



## WEST YORKSHIRE POLICE AND CRIME PANEL

3 November 2017

### HMIC PEEL Update on Progress

#### 1. Purpose:

- 1.1 To provide Panel members with an update on the 2016 PEEL inspection of West Yorkshire police and the activity to address the Areas for Improvement (AFI's) highlighted within the inspection report.
- 1.2 For this briefing, the Panel are presented with the following information:
  - i. This cover report summarising the context, OPCC oversight and summary of the Areas for Improvement and activity to date or planned to address any issues.

#### 2. Context

- 2.1 HMIC began inspecting police services in the PEEL format in 2014. PEEL is an acronym for Police Effectiveness, Efficiency and Legitimacy and forms a three strand approach to the annual inspection programme. West Yorkshire Police has consistently received GOOD gradings across each of the PEEL strands and has not received a cause for concern / recommendation from a PEEL inspection since November 2014, it has only received Areas for Improvement (AFIs).

#### 3. OPCC oversight

- 3.1 HMIC inspections provide in depth independent reviews into the practices and performance of the police service. This information is not only useful for the public, but also provides direction for the PCC and Chief Constable with regards to where improvements can be made. The PCC closely monitors the progress that West Yorkshire Police are making against the AFIs identified in each report. Oversight and scrutiny is provided by the OPCC in a range of ways including:
  - OPCC Review of HMIC reports. The research team and policy leads within the OPCC will systematically review all HMIC inspection reports upon release and will arrange meetings to discuss any AFIs with the appropriate West Yorkshire Police teams. The PCC will also be briefed on the report and advised of any necessary action to take in relation to supporting and scrutinising the work of the Chief Constable.
  - Regular meetings with WYP HMIC liaison officer. OPCC colleagues meet on a quarterly basis with West Yorkshire Police's HMIC liaison officer to

keep up to date on matters relating to HMIC. West Yorkshire Police has a wider action matrix to address the AFIs in all HMIC inspections, during this meeting, the action plans are reviewed and any issues are discussed.

- Involvement with HMIC meetings. Each time HMIC attend West Yorkshire Police to carry out an inspection, the PCC will be represented at the initial briefing (at the start of the inspection) and the hot debrief (at the end). The PCC will also make himself available to support the inspection programme and meet with the inspectors where appropriate. This not only helps to keep the OPCC involved in the process but also ensures that the office is receiving the information directly from HMIC.
- Attendance at WYP Gold groups. West Yorkshire Police hold a series of working groups at various levels to tackle specific problems. Where these link to issues or AFIs noted by HMIC (such as Crime Data Integrity or Bail), the OPCC will attend to provide oversight of the discussions and activities of these groups. Where there are issues the PCC will be informed and will support and scrutinise the Chief Constable accordingly.
- PCC and Chief Constable Accountability meetings. The PCC holds a number of meetings with the Chief Constable to discuss performance and progress in general including the Delivery Quarterly, Community Outcomes and Bilat meetings. HMIC inspections and progress against AFIs are regularly discussed through these forums and as a standing item at each Joint Executive Group meeting. Any issues noted by members of the OPCC are raised by the PCC.

#### 4. Update on progress from 2016 PEEL inspections

- 4.1 West Yorkshire Police has not received a cause for concern / recommendation from a PEEL inspection since November 2014 – it has only received Areas for Improvement (AFIs). The number of AFIs from 2016 ‘PEEL’ inspections are shown in the table below:

	Total AFIs issues	Still ongoing	Awaiting approval	Approved
<b>Effectiveness 2016</b>	13	11	0	2
<b>Efficiency 2016</b>	13	2	0	11
<b>Legitimacy 2016</b>	2	2	0	0

#### 5. A summary of the 11 ongoing AFIs from the Autumn 2016 PEEL Effectiveness inspection is provided below:

1. Vulnerability	<i>“The force should ensure that response officers become more proficient at completing risk assessments at initial response, and provide sufficient supervisory oversight across the five districts to prevent opportunities to safeguard vulnerable victims from being missed”.</i>
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**Update:****Identifying vulnerability and responding to it**

