



Inspecting policing
in the public interest

Crime inspection 2014

West Yorkshire Police

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How effective is the force at cutting crime?

Overall summary

West Yorkshire has a crime rate which is higher than that for forces in England and Wales. However in the last 12 months it has seen a greater reduction in crime than England and Wales as a whole and the number of anti-social behaviour incidents has reduced from the previous year. The force works well with its partners, and uses a range of preventative and diversionary tactics although its integrated offender management teams require more strategic oversight. HMIC found crime reduction and prevention currently focuses heavily on acquisitive crime such as dwelling burglary, with an inconsistent approach to tackling other types of crimes. The force would benefit from an increased cultural shift towards a more victim centred approach.

The force uses a wide range of investigative tactics with real drive and determination to resolve its long-standing burglary problem. Accredited investigators are used to investigate more serious crimes, but the allocation and supervision of less serious crimes is inconsistent. Burglary is a clear priority for the force, but the investigation of other crime types has suffered as a consequence with additional focus required on those that have a level of threat, risk and harm.

The force and its partners prioritise anti-social behaviour and it is tackled well. Increasingly police and partners work together in anti-social behaviour hubs aligned to the five local authority areas, reinforcing their commitment to this shared challenge. Problem-solving approaches are complemented by a range of multi- agency meetings to agree solutions for individual cases. These include good use of victim-centred restorative disposals and statutory orders. The aspiration is for true integration across all areas – designed to provide an enhanced service for victims and the community.

This year, HMIC undertook an inspection into the crime data integrity of all 43 police forces, to determine the extent to which police-recorded crime information can be trusted at a national level. HMIC has serious concerns about West Yorkshire Police's approach to crime recording, which is not as accurate as it should be. Individual force reports are available at <http://www.justiceinspectors.gov.uk/hmic/>.

How effective is the force at reducing crime and preventing offending?

Good

West Yorkshire has seen its overall crime rate reduce by 19 percent over the last four years. This is a larger reduction than for England and Wales. There have been reductions seen in areas such as burglary and robbery in the last 12 months, although there needs to be additional focus on other emerging threats which the force is addressing.

Operational activity clearly reflects crime reduction and prevention priorities. The force has a series of robust daily tasking meetings that allocate resources where they are needed most.

The force has clear accountability processes from the strategic to the tactical operational level which provides a real grip on the management of its performance.

How effective is the force at investigating offending?

Requires improvement

While accredited supervisors take an active role in crime investigation, HMIC found that their approach is inconsistent, with some crime types – notably violent crime – not always being supervised effectively.

There is a lack of a consistent focus in relation to threat, risk and harm identification, particularly in relation to vulnerable and repeat victims. This is recognised at senior levels of the organisation with a number of changes being implemented to improve the service provided to all victims.

The force aspires to a victim-centred approach, but this is not yet evident consistently at an operational level. Victims could be better served through more consistent updates and services which are tailored to their individual needs.

How effective is the force at tackling anti-social behaviour?

Good

Anti-social behaviour is a force priority and the force and partners tackle it effectively. Strong partnerships have helped to drive this, with dedicated teams working in the community. The force uses a range of restorative disposals and statutory orders effectively.

There is good identification of those who are vulnerable to anti-social behaviour, with a commitment to problem solving, and management of those most vulnerable through the anti-social behaviour analysis process.

The force uses a range of methods to communicate with the public, always aiming to have local relationships with dedicated officers and staff keeping their communities consulted and updated regarding locally identified priorities.

**How effective is the force
at reducing crime and
preventing offending?**

Good

**How effective is the force
at investigating offending?**

Requires improvement

Specialist departments work well with partners to find ways of diverting offenders and preventing crime. We found enthusiastic, productive staff within the integrated offender management unit but this lacks strategic oversight with no consistent force approach.

**How effective is the force
at tackling anti-social
behaviour?**

Good

Introduction

This inspection looks at how effective police forces are at cutting crime. The public expects the police to reduce, prevent and investigate crime, bring suspects to justice and, in conjunction with other services and agencies, care for victims. To assess each force's effectiveness, we looked at three specific areas:

- How effective is the force at reducing crime and preventing offending?
- How effective is the force at investigating offending?
- How effective is the force at tackling anti-social behaviour?

