVE process and this assessment will then be considered in line with the graded response policy to determine the most appropriate deployment. Jobs that are graded by the customer contact centre are sent to the district control room for dispatch and the district dispatchers have the final say in the level of graded response to be applied and they can move the grading up or down if appropriate. This means that the graded response allocated by customer contact centre is subject to a quality assurance process at district level.

²⁸ The DASH (domestic abuse, stalking, harassment) form is a risk identification tool for frontline officers when responding to victims of domestic abuse, stalking and harassment.

How effectively does the force initially respond to vulnerable victims?

The initial work of officers responding to a vulnerable person is vital, because failure to carry out the correct actions may make future work with the victim or further investigation very difficult. This could be the first time victims have contacted the police after suffering years of victimisation or they may have had repeated contact with the police; either way, the response of officers is crucial. The initial response to a vulnerable victim must inspire confidence that the victim's concerns are being taken seriously as well as provide practical actions and support to keep the victim safe. The officer should also assess the risk to the victim at that moment and others in the same household, and collect sufficient information to support the longer-term response of the force and other partner organisations.

Do officers assess risk correctly and keep victims safe?

West Yorkshire Police continues to respond well to the immediate and longer-term needs of vulnerable victims. The use of THRIVE is thoroughly accepted and understood along with the use of flags on the command and control system to identify vulnerability and repeat victims. West Yorkshire Police has standing policies in place for call takers to identify and assess the level of vulnerability of a caller when that person is a victim of domestic abuse. It has produced a demand management policy which provides guidance on all aspects of demand management from taking of the initial call to the completion of tasks following attendance at an incident. These include an assessment of the risk of further harm occurring to the victim or children, recent previous reported incidents, the known history of the perpetrator, the opportunity to secure and preserve evidence, and the victim's availability.

The force has recently updated its missing persons policy, with a good understanding of this being evident among staff within the force and partner organisations. We were given examples where good partnership working had linked a number of missing and absent children to child sexual exploitation and human trafficking activity through the use of case plans and good communication between different agencies.

The force operates several policies to ensure that its frontline officers assess risk and address the nature of the victim's vulnerability. This includes the safeguarding children and young people policy, and the treatment of vulnerable adults and the domestic abuse policy, all of which clearly articulate roles and responsibilities and expected service standards. Staff identify safeguarding measures through the DASH form, which officers complete at all domestic abuse incidents. This has been reviewed and revised in the last 12 months to obtain a better assessment of risk. The form now includes a prompt about coercive and controlling behaviour. Children are expected to be recorded on the same form to enable suitable consideration and

safeguarding of their needs. The forms are subject to supervision and scrutiny to ensure accuracy.

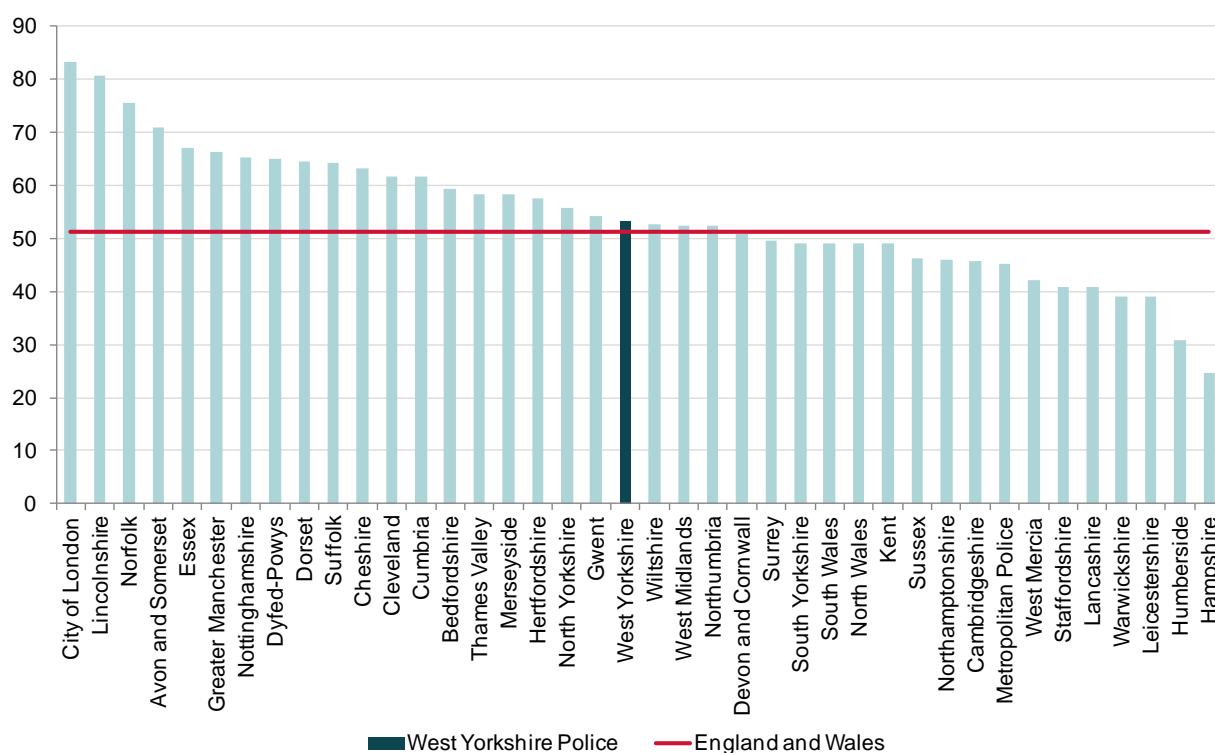
However, as with our findings for the management of investigations, it was apparent the force does not have any structured processes or policies for supervisors to ensure that response officers complete an accurate assessment of vulnerability and risk. In practice, supervision is left to the discretion of each district, which inevitably leads to significant variations in quality. Officers continue to use their risk assessment forms to report mental health concerns, meaning that vulnerable victims are likely to receive an effective multi-agency response when it is needed. In the 12 months to 30 June 2016, 39,487 domestic abuse risk assessments were completed.

The Home Office has shared domestic abuse related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by Office for National Statistics. These data shows that in the 12 months to 30 June 2016, police-recorded domestic abuse in West Yorkshire increased by 51 percent compared with the 12 months to 31 March 2015. This compares with an increase of 23 percent across England and Wales. In the same period, police-recorded domestic abuse accounted for 11 percent of all police-recorded crime in West Yorkshire, compared with 11 percent of all police-recorded crime across England and Wales.

The rate of arrest for domestic abuse offences can provide an indication of a force's approach to handling domestic abuse offenders. Although for the purpose of this calculation arrests are not directly tracked to offences, a high arrest rate may suggest that a force prioritises arrests for domestic abuse offenders over other potential form of action (for further details, see annex A). HMIC has evaluated the arrest rate alongside other measures during our inspection process to understand how each force deals with domestic abuse overall.

In West Yorkshire Police, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 53 arrests made in the same period.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016²⁹



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

Over the course of our inspection, we visited four of the five district safeguarding hubs. We found some excellent protection of those who are vulnerable and strong partnership working practices. However, although we appreciate that working practices and policies will have to adapt to support partnership working, there are vast variations across the hubs in policy application, workloads, work remit and capacity, with a marked difference between Leeds and Wakefield, and Bradford and Kirklees. At the Leeds district safeguarding hub, domestic abuse co-ordinators are responsible for the co-ordination of all high and medium risk investigations with the same officer contacting the victim and undertaking all safeguarding measures. Co-ordinators make all the necessary referrals to partner organisations, ensuring that immediate safeguarding actions are shared promptly with partners. Within the Bradford district, the safeguarding hub includes a partnership team where information and referrals are shared across agencies in cases of high-risk domestic abuse cases.