- West Yorkshire Police auditing shows that officers identify and respond to vulnerability.
- The Customer Contact Centre and District Control Rooms flag and prioritise logs with a vulnerability element.
- Combined Patrol Officer and Independent Domestic Violence Advocates (IDVA) response cars are on pilot in three districts, with initial feedback proving positive.
- Mental Health nurses, funded by the PCC, in District Control Rooms at peak times directly support officers to take appropriate actions for vulnerable people.

**Governance**

- DASH forms (filled out for all incidents of domestic abuse) completed via handheld devices have mandatory fields, ensuring 100% compliance.
- DASH forms are subject to supervisory review, with further Multi-Agency Safeguarding Hub reviews of Med / High cases the following day.
- Safeguarding Central Governance Unit (SCGU) conduct the periodic auditing.

**Training and Learning**

- A DASH iLearn training package is in use, along with frontline briefings.
- SCGU have provided frontline training on DASH, Coercive Control and Non-Engaging Victims and based it on real domestic homicide cases.
- SCGU have also conducted Structured Domestic Abuse and Child Protection Learning Forums with investigating officers and their supervisors.

**Going forward**

- An upcoming Public Protection Niche module will allow safeguarding referrals to be made directly.
- A Professional Curiosity iLearn training package is under development.
- The Early Intervention Strategy will focus on identifying vulnerabilities.

2. Serious and Organised Crime	<i>“The force should further develop its serious and organised crime local profile in conjunction with other interested parties to enhance its understanding of the threat posed by serious and organised crime and inform joint activity aimed at reducing this threat”</i>
<b>Update:</b> <ul style="list-style-type: none"> <li>• A force level partnership Serious &amp; Organised Crime (SOC) awareness event was attended by 140 delegates from across Local Authorities and introduced the strategic importance of local profiles and a partnership SOC approach.</li> <li>• Under the direction of the force Organised Crime Gold Group (chaired by ACC Foster) districts have commenced local partnership engagement activity to explore joined up delivery of SOC/Organised Crime Group Management.</li> <li>• Bradford district has invested in a pilot co-located partnership intelligence hub and tactical training to practitioners.</li> <li>• Using this template model, the force held a Partnership Analysts event (supported by the Home Office SOC Team) to agree the design and delivery of the 5 local (district) SOC profiles.</li> </ul>	

- The standards and format required for the new SOC profiles are now clear and they are due to be completed in October 2017. Local Education Authorities have been formally engaged to supply data and Education and Local Government census information.

3. Serious and Organised Crime	<i>“The force should improve its understanding, across the government’s national 4P framework, of the impact of its activity against serious and organised crime, and ensure that it learns from experience to maximise the force disruptive effect on this activity”</i>
<p><b>Update:</b></p> <ul style="list-style-type: none"> <li>• West Yorkshire Police have engaged with the Home Office to support the development of a partnership approach.</li> <li>• Force and local level partnership SOC events have been held with a focus on capability and capacity across all strands, not just Pursue.</li> <li>• There is now have a formalised governance of SOC and stablished strategic, tactical and operational boards following benchmarking of other police services (including Merseyside).</li> <li>• Using MoRiLE assessments, five district SLT leads are held accountable for the Forces most risky Organised Crime Groups at a meeting chaired by the head of WYP Serious &amp; Organised Crime Unit.</li> <li>• 4P plans are critiqued, escalation and de-escalation is discussed and tactical options aired with the option of bidding into resources from Protective Service Crime and via force tasking arrangements.</li> <li>• Learning and best practise is shared (e.g. changes in financial investigation legislation and Serious Crime Prevention Order) as well as partnership interventions that have led to positive outcomes.</li> <li>• At district level, tactical partnership Disruption Boards supported by CPS led strategic groups are established.</li> </ul>	