Methodology

During our inspection we analysed data and documents from forces, and conducted in force inspections. We interviewed the senior officers responsible for crime, neighbourhood policing and victim care in each force. We held focus groups with frontline police officers, investigators and police staff, and observed their activities first hand. We also reviewed 20 crime investigations in each force and interviewed heads of partner organisations such as local authorities. We focussed on anti-social behaviour and the offences of: burglary dwelling; serious sexual offences; and violence with injury on this inspection. We chose to focus on these offences because they cover the areas of acquisitive and violent crime and the protection of vulnerable people. This has allowed us to make an assessment of how well the force treated the victim throughout the investigation – examining in particular how well officers gathered evidence and how well they were supervised.

Victims are at the heart of this inspection. Victims are entitled to a service from the police; this includes regular information about their case, an opportunity to provide an impact statement where relevant and to be consulted on potential criminal justice outcomes. When the police provide this service to victims, it increases victim satisfaction and builds trust and confidence in the police.

As part of this inspection, we considered how well forces deal with domestic abuse, alongside other offence types. HMIC published a report in March 2014 on how well forces tackled domestic abuse and provided support to victims. As a result of that inspection all forces were asked to provide an action plan setting out how they were improving services to victims of domestic abuse and we have reviewed the action plans developed by forces. The action plans have not informed the judgments made in these reports.

The crime inspection provides HMIC with the first opportunity to test whether the force's approach to improving how it tackles domestic abuse is beginning to have an effect and this forms part of our overall assessment of the force.

How effective is the force at reducing crime and preventing offending?

HMIC looked at how the leadership of the force deploys its resources to reduce the volume of crimes being committed, maximise the quality of victim contact, and ensure that the force focuses on community priorities while mitigating national threats.

We looked at how the force prevents crime, how it uses police tactics such as stop and search powers to prevent and detect crime and reduce offending. We also looked at how the police work with other agencies such as social services to reduce crime.

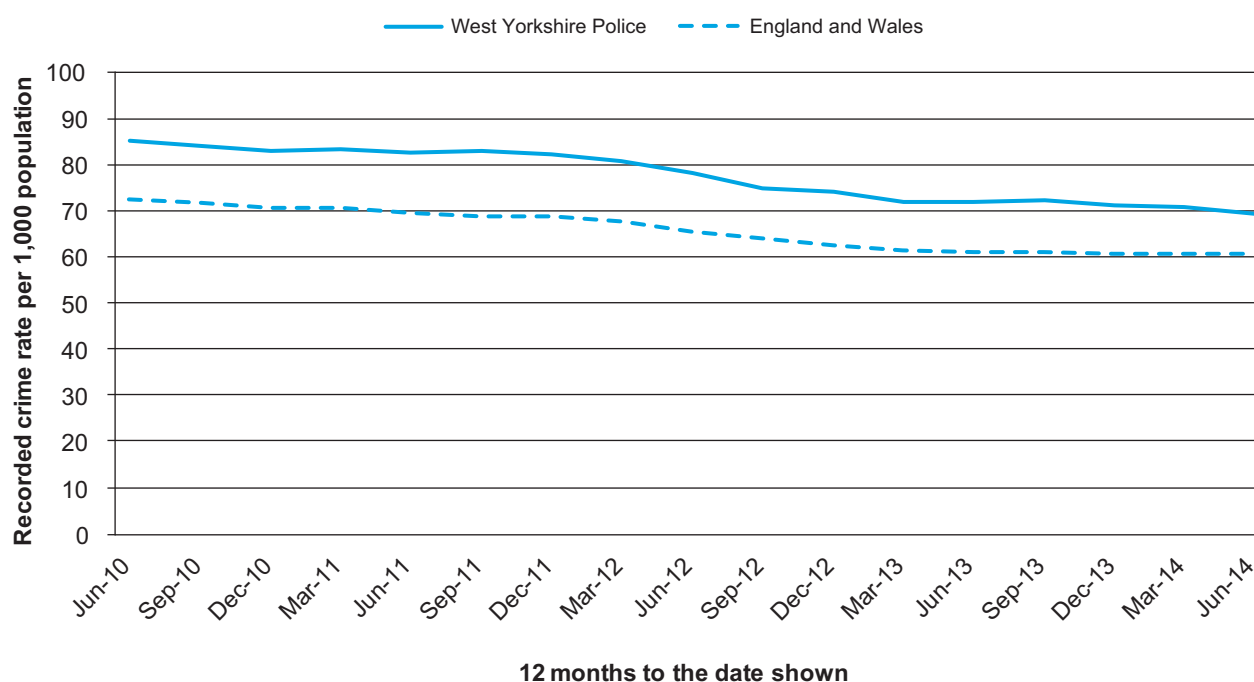
Crime

In 2010 the Home Secretary set a clear priority for the police service to cut crime. When compared with the 12 months to June 2010, recorded crime (excluding fraud) in the 12 months to June 2014 reduced by 19 percent in West Yorkshire compared with a reduction of 16 percent across all forces in England and Wales.