Missing from home co-ordinators work closely with partner organisations. They involve other forces and local authorities in relation to looked-after children to try and

²⁹ Derbyshire, Durham and Gloucestershire forces were not able to provide domestic abuse arrest data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

develop good practices when looked-after children are put into out-of-area placements.

The force is taking steps to support children and young people who witness domestic abuse. Leeds district (the largest of the five districts) is currently piloting Operation Encompass.³⁰ This operation is the implementation of partnership working between West Yorkshire Police, local authorities and nominated 'key adults' in schools. The Operation Encompass officer will inform the key adult, prior to the commencement of the school day, of the fact that the police were called out in the last 24 hours, during a school term week, to a domestic abuse incident and a child was present, witnessed or was involved in the incident. The pilot has been so successful that the force plans to implement it in the other four districts over the next 12 months.

Response staff within the force are aware of their role around immediate safeguarding and flagging up referrals to other agencies. During our inspection, we found that response staff articulated an intrinsic knowledge of safeguarding. They clearly understand the importance of flagging up protection concerns from incidents, even if the incident was not related to vulnerability in the first instance. One example quoted was attendance at a neighbour dispute where children at one of the properties were found to be dirty and dishevelled with their wellbeing a concern to the attending officer. As a result, the officer used police protection powers to remove the children to a place of safety. Staff we spoke with had a good knowledge of statutory police powers around safeguarding and what circumstances would support the need for subsequent liaison with local authority social workers. Staff provided numerous examples of referrals to the safeguarding team and appeared acutely conscious of the ramifications of failing to act where a safeguarding issue arose.

How effectively does the force investigate offences involving vulnerable victims and work with external partners to keep victims safe?

Those who are vulnerable often have complex and multiple needs that a police response alone cannot always meet. They may need support with housing, access to mental health services or support from social services. Nonetheless, the police still have an important responsibility to keep victims safe and investigate crimes. These crimes can be serious and complex (such as rape or violent offences). Their victims may appear to be reluctant to support the work of the police, often because they are

³⁰ Operation Encompass is a project across 15 police force areas, which aims to safeguard and support children and young people who have been involved in or affected by incidents involving domestic abuse. Following such an incident, a school's 'key adult' is contacted by 9.00am the next day and made aware. Arrangements can then be put in place to support children during their school day.

being controlled by the perpetrator (such as victims of domestic abuse or child sexual exploitation).

West Yorkshire Police clearly identifies and manages vulnerable people well, and safeguards them effectively for certain crime types such as high-risk domestic abuse and serious sexual offences. However, the same was not the case for aspects of vulnerability that feature in less obvious crime types. Our review of a small sample of stalking and harassment cases found that the investigations in these cases were far less effective than for other offences. A force policy, or provision of local guidelines, on stalking and harassment are important as their purpose is to clarify local implementation of national guidance. The policy on stalking and harassment is not fit for purpose in determining when an investigation should take place. Further work is needed to improve links with specialist stalking and harassment support services but it should be noted that the force has longstanding effective partnership working with local victim support and safeguarding agencies.

Since HMIC's 2015 effectiveness (vulnerability) inspection, a significant investment has been made within safeguarding units within West Yorkshire Police. This includes both the uplift in staffing numbers and comprehensive training. All safeguarding detectives are accredited under the Professionalising Investigation Programme (PIP) to level 2 or are trainee investigators working towards accreditation and are Specialist Child Abuse Investigation Development Programme (SCAIDIP)³¹ trained where required. A training needs analysis has been carried out across all five districts to identify the requirements. Continuous professional development is provided such as conferences on safeguarding, as well as more focused conferences on such areas as female genital mutilation, so-called honour based abuse, Karma Nirvana³² training and child sexual exploitation.

³¹ Professionalising Investigation Programme (PIP). The aim of the PIP is to ensure that staff are trained, skilled and accredited to conduct the highest quality investigations: PIP level 1 – priority and volume crime investigations; PIP level 2 – serious and complex investigations; PIP level 3 – major investigations; PIP level 4 – strategic management of highly complex investigations. PIP identifies key learning and development for investigators in new or specialised roles, and standards of competences in investigation and interviewing. These are now established within a suite of national occupational standards (NOS).

³² Karma Nirvana is a dedicated charity, providing support and training to help prevent forced marriages and honour based violence within the UK and beyond.

HMIC examined the force's use of legal powers to protect victims. In the 12 months to 30 June 2016, 84 domestic violence protection notices³³ (DVPNs) were authorised, and 60 domestic violence protection orders³⁴ (DVPOs) were granted by the courts. Some 29 DVPOs were breached. The force's use of DVPNs and DVPOs has decreased since HMIC's 2015 effectiveness (vulnerability) inspection.

In the 12 months to 30 June 2016, under the Domestic Violence Disclosure Scheme (Clare's Law)³⁵ the 'right to ask' has been used 30 times and the 'right to know' has been used 62 times. This equates to a lower rate per 100,000 population than the rate for England and Wales as a whole. The force has launched online training and plans further face-to-face training in early 2017 to update officers' knowledge of DVPOs and DVPNs and the application of Clare's Law.

The force contributes effectively to multi agency work with partner agencies to safeguard vulnerable victims. It shares information with external agencies via the daily risk and management meeting, where cases relating to 'away from home' domestic abuse are also discussed. These meetings are significant in how the force contributes to the effectiveness of MARACs³⁶ which are carried out in each multi-

³³ A DVPN is the initial notice issued by the police to provide emergency protection to an individual believed to be the victim of domestic violence. This notice, which must be authorised by a police superintendent, contains prohibitions that effectively bar the suspected perpetrator from returning to the victim's home or otherwise contacting the victim. A DVPN may be issued to a person aged 18 years and over if the police superintendent has reasonable grounds for believing that:

- the individual has been violent towards, or has threatened violence towards an associated person; and
- the DVPN is necessary to protect that person from violence or a threat of violence by the intended recipient of the DVPN.

³⁴ DVPOs are designed to provide protection to victims by enabling the police and magistrates' courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days, allowing the victim time to consider their options and get the support they need.

³⁵ The domestic violence disclosure scheme (DVDS), also known as Clare's Law, increases protection for domestic abuse victims and enables the police to better identify domestic abuse perpetrators. For more information, see: www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/leadership-strategic-oversight-and-management/#domestic-violence-disclosure-scheme-clares-law.

³⁶ MARACs (multi-agency risk assessment conferences) are regular local meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies. By bringing all agencies together at a MARAC, and ensuring that whenever possible the voice of the victim is represented by the Independent Domestic Violence Advocate (IDVA) Service, a risk-focused, co-ordinated safety plan can be drawn up to support the victim.

agency safeguarding hub (MASH)³⁷ daily. Victim satisfaction feedback is collected via a standardised survey; with domestic abuse victim satisfaction being discussed at the community safety partnership scrutiny panel. The force is also reviewing a recently commissioned young people's survey of those who have/have not reported crimes to the police and the reasons behind this. Sharing good practice is also carried out via the community safety partnership scrutiny panels. The police and crime commissioner is establishing an independent advisory group for safeguarding, the force being involved in recruiting for this panel. This group will share learning with partners and the chair has been identified as an independent (a Leeds magistrate). The force also shares good practice and learning as well as audit findings with the strategic safeguarding board and local safeguarding boards. The force has provided a presentation to local magistrates regarding child sexual exploitation and children missing from home. There are also plans to introduce a court specifically for domestic abuse in the future.

