PEEL: Police effectiveness 2015

An inspection of West Yorkshire Police

Contents

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

Overall judgment[1]

● ● ● ○ **Good**

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

The force works well to prevent crime and anti-social behaviour and on keeping people safe. In some aspects of protecting vulnerable people, and investigating crime and managing offenders, however, the force needs to make improvements. It is has good arrangements for tackling serious and organised crime, and effective arrangements are in place to ensure that the force can fulfil its national policing responsibilities. This is the first year HMIC has graded forces on their overall effectiveness so a year-on-year comparison is not possible.

Summary

West Yorkshire Police is good at keeping people safe and reducing crime. The force focuses on preventing crime and anti-social behaviour. The police and crime commissioner and the chief constable are committed to maintaining neighbourhood policing to support their communities. Officers and staff across the force have a good understanding of crime prevention and reducing anti-social behaviour. The force has mature and well-developed partnership working arrangements. These arrangements support a problem-solving approach to both crime and anti-social behaviour, and are also in place for managing repeat and dangerous offenders.

The force has worked hard to improve the way in which it identifies and records crime from the calls it receives from the public. It is improving how it investigates crime. However, the way that the force allocates crimes is inconsistent and needs to improve. The force works well to identify and manage repeat and dangerous offenders and to stop them re-offending.

The force identifies vulnerability and risk at the earliest opportunity, assessing the risks to the community, and working hard to provide an appropriate response to support them. HMIC did however find inconsistencies as to who deals with domestic abuse. The force works well with partner agencies to provide support and safeguard those who have been victims of domestic abuse along with children and young people.

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[1] Outstanding, good, requires improvement or inadequate – see Annex A for definitions.

West Yorkshire Police is good at tackling serious and organised crime. The force understands the threat and risk this could pose to the community. It has the necessary arrangement in place to ensure that it can fulfil its national policing responsibilities.

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

Good

West Yorkshire Police is good at preventing crime and anti-social behaviour and keeping people safe. The force places a strong focus on these priorities. Officers and staff at all levels of the organisation have a good understanding of what this means for the way they work. The force works well with other organisations to support crime prevention and reduce anti-social behaviour.

The force has a commitment towards neighbourhood policing and has restructured its resources to maintain a dedicated neighbourhood policing team within each district. Operational activity clearly reflects the force priority towards crime reduction and prevention. The operational activity and the direction of resources to crime reduction and anti-social behaviour are well managed through the district and force daily tasking meetings.

The force works well with local communities and partners to understand community priorities and concerns. Its use of preventative policing and the development of an academic approach to evidence-based policing are achieving

How effective is the force at investigating crime and managing offenders?

Requires improvement

West Yorkshire Police requires improvement at investigating crime and managing offenders.

The crime allocation process across the districts is inconsistent, with several ways to decide which crimes should be investigated. The force is introducing desk-based crime investigation units to improve this. However, corporate direction and quality assurance mechanisms for the remit of the units is lacking.

HMIC found that, generally, investigations were of a good standard and well supervised; however, few frontline crimes had a structured investigation plan documented within the file.

The force does not have an up to date knowledge of the extent of detective training it has provided to officers working within detective posts across the force. This presents the possibility that staff are working within specialist roles having not received the relevant and required training for that role.

The force is in the process of restructuring and redefining its

good results. Identifying good practice then capturing and communicating 'what works' could be better.

The public of West Yorkshire can feel confident that the force is working hard to prevent crime and anti-social behaviour and keep people safe.

arrangements for integrated offender management, with an increased emphasis on vulnerability and risk.

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

⬤⬤◯◯

Requires improvement

West Yorkshire Police has a clear focus on protecting those who are most vulnerable and supporting victims. However, there are several areas where improvement is needed to ensure the service is consistent across the force and that vulnerable people are kept safe. Given the scale of the challenge and the risk that is posed to some of the most vulnerable people overall, HMIC judges that the force requires improvement.

HMIC acknowledges that the force has committed significant effort and resource to offer a high-quality service to the public on dealing with vulnerability issues and supporting victims.

The force has strong and developing partnership arrangements for vulnerability and is working with other organisations in each of the five policing districts in a hub or multi-agency team.

The force has clear structures and

How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

⬤⬤⬤◯

Good

West Yorkshire Police is good at tackling serious and organised crime (SOC). The force understands the threat and risk SOC could pose to the community.

The force has completed district organised crime profiles but is yet to complete the force-level organised crime profile. The force has effective working relationships with a number of partners. These are used to develop the knowledge of organised crime groups (OCGs) and undertake a range of operational activity and tactics to disrupt and dismantle these OCGs.

The force has well developed collaboration with the regional organised crime unit. The co-ordination structures allow for the prioritisation, appropriate tasking and management of resources to undertake operational activity against OCGs. Where necessary the force can refer activity to regional resources to

processes to find missing and absent children, but there is an element of confusion around victims categorised as low risk. Across the force there remain some variances in who deals with victims of domestic abuse, depending on where the victims live. Not all victims in West Yorkshire are offered the opportunity to make a personal statement at the appropriate time.

The force has expanded its approach to investigating child sexual exploitation with its investment in dedicated resources and it is developing its understanding of historical incidents of child sexual exploitation.

target OCGs more intensely.

West Yorkshire Police has the necessary arrangement in place to ensure that it can fulfil its national policing responsibilities. The force has a structure to identify knowledge gaps in technology and cyber-crime in policing and develop the force's cyber investigative capability.

This is the first year HMIC has graded forces on their effectiveness at tackling serious and organised crime, including a force's arrangements for ensuring that it can fulfil its national policing responsibilities, so no year-on-year comparison is possible.

Force in numbers

Calls for assistance

Calls for assistance per 1,000 population 12 months to 31 March 2015

West Yorkshire Police	England and Wales
278	350

Crime

Crimes recorded (excluding fraud) per 1,000 population 12 months to 30 June 2015

West Yorkshire Police	England and Wales
74.6	63.0

Crimes recorded (excluding fraud) per 1,000 population 12 months to 30 June 2014

West Yorkshire Police	England and Wales
68.9	60.3

Changes in recorded crime (excluding fraud) 12 months to 30 June 2014 against 12 months to 30 June 2015

West Yorkshire Police	England and Wales
+8.3%	+4.5%

Changes in recorded crime (excluding fraud) 12 months to 30 June 2010 against 12 months to 30 June 2015

West Yorkshire Police	England and Wales
-11.9%	-12.6%

Charge rate

Charge rate as a percentage of all crimes recorded (excluding fraud) 12 months to 30 June 2015

West Yorkshire Police	England and Wales
12.7%	16.0%

Anti-social behaviour

Anti-social behaviour incidents per 1,000 population 12 months to 30 June 2015

West Yorkshire Police	England and Wales
25.3	32.9

Anti-social behaviour incidents per 1,000 population 12 months to 30 June 2014

West Yorkshire Police	England and Wales
31.6	36.2

Domestic abuse

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

West Yorkshire Police	England and Wales
9.6%	10.0%

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2014

West Yorkshire Police	England and Wales
7.8%	8.5%

Organised crime groups

Organised crime groups per million population as at 30 June 2015

West Yorkshire Police	England and Wales
31.8	74.7

Victim satisfaction rate

Victim satisfaction rate 12 months to 31 March 2015

West Yorkshire Police	England and Wales
87.8%	83.8%

Introduction

The public expects their local police force to:

- Prevent crime and anti-social behaviour and, when crime occurs, to investigate it properly and provide support to victims.

- Use appropriately trained officers and staff and approved practice when investigating crime, gathering evidence and building cases to ensure offenders are brought to justice.

- Support victims of crime by responding to calls for service, identifying and putting in place the right help at the first point of contact, keeping them informed and consulting them about the possible outcomes of their case.

- Ensure that vulnerable people who might not have been a victim of crime are identified and given appropriate support, for example people at risk of domestic abuse, children at risk of sexual exploitation and missing or absent children.

- Understand and be prepared to respond to threats beyond their own force boundaries, including national threats such as terrorism, serious and organised crime and cyber-crime.