Over this period, victim-based crime (i.e., crimes where there is a direct victim such as an individual, a group, or an organisation) decreased by 18 percent in West Yorkshire, compared with a reduction of 16 percent across England and Wales.

During the 12 months prior to the end of June 2014, recorded crime (excluding fraud) in West Yorkshire reduced by 4 percent, compared with a 1 percent reduction across England and Wales.

Figure: Recorded crime rate (per 1,000 population) between June 2010 and June 2014.



By looking at how many recorded crimes and incidents of anti-social behaviour occur per 1,000 population, we get an indication of how safe it is for the public in that police area. The table below shows crime and anti-social behaviour rates in West Yorkshire (per 1,000 population) compared with the rest of England and Wales.

12 months to June 2014	West Yorkshire Police rate (per 1,000 population)	England and Wales total rate (per 1,000 population)
Crime excluding fraud	69.2	60.7
Victim-based crime	63.3	53.9
Sexual offences	1.3	1.2
Violence with injury	5.3	5.9
Burglary in a dwelling*	12.0	8.9
Anti-social behaviour incidents*	31.5	36.8

***Note that anti-social behaviour data is for the 12 months to March 2014 and the rate for burglary in a dwelling is the rate per 1,000 households, not population.**

We have chosen these types of crime to give an indication of offending levels in the force area. We are not judging the effectiveness of the force on recorded crime rates only. For information on the frequency of other kinds of crimes in your area, go to www.justiceinspectorates.gov.uk/hmic/crime-and-policing-comparator

West Yorkshire's detection rate (for crimes excluding fraud) for the 12 months to the end of March 2014 was 25 percent which was broadly in line with the 26 percent for England and Wales.

The new crime outcomes framework was introduced in April 2014. It replaces a previous framework for recording how the police finalise investigations through what was known as 'sanction detections' (e.g. charges and/or summons). The new crime outcomes framework is designed to support police officers to use their professional judgment to ensure a just and timely outcome which reflects the harm to the victim, the seriousness of the offending behaviour, the impact on the community, and which deters future offending. Data on the full range of outcomes achieved as a result of investigations (not just detections but also, for example, community resolutions such as mediation known as restorative justice) will be available from July 2015 and used in future HMIC inspections.

Meeting the needs of the community

In order to understand the needs of the communities in West Yorkshire, the office of the police and crime commissioner carries out a monthly public perception survey which informs the force and its partners to allow them to identify and tackle community concerns. This also assists in ensuring that the police and crime plan (which is refreshed annually) meets the needs of the community.

We found that West Yorkshire Police broadly aligns its operational activity to the police and crime plan and its internal control strategy which is based on an annual assessment of policing areas of most threat, risk and harm. There is a strong emphasis on the prevention and reduction of house burglary. This understandable focus is working, with the force seeing reductions of 15 percent in the last 12 months to the end of June 2014.

The force has strong partnership links and joint working and was described as being very strong and proactive in identifying and moving resources to areas of demand based on threat, risk and harm. Partners were impressed that this could be done quickly and easily several times a day if needed through the daily management meeting process.

West Yorkshire Police exploits a variety of different methods to contact the public which can help the force to understand what the public wants and provides it with methods of communicating initiatives and results of action taken. These include: social media; web forums; email, and text messages. The force has also hosted a considerable number of public sessions in the last 12 months to allow the public to inform them about areas of concern.

In addition to these, neighbourhood teams investigating anti-social behaviour, and specialist teams investigating domestic abuse and child sexual exploitation, regularly attend and engage with the community at beat surgeries and partnership meetings.

Quality of victim contact

HMIC found that partners spoken to during the inspection believe that the police have moved to a more victim-focused and problem-solving based style of policing; however, the way victims of crime are managed is inconsistent. Examples were provided where victims were not being updated as they would like to be, and there were a number of examples of officers not discharging their duties in relation to investigative actions not being carried out.