Victims of domestic abuse

HMIC's 2015 effectiveness (vulnerability) inspection highlighted the need for West Yorkshire Police to improve its response to victims of domestic abuse. This was specifically in relation to its allocation of medium and standard cases for investigation to ensure that consistent standards are applied across the force. Since that inspection, domestic abuse risk assessments are now forwarded to each district safeguarding unit in relation to medium or high risk assessment and a secondary assessment is carried out. As from the beginning of January 2017, all risk assessments, including standard risks, will go through a secondary assessment by the district safeguarding units.

Workshops were held in August 2016 outlining improvements to processes, and body-worn video cameras are currently being rolled out to make the most of evidence gathering opportunities. A new domestic abuse policy is currently being written to include review of timescales at stages of the investigation. The child demeanour video was launched in July 2016 to promote capturing the risk to children at domestic abuse incidents with regular audits taking place to monitor progress. September 2016 audits showed significant improvement in officer awareness and completion of DASH forms. A peer review was completed by South Yorkshire Police and a further review was planned with Lancashire at the end of 2016. All children involved in domestic abuse incidents are discussed with partners and information is shared daily. In the 12 months to 30 June 2016, West Yorkshire Police's domestic

³⁷ A multi-agency safeguarding hub (MASH) brings together into a single location key safeguarding agencies to better identify risks to children (and in some areas, vulnerable adults), and improve decision-making, interventions, and outcomes. The MASH enables the multi-agency team to share all appropriate information in a secure environment, and ensure that the most appropriate response is provided to effectively safeguard and protect the individual.

abuse arrest rate was 53.1 percent. This is just above with the 51.3 percent arrest rate for England and Wales as a whole.

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse.³⁸

The rate of outcomes recorded in the 12 months to 30 June 2016 for domestic abuse offences is shown in figure 8. Domestic abuse crimes used in this calculation are not necessarily those to which the outcomes have been assigned and are only linked by the fact that they both occur in the 12 months to 30 June 2016. Therefore, direct comparisons should not be made between general outcomes in figure 4, where each crime is linked to its associated outcome (for further details see annex A).

Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in West Yorkshire Police³⁹

Outcome type / group	West Yorkshire Police	England and Wales
Charged / Summoned	23.7	23.2
Caution – adults	3.2	5.6
Caution – youths	0.4	0.3
Community resolution	0.9	1.4
Evidential difficulties prevent further action; victim supports police action	35.1	24.1
Evidential difficulties prevent further action; victim does not support police action	37.9	35.4

Source: HMIC data return, Home Office data

For further information about these data, please see annex A

In the 12 months to 30 June 2016, West Yorkshire Police's use of outcomes for domestic abuse flagged offences was in line with those in England and Wales as a whole. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

³⁸ Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.

³⁹ Dorset Police and Nottinghamshire Police were unable to submit domestic abuse outcomes data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

West Yorkshire are participating in the Ministry of Justice's out of court disposals pilot. This means these forces no longer issue simple cautions, cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. Therefore, their outcomes data should be viewed with this in mind.

Summary of findings



Good

West Yorkshire Police is good at protecting those who are vulnerable from harm, and supporting victims.

The force has made good progress since HMIC's 2015 effectiveness (vulnerability) inspection with an increase in staff dedicated to safeguarding vulnerable victims. Comprehensive training has been put in place across the force to improve knowledge, skills and awareness around important vulnerability and investigatory practices.

West Yorkshire Police has a good understanding of the nature and scale of vulnerability in its local area. Policies are in place within the force that provide clear unambiguous guidance and direction around the processes for safeguarding children, young people and vulnerable adults, demonstrating that vulnerability is a priority of the force. Staff and officers display a comprehensive understanding of vulnerability. Staff are aware of their role around immediate safeguarding and flagging up referrals to other agencies.

Improvements are also clear in the force's response to victims of domestic abuse, specifically in relation to its allocation of medium and standard cases for investigation. Training, changes to the assessment and further scrutiny are now in place to ensure that consistent standards are applied across the force.

Areas for improvement

- The force should ensure that response officers become more proficient at completing risk assessments at initial response, and provide sufficient supervisory oversight across the five districts to prevent opportunities to safeguard vulnerable victims from being missed.

How effective is the force at tackling serious and organised crime?

Serious and organised crime poses a threat to the public across the whole of the UK and beyond. Individuals, communities and businesses feel its damaging effects. Police forces have a critical role in tackling serious and organised crime alongside regional organised crime units (ROCU), the National Crime Agency (NCA) and other partner organisations. Police forces that are effective in this area of policing tackle serious and organised crime not just by prosecuting offenders, but by disrupting and preventing organised criminality at a local level.

How effectively does the force understand the threat and risk posed by serious and organised crime?

In order to tackle serious and organised crime effectively forces must first have a good understanding of the threats it poses to their communities. Forces should be using a range of intelligence (not just from the police but also from other partner organisations) to understand threats and risks, from traditional organised crime such as drug dealing and money laundering to the more recently-understood threats such as cyber-crime and child sexual exploitation.

West Yorkshire Police is good at assessing the threat posed to its communities by serious and organised crime. The force's strategic assessment (STRA)⁴⁰ identifies 'attacking criminality' as one of its five priority areas. The STRA assesses organised crime as the seventh greatest specific threat affecting West Yorkshire, an assessment which is based on the MoRiLE index.⁴¹ The force has produced five local profiles for serious and organised crime covering each of its areas.⁴²

⁴⁰ The strategic assessment provides a police force with the overview of what is happening in the force or region. The assessment attempts to highlight the threats and risks to a force around crime and disorder and thereby set the priorities for the force. It makes recommendations on what activity is required around intelligence, prevention and enforcement

⁴¹ MoRiLE (management of risk in law enforcement) is a tool that assists decision-makers in identifying and prioritising threat, risk and harm. These link threat, risk and harm assessments to organisational capacity and capability to respond.

⁴² Each force should produce and use its local profiles to develop a common understanding among local partners of the threats, vulnerabilities and risks, to provide information on which to base local response and local action plans, to support integration of serious and organised crime activity into day-to-day policing, local government and partnership work, and allow a targeted and proportionate use of resources. For further information see:

www.gov.uk/government/uploads/system/uploads/attachment_data/file/371602/Serious_and_Organised_Crime_local_profiles.pdf

These profiles are mainly limited to police data with some partner organisation data largely connected with demographics and employment status. The profiles have been shared with relevant partner organisations and provide the force with the opportunity to alert important interested parties about the threats posed by serious and organised crime. We did not find evidence that these documents supported a joint approach or tangible options for partnership responses. The force recognises that the flow of intelligence needs to improve so that its partner agencies can contribute more to local profiles as currently its own input dominates the local profiles.

The force collects intelligence from a range of sources to help it understand serious and organised crime. All gaps in intelligence on a specific threat (known as intelligence requirements) have an intelligence collection plan.⁴³ These requirements and plans are sent out to districts, including neighbourhood policing teams, to enhance the force's understanding of organised crime threats, particularly in relation to the management of organised crime groups (OCGs). The force is aware of the intelligence-gathering challenges around newer types of serious and organised crime. For example, in cyber-crime it has identified that there is a knowledge gap among those staff given the task of obtaining intelligence. They are more used to dealing with the traditional types of crime associated with serious and organised crime such as drug supply. The force is therefore investing in the training and selection of staff in these roles in order that it can adapt its intelligence gathering techniques to new and emerging forms of criminality linked to organised crime.

The force shares intelligence on serious and organised crime with other law enforcement agencies such as the National Crime Agency (NCA), regional organised crime units (ROCU) and other forces. It also uses the Police National Database. Intelligence is also shared with non-law enforcement agencies such as Immigration, HM Revenue and Customs and with local authorities via district teams.