- Work effectively with local partner organisations and other bodies to prevent all types of crime and re-offending and to protect the public.

HMIC's annual inspections into police effectiveness, efficiency and legitimacy (PEEL) consider whether forces keep people safe and reduce crime (how effective a force is), whether these activities are being carried out at the most appropriate cost (how efficient a force is), and how forces are ensuring they have the confidence of their communities (the public legitimacy of a force).

All forces are subject to significant cost reductions; this is reflected in our efficiency reports published in October 2015. The judgments we are making in this effectiveness report are made understanding the financial challenges forces are facing. Reports on the efficiency and legitimacy of West Yorkshire Police are available from the HMIC website (www.justiceinspectorates.gov.uk/hmic/).

HMIC's effectiveness inspections make an assessment of how well forces are preventing and investigating crime and anti-social behaviour; tackling serious and organised crime; and protecting victims and those who are vulnerable. These are the most important responsibilities for a police force, and are the principal measures by which the public will judge the performance of their force and policing as a whole.

Our effectiveness inspection focused on the overall question: "How effective is the force at keeping people safe and reducing crime?"

To answer this question we looked at four in-depth questions, three of which are discussed in more detail within this report:[2]

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

2. How effective is the force at investigating crime and managing offenders?

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

4. How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

During our inspection, we collected data from forces, reviewed case files and surveyed the public to seek their views on the effectiveness of the force. We also surveyed and interviewed representatives from partner organisations to gather evidence about the effectiveness of their working relationships with the force. We interviewed chief constables and chief officers and held focus groups of officers and staff at all grades and ranks. We also made numerous unannounced visits to police stations to talk to frontline officers and staff about their work. This report sets out the findings from this wide-ranging inspection of West Yorkshire Police.

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[2] HMIC inspected forces on questions 1, 2 and 4 between September and November 2015. Question 3 was inspected between June and August 2015, and a separate report was published in December 2015 (available from: www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-west-yorkshire/). In 2014, in preparation for the PEEL programme, forces were inspected to assess how effective they are at cutting crime (available from: www.justiceinspectorates.gov.uk/hmic/publications/crime-inspection-force-reports/).

How effective is the force at preventing crime and 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 can be cheaper and more effective than investigating crime, and it makes society a safer place. The police cannot prevent crime on their own; other statutory and non-statutory bodies have a vital role to play. Police effectiveness in this matter is therefore dependent on their ability to work closely with other partner organisations to understand local problems and have access to 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 comparable indication of performance across all forces. Crime rates are reported as a 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 (e.g. theft) and non victim-based crime (e.g. possession of drugs). More than two-thirds of forces showed an annual increase in total police recorded crime (excluding fraud) in the 12 months to 30 June 2015. 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 national inspection of crime data in 2014.

In 2010 the Home Secretary set a clear priority for the police service to cut crime. When compared with the 12 months to 30 June 2010, police recorded crime (excluding fraud) for the 12 months to 30 June 2015 fell by 12 percent in West Yorkshire compared with a reduction of 13 percent across all forces in England and Wales.

Over this same period, victim-based crime (i.e. crimes where there is a direct victim such as an individual, a group, or an organisation) decreased by 12 percent in West Yorkshire, compared with a reduction of 12 percent across England and Wales.

When compared with the previous year, police recorded crime (excluding fraud) in West Yorkshire increased by 8 percent for the 12 months to 30 June 2015. This is compared with an increase of 4 percent across England and Wales over the same period.

Figure 1: Police recorded crime rates (per 1,000 population) for the five year period to 30 June 2015
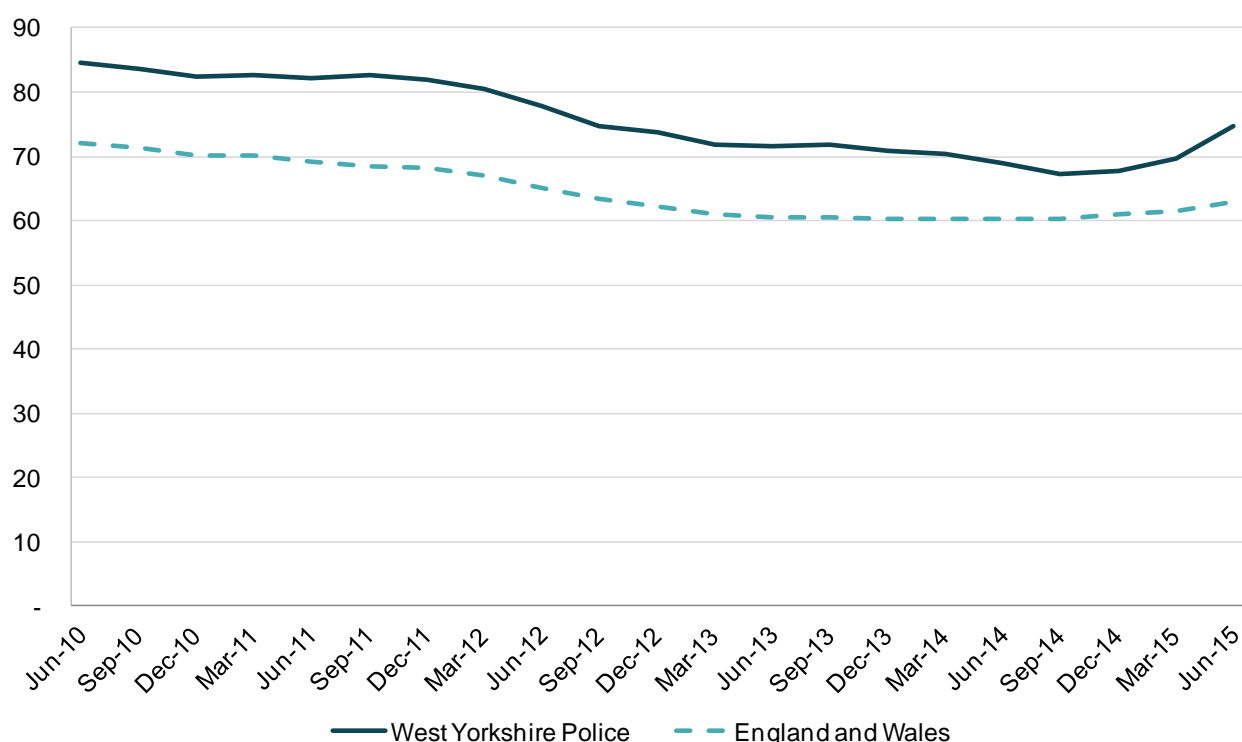
The volume of police recorded crimes and incidents of anti-social behaviour per head of population indicates how safe it is for the public in that police area. Figure 2 shows crime and anti-social behaviour rates in West Yorkshire (per 1,000 population) compared with England and Wales.

Figure 2: Police recorded crime rates (per 1,000 population) for the 12 months to 30 June 2015

| Rates per 1,000 population	West Yorkshire Police	England and Wales
Recorded crime (excluding fraud)	74.6	63.0
Victim-based crime	68.0	56.0
Sexual offences	2.1	1.6
Assault with injury	6.3	6.3
Burglary in a dwelling*	12.7	8.4
Anti-social behaviour incidents*	25.3	32.9

Source: Home Office data, HMIC data return
*Anti-social behaviour data is from the force's data return and the rate for burglary in a dwelling is the rate per 1,000 households, not population.

HMIC has chosen these types of crime to indicate offending levels in the force area. We are not judging the effectiveness of the force on police recorded crime rates only.

In the 12 months to 30 June 2015, West Yorkshire Police recorded 57,339 incidents of anti-social behaviour. This is 20 percent fewer incidents than the force recorded during the previous 12 months. When considering all forces across England and Wales, there were 9 percent fewer incidents in the 12 months to 30 June 2015, than recorded during the previous 12 months.