An important measure of the impact of changes to service delivery for the public is how satisfied victims are with the overall service they receive when they seek police assistance. In the 12 months to the end of June 2014, West Yorkshire Police had a victim satisfaction rate of 88.4 percent (\pm 0.8 percent) which is higher than the satisfaction rate in England and

Wales of 85.0 percent (± 0.2 percent). Its current rate is broadly in line with the 87.8 percent (± 0.8 percent) recorded for West Yorkshire in the previous year.

Use of police tactics

HMIC found that operational activity clearly reflects crime reduction and prevention priorities. The force has a series of robust daily tasking meetings that allocate resources where they are most needed, with staff being held accountable for allocated actions. The force recognises that it may be required to move resources at different times of the day to identified areas of risk and threat. This includes an evening tasking meeting to make sure that investigations and operations are prioritised and supported.

West Yorkshire Police has a robust and supportive accountability process. Strategically, the force accountability meeting (FAM) sits monthly and identifies and manages the main risks and threats at that level. Local accountability meetings (LAMs) are held in each of the five policing districts on a monthly basis where the chief officer team replicates the FAM at a district level with the district management teams. These are followed up by team accountability meetings (TAMs), and subsequently by individual accountability meetings (IAMs), to ensure there is both consistency and corporacy throughout the process from the strategic to the tactical level.

The force provided examples of using the full range of its powers and tactics to disrupt crime and divert offenders from criminal activity. An example of this was its integrated offender management unit in Wakefield, where the benefits of co-located partners sharing responsibilities, and using innovative approaches to encourage and divert prolific offenders from crime, was evident.

The force currently has lead force responsibility for the regional organised crime unit, 'Odyssey', where all assets are managed by West Yorkshire Police but are regionally resourced and deployed based upon need and priority. Force tasking meetings manage the force's most serious crime groups who are responsible for high levels of harm in society known as organised crime groups (OCGs). These OCGs are scored by the force's intelligence unit and all OCG's will be rescored in the near future to new national guidance. The mapping and management of OCGs across the force and tasking of neighbourhood policing teams was found to be inconsistent with some divisions and districts having formed and combined their own groups to target and dismantle OCGs. For example, Leeds score their own local burglary OCGs.

We found evidence of sexual offences prevention orders being used and some use of domestic violence protection notices, which are civil orders to prevent domestic abuse offenders having contact with their victims for a specified period of time. However, the value to the victim and wider society needs to be better communicated to – and understood by –

officers. The force also uses dispersal orders, anti-social behaviour orders and community resolutions to good effect, which assist in preventing young people entering the criminal justice system.

The force has focused on house burglary as one of its main priorities in recent years and Operation Optimal is making good use of predictive policing methods to prevent further offences by more accurately predicting where crimes may occur. The force is then able to move resources to support areas where offences are more likely to take place. Research is also conducted with convicted offenders in prison to identify tactics and methods commonly used by offenders. West Yorkshire Police had also led nationally on improving standards on euro cylinder locks susceptible to 'lock snapping' burglaries.

This sustained focus on improving performance is both preventing and reducing the number of dwelling burglaries, but the force needs to ensure that other crime priorities are properly considered. HMIC did note, however, that the force strategic assessment had just been reviewed with increased prioritisation around child sexual exploitation (CSE), computer based cybercrime and human trafficking.

Other established crime reduction and prevention schemes, such as neighbourhood watch, are also being reviewed, with extra funding made available to set up new watch schemes in order to strengthen this valuable partnership. The police and crime commissioner continues to fund initiatives through his Proceeds of Crime Act 2002-funded safer communities fund, with 123 projects currently benefitting. In relation to business crime, West Yorkshire – with other forces in the region – has previously had externally part-funded police and community support officers working on a business crime project to improve the security of premises which have been targeted by burglars, and those that might be vulnerable.

Partnership working and information sharing

HMIC found that strong partnerships exist across the force, with a new policing operating model aligning policing services to the five local authority areas. Integrated offender management (IOM), anti-social behaviour hubs and safeguarding hubs are at the forefront of this approach. Partners, including those from statutory agencies, for example, local authorities and housing providers, that were interviewed were generally positive about effective working relationships with the police. However, some voluntary agencies and those dealing with sexual offences believe there is a lack of focus on hidden and unreported crime such as child sexual exploitation, with the force sometimes not being sufficiently rigorous in its approach.