4. Evidence at crime scenes	<i>“The force should take steps to ensure that all available evidence is recorded at scenes of crime”.</i>
<p><b>Update:</b></p> <p><b><u>THRIVE as a tool for CCC / DCRs</u></b></p> <p>The Customer Contact Centre uses THRIVE to determine whether crime-related incidents should be passed to District Control Rooms (DCRs) for police officer attendance, or whether a crime can be recorded by the Force Crime Management Unit (FCMU). District Control Rooms (DCRs) use THRIVE to deploy correctly skilled resources to calls requiring deployment. DCRs also operate secondary ‘TEL’ functions to appropriately resolve some calls for service received via telephone without deployment.</p>	

**Force Crime Management Unit use of THRIVE**

The FCMU uses THRIVE to ensure non-deployment is appropriate but ensure that crimes with valid investigative lines of enquiry are allocated for district enquiries in a corporately consistent manner. This more efficient approach means officers have fewer crimes on their workload with low levels of threat / risk / harm and solvability, allowing more time to attend other calls for service. The FCMU also screens all crimes newly recorded by frontline officers to assess whether they need to be allocated for further investigation or can be finalised (on average 96% of such new crimes contain sufficient information for this decision to be made). In this way, any investigate failings from attendance can be immediately fed back to the officer / supervisor / district involved for rectification.

**Digitalisation**

Where officers are deployed, most investigative processes have been digitised for mobile handheld devices allowing resources to be more effective at scenes. In addition, patrol officers are being trained to problem solve alongside conducting linear evidential investigations.

**Initial Standards Checklist (ISC)**

This checklist mandates the investigative actions should consider at any crime scene. It can be completed on the handheld device and the content transfers directly to the Occurrence Enquiry Log of the crime, which greatly assists FCMU decision making. It can also be completed on a desktop computer. A version coming soon will be more interactive, prompting and assisting officers to provide even more detail.

**Guidance**

Robust arrangements are in place to guide and direct officer activity at scenes, e.g. Night Detective Constables, 24/7 Detective Inspector cover, Senior Investigating Officers, Force Duty Officer etc.

**Rapid Forensics**

Regional Scientific Support Services (RSSS) have an ongoing project funded by the Home Office and Police Transformation Fund which focusses on rapid analysis and 4G transmission of digitally captured evidence to provide suspect identifications in far shorter timeframes. This rapid information is passed directly to District Control Rooms for arrest tasking.

**Preserving Evidence**

Since April 2017, all requests for Crime Scene Investigators (CSI) are made in real time via incident transfer to the RSSS Control Room. Regardless of whether a police resource will attend the crime scene, forensically trained RSSS Control Operators will make early contact with victims 24 hours a day to assess forensic opportunities and provide crime scene preservation advice in order to maximise forensic evidence prior to CSI arrival.

5. Prisoner handovers	<i>“The force should improve the processes and supervision of handovers to ensure that all relevant information passed to investigators is complete and of sufficient quality”.</i>
6. Supervision of investigations	<i>“The force should ensure that there is regular and active supervision of investigations to improve quality and progress”.</i>
<p><b>Update:</b></p> <p>Both of these AFIs are being addressed by an ongoing Investigations Review. In terms of handovers, staff are being consulted and are keen for an effective but non-bureaucratic process.</p> <p>The large amount of new student officers requiring substantial Prisoner Handling attachments to achieve their Personal Development Portfolios is helping upskill the organisation. For example, a student officer in Leeds district spends three weeks on attachment with the Domestic Abuse Team (primarily dealing with detainees for domestic offences) and four weeks on attachment with the Prisoner Handling Team dealing with detainees for general offences.</p> <p>Auditing tells the police service supervisory review of more serious investigations is stronger but remains challenging for volume offences.</p> <p>A Corvus ‘Released Under Investigation’ module has been launched to help supervisors address the implications of the Policing &amp; Crime Bill. Supervisors are expected to conduct a review within 28 days of a suspect being released under investigation and the module will flag in red any non-compliance with this. A further supervisory review is expected within 3 months and would be monitored in the same way. Reviews due soon are shown in grey (5 days hence) and amber (24 hours hence). Supervisors can also use it to filter to their team’s performance, supporting a regular review process.</p>	