Figure 3: Percentage change in the volume of anti-social behaviour incidents, by force, comparing the 12 months to 30 June 2015 with the 12 months to 30 June 2014
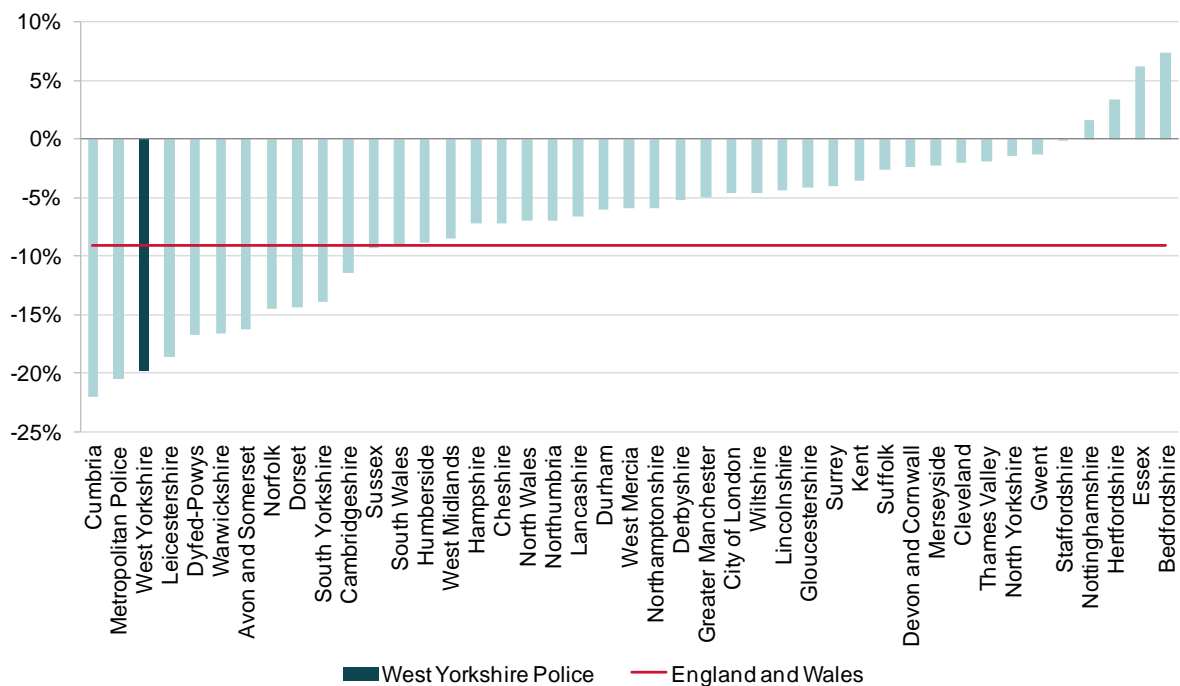
Source: HMIC data collection

How well does the force work to prevent crime and anti-social behaviour, and keep people safe?

How well is the force prioritising the prevention of crime and anti-social behaviour?

West Yorkshire Police demonstrates a clear commitment to preventing crime and anti-social behaviour and keeping people safe. Both the police and crime commissioner and the senior managers within the force place a strong focus on this. Within the current police and crime plan, there are specific priorities set in relation to these areas. HMIC found that these priorities are understood very well by officers and staff at all levels of the organisation.

The force, in setting its current control strategy,[3] has eleven priorities, each of which is clearly linked to crime prevention, vulnerability and keeping people safe. Each priority has an identified plan owner and a tactical delivery plan which has a preventative strand running as a constant theme across each of the priorities.

The force continues to operate neighbourhood policing teams (NPTs) in priority ward areas (PWAs) across the force area with dedicated beat officers and PCSOs. The NPTs provide the visible, dedicated resource for preventative activity within their wards, ensuring that the force works well with local communities and partners to understand community priorities and concerns. Examples of this are through the ward-based priority setting meetings to understand issues, as well as at a local level in some areas through street police and community initiatives. Although neighbourhood policing is provided primarily by NPTs, our inspection team spoke to response and specialist officers who were very clear that their role is also very much a preventative and protective role.

How well are resources allocated to prevent crime and anti-social behaviour?

The force is committed to keeping people safe through increasing its understanding of the threats to those most vulnerable people within its communities. This includes prioritising its resources towards those crimes and incidents that present the greatest risk of harm to its communities, rather than based on the classification of an incident or crime type.

Each of the force districts has a daily management meeting (DMM) process, which is conducted three times a day. The principal meeting is held across districts, departments and at force level in the morning, followed up with district 'pacesetter' meetings in the afternoon and a force meeting late evening. These meetings are used to provide operational managers with an understanding of resource availability, demands, and areas of risk and vulnerability across the force. HMIC observed these meetings and noted the force's ability to move or flex resources, directing them to areas of risk, to target problem areas, and towards arresting wanted suspects not yet apprehended.

During 2015, the majority of districts transferred some police officer resources from NPTs to response policing. The response policing function includes the allocation of resources to patrol proactively in high crime areas and to arrest offenders wanted for crime. Resource modelling was not conducted to inform these decisions, however feedback about the decisions from neighbourhood and response staff we spoke to is positive. In addition to providing extra resources to meet response policing demands,

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[3] Control strategy: this sets out and communicates the operational priorities for the force or command area and sets the long-term priorities for crime prevention, intelligence and enforcement.

this has reduced significantly the demands on neighbourhood officers to assist response colleagues. It has made possible an increased focus on neighbourhood issues, which includes problem-solving policing.

How well is the force using a broad range of effective tactics to prevent crime and anti-social behaviour?

Officers within NPTs undertake prevention activity within their designated wards to reduce crime and protect victims of crime.

The force and the PCC's office work together with partners to support crime prevention and reduce anti-social behaviour. The safer communities fund, established and led by the PCC, provides funding seized from the proceeds of crime to support community diversion and prevention projects across West Yorkshire. Some £850,000 of funds is being used to support 190 groups with projects and initiatives at local neighbourhood level, particularly around youth diversion and reducing reoffending.

The force can evidence clearly that it undertakes preventative policing. Some good examples, being conducted by both response and neighbourhood staff, were provided to our inspection team. These included 'super cocooning'[4] around burglary victims, and the checking of house and vehicle doors to raise awareness in the community and encourage crime prevention activity within the home. The force also uses predictive crime analysis to identify crime peaks to allow preventative activity and short bursts of high profile policing in crime and anti-social behaviour hotspots.

West Yorkshire Police, working with Leeds University and the College of Policing, is developing an academic approach to evidence-based policing. The force has an ongoing funded pilot, which is looking at community engagement, acquisitive crime,[5] public order and policing partnerships. The force is also part of the regional N8 research partnership, in which eight universities and eleven northern police forces collaborate in research and knowledge exchange to address a number of policing issues such as community engagement, domestic abuse and serious organised crime, among others. However, we found little evidence of officers and staff, either at local or force level, identifying good practice then capturing and communicating 'what works' to inform evidence-based policing practices in the force and across the districts.

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[4] 'Super cocooning' is a tactic used to protect victims and entails visiting houses surrounding the victim's address to gather further intelligence, identify witnesses and offer crime reduction advice and reassurance.

[5] Serious acquisitive crime is defined as domestic burglary, car crime (theft of a vehicle and theft from a vehicle), and robbery.

We examined a small sample of neighbourhood problem-solving plans from across the force area. These plans, which are recorded on a force IT system, in the main did not follow a structured problem-solving methodology, such as the SARA[6] model. Most plans examined contained an initial reference to the problem and only basic, if any, analysis and limited review of tactics or assessment of impact. Although there was evidence of supervisory oversight, most plans appeared to be a mechanism to record police activity to reports of anti-social behaviour, rather than a structured approach to police and partner problem-solving.

How well does the force work with partners to prevent crime and anti-social behaviour, and keep people safe?

How committed is the force to working with partner organisations?

The force has a good relationship with a wide range of partners, and is clearly committed at both a strategic and a tactical level to reduce crime and anti-social behaviour and keep people safe. These arrangements include chief officer commitment to a number of high-level strategic groups, and clear and appropriate representation throughout the organisation to local policing area partnership structures.