Where the force has found gaps in its intelligence sharing, it has taken steps to address this. An example of this is its review of how it supplies data to the National Ballistics Intelligence Service – as a result, the force has improved the quality of the data it submits.⁴⁴

The involvement of neighbourhood policing teams in identifying activity linked to OCGs varies. Some local officers could articulate what sort of criminal activity they would look for and seek intelligence about, whereas others took a more reactive approach and they would act purely on formal tasks given to them. This is largely based upon where the teams are located and varying standards of briefing and

⁴³ An intelligence collection plan is used within the National Intelligence Model (NIM) and refers to a plan to obtain intelligence filling those knowledge gaps identified within the intelligence requirement.

⁴⁴ The National Ballistics Intelligence Service (NABIS) provides fast-time forensic intelligence and strategic intelligence in tackling all firearm crime in the UK.

training in how to recognise signs of potential organised crime. Also relevant to this is the relationship between lead responsible officers (LROs) – who formulate disruption plans around the activity of OCGs – and managers in neighbourhood policing teams. We found that where these links are strong such as in Leeds and Calderdale, neighbourhood staff have a good understanding of what to look out for and what they need to do within their communities to gather intelligence and disrupt OCGs.

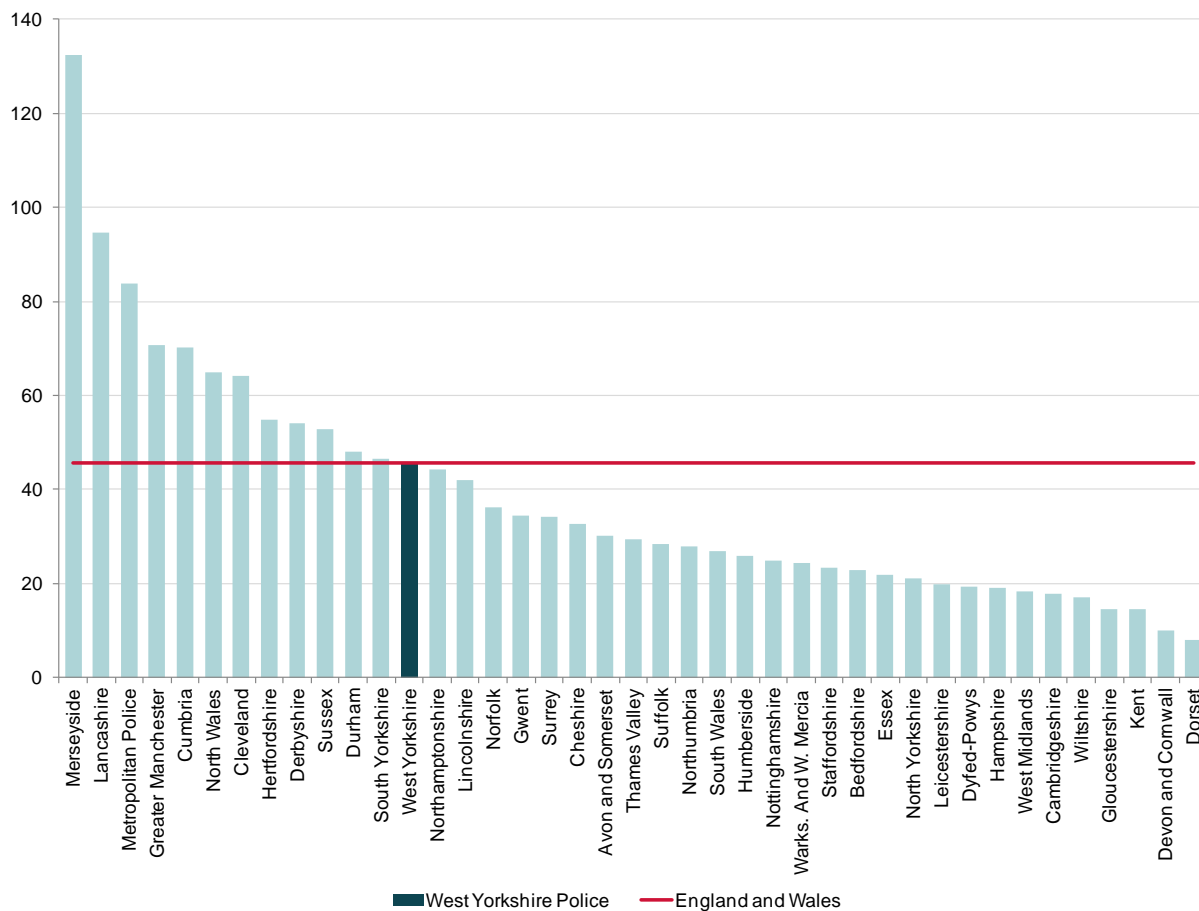
When a police force identifies a group of individuals it suspects may be involved in organised crime it goes through a nationally standardised ‘mapping’ procedure. This involves entering the details of the group’s known and suspected activity, associates and capability into a computer system which assigns a numerical score to each OCG and places each group into one of several bands which reflect the range of severity of harm the group can cause.

We found that that within West Yorkshire OCGs are mapped and scored appropriately using national assessment tools. Training regarding proactive and reactive mapping has been carried out with practitioners during 2016 and already appears to have had some impact on the level of mapping within the force. The force has also introduced meetings to scrutinise its approach to organised crime and show clear accountability around its mapping procedures. The result of these investments is that local neighbourhood policing teams recently nominated more groups. This contributed to an increase from 67 OCGs in January 2016 to 114 in November 2016.

As at 1 July 2016, West Yorkshire Police was actively disrupting, investigating or monitoring 45 organised crime groups (OCGs) per one million of the population. This compares to 46 OCGs per one million of the population across England and Wales.

These figures reflect the picture before the force introduced training and more intrusive governance around organised crime mapping. The rise in mapped OCGs since July 2015 demonstrates improvement on the part of the force. Since HMIC’s 2015 effectiveness inspection, we can see that the force is improving its understanding of serious and harmful criminality.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016⁴⁵



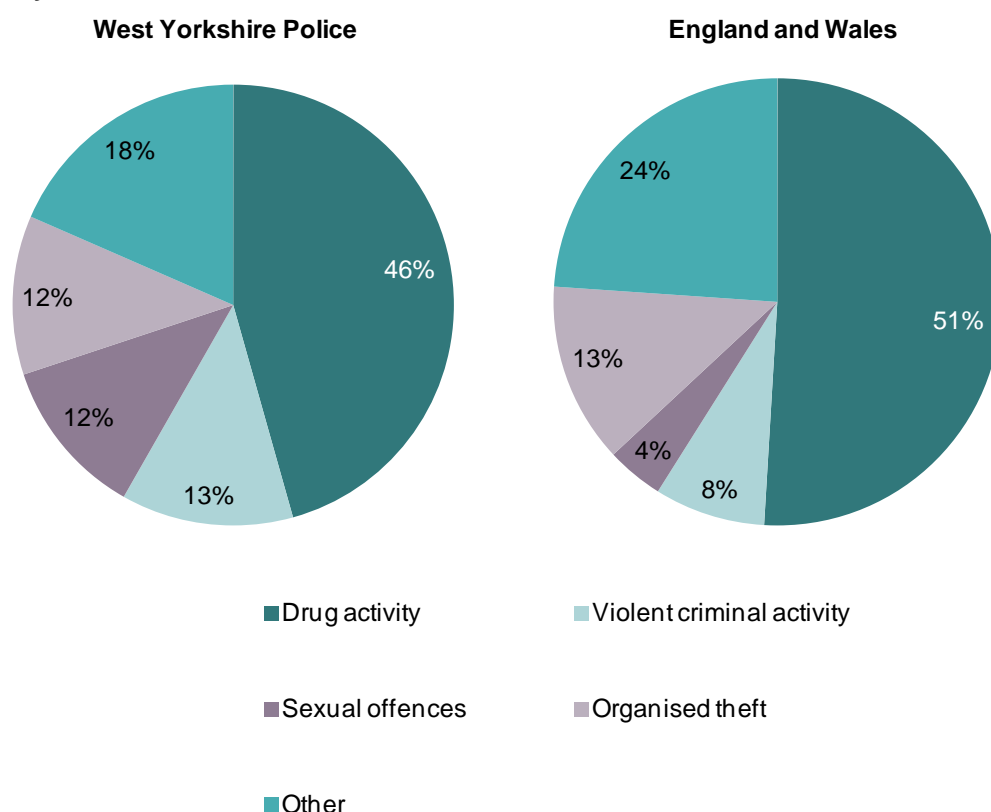
Source: HMIC data return

For further information about these data, please see annex A

Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of criminality (for example groups supplying drugs may also be supplying firearms and be involved in money laundering), this indicates their most common characteristic. 'Drug activity' was the most common predominant crime type of the OCGs which West Yorkshire Police managed as at 1 July 2016. This was also the most common OCG crime type recorded by all forces in England and Wales.