7. Wanted persons	<i>“The force should ensure that those who are circulated as wanted on the police national computer, those who fail to appear on police bail, named and outstanding suspects and suspects identified through forensic evidence are swiftly located and arrested”.</i>
<p><b>Update:</b></p> <p><b><u>Uniformity</u></b></p> <p>Previously districts and central governance units operated slight variations in how wanted persons (BOLOs) were counted, e.g. if a person was wanted in multiple areas or had an Out of Force address. Corporate uniformity has recently been applied and the district who experienced the most recent crime by that suspected person has primacy for locating them, with the location of the suspect’s address not being relevant. This uniformity provides clearer data and greater accountability in reducing the amount of wanted persons at large.</p>	

**18% reduction in the past year**

Since October last year, BOLOs have reduced by 18%, with the slight change in recording practices above factored into this.

**Governance**

Districts discuss any priority BOLOs (those with a high likelihood of causing harm to others) every day at a 09.00 am meeting with the Chief Officer Team and leaders of Protective Services Crime / Protective Services Operations. In this way, any additional resources or tactics required to secure the arrest of suspects can be arranged. Force Performance Improvement Unit provide a detailed overview of Force BOLO performance on the same meeting each Wednesday and it is also discussed in monthly Local Accountability Meetings with districts.

**Tasking**

The large amount of student officers being tutored in the organisation at present can make it challenging for districts to consistently deploy experienced, proactive tasking cars with the sole purpose of locating and arresting wanted persons. That said, each district operates some form of District Control Room based 'Real Time Investigation' resource to prioritise and task its district's proactive resources and any ancillary resources the district may receive, e.g. Firearms resources.

A new Qlikview module has been developed to greatly assist such prioritised tasking. Suspects who are wanted for multiple offences or on warrant can be seen 'at a glance'.

A BOLO matrix is on pilot in three districts with the aim of reducing unnecessary circulations, e.g. where it would be more appropriate to use a tactic such as Voluntary Attendance due to the low level nature of the offence. This pilot is due for review in mid November.

**Forensics**

A rapid forensic tasking pilot is showing promising results. In addition, district management of conventional (non-rapid) forensic hits was recently audited by the Force Performance Improvement Unit with learning shared across all districts via the July Local Accountability Meetings. This will be re-audited in early 2018 to seek evidence of improvements.

**Media**

Corporate Communications support the above processes with Most Wanted appeals and Caught on the Camera / Wanted on Warrant online.

8. Evaluating and sharing best practice	<i>“The force should evaluate and share effective practice routinely, both internally and with partners, to continually improve its approach to the prevention of crime and anti-social behaviour”.</i>
<p><b>Update:</b></p> <p>‘Promising Practice’ is captured at Local Accountability Meetings and swiftly shared across Senior Leaders. Environmental scanning leads to regular sharing of ‘On the Horizon’ publications and our Programme of Change oversees a popular ‘Ideas &amp; Questions’ forum where people can raise queries, add comments and propose solutions to issues.</p> <p>Numerous strategic boards gather local practitioners to share effective practice (e.g. Wellbeing Board) and Professional Standards ‘Lessons to Learn’ are routinely shared with districts. A programme of work is also ongoing to deliver Continuous Improvement Training to Senior Leaders.</p> <p>The main way in which the police will respond to this AFI however is through an Organisational Learning Portal where colleagues will be able to showcase effective practice from their area of business or seek advice from other members of the organisation. This IT system is currently under development by Corporate Services.</p>	