As part of our inspection, we consulted with community safety partners who work with West Yorkshire Police. A joint hub arrangement in which partners work together is in operation, with close and effective partnership working through ward officer team meetings. The operational deployment is coterminous with the council neighbourhood function and works well.

How well does the force share and use information with partners to prevent crime and anti-social behaviour?

The force has some strong, well-developed working arrangements with partners to prevent crime and anti-social behaviour. Examples of these include:

- joint investigation teams on many districts which are co-located with local authority/social services colleagues, sharing information to facilitate investigations, prevent crime and keep people safe;

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[6] SARA is an acronym for scanning, analysis, response, and assess. The process is aimed at identifying legal and ethical solutions to policing problems such as anti-social behaviour.

- integrated offender management (IOM)[7] arrangements in each district are well developed with co-location with a number of main partners, sharing information to assess risk and assign activity to manage some of the area's most prolific and problematic offenders to prevent crime and protect the public; and

- district partnership hubs: these involve the co-location of partners such as police, environmental health, local authority anti-social behaviour caseworkers, dog wardens, and liaison and diversion workers. These teams, with easy access to each other's systems, provide a co-ordinated response to the most problematic crime and anti-social behaviour problems.

This effective information sharing helps police and partners to make informed decisions to protect those who are most vulnerable and keep the community safe.

How well is the force working with partner organisations to keep people safe and tackle anti-social behaviour in local neighbourhoods?

The force continues to maintain and develop its partnership arrangements in critical areas of business to tackle anti-social behaviour, particularly at a neighbourhood level.

Examples of this include the safer schools initiative and a number of community youth diversion schemes. Other examples include targeted preventative partnerships, such as with the local universities to keep students safe; and with night-time economy partnerships to prevent crime, reassure the public, and support other services. A very good example is the POLMED resource. This is a police paramedic car staffed by special constables and paramedics who respond to overdose or other medical incidents where there is a history of violence. This means there is immediate medical attention instead of the police having to wait for an ambulance.

The force has also secured the services of mental health professionals to assess and prioritise calls for service from people with mental health problems. This ensures the caller receives the right service for the condition they have at the earliest opportunity and can prevent people with mental health problems being secured in police accommodation unnecessarily.

At a neighbourhood level, the tri-weekly meeting held on districts brings together operational neighbourhood partners, such as anti-social behaviour caseworkers, housing and diversion workers, to discuss, assign, and review activity against the most problematic anti-social behaviour issues in the area.

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[7] IOM brings a multi-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.

Summary of findings

Good

West Yorkshire Police is good at preventing crime and anti-social behaviour and keeping people safe. The force places a strong focus on these priorities. Officers and staff at all levels of the organisation have a good understanding of what this means for the way they work. The force works well with other organisations to support crime prevention and reduce anti-social behaviour.

The force has a commitment towards neighbourhood policing and has restructured its resources to maintain a dedicated neighbourhood policing team within each district. Operational activity clearly reflects the force priority towards crime reduction and prevention. The operational activity and the direction of resources to crime reduction and anti-social behaviour are well managed through the district and force daily tasking meetings.

The force works well with local communities and partners to understand community priorities and concerns. Its use of preventative policing and the development of an academic approach to evidence-based policing are achieving good results. Identifying good practice then capturing and communicating 'what works' could be better.

The public of West Yorkshire can feel confident that the force is working hard to prevent crime and anti-social behaviour and keep people safe.

Areas for improvement

- The force should adopt a structured and consistent problem-solving process to enable it to tackle crime and anti-social behaviour more effectively.

How effective is the force at investigating crime and managing offenders?

When a crime occurs, the public must have confidence that the police will investigate it effectively, take their concerns as victims seriously, 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. The risk posed by those who are identified as being the most prolific or dangerous offenders must also be properly managed (in partnership with other organisations), to minimise the chances of continued harm to individuals and communities.

HMIC referred to national standards and best practice in examining how well the force allocates and investigates both complex and non-complex (e.g. burglary, robbery and assault) crime. This included the full range of ways police officers and staff can gather evidence to support investigations (these include the more traditional forensics, such as taking fingerprints, as well as digital sweeps to find evidence of online abuse, for instance).

We also looked at how well the force works with partners to identify vulnerable offenders and prevent them from re-offending, and how well it identifies and manages repeat, and dangerous and sexual offenders.

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 'sanction detections', the new outcomes framework gives a fuller picture of the work the police do to investigate and resolve crime. The new broader framework (now containing twenty 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.

Given the work involved in amending police force crime-recording systems to accommodate fully the new outcomes framework, two forces have not yet been able to provide a full year of data for all new outcomes types. West Yorkshire Police, however, has been providing the Home Office with full data since June 2014. The complete range of new outcome types will be used in future HMIC inspections, once all forces have provided a full year of data. Figure 4 shows only those outcome types for which full data is available for all forces in England and Wales.

Figure 4: Outcomes recorded in the 12 months to 30 June 2015 for all police recorded crime (excluding fraud)[8][9][10]

Outcome type/group	West Yorkshire Police Number of outcomes	Rate	England and Wales Number of outcomes	Rate
Charged/Summonsed	**21,493**	**12.7**	**577,678**	**16.0**
Taken into consideration	**3,497**	**2.1**	**21,318**	**0.6**
Out-of-court (formal)	**5,339**	**3.2**	**165,384**	**4.6**
Caution - youths	972	0.6	19,703	0.5
Caution - adults	3,906	2.3	115,000	3.2
Penalty Notices for Disorder	461	0.3	30,681	0.8
Out-of-court (informal)	**5,764**	**3.4**	**159,915**	**4.4**
Cannabis/Khat warning	499	0.3	41,964	1.2
Community resolution	5,265	3.1	117,951	3.3

Source: Home Office crime outcomes data

Outcomes are likely to differ from force to force for a number of reasons. Certain offences are more likely to be concluded without offenders being prosecuted; typically including types of crime such as cannabis misuse. If this type of crime is particularly prevalent in a force then it is likely that the level of 'cannabis/khat[11] warning' outcomes would be greater.

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. West Yorkshire Police has one of the highest rates for 'taken into

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[8] Rate based on number of outcomes recorded in 12 months to 30 June 2015 divided by number of offences recorded in 12 months to 30 June 2015.

[9] For a full commentary and explanation of outcome types please see *Crime Outcomes in England and Wales 2014/15*, Home Office, London, July 2015. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/445753/hosb0115.pdf

[10] Community resolutions are an out-of-court disposal the police can use to deal with anti-social behaviour and low-level crime. 'Taken into consideration' is when an offender admits the commission of other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

[11] 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.

consideration' of all forces in England and Wales. West Yorkshire Police also has some of the lowest rates for 'charged/summonsed', 'penalty notices for disorder' and 'cannabis/khat warning', of all forces in England and Wales.

How well does the force investigate crime and keep victims safe and informed?

How well does the force initially investigate and allocate cases?

It is important that when the police are called to an incident they respond in a timely manner, with officers or staff who are trained and competent to keep people safe, and who can take steps to apprehend offenders and investigate the circumstances if a crime has occurred. An effective initial response by the police increases the likelihood of a successful outcome for both the victim and the criminal justice system. Subsequent investigation by detectives and other specialist police staff also needs to be well managed and resourced.

HMIC's crime inspection in 2014 assessed West Yorkshire Police as requires improvement for how effective the force was at investigating offending. The report made five recommendations for the force to improve the investigation of offending. These included how the force identifies and assesses vulnerable and repeat victims when they contact police; improving the quality of victim service and contact and of investigations; reviewing the integrated offender management scheme. The force has worked hard to improve in the areas highlighted during the crime inspection; however, there is still further work to be done.

The force has a crime allocation policy, which provides a default for deciding on the allocation of the investigative resource, how and with which people the crime will be investigated. Additional factors such as the risk of harm and vulnerability of the victim/caller and whether they are a repeat victim of crime are researched and then considered in the allocation process. This allows the force to determine a policing response to crime based on the needs of the victim (or wider community) rather than on the crime category alone.