⁴⁵ City of London Police data have been removed from the chart and the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

Figure 10: Active organised crime groups by predominant crime type in West Yorkshire, as at 1 July 2016



Source: HMIC data return

Note: Figures may not sum to 100 percent due to rounding. For further information about these data, please see annex A.

West Yorkshire’s OCG work, in line with the national OCG picture, has focused traditionally on drug supply. However, the force accepts that it needs to better understand newer types of criminality that OCGs are engaged in and most specifically those types that affect the most vulnerable. West Yorkshire is committed, through its investment in a dedicated team, to tackling human trafficking. This includes work with partners in this area such as through the West Yorkshire anti-trafficking modern slavery network.

How effectively does the force respond to serious and organised crime?

An effective force will pursue and prosecute offenders and disrupt organised criminality at a local level. The force will use specialist capabilities, both in the force and at regional level, and non-specialist capabilities such as its neighbourhood teams. While it can be complex for a force to assess the success of its actions against serious and organised crime, it is important that the force understands the extent to which it disrupts this crime and reduces harm.

West Yorkshire Police has a strong and effective response to serious and organised crime. The force has a clear method for prioritising OCGs for intervention based on their level of risk. The force adheres to national criteria to assess risk and harm linked to serious and organised crime and has clear processes to manage its interventions. Those OCGs that carry a high threat banding are managed via a force task assignment meeting which is held every six weeks. Lesser scoring groups are managed locally at borough level. At both levels of management we found a good level of scrutiny, governance and allocation of resource where a consideration of threat, harm and risk along with vulnerability are all evident.

The force's lead responsible officers (LROs) are capable and well trained with good support from the force. District commanders within the force identify and assign the most suitable LROs to manage mapped groups over their active lifespan. The LRO is in some instances a neighbourhood inspector or a sergeant. The force has provided training to support LROs in carrying out their role around formulating effective disruption plans using a consistent methodology based on the 4Ps⁴⁶. In addition the force has carried out briefing sessions for all its LROs to introduce them to the availability of and access to tactical advisors who can assist them in identifying appropriate interventions. We found that, on the whole, disruption plans across the force are up to date, thorough and bespoke.

The force works with partner organisations to disrupt OCGs. Its OCG management plans demonstrate the use of disruption tactics that draw upon the powers of partners. For example, the trading standards departments from local authorities are used to look at the sale of counterfeit goods, an area in which OCGs are active. Similarly, social housing providers are being approached to consider evictions against individuals engaged in drug supply.

A positive example of work with partners was evident in Bradford where the use of intervention schemes such as Troubled Families⁴⁷ to prevent persons being drawn into organised crime is seen as an effective approach. However, to a large degree partnership work within the force is still concentrated on the pursue strand of the 4Ps methodology. Enforcement activity is the main thrust of partnership work to disrupt serious and organised crime.

We found an inconsistency from districts in respect of using local partner powers. It was clear that the pursue element of the plans was continuing to dominate

⁴⁶ The 4P's refer to part of the framework of the Home Office Serious and Organised Crime Strategy and are based on the strands of Pursue, Prevent, Protect and Prepare. The first two strands aim to reduce the threat posed by organised crime while the latter two aim to reduce the vulnerability of communities to the growth and influence of organised criminals.

⁴⁷ The Troubled Families programme, launched in 2011, is a Government scheme with the stated aim of helping troubled families turn their lives around. The emphasis is on those families that place a high cost and burden on the public sector.

operational focus. Leeds district provided good examples of partner interventions including evictions and trading standard interventions. Bradford gave examples of enforcement using taxi regulation and environmental health powers with takeaways while Kirklees provided an example of work with HM Revenue & Customs. These examples were isolated rather than systemic. The force recognises this and is striving to build upon the success of its partnership enforcement and transfer it across other aspects of the intervention.

The force does use local policing teams in disruption of organised crime and we found good examples of this. In Leeds the force is using 'lifetime management' in respect of local OCGs. Some groups are managed by neighbourhood policing teams with the proviso that if the threat rises it will be reviewed and allocated back to specialised units if necessary.

We found that the force is making the best of the resources it has, commensurate with the risks from the OCGs it faces. To ensure local ownership and a whole force response LROs are being appointed in wards. This is supported by regular reviews by OCG leads in the districts complying with national guidelines. It is clear that the whole force response is in its infancy having only been in place for approximately nine months, but it has clearly made progress. Overall, across the force, neighbourhood staff have a good knowledge of OCGs and understand what is required from them around intelligence gathering, disruption and community reassurance in the aftermath of high-profile enforcement by specialised units.

The force makes referrals and seeks intelligence from the government agency intelligence network (GAIN)⁴⁸ with limited success. However, the force has identified this and appointed a GAIN co-ordinator who is now in post to work with the region and improve the effectiveness of this resource.

The force uses prison intelligence effectively, as demonstrated by some successful interventions leading to the development of intelligence and evidence to support investigations and prosecutions. Referrals and intelligence gained from prison liaison is managed and governed via an information-sharing agreement, unless there is a need for evidential material where it is referred through formal application. Integrated offender management (IOM)⁴⁹ staff also support this function in monitoring offenders in prison and disrupting activity linked to organised crime that is attempted within the prison system.

⁴⁸ The Government Agency Intelligence Network (GAIN) is a large network of partners, including all police forces in England and Wales, which shares information about organised criminals.

⁴⁹ Integrated Offender Management (IOM) brings a cross agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

West Yorkshire Police draws upon specialist capabilities to enable it to combat organised crime including the resources of the regional organised crime unit (ROCU). The force has an action plan to make the best use of specialist regional capabilities. This demonstrates that it has made an assessment of all regional capabilities that relate to OCGs in order to avoid duplication. This assessment has identified that it has suitable processes in place on a regional basis to support its own investigation and disruption activity.

The force attempts to understand the impact of its activity on serious and organised crime. We found that it seeks to analyse the impact of its activity across the 4Ps via the preparation of a closing report by the senior investigating officer. This is an area in which the force could improve, as although the analysis is fed back into analysts or researchers, it is not done so regularly or with sufficient emphasis on non-enforcement activity.

The force records 'disruptions' of OCGs, vulnerabilities and individuals in accordance with national guidance. We found that it uses the 'major to minor' scale for disruptions in accordance with national guidance.

How effectively does the force prevent serious and organised crime?

A force that effectively tackles serious and organised crime needs to be able to stop people being drawn in to this crime. Many of these people may be vulnerable and already involved in gang and youth violence. It should also be using a range of approaches and powers to prevent those known criminals continuing to cause harm. HMIC expects a force's approach to prevention to be a significant element of its overall strategy to tackle the harm that serious and organised crime causes communities.