Neighbourhood policing teams, working within local communities, have established ways of working with a full range of local partners such as community safety and anti-social behaviour teams. Local variations between the five different local authority areas

mean that there can be an inconsistent approach, with not all victims receiving the same available services. The ability of the force to share its information with partners is limited by non-compatible information technology with the force currently considering the adoption of a new web-based system to improve this service.

Additional funding has been provided recently by the police and crime commissioner to increase the numbers of independent domestic violence advisors, to provide additional support for victims of domestic abuse. The force will also be providing additional support for victims of serious sexual offences by introducing a sexual assault referral centre with additional funding for dedicated independent sexual violence advisors planned for 2015. We welcome the introduction of this specialist service where it is expected that victims will receive additional support aligned to investigative best practice.

Domestic abuse

In March 2014 HMIC published the results of its inspection of 43 forces on the effectiveness of the police approach to domestic violence, with a focus on outcomes for victims and whether risks to victims are adequately managed. This included clear recommendations for each force about improvements it should make. As a result of this inspection all forces were required to produce and publish an action plan setting out the steps they were taking to improve the services to victims of domestic abuse. This plan should demonstrate that HMIC recommendations are being addressed and also explain how:

- the leadership will ensure the changes necessary and hold the right people to account;
- the police respond when a victim first contacts them (by a 999 call or by visiting a police station) and when they first attend the scene of the incident is improved;
- the force will ensure there is a high quality investigation of all domestic abuse crime;
- victims will be properly supported and offenders properly managed; and
- the training and learning provided to officers ensures they can give the best available response to the victim.

HMIC has made an initial consideration of the action plan submitted by West Yorkshire Police. HMIC found the plan to be detailed in how the force will deal with HMIC force and national recommendations. The plan however, did not include the national action plan template and accompanying evidence, which requires forces to detail activity which is in line with the agreed national priorities outlined above.

The crime inspection provided us with our first opportunity to test whether changes in the force's approach to domestic abuse were beginning to have a positive effect.

HMIC found evidence that West Yorkshire Police is effectively managing domestic abuse investigations. A review of a small sample of case files found that investigation supervision is good, with positive action taken in nearly all cases. The completion and supervision of risk assessments prior to review by safeguarding units is also of a required standard and viewed as improving by staff.

Recommendations

- Within three months, West Yorkshire Police should review its approach to hidden and unreported crime, especially in relation to child sexual exploitation. This review should involve engagement with partners, including the voluntary sector, so the force can take into consideration their feedback in the development and implementation of any action plan.

Summary

Good

- West Yorkshire has seen its overall crime rate reduce by 19 percent over the last four years. This is a larger reduction than for England and Wales. There have been reductions seen in areas such as burglary and robbery in the last 12 months although there needs to be additional focus on other emerging threats which the force is addressing.
- Operational activity clearly reflects crime reduction and prevention priorities. The force has a series of robust daily tasking meetings that allocate resources where they are needed most.
- The force has clear accountability processes from the strategic to the tactical operational level which provides a real grip on the management of its performance.

How effective is the force at investigating offending?

HMIC looked at the range of police tactics and powers used by the force to investigate offending, including how investigations are conducted, whether persistent offenders are diverted from crime and how people vulnerable to repeat crime are supported. We looked at how the force learns from experience in order to improve professionalism in operational practice and leadership.

Vulnerability, risk and victims

HMIC found that West Yorkshire Police has introduced a deployment protocol called THRIVE (threat, harm, risk, investigation, vulnerability and engagement) to enhance the assessment of vulnerability, risk and needs of callers. This involves call-takers using set questions for certain crime types and anti-social behaviour related calls. This is further supported by the crime management system which allows for vulnerable and repeat victims to have flags and markers placed against them in order to identify their specific needs resulting in an appropriate level of police response.

Considering that these approaches are currently being implemented, HMIC found that the force control room does not consistently identify vulnerable and repeat victims. In some cases, it is unclear how decisions of threat, risk and harm are being measured and subsequent actions taken, with control room staff still choosing to rely on their individual subjective experience.

There is also some confusion over responsibility for initial victim assessment. The central control room which initially takes calls and the district control room, where calls are passed for action to be taken, have conflicting views on who is responsible for threat and vulnerability assessments. In other words, they are unclear as to who takes primary responsibility. However, once vulnerable and repeat victims have been identified, HMIC found that in the majority of cases, appropriate action is taken to ensure that they receive the level of service that they require.