The force is in the process of introducing a desk-based crime investigation process. This is to assess the investigative opportunities to detect crimes and either allocate a resource to investigate it further or close the crime without a police deployment. Each of the districts is at a different stage of implementing this process, although it does not appear that a corporate model has been prescribed. We found the districts were using different methods to screen and allocate crimes for investigation. One of these units visited is deciding that no further action can be taken on 45-50 percent of its volume crimes reported each week; this includes reports of burglary dwellings, threats to kill, sexual offences and assaults. The decision to take no further action supposes that there is little chance of finding the offender and/ or solving the crime. We examined a small random sample of the crimes that had been screened out, where no further action was taken. We found that in a number of them (including

threats to kill, burglary dwelling and sexual offences) there had actually been a proportionate, though brief, investigation, and there were no risks to victims of crime.

These units are in their infancy, and HMIC understands the rationale for their introduction. However, the force needs to provide some corporate direction about their remit and some quality assurance mechanisms. These should ensure that the units deliver what the organisation intended, balancing the quality of service to the public alongside resourcing demands, and without a loss of investigative opportunities.

How well does the force investigate different types of crime?

The force has a very clear expectation of what will be contained within a crime investigation report. This includes the completion of the investigation standards checklist, an investigation plan by the supervisor, clear updates and victim contact, and regular supervisor review and endorsement. There are some automatic flags and prompts to assist officers and supervisors in this process. Staff spoken to during the inspection from all levels of the organisation very clearly understood the expectations of them in relation to crime investigations and victim updates.

Some of the districts have dedicated neighbourhood investigation teams, providing an investigative capability to relieve the investigative burden from response and dedicated officers. These officers will do more investigative work than their shift-working colleagues will and the crime types allocated are appropriate. In addition, each district has some form of custody investigation team, which provides a well-practiced prisoner handling capability to deal with non-complex crime investigations, allowing frontline officers to return more quickly to patrol duties. The officers within these units, primarily uniformed officers, were competent and confident in dealing with investigations assigned to them.

Prior to the inspection HMIC reviewed a number of investigation case files (60) for offences of rape, wounding, assault and burglary of a dwelling.[12] The review looked at a number of issues such as the overall quality of the investigation, the identification of vulnerable victims and the overall supervision. While the review was for a relatively small sample of investigations within four specific crime types, the results provide an indication of the force's approach to investigation. In West Yorkshire, the review found:

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[12] HMIC reviewed a sample of rape, burglary, offences of serious violence and actual bodily harm cases. In most forces the review consisted of 10 cases from each crime category but in some larger forces the sample was increased to 15. The file review was designed to provide a broad overview of the identification of vulnerability and the effectiveness of the investigation.

- 85 percent (51out of 60) were assessed as being of a good standard of investigation;

- 82 percent (23 out of 28 were vulnerability had been identified) of vulnerable victims had been correctly identified; and

- 92 percent (55 out of 60) had been well supervised.

A small, random sample of crime reports held by detectives and uniform officers was examined from across the force area as part of this inspection. All of those seen were appropriately allocated for the level of training and experience of the officer. However, few crimes held by frontline, uniformed officers had a structured investigation plan documented on the log and while most contained supervisor entries, many were a routine return date extension, rather than a supervisory review of the investigation.

The force does not have an up to date knowledge of the extent of detective training it has provided to officers working within detective posts across the force. This presents the possibility that staff are working within specialist roles without having received the relevant and required training for that role. The force is aware of this and is in the process of mapping detective skills across districts and functions. It should also ensure that the systems and processes are in place to capture this information routinely in the future. This will enable the organisation to predict and plan its resourcing requirements for the future more effectively.

Forensic services are provided through a collaborated service across the three Yorkshire forces and Humberside Police. Crime scene investigators and the forensic department provide a good service to reports of crimes, and have clear service level agreements in relation to attendance and turnaround times. Good information management systems are in place to track performance, such as attendance, 'lifts and hits' for fingerprints and DNA, and timeliness of the subsequent forensic package.

In March 2015, the force's own forensic digital unit (FDU) made a significant change in its approach to digital evidence. This unit provides specialist technical support and advice, but now does not hold an investigative workload. FDU staff provide investigative advice as well as attending scenes and taking responsibility for triaging (assessing and prioritising) evidence gathering during enforcement operations. This new service is supported by plans to increase the use of digital media investigators (DMIs) for advice; 28 DMIs are to be trained by the end of 2015 and there are 280 mainstream cyber trained officers, along with improved access to, and use of, phone readers for more 'routine' crime enquiries.

How well does the force gather digital evidence?

Increasingly, crime in England and Wales is committed online and through the use of digital devices such as tablets, computers or mobile phones. All forces have to retrieve data from these devices and examine them for evidence; staff, in what may be known as high tech crime units (HTCU), carry out these examinations.

While it is relatively early days in the development of the FDU to support the gathering of digital evidence, the force has a clear plan as to how the service delivered by the FDU can best support force priorities. At the time of our inspection though, there remained a backlog of work for the FDU. However, the triaging process had already reduced the volume of exhibits seized by over 60 percent. This should help the eventual clearing of the backlog of cases, but the current exhibits management system does not allow the force to predict how long it will take to clear. A new exhibit management IT system has been purchased, is currently being tested, and should be in place by January 2016, to provide a greater degree of accuracy and control of investigation and exhibit management.

How satisfied are victims of crime with the service provided by the force?

Of those who have been the victim of a crime in West Yorkshire in the 12 months to 31 March 2015, 87.8 percent were satisfied with their whole experience with the police. This is higher than the national victim satisfaction rate of 83.8 percent over the same time period. The victim satisfaction rate in West Yorkshire for the 12 months to 31 March 2015 is broadly in line with the previous year's rate, while it is significantly higher than the rate for the 12 months to 31 March 2011.

Figure 5: Percentage of victims satisfied with the overall service provided by the police, for the four year period to 31 March 2015
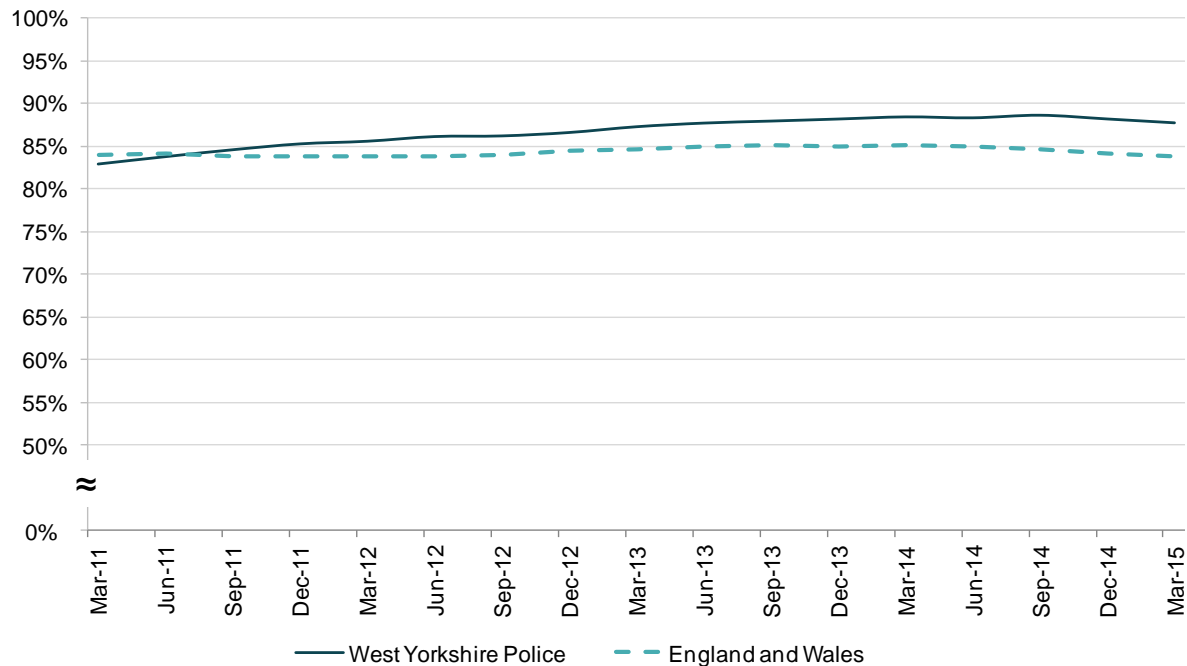
How well does the force identify and manage offenders to prevent re-offending?