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The force works well in its efforts to prevent serious and organised crime. It identifies some people at risk of being drawn into organised crime such as the members of its nine urban street gangs and intervenes through continual gang prevention work across Leeds and Bradford. The force is engaged in the national ending gang and youth violence (EGYV) process and seeks ways of diverting young people away from both gangs and OCGs, including the well-publicised use of gang injunctions

and troubled families interventions. PCSOs are also actively involved in diversion work.

We saw good examples of diversion work such as the Leeds Quartz project where police ward managers are using community mentors and the role of target service leaders to try and reach out into the community to young people who are vulnerable and in danger of joining urban street gangs and OCGs. These are individuals who have been identified as having influence and who may have moved away from crime but are keen to assist in diverting young people by describing their experiences. These mentors include former criminals who served custodial sentences but have changed their own lives, sought further education and started families and are now working closely with police and their community to support diversion activity.

We also saw good work around diversion in Leeds where street pastors are used to try and divert young people from serious organised crime. These volunteers have been deployed during identified peak periods of anti-social behaviour such as Bonfire Night. Their presence and interaction assists in diverting young people away from criminality. Overall, the use of community intermediaries has worked well and this has been received very positively locally.

All districts have initiatives in place to identify and intervene with those at risk of joining OCGs, although this is more sophisticated in the larger districts. We noted a lack of family profiling in respect of OCG members or mapping to cohorts relating to the IOM programme. This is an area the force may wish to develop.

Links between serious and organised crime and the Troubled Families programme are not well established across the whole force. However, in Calderdale district there are regular strategy meetings and responses to child sexual exploitation. In addition, partner organisations are not aware of OCGs in their respective areas and therefore the links between initiatives such as Troubled Families are not as strong as they could be.

The force uses a 'lifetime management' approach to the management of serious and organised crime offenders. The force has two dedicated staff working within the IOM team who will liaise with the prison service to monitor identified OCG members while in custody and complete release plans to coincide with completion of custodial sentences. The force also runs Operation Anchor in conjunction with the National Probation Service. This caters for offenders who have served sentences of more than five years, including OCG offenders.

The force uses ancillary orders to manage the activity of OCG members while in prison or prevent them from offending upon release. Examples include serious crime prevention orders (SCPOs).⁵⁰ The force accepts it could further utilise use of SCPOs. To address this, it has deployed dedicated staff giving guidance on what to put on the applications before going to the Crown Prosecution Service.

The force has done some outstanding work in communicating successful activity against organised crime to the public and its most vulnerable communities. Success is promoted in liaison with its corporate communications unit to show the work against serious organised crime across all of its five districts. This is supported by the widespread use of social media and leafleting, particularly in micro-communities where action had been taken against principal offenders involved in organised crime. One such example was demonstrated to us in Leeds where gang injunctions against OCGs have been obtained for the first time. This has been shared comprehensively with the community and was well received.

We also found examples of educational work with young people around the threats posed by serious and organised crime. Engagement with young people through schools liaison officers is continuing. They actively address the problem of young people becoming involved in serious crime by doing presentations at schools. These highlight the general dangers of becoming involved in serious and organised crime along with more bespoke guidance such as the impact of knife crime.

Educational work with partner organisations is also done in communities to alert them to newer types of crime perpetrated by OCGs, such as cyber-crime. Examples include a number of events held with private sector companies to assist the public with cyber protection. These are aimed at parents and children and are held at various venues including shopping centres and libraries. Children are given access to equipment while parents are given instruction by PCSOs, briefed by the force cyber unit, about what to look out for when their offspring are using the internet.

Summary of findings



Good

West Yorkshire Police is good at tackling serious and organised crime. It is improving its response to newer organised crime threats such as human trafficking, cyber-crime and child sexual exploitation.

⁵⁰ Serious Crime Prevention Orders (SCPO's) were introduced by Part 1 of the Serious Crime Act 2007. It is a court order that is used to protect the public by preventing, restricting or disrupting a person's involvement in serious crime. An SCPO can prevent involvement in serious crime by imposing various conditions on a person such as who they can associate with or their travel.

The force combats serious and organised crime making best use of specialist capabilities available to it. The force targets the most harmful organised crime groups with a range of activity from prosecuting group members to making it harder for the group to operate or legitimise their gains.

The force could expand the level of data available from partners to help it understand better those communities most at risk from serious and organised crime. It shows a good appreciation of enforcement options available to not just the police but to other partner agencies.

It could improve how it assesses the impact of interventions that are not enforcement-based. This would help it to protect communities more effectively from the threat posed by serious and organised crime.

The force is very effective at providing preventative education to divert people away from this type of criminality. Overall, since HMIC's 2015 effectiveness inspection, the force has shown a continuous and clear desire to improve how it fights organised crime.

Areas for improvement

- The force should further develop its serious and organised crime local profile in conjunction with other interested parties to enhance its understanding of the threat posed by serious and organised crime and inform joint activity aimed at reducing this threat.
- The force should improve its understanding, across the government's national 4P framework, of the impact of its activity against serious and organised crime, and ensure that it learns from experience to maximise the force's disruptive effect on this activity.

How effective are the force's specialist capabilities?

Some complex threats require both a specialist capability and forces to work together to respond to them. This question assesses both the overall preparedness of forces to work together on a number of strategic threats and whether forces have a good understanding of the threat presented by firearms incidents and how equipped they are to meet this threat.

How effective are the force's arrangements to ensure that it can fulfil its national policing responsibilities?

The *Strategic Policing Requirement* (SPR)⁵¹ specifies six national threats. These are complex threats and forces need to be able to work together if they are to respond to them effectively. These include serious and organised crime, terrorism, serious cyber-crime incidents and child sexual abuse. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have made the necessary arrangements to test their own preparedness for dealing with these threats should they materialise.

West Yorkshire Police has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. The force has assessed the threats set out in the *Strategic Policing Requirement* (public order, civil emergencies, serious and organised crime, cyber security, child sexual abuse and terrorism). It undertakes regular exercises and deployments to ensure that it is ready to meet the requirements demanded of it. The force has conducted a range of exercises in the previous 12 months including several major live exercises and some which were designed to test its ability to respond to flooding and severe weather. The force continues to conduct local testing of its ability to respond to incidents throughout the force area.

⁵¹ The SPR is issued annually by the Home Secretary, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively. *Strategic Policing Requirement*, Home Office, March 2015. Available at:

www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

How well prepared is the force to respond to a firearms attack?

Following the terrorist attacks in Paris on 13 November 2015, the government allocated £143 million to the 43 England and Wales police forces to increase their armed capability. This funding has enabled some forces to increase the number of armed police officers able to respond to a terrorist attack. These attacks include those committed by heavily armed terrorists across multiple sites in quick succession, as in Paris. These attacks are known as marauding terrorist firearms attacks. The funding is for those forces considered to be at greatest risk of a terrorist attack. This also has the effect of increasing the ability of the police service to respond to other forms of terrorist attacks (and another incident requiring an armed policing response). Forces have begun to recruit and train new armed officers. This process is due to be completed by March 2018.

As one of four forces in the Yorkshire and the Humber area, West Yorkshire Police contributes to the completion of a regional annual armed policing strategic threat and risk assessment (APSTRA) to enable it to understand and respond to identified threats. The region last updated the APSTRA in July 2016. The region's threat assessment was thorough and used a wide range of intelligence sources including national counter terrorism and crime, regional OCG threats and force demand analysis to assess threat and risk. The assessment was in line with the national guidance and codes of practice. The APSTRA has been refreshed since the Paris attacks in October 2015.