The force has introduced dedicated safeguarding teams which are co-located with partners in multi-agency safeguarding hubs. We visited the hub in Wakefield where staff included trained investigators and a range of partners including the out-of-hours social services team. The co-location of different partnerships improves the way in which information is shared and how risks are assessed. Due to partnership constraints, not all safeguarding teams are currently working in a consistent way and the force are working with partners to standardise their approach. An example provided was that risk assessment forms for domestic abuse, stalking and so-called honour-based violence cases (DASH) are used, but concern was raised that some of the DASH forms understate the risk, and staff in one area are having to quality control and update the risk assessments to make sure that the correct level of risk to the victim is identified and managed.

Operationally, there is a strong focus on enforcement and offender management, and with perceived high demand on officer time it is evident that the needs of the victim are sometimes seen as secondary by officers and staff. The force has recently started using victim contracts which will assist in the realignment of this focus. The contracts are agreed with every victim when a police officer is investigating their crime. The contract is unique to that victim and sets out clearly the agreed nature and frequency of contact that the victim wishes to have. The officer is then required to ensure that they fulfil the terms set out in the contract. This means that both officers and victims are clear about the expected level of service.

A system for ensuring victim contract updates take place has been introduced which sends reminders to officers and supervisors if the contract is not being complied with. We found that adherence to this part of the Code of Practice for Victims of Crime is inconsistent with officers seeing it more as a compliance tool rather than seeing the victim's needs as central to their activity. The force has also used computer-based training for the Code of Practice for Victims of Crime, which has mixed popularity amongst staff.

There is inconsistent knowledge of the enhanced entitlements available for repeat and vulnerable victims, and those suffering from, for example, serious sexual crime among frontline officers interviewed during the inspection. This includes the victim personal statement where the personal effect of the crime on victims is taken into consideration.

The police and crime commissioner and force are soon to launch a website called 'help for victims'. This will include over 250 questions and answers relating to the Code of Practice for Victims of Crime and the Witness Charter and if the answer cannot be found, the user can ask a question of trained advisers. In addition, West Yorkshire Police provides the site in five other languages, local perspectives to the answers, an ability to self-refer to Victim Support as well as access to over 400 local and national victim service providers.

Investigation

West Yorkshire Police carries out crime screening, as part of the aforementioned THRIVE process, within the control rooms prior to the allocation of the initial response to response officers. During the inspection, HMIC identified concerns from some officers and staff that the screening process may not be as effective as it could be. Response officers also stated that they felt they required more development to assist them further up the investigation process on issues such as prisoner processing and case building.

West Yorkshire Police uses accredited investigators to deal with high volume acquisitive crime and for more specialist investigations. There was evidence of regular supervision of investigations within the criminal investigation department although methods are inconsistent across different offices and districts. Some officers feel that they are not

empowered to make decisions or set any investigative direction, with supervisors deciding on all lines of enquiry. There are many occasions where this will be appropriate but could be balanced by supervisors investing time with their staff to develop their decision-making skills.

Investigative training is provided through a mixture of classroom-based packages, electronic learning, and through team learning provided by frontline champions. There has been recent refresher training provided for detectives and courses on cybercrime investigation.

A review of a small sample of domestic assault cases identified that there is good supervision of cases and a good standard of investigation. Conversely, a review of ten non-domestic assaults found that half of these were poorly investigated and supervised with not all initial enquiries taken and opportunities missed. Only half of the files reviewed showed any sign of involvement from supervisors and generally these were not of a good standard. Timeliness, missed forensic opportunities and failing to trace witnesses were evident in the non-domestic abuse files

Tackling repeat and prolific offenders

The force has formed strong partnerships with a number of organisations, both statutory and voluntary, throughout the force area to deal with its most prolific criminal offenders. The previously mentioned IOM ¹ is a good example, where staff are co-located with the probation service, mental health and drugs and alcohol teams. During the inspection, HMIC was impressed with the passion and focus of the IOM team located in Wakefield and good examples were provided of using victim-centred restorative justice with convicted offenders. Currently there are 1217 offenders in West Yorkshire being managed in this way. This includes those considered an emerging risk that may not yet be prolific, but are recognised as needing support and diversion from crime at an early stage.

The force identifies prolific offenders within the IOM structure as those causing the most amount of crime, although the weighting of the scoring system used currently favours dwelling burglars and those committing other acquisitive crime such as robbery and vehicle crime. Partners will discuss and decide if an offender could benefit from multi-agency support. If this is agreed, an intervention plan is developed with the individual concerned.