How well does the force divert offenders away from crime?

West Yorkshire Police identifies and diverts offenders effectively away from crime. The force uses a range of tactics and works with partners to identify and divert offenders away from crime. This includes the integrated offender management (IOM) programme, the management of serious sex offenders, and the management of those identified as being wanted for criminal offences.

The force has systems in place for monitoring and management of those offenders whose details are circulated as wanted on the police national computer system, as well as other high-risk suspects. The daily management meeting process, conducted at both at local and force level three times a day, will routinely review, and assign activity towards arresting domestic abuse suspects, prison recalls and other high profile suspects. A number of response shifts on districts have dedicated resources to try to arrest suspects. In addition, the performance meetings at all levels scrutinise the wanted persons lists.

Of the total number of arrests made by West Yorkshire Police in the 12 months to 30 June 2015, 12 percent relate to foreign nationals. The proportion of requests to the criminal records office[13] in relation to intelligence and conviction information on these

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[13] ACRO Criminal Records Office manages criminal record information and is able to receive/share information with foreign countries in relation to foreign offenders arrested within the United Kingdom.

prisoners in custody is relatively low. The force should reassure itself that the necessary systems and processes are in place to ensure this information is routinely requested in these cases.

How well does the force deal with repeat offenders?

West Yorkshire Police has an IOM within each district of the force. The force is currently reviewing the IOM provisions with a pilot scheme. This extends the offender cohort from not only those who are at risk of acquisitive crime[14] re-offending, to include those offenders who are at risk of re-offending and causing harm to victims.

The IOM arrangements in the force are well developed. Governance arrangements are in place across the force at a strategic level, chaired by an assistant chief constable (ACC), as well as at managerial and operational levels. In addition, clear processes are in place to work with partners to score, categorise, migrate and manage offenders on the scheme. Each offender has an individual plan, based on the interventions and activity to rehabilitate or divert them from criminality. This area has improved from HMIC's crime inspection in 2014 and addresses effectively the recommendation made.

The IOM teams are co-located with a number of partners, including drugs and alcohol workers, mental health and third sector support workers. They also have very strong relationships with the National Probation Service, local housing providers and DWP. These arrangements provide an effective structure to ensure the timely and accurate sharing of information among partners.

Good examples were provided to our inspection team of joint-partner working to divert offenders from criminality through accessing housing and benefits, and increasing their training and employment opportunities, as well as good use of voluntary GPS tagging. The IOM teams visited had good links with frontline officers, producing a daily briefing to keep officers and staff up to date with new intelligence, prison releases, offenders of note and those who were wanted. However, like many other forces, West Yorkshire does not have any real way of measuring the success or otherwise of the scheme.

The IOM arrangements for the force are predominantly focused on serious acquisitive crime. The force is in the process of restructuring and redefining its arrangements for IOM, with an increased emphasis on vulnerability and risk, under three strands: risk of offending, risk of serious harm, and statutory responsibilities. These proposals may well have an impact on the involvement and commitment of a number of partners, who are important contributors to the scheme and they should be fully consulted and engaged in the process. Any changes should be planned, managed and monitored very carefully to ensure that partner commitment and good working practices are not lost, and that a balanced approached is achieved to managing the force's most prolific and dangerous criminals.

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[14] Serious acquisitive crime is defined as domestic burglary, car crime (theft of and from a vehicle), and robbery.

How well does the force deal with sexual and other dangerous offenders?

The force has well-defined processes for identifying and monitoring sex offenders, within the MAPPA[15] and public protection environment. Skilled and accredited staff use appropriate plans to reduce the risk from registered sex offenders (RSOs), with clear supervision and governance arrangements. However, reality testing with neighbourhood and response staff identified that there was limited evidence of an understanding or emphasis on monitoring dangerous offenders outside individual incidents.

All RSOs are in the process of being risk assessed using a new risk management system. This allows officers to prioritise the work that needs to be done to manage the offender effectively in the community, taking into account what is currently happening in the offender's life. It is anticipated that this will be completed by April 2016.

Summary of findings

Requires improvement

West Yorkshire Police requires improvement at investigating crime and managing offenders.

The crime allocation process across the districts is inconsistent, with several ways to decide which crimes should be investigated. The force is introducing desk-based crime investigation units to improve this. However, corporate direction and quality assurance mechanisms for the remit of the units is lacking.

HMIC found that, generally, investigations were of a good standard and well supervised; however, few frontline crimes had a structured investigation plan documented within the file.

The force does not have an up-to-date knowledge of the extent of detective training it has provided to officers working within detective posts across the force. This presents the possibility that staff are working within specialist roles having not received the relevant and required training for that role.

The force is in the process of restructuring and redefining its arrangements for integrated offender management, with an increased emphasis on vulnerability and risk.

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[15] Multi-agency public protection arrangements (MAPPAs) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies 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.

Areas for improvement

- The force should ensure that all those carrying out investigations are provided with appropriate training and support.

- The force should ensure that there is regular and active supervision of investigations to check quality and progress.

- The force should ensure that checks are routinely conducted to verify the identity, nationality and overseas convictions of arrested foreign nationals.

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

This question was inspected between June and August 2015, and the full report was published in December 2015.[16] The following is a summary of the findings.

Summary of findings

Requires improvement

West Yorkshire Police has a clear focus on protecting those who are most vulnerable and supporting victims. However, there are several areas where improvement is needed to ensure the service is consistent force-wide and that vulnerable people are kept safe. Given the scale of the challenge and the risk that is posed to some of the most vulnerable people overall, HMIC judges that the force requires improvement.

HMIC acknowledges that the force has committed significant effort and resource to offer a high-quality service to the public on vulnerability issues and supporting victims. The force has completed a review of its safeguarding provision and has implemented a number of changes to try to ensure a consistent approach across the force to safeguarding those who are vulnerable. The police and crime commissioner (PCC) and the force have committed additional funding and resources to vulnerability. This supports the force's strategic priorities within the PCC's police and crime plan and addresses the recommendations made in HMIC's crime inspection report[17] published in November 2014 and its report on the inspection of child protection services within West Yorkshire Police[18] published in January 2015. Both reports are available on HMIC's website:
www.justiceinspectorates.gov.uk/hmic/publications/

The force has strong partnership arrangements for vulnerability, which are developing. Each of the five policing districts is implementing a multi-agency team or hub. The hubs are at various stages of maturity and each has a number of different agencies working together in the same office. This reflects a mature relationship between police and local partners. It is also a good example of the progress the force has made since its last domestic abuse inspection in 2014.

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[16] *PEEL: Police effectiveness 2015 (Vulnerability) – West Yorkshire Police*, HMIC, December 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-west-yorkshire/

[17] *Crime Inspection 2014: West Yorkshire Police*, HMIC, November 2014. Available at www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/west-yorkshire-crime-inspection-2014.pdf

[18] *National Child Protection Inspections, West Yorkshire Police, 15-29 August 2014*, HMIC, January 2015. Available from: www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/west-yorkshire-national-child-protection-inspection.pdf

The force has clear structures and processes to find missing and absent children, but there is an element of confusion about victims categorised as low-risk. Across the force, there remain some variances in who deals with victims of domestic abuse, depending on where the victims live. Not all victims in West Yorkshire are offered the opportunity to make a personal statement at the appropriate time.

This inspection only considered how well prepared the force is to tackle child sexual exploitation. The development of multi-agency hubs to work with partners in keeping children safe has helped extend partnership work. The force has expanded its approach to child sexual exploitation with its investment in dedicated resources to tackle child sexual exploitation and to develop the understanding of historical incidents of child sexual exploitation. The force was also subject to a re-inspection of its child protection services. The more detailed findings from that re-inspection, which have yet to be published, should be read in conjunction with this inspection report.