West Yorkshire Police is aware of its broader national responsibilities to support other forces in response to national threats. There is a clear picture of resource availability to respond to firearms threats which is in line with the current APSTRA. The force has reassessed its capability in light of the evolving terrorist threat and is part of the national armed policing uplift programme. Appropriate plans have been developed to select and train additional firearms officers in line with national requirements and within expected timescales. The force understands the threat posed by a firearms attack. This understanding is based on recent and relevant information.

As a result of this threat assessment, the force has also assessed its capacity and capability. The force maintains its own cohort of armed officers trained in close protection and rifle tactics. Other firearms resources are available to the force through the National Crime Agency and through a mutual agreement with Greater Manchester Police to support each other.

The force is providing appropriate training to its firearms officers in the light of current threats. The force has carried out joint firearms training with other local forces and partner organisations. It works with neighbouring forces to provide mutual support in the case of a terrorist incident.

Summary of findings

Ungraded

West Yorkshire Police has effective specialist capabilities and has good plans in place to mobilise in response to the threats set out in the *Strategic Policing Requirement*. The force regularly takes part in regional exercises to test these plans and makes amendments following the lessons learned from such tests. Over the past 12 months the force has taken part in more than 20 exercises.

The resources available to West Yorkshire Police, both locally and through the support of other forces, ensure that the force is well prepared to respond to a firearms attack. The force has recently reviewed its assessment of threat, risk and harm and this now explicitly includes the threats posed by marauding terrorist firearms attacks.

Next steps

HMIC assesses progress on causes of concern and areas for improvement identified within its reports in a number of ways. We receive updates through our regular conversations with forces, re-assess as part of our annual PEEL programme, and, in the most serious cases, revisit forces.

HMIC highlights recurring themes emerging from our PEEL inspections of police forces within our national reports on police effectiveness, efficiency and legitimacy. These reports identify those issues that are reflected across England and Wales and may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements can be made at a national level.

Findings and judgments from this year's PEEL effectiveness inspection will be used to direct the design of the next cycle of PEEL effectiveness assessments. The specific areas for assessment are yet to be confirmed, based on further consultation, but we will continue to assess how forces keep people safe and reduce crime to ensure our findings are comparable year on year.

Annex A – About the data

The information presented in this report comes from a range of sources, including published data by the Home Office and Office for National Statistics, inspection fieldwork and data collected directly from all 43 geographic police forces in England and Wales.

Where HMIC has collected data directly from police forces, we have taken reasonable steps to agree the design of the data collection with forces and with other relevant interested parties such as the Home Office. We have given forces several opportunities to check and validate the data they have provided us to ensure the accuracy of our evidence. For instance:

- We checked the data that forces submitted and queried with forces where figures were notably different from other forces or were internally inconsistent.
- We asked all forces to check the final data used in the report and correct any errors identified.

The source of the data is presented with each figure in the report, and is set out in more detail in this annex. The source of Force in numbers data is also set out below.

Methodology

Data in the report

The British Transport Police was outside the scope of inspection. Therefore any aggregated totals for England and Wales exclude British Transport Police data and numbers will differ from those published by the Home Office.

Where other forces have been unable to supply data, this is mentioned under the relevant sections below.

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use Office for National Statistics (ONS) mid-2015 population estimates. These were the most recent data available at the time of the inspection.

For the specific case of City of London Police, we include both resident and transient population within our calculations. This is to account for the unique nature and demographics of this force's responsibility.

Survey of police staff

HMIC conducted a short survey of police staff across forces in England and Wales, to understand their views on workloads, redeployment and the suitability of tasks assigned to them. The survey was a non-statistical, voluntary sample which means that results may not be representative of the population. The number of responses varied between 8 and 2,471 across forces. Therefore, we treated results with caution and used them for exploring further during fieldwork rather than to assess individual force performance.

Ipsos MORI survey of public attitudes towards policing

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. Respondents were drawn from an online panel and results were weighted by age, gender and work status to match the population profile of the force area. The sampling method used is not a statistical random sample and the sample size was small, varying between 331 to 429 in each force area. Therefore, any results provided are only an indication of satisfaction rather than an absolute.

The findings of this survey will be shared on our website by summer 2017:

www.justiceinspectorates.gov.uk/hmic/data/peel-assessments/

Review of crime files

HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. The file review was designed to provide a broad overview of the identification of vulnerability, the effectiveness of investigations and to understand how victims are treated through police processes. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered.

Force in numbers

A dash in this graphic indicates that a force was not able to supply HMIC with data.

Calls for assistance (including those for domestic abuse)

These data were collected directly from all 43 forces. In 2016, the questions contained a different breakdown of instances where the police were called to an incident compared to the 2015 data collection, so direct comparisons to the equivalent 2015 data are not advised.

Recorded crime and crime outcomes

These data are obtained from Home Office police-recorded crime and outcomes data tables for the 12 months to 30 June 2016 and are taken from the October 2016 Home Office data release, which is available from:

www.gov.uk/government/statistics/police-recorded-crime-open-data-tables

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

Figures about police-recorded crime should be treated with care, as recent increases are likely to have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's national inspection of crime data in 2014.

For crime outcomes, Dorset Police has been excluded from the England and Wales figure. Dorset Police experienced difficulties with the recording of crime outcomes for the 12 months to 30 June 2016. This was due to the force introducing the Niche records management system in Spring 2015. Problems with the implementation of Niche meant that crime outcomes were not reliably recorded. The failure to file investigations properly meant that a higher than normal proportion of offences were allocated to 'Not yet assigned an outcome'. During 2016, the force conducted additional work to solve the problem. In doing so, some crime outcomes from the 12 months to 30 June 2016 were updated after that date and are reflected in a later period. This makes Dorset Police's crime outcome data inconsistent with that provided by other forces. HMIC has decided not to use Dorset Police's outcome data in the interests of consistency of data use and to maintain fairness to all forces.

Other notable points to consider when interpreting outcome data are listed below and also apply to figure 4.

- For a full commentary and explanation of outcome types please see Crime Outcomes in England and Wales: year ending March 2016, Home Office, July 2016. Available from:
www.gov.uk/government/uploads/system/uploads/attachment_data/file/539447/crime-outcomes-hosb0616.pdf
- Crime outcome proportions show the percentage of crimes recorded in the 12 months to 30 June 2016 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome.
- These data are subject to change, as more crimes are assigned outcomes over time. These data are taken from the October 2016 Home Office data release.

- Providing outcomes data under the new framework is voluntary if not provided directly through the Home Office Data Hub. However, as proportions are used, calculations can be based on fewer than four quarters of data. For the 12 months to 30 June 2016, Derbyshire Constabulary and Suffolk Constabulary were unable to provide the last quarter of data. Therefore, their figures are based on the first three quarters of the year.
- Leicestershire, Staffordshire and West Yorkshire forces are participating in the Ministry of Justice's out of court disposals pilot. This means these forces no longer issue simple cautions or cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. Therefore, their outcomes data should be viewed with this in mind.
- It is important to note that the outcomes that are displayed in figure 8 are based on the number of outcomes recorded in the 12 months to 30 June 2016, irrespective of when the crime was recorded. Therefore, the crimes and outcomes recorded in the reporting year are not tracked, so direct comparisons should not be made between general outcomes and domestic abuse related outcomes in this report. For more details about the methodology for domestic abuse outcomes please see explanatory notes below, under figure 8.

Anti-social behaviour

These data are obtained from Office for National Statistics data tables, available from:

www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables

All police forces record incidents of anti-social behaviour reported to them in accordance with the provisions of the National Standard for Incident Recording (NSIR). Incidents are recorded under NSIR in accordance with the same 'victim focused' approach that applies for recorded crime, although these figures are not subject to the same level of quality assurance as the main recorded crime collection. Incident counts should be interpreted as incidents recorded by the police, rather than reflecting the true level of victimisation. Other agencies also deal with anti-social behaviour incidents (for example, local authorities and social landlords); incidents reported to these agencies will not generally be included in police figures.