The force is increasing its effectiveness by piloting voluntary personal tagging of offenders. This enables the IOM team to identify where those being managed have been, along with providing offenders opportunities to remove themselves from criminal associations and the temptation of committing further offences. The effect of early effective intervention pathways

¹ There is no standard national definition of who should be considered for Integrated Offender Management arrangements. West Yorkshire Police decides who needs to be managed under these arrangements using its own scoring system.

– for example a lack of money, no housing or delayed prescribed drug prescriptions – from staff located in prisons also helps to remove triggers for re-offending prior to release into the community. Officers talked of a holistic approach to preventing re-offending, mentoring offenders and sometimes visiting those most at risk of re-offending five or six times a day to provide support and advice.

However, despite these initiatives, HMIC identified there is no overall governance of IOM and no real sharing of best practice. The force does acknowledge that oversight and governance of IOM is currently being planned.

Learning from experience

HMIC found that accredited investigators are used appropriately across a range of crime types. However, recent financial pressures have resulted in reduced provision of training courses for officers. Evidence of high demand also means that officers are discouraged from, or are not always allowed, to attend training courses. Some officers also stated they were waiting a long time for necessary courses. Given the expansion of responsibility for the investigation of crime to response teams, the force needs to be satisfied it has the correct blend of investigative training.

We found little knowledge, or use of, at the operational level of evidence-based practice, for example, the police online knowledge area (POLKA) or the College of Policing website which encourages forces to refer to authorised professional practice.

HMIC was encouraged to be informed of pockets of good practice and review, for example, between the rape and serious sexual offences unit and the Crown Prosecution Service which result in fewer cases failing prior to charge or during court cases. The force is aware that it needs to do more to understand what works, and share learning and good practice.

Recommendations

- Immediately, West Yorkshire Police should develop and implement an action plan to identify and assess vulnerable and repeat victims when they contact the police. The force should ensure roles and responsibilities in relation to this process are clarified and communicated with relevant staff.
- Within three months, West Yorkshire Police should develop and commence the implementation of an action plan to improve the quality of victim service and contact which will ensure that:
 - (a) investigating officers and police staff are aware of the standards required within the Code of Practice for Victims of Crime and have the professional skills and knowledge to fulfil their duties;

- (b) supervisors know what is expected of them in driving up standards;
- (c) there is appropriate monitoring and oversight of quality and timeliness of victim service and contact; and
- (d) feedback from victims is used to improve the service provided.
- Within three months, West Yorkshire Police should develop and commence the implementation of an action plan to improve the quality of investigations which will ensure that:
 - (a) investigating officers and police staff are aware of the standard required and have the professional skills and expertise to fulfil their duties;
 - (b) supervisors know what is expected of them in driving up standards;
 - (c) the right resources are targeted in the right areas; and
 - (d) there is appropriate monitoring and oversight of investigative quality and timeliness.
- Within three months, West Yorkshire Police should review the governance and oversight arrangements of the integrated offender management scheme and by March 2015 should have implemented improved arrangements.
- Within three months, West Yorkshire Police should ensure that there are methods in place to:
 - (a) systematically review and evaluate the benefits from both current tactics and new crime fighting and anti-social behaviour initiatives;
 - (b) systematically capture learning and good practice in crime prevention and local problem solving;
 - (c) share learning and good practice across the force.

Summary

Requires improvement

- While accredited supervisors take an active role in crime investigation, HMIC found that their approach is inconsistent, with some crime types – notably violent crime – not always being supervised effectively.
- There is a lack of a consistent focus in relation to threat, risk and harm identification, particularly in relation to vulnerable and repeat victims. This is recognised at senior levels of the organisation with a number of changes being implemented to improve the service provided to all victims.
- The force aspires to a victim-centred approach, but this is not yet evident consistently at an operational level. Victims could be better served through more consistent updates and services which are tailored to their individual needs.
- Specialist departments work well with partners to find ways of diverting offenders and preventing crime. We found enthusiastic, productive staff within the integrated offender management unit but this lacks strategic oversight with no consistent force approach.

How effective is the force at tackling anti-social behaviour?

HMIC looked at how the force prevents and tackles anti-social behaviour, in particular the way victims are treated. We looked at the quality and consistency of victim contact across the force and whether victims of anti-social behaviour were dealt with in a comparable way to victims of other crimes.