How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

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 play a critical role in tackling serious and organised crime alongside regional organised crime units (ROCUs), the National Crime Agency (NCA) and other partner organisations.

Police forces that are effective tackle serious and organised crime not just by prosecuting offenders, but by disrupting and preventing organised criminality at a local level. They also use specialist capabilities (for example surveillance and undercover policing) where appropriate in order to protect the public from highly sophisticated and rapidly changing organised criminal threats. A number of forces within a regional area often share specialist capabilities as this provides better value for money and is a more efficient way of working.

As at 30 June 2015, West Yorkshire Police was actively disrupting, investigating or monitoring 72 organised crime groups (OCGs). This represents 32 OCGs per one million of the population.

Figure 6: Organised crime groups per one million population, by force, as at 30 June 2015[19] [20]
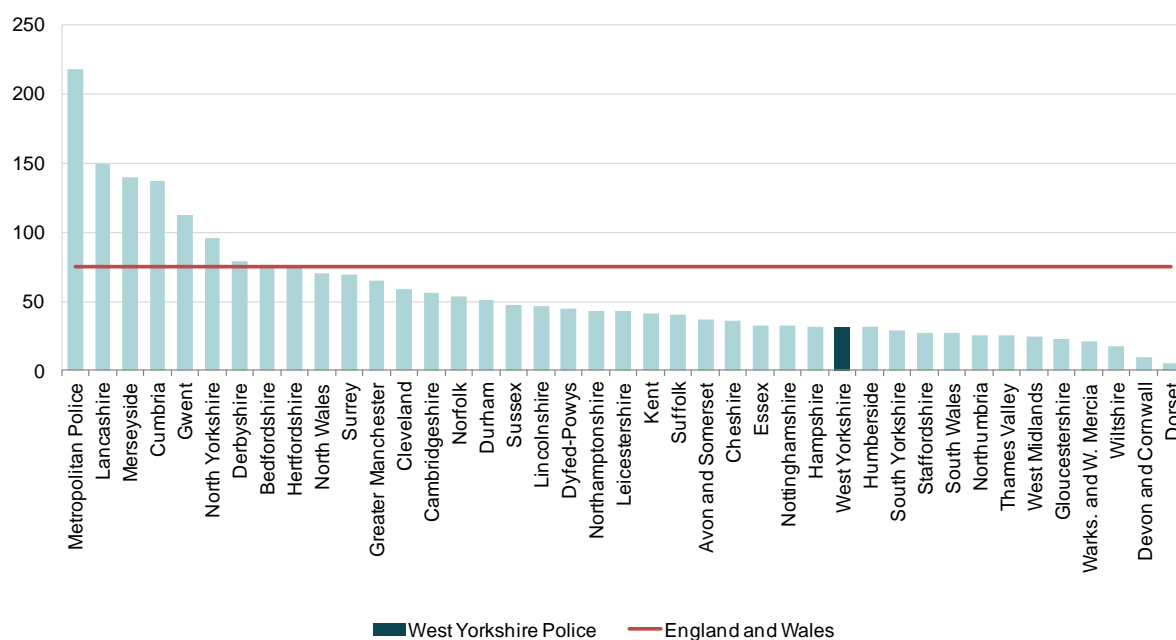
Source: HMIC data collection

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, this indicates their most common characteristic. 'Drug activity' was the predominant crime type (56 percent) of the OCGs managed by West Yorkshire Police as at 30 June 2015. 'Drug activity' was also the most common predominant crime type recorded by all forces in England and Wales,[21] with 64 percent of all OCGs classified in this way.
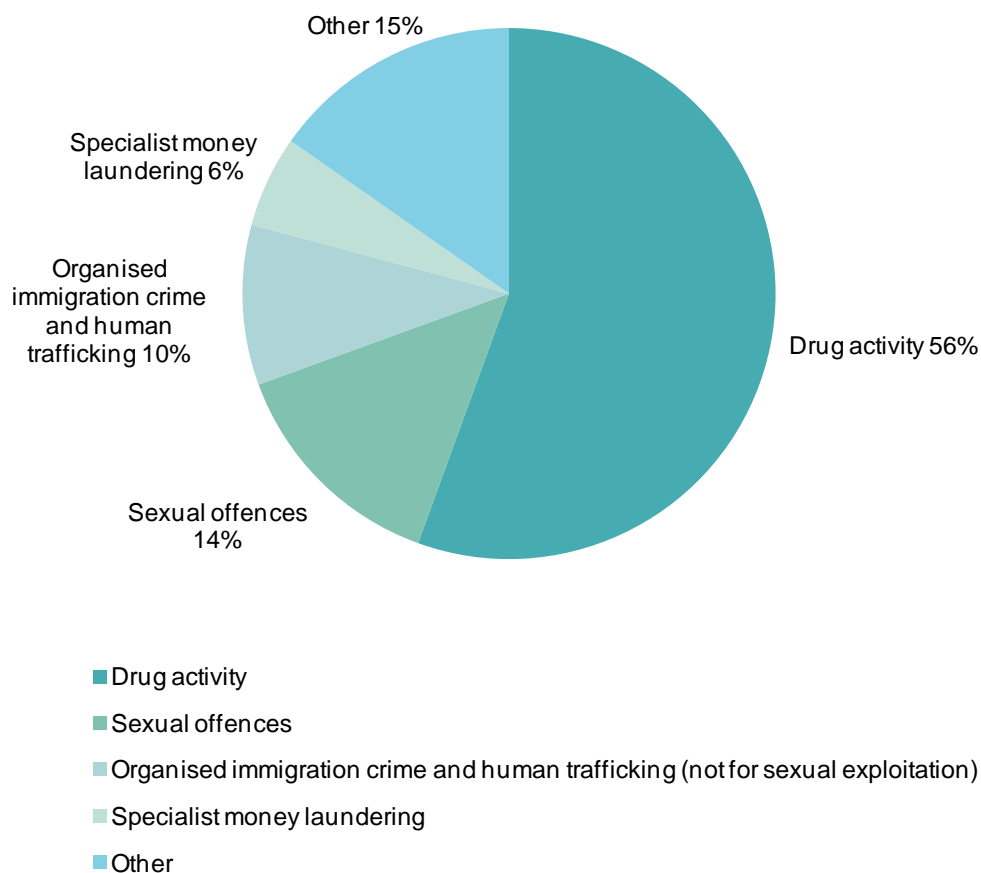
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[19] City of London Police data has been removed from the chart as its OCG data is not comparable with other forces due to size and its wider national remit.

[20] 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.

[21] The Metropolitan Police Service is not included in the England and Wales figure because it does not categorise in the same way as other forces; by the predominant form of criminal activity.

Figure 7: Force organised crime groups by the predominant crime type, as at 30 June 2015[22]

Legend:
- Drug activity
- Sexual offences
- Organised immigration crime and human trafficking (not for sexual exploitation)
- Specialist money laundering
- Other

Pie chart labels:
- Other 15%
- Specialist money laundering 6%
- Organised immigration crime and human trafficking 10%
- Sexual offences 14%
- Drug activity 56%

Source: HMIC data collection

Serious and organised crime is one of six national threats specified within *The Strategic Policing Requirement*.[23] These are terrorism, serious and organised crime, national cyber-crime incidents, threats to public order or public safety, civil emergencies, and child sexual abuse. These are complex threats which means that forces must work together to respond to them effectively. 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 the necessary arrangements in place to test their own preparedness for dealing with these threats, should they materialise.

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[22] Figures may not sum to 100 percent, due to rounding.

[23] *The Strategic Policing Requirement,* Home Office, March 2015. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf
The Home Secretary issues the SPR annually, 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.

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

West Yorkshire Police is developing its strategic understanding of the threat posed by serious and organised crime (SOC). The force has produced a strategic assessment, primarily using law enforcement data, with a clear control strategy determined from this. A regional strategic assessment and control strategy has also been completed to assist in understanding all serious and organised threats affecting the force.