When viewing this data the user should be aware of the following:

- Warwickshire Police had a problem with its incident recording. For a small percentage of all incidents reported during 2014-15 and 2015-16 it was not possible for the force to identify whether these were anti-social behaviour or other types of incident. These incidents have been distributed pro rata for

Warwickshire, so that one percent of anti-social behaviour in 2014-15 and two percent of anti-social behaviour in 2015-16 are estimated.

- From May 2014, South Yorkshire Police experienced difficulties in reporting those incidents of anti-social behaviour that resulted from how it processed calls for assistance, specifically for scheduled appointments. In November 2016, South Yorkshire Police resolved this problem and resubmitted anti-social behaviour data to Office for National Statistics. HMIC has used corrected data for South Yorkshire Police which are available in the November 2016 release of anti-social behaviour incidents data in the link above.
- Bedfordshire Police resubmitted anti-social behaviour data to Office for National Statistics for the 12 months to 30 June 2016. This was because data had been double counted for the second quarter of the financial year. HMIC has used corrected data for Bedfordshire Police which are available in the November 2016 release of anti-social behaviour incidents data in the link above.

Domestic abuse

Data for domestic abuse flagged offences were provided by the Home Office for the 12 months to 30 June 2016. These are more recent figures than those previously published by Office for National Statistics.

Data relating to domestic abuse arrests, charges and outcomes were collected through the HMIC data collection.

Further information about the domestic abuse statistics and recent releases are available from:

www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016

Organised crime groups (OCGs)

These data were collected directly from all 43 forces. City of London Police is excluded from the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

The number of OCGs in the Warwickshire Police and West Mercia Police force areas is a combined total of OCGs for the two force areas. The OCGs per one million population rate is based upon their areas' combined population figures.

OCGs which are no longer active – for example because they have been dismantled by the police – can be archived. This means that they are no longer subject to disruption, investigation or monitoring. From 1 September 2014 to 31 December 2015, forces were given a directive by the National Police Chiefs' Council to suspend archiving, pending a review of OCG recording policy. This directive was removed on

1 January 2016, but resulted in many forces archiving more OCGs than they otherwise would have in the 12 months to June 2016. Therefore, direct comparisons should not be made with OCG figures from previous years.

Victim satisfaction

Forces were required by the Home Office to conduct satisfaction surveys with specific victim groups. Force victim satisfaction surveys are structured around principal questions exploring satisfaction responses across four stages of interactions:

- initial contact;
- actions;
- follow-up;
- treatment plus the whole experience.

The data used in this report use the results to the question relating to the victim's whole experience, which specifically asks, "Taking the whole experience into account, are you satisfied, dissatisfied, or neither with the service provided by the police in this case?"

The England and Wales average is calculated based on the average of the rates of satisfaction in all 43 forces.

Figures throughout the report

Figure 1: Police-recorded crime rates (per 1,000 population) for the five year period to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

Figure 2: Police-recorded crime rates (per 1,000 population) for the 12 months to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

Figure 3: Percentage change in the rate of anti-social behaviour incidents (per 1,000 population), by force, comparing the 12 months to 31 March 2016 with the 12 months to 31 March 2015

Please see 'Anti-social behaviour' above.

Figure 4: Proportion of outcomes assigned to offences recorded, in 12 months to 30 June 2016, by outcome type

Please see 'Recorded Crime and Crime Outcomes' above.

The outcome number has been provided to improve usability across multiple publications and is in line with Home Office categorisation.

For these data, we state whether the force's value is 'one of the highest', 'one of the lowest' or 'broadly in line with' all forces in England and Wales. This is calculated by ranking the usage of outcomes and then highlighting the top and bottom 25 percent of forces. All other forces will be broadly in line with England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how the force deals with offenders for different crimes.

This methodology is not comparable with figure 8, so direct comparisons should not be made between the two tables.

Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force

Please see 'Recorded Crime and Crime Outcomes' above.

In addition, it is important to understand that the percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences. The category of evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

Figure 6: Percentage of police recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

The number of offences identified with a vulnerable victim in a force is dependent on the force's definition of vulnerability.

City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for the number of recorded crimes with a vulnerable victim identified. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

When viewing this data the user should be aware of the following:

- Suffolk Constabulary was only able to provide eight months of vulnerability data to the 30 June 2016 due to transferring to a different crime management system. Its previous system did not record vulnerability. Therefore, these are the most reliable data it can provide.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016

Please see 'Domestic abuse' above.

Derbyshire, Durham and Gloucestershire forces were unable to provide domestic abuse arrest data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

The arrest rate is calculated using a common time period for arrests and offences. It is important to note that each arrest is not necessarily directly linked to its specific domestic abuse offence recorded in the 12 months to 30 June 2016 in this calculation. It is also possible to have more than one arrest per offence although this is rare. In addition, the reader should note the increase in police-recorded crime which has affected the majority of forces over the last year (39 out of 43). This may have the effect of arrest rates actually being higher than the figures suggest. Despite this, the calculation still indicates whether the force prioritises arrests for domestic abuse offenders over other potential forms of action. HMIC has evaluated the arrest rate alongside other measures (such as use of voluntary attendance or body-worn video cameras) during our inspection process to understand how each force deals with domestic abuse overall.

When viewing this data the user should be aware of the following:

- Cambridgeshire Constabulary identified a recording issue and that it could only obtain accurate data from a manual audit of its custody records. This means its data may indicate a lower arrest rate. However, at the time of publication this was the most reliable figure the force could provide for the 12 months to 30 June 2016. The force plans to conduct regular manual audits while the recording issue is resolved. HMIC will conduct a further review to test this evidence when more data are available.
- Lancashire Constabulary experienced difficulties in identifying all domestic abuse flagged arrests. This affected 23 days in the 12 months to 30 June 2016. The force investigated this and confirmed that the impact on data provided to HMIC would be marginal and that these are the most reliable figures it can provide.

Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences

Please see 'Domestic Abuse' above.

Dorset Police is excluded from our data for the reasons described under 'Recorded Crime and Crime Outcomes' above.

Nottinghamshire Police has been excluded from domestic abuse outcomes data. The force experienced difficulties with the conversion of some crime data when it

moved to a new crime recording system. This means that the force did not record reliably some crime outcomes for domestic abuse related offences. The force subsequently solved the problem and provided updated outcomes figures. However, this makes Nottinghamshire Police's outcomes data for domestic abuse related offences inconsistent with that provided by other forces. HMIC has decided not to use Nottinghamshire Police's outcomes data for domestic abuse related offences in the interests of consistency of data use and to maintain fairness to all forces.

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse:

"Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality."

In figure 8, the rate is calculated by the number of each outcome recorded for domestic abuse flagged offences in the 12 months to 30 June 2016, divided by the total number of domestic abuse offences recorded in the 12 months to 30 June 2016. The domestic abuse-related crimes used in this calculation are not necessarily those to which the outcomes have been assigned. Therefore, direct comparisons should not be made between general outcomes in figure 4, where each crime is linked to its associated outcome, and domestic abuse outcomes in figure 8.

For these data, we state whether the force's value is 'one of the highest', 'one of the lowest' or 'broadly in line with' all forces in England and Wales. This is calculated by ranking the usage of outcomes and then highlighting the top and bottom 25 percent of forces. All other forces will be broadly in line with England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how the force deals with offenders for different crimes.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016

Please see 'Organised Crime Groups' above.

Figure 10: Active organised crime groups by predominant crime type, as at 1 July 2016

Humberside Police was unable to provide the full data for predominant crime types in the time available. Therefore, this force's data are not included in the graph or in the calculation of the England and Wales proportion.

Numbers may not sum to 100 percent due to rounding.