Community contact and victim care

West Yorkshire Police and its partners are committed to preventing and reducing anti-social behaviour. HMIC found that the use of anti-social behaviour hubs has helped to engender a partnership approach, with all agencies regarding anti-social behaviour as part of their core business. Co-location with partners including licensing, victim support, social landlords, the youth offending service, tenants' support officers and case workers is evident, with praise provided by partners regarding police staff who work effectively with them to resolve problems.

The force has dedicated neighbourhood policing officers supported by police community support officers. The role of the neighbourhood policing team is integrated with the response teams ensuring a more combined approach to service delivery.

An anti-social behaviour analysis tool is readily available and used primarily by neighbourhood policing teams. All anti-social behaviour reports coming in from the police, local authority or registered social landlords are reviewed by the hub against a risk assessment which includes vulnerability, repeat victims, hate crime and mental health. There is evidence that these are correctly recorded and victim-centred.

The force engages with the community in a number of ways in relation to anti-social behaviour with traditional meetings in schools and other public locations, interspersed with use of social media. One neighbourhood policing team stated that they visit 100 homes every Sunday and ask residents to fill in a questionnaire so that they can identify their needs and priorities. Neighbourhood policing teams update their community with a 'you said – we did' style leaflet and deliver them to their local areas. The force also operates an online watch liaison and seeks the views of independent advisory group members in relation to different communities. The office of the police and crime commissioner carries out a survey that receives around 16,000 responses from residents a year which identifies their needs and concerns.

Partnership working

The previously mentioned anti-social behaviour hubs are council-run where there are effective partnerships using problem-solving approaches. This is aided by the sharing of information through multi-agency case meetings on a regular basis with cases being escalated to the appropriate department if risks are identified as the case develops.

During the inspection, HMIC identified a number of good initiatives with a focus on the prevention and reduction of crime, anti-social behaviour and related incidents in and around schools. The latter are led by dedicated safer schools officers who are part of neighbourhood policing teams and are involved in youth diversion and intervention projects.

A good example of effective partnership work is a police summer camp run at Bradford College with partners, comprising educational and engaging activities for children. Partners sign up to this and free places are made available to divert identified children away from committing crime. A number of children have then returned as volunteers which reinforces the benefits of this scheme.

Improving services to the public

The force has a strong track record at dealing effectively with anti-social behaviour. It remains a force priority and the number of incidents reported is falling. The number of reported incidents per 1,000 population is lower than that for England and Wales. In the 12 months prior to the end of March 2014, West Yorkshire Police recorded 70,947 incidents of anti-social behaviour. This is a reduction of 4 percent against the previous 12 months. There is a high level of commitment from police and partners to using a range of restorative interventions like community payback and behaviour contracts. The force recognises from evidence that restorative justice works with officers working within multi-agency hubs designed to divert offenders from crime.

The use of the community trigger, a process which allows members of the community to ask their local community safety partnership to review responses to complaints of anti-social behaviour, is currently being piloted in Leeds and is one of a number of tactics and relevant legislation due to be implemented to target anti-social behaviour. There is evidence of this being published on posters and on the force website. However outside these pilot areas, knowledge of the new legislation is poor, and although training was planned this has not yet been provided to staff.

This inspection has identified that increased evaluation and sharing of good practice of relevant tactics would assist. Neighbourhood policing team officers have a limited understanding of how they linked in with national threats and there is some evidence that

officers lacked understanding of diversity, emerging threats and the need to engage with harder to reach groups.

Summary

Good

- Anti-social behaviour is a force priority and the force and partners tackle it effectively. Strong partnerships have helped to drive this, with dedicated teams working in the community. The force uses a range of restorative disposals and statutory orders effectively.
- There is good identification of those who are vulnerable to anti-social behaviour, with a commitment to problem solving, and management of those most vulnerable through the anti-social behaviour analysis process.
- The force uses a range of methods to communicate with the public, always aiming to have local relationships with dedicated officers and staff keeping their communities consulted and updated regarding locally identified priorities.

What each judgment means

HMIC uses four categories for making judgments, two are positive and two are negative. The categories are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

Judgment is made against how well the force cuts crime. In applying the categories HMIC considers whether:

- the way the force is cutting crime and reducing offending is good, or exceeds this standard sufficiently to be judged as outstanding;
- the force requires improvement in the way it cuts crime, and/or there are some weaknesses; or
- the force's effectiveness at cutting crime is inadequate because it is significantly lower than is expected.