The force has not yet produced a force-level local SOC profile.[24] However, it is in the process of producing local SOC profiles at district level, which will provide information to develop a force-level profile. This profile will be presented to the local disruption board meetings, which are held in each district, and should encourage the contribution of partner data to future updated versions of the profile. The force expects this to help provide an improved understanding of organised crime across the force area and to provide a sound basis upon which the force and partners can plan and implement joint strategic activities to tackle local organised crime threats.

While the 'drug activity' category has the largest percentage of OCGs, the force is working hard to develop its intelligence picture in relation to areas which have traditionally been difficult to access, such as people trafficking and modern day slavery, to reflect force priorities better. HMIC encourages the force to continue to develop its work in these areas.

When a police force identifies a group of individuals whom it suspects may be involved in organised crime, it goes through a nationally standardised 'mapping' procedure. This involves entering details of the group's known and suspected activity, associates and capability into a computer system, which assigns a numerical score to each OCG. It also places each OCG into one of several 'bands' which reflect the range and severity of crime in which a group is involved as well as its level of capability and sophistication. Police forces, ROCUs, the NCA and a number of non-police organisations such as Border Force, use OCG mapping.

Despite the use of standard software and methods, forces carry out OCG mapping inconsistently and there is significant variation in the number of mapped OCGs per head of population across England and Wales. This inconsistency is partly due to the unavoidably subjective nature of some aspects of the mapping procedure, which relies on human judgment as well as computer algorithms. Sometimes, groups exhibiting similar characteristics are scored in different ways, and forces do not always use the full range of information available to generate OCG scores, which can compromise their accuracy and usefulness. For these reasons, HMIC has

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[24] SOC profiles are reports that outline the threat from serious and organised crime within a specific local area. Available from:
www.gov.uk/government/uploads/system/uploads/attachment_data/file/371602/Serious_and_Organised_Crime_local_profiles.pdf

recommended that ROCUs assume responsibility for OCG mapping on behalf of their constituent forces.[25]

West Yorkshire Police makes some referrals to the Government Agency Intelligence Network (GAIN),[26] to draw in additional partner agency intelligence to support disruption activity towards OCGs. HMIC encourages the force to make a greater use of GAIN to prevent and tackle organised crime.

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

The force has clear mechanisms in place to prioritise, monitor and manage the planned activity around OCGs. This allows easy monitoring and scrutiny of priorities, risks and activities to tackle OCGs. A clear structure is in place to move OCGs through the process of assigning tasks to ensure the law enforcement response is appropriate and effective. This includes good links through local policing to the force and regional policing units.

West Yorkshire Police has well-established collaborative arrangements in place across the region, primarily with South Yorkshire Police, North Yorkshire Police and Humberside Police, although the counter-terrorism unit is provided at a northeast region level. Clear lines of accountability and responsibility are in place, along with appropriate assigning of tasks and co-ordination structures to manage, co-ordinate and, where necessary, intensify activity to target OCGs. These arrangements enable the force to access a wide range of specialist resources and tactics. These include a recent investment in the regional confidential intelligence unit and prisons' intelligence capability. This increases the opportunity and ability of the force to tackle SOC effectively.

The force local and regional meeting processes assess and determine the activity to be taken towards OCGs operating in the force area, prioritised on their likely impact on society, based on the intent and capability of each group. The force has its own operational capacity to tackle SOC. Trained officers based in policing districts are managing over half of the force's OCGs. The officers are responsible for the recording and management of police activity to disrupt and arrest those offenders who are part of the group. During our inspection, we spoke to a number of officers working in districts. A number had been assigned tasks towards OCG individuals or activity in their area, although this was not consistent across the force.

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[25] *Regional Organised Crime Units: A Review of Capability and Effectiveness*, HMIC, December 2015. Available from: www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/regional-organised-crime-units.pdf

[26] 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.

The force reviews OCG operations regularly and re-assesses the level of success to disrupt or dismantle the groups. The force also monitors the costs of operational activity and could begin to assess fully the cost of operations against disruption outcomes. This would put the force in a strong position to test and assess tactics, against costs and outcomes.

How effectively is the force working with partners to prevent serious and organised crime?

The force has some good relationships with partners at a force and regional level. It works well with others to gather information and intelligence to assist them to conduct prevention, disruption and enforcement activity. This includes local authorities, HM Revenue and Customs, and prison authorities among others.

The team communicates with the public about successes, regularly engaging local press and media around enforcement operations, arrests, disruptions and seizures. In addition, the force makes use of the SOC page on the force website to inform the public of success stories.

How effective are the arrangements in place to ensure that the force can fulfil its national policing responsibilities?

It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to the six national threats. Instead, HMIC has checked whether forces have the necessary arrangements in place to test their own preparedness for dealing with these threats, should they materialise.

The force has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. The ACC chairs a strategic policing requirement[27] (SPR) governance board, which includes force senior managers critical to the delivery of the SPR. The force produces records to track activity to ensure it can deliver the SPR. One ACC retains responsibility for all SPR threats, with the exception of counter terrorism and cyber-crime, which sit within another ACC's portfolio.

The force has a good understanding of regional threats, drawing on intelligence held by partner organisations, other forces and the regional organised crime unit. There is

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[27] *The Strategic Policing Requirement,* Home Office, March 2015. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf
The Home Secretary issues the SPR annually, 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.

good alignment of activity with national and regional priorities and the force has conducted appropriate assessments of the national policing threats.

Good procedures are in place, which enable West Yorkshire Police to test its own preparedness for responding to national threats specified within the SPR. The force recognises that in relation to public order and mutual aid, if the force were to have to provide the full complement of resources, it would have a potentially critical impact on the force's ability to provide effective policing in West Yorkshire.

A new force cyber-crime team has recently been launched (5 October 2015) which will be supported by the increased use of digital media investigators. A cyber capabilities board has been formed, chaired by one ACC, to develop the force's capability to address cyber-crime. The force is in the process of developing the necessary operational and managerial accountability structures to manage cyber-crime activity and development. The force, working with Leeds Beckett University, has recently secured £650,000 from the Police Knowledge Fund to work with the university to identify knowledge gaps in technology and cyber-crime in policing, with a further bid planned to develop the force's cyber investigative capability.

Summary of findings

Good

West Yorkshire Police is good at tackling serious and organised crime (SOC). The force understands the threat and risk SOC could pose to the community.

The force has completed district organised crime profiles but is yet to complete the force-level organised crime profile. The force has effective working relationships with a number of partners. These are used to develop the knowledge of organised crime groups (OCGs) and undertake a range of operational activity and tactics to disrupt and dismantle these OCGs.

The force has well developed collaboration with the regional organised crime unit. The co-ordination structures allow for the prioritisation, appropriate tasking and management of resources to undertake operational activity against OCGs. Where necessary the force can refer activity to regional resources to target OCGs more intensely.

West Yorkshire Police has the necessary arrangement in place to ensure that it can fulfil its national policing responsibilities. The force has a structure to identify knowledge gaps in technology and cyber-crime in policing and develop the force's cyber investigative capability.

This is the first year HMIC has graded forces on their effectiveness at tackling serious and organised crime, including a force's arrangements for ensuring that it

can fulfil its national policing responsibilities, so no year-on-year comparison is possible.

Areas for improvement

- The force should produce a serious and organised crime local profile, which includes relevant data from partner agencies, and ensure that it has a local partnership structure in place with responsibility for tackling serious and organised crime.

- The force should improve the awareness of organised crime groups among neighbourhood teams to ensure that they can reliably identify these groups, collect intelligence and disrupt their activity.

Annex A – HMIC judgments

Our judgments

The judgment categories are:

- outstanding;

- good;

- requires improvement; and

- inadequate.

Judgment is made against how effective the force is at keeping people safe and reducing crime; it is not an assessment of the overall effectiveness of policing. In applying the categories HMIC considers whether:

- the effectiveness the force is achieving is good, or exceeds this standard sufficiently to be judged as outstanding;

- the effectiveness of the force requires improvement, and/or there are some weaknesses; or

- the effectiveness of the force is inadequate because it is considerably lower than is expected.