9. Anti- social behaviour powers	<i>“The force should review its approach to the use of anti-social behaviour powers and ensure that all neighbourhood policing officers and staff are fully trained in anti-social behaviour legislation and are using available powers to combat anti-social behaviour when appropriate”.</i>
<p><b>Update:</b></p> <p>This area has been reviewed by the Force Performance Improvement Unit which found the following:</p> <p><b><u>Training</u></b> Districts report that when ASB powers were consolidated in late 2014, there was little time to train staff before the legislation altered. The College of Policing NCALT training on the subject is limited in scope and supplementary training delivered in districts varied in quality. 1887 staff did complete force E-Learning on the subject, 1438 of which were Constables and 214 were PCSOs.</p> <p><b><u>Variations</u></b> In districts, officers seeking to utilise ASB powers usually liaise with their Local Authority based Anti-Social Behaviour Hub specialists who then take primacy. The review found local variations in the Hubs abilities to make use of these powers, often dependant on the strength of relationships with CPS or other key agencies. It is fair to say that Hubs are</p>	



still developing the ways in which they use these powers and developing officer knowledge of the level of evidence required to do so.

### **Sharing best practice**

The review found that there is no current force forum for the ASB Hubs to meet and discuss the good practice or barriers they are experiencing. This has been rectified via a meeting regime being set up by FPIU.

### **Upskilling**

The most telling aspect of the review was that the upskilling of officers in ASB powers is best done 'on the job' within the ASB Hubs, rather than via E-Learning or classroom training. FPIU are therefore seeking district support to mandate a programme of attachments for Ward Officers and PCSOs to their respective ASB Hubs, subject to Hub capacity to deliver this.

10. Abstractions of Ward Officers	<i>“The force should improve its approach to the management of staff abstractions within local policing teams to ensure that a consistent approach is taken across all five districts, and provide a comprehensive understanding of where and how frequently abstractions are occurring to ensure resources are targeted at areas most at risk”.</i>
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### **Update:**

To reduce abstractions in local policing teams a budgeted uplift in Neighbourhood Policing resources (Constables and PSCOs) is planned and this has been supported by the PCC's agreed Precept 2017/18 and the commitment to recruit 500 officers, with 200 being additional posts. West Yorkshire Police have analysed and where possible quantified demand to inform the allocation of these extra resources and a change in shift pattern to maximise their effectiveness.

An abstraction policy is in draft to ensure, as far as is possible, that we maintain a consistent focus on Neighbourhood Policing when we move to the new model, with compliance being monitored by the Force Performance Improvement Unit.

The Programme of Change Team will undertake a detailed Post Implementation Review to determine the success of the implementation of the new model and performance will be continue to be monitored through the Force, Local and Team Accountability Meetings process.

11. Community engagement	<i>“The force should review its approach to community engagement and the setting of policing priorities at neighbourhood level to ensure a clear corporate approach is in place that sets out the minimum engagement level the public of West Yorkshire can expect”.</i>
<p><b>Update:</b></p> <p>An ongoing Neighbourhood Policing Review has mapped out current community engagement across the force and there are generally good levels, with some variations. Some districts have moved away from holding separate PACT meetings and instead attend existing community meetings. Virtual PACT meetings are also used and there has been an increase in the use of social media across the force.</p> <p>An engagement strategy is under development and West Yorkshire Police are seeking the public views on how they would like to engage with us. A short online survey has been created which will accompany an innovative animation video which informs the public about the importance of Neighbourhood Policing and the part they play in keeping their communities safe. The plan is to launch this via the new police website (which has been designed with ease of use for customers) on Monday 27<sup>th</sup> November.</p> <p>West Yorkshire Police reps have visited other forces and were impressed with how Merseyside use social media to seek public views on the setting of local priorities and are exploring the use of Twitter polls to supplement more traditional engagement in setting these priorities.</p> <p>Leeds and Bradford districts have appointed Strategic Engagement Officers to engage with specific communities.</p>	

**6. A summary of the 2 ongoing Efficiency 2016 AFIs is provided below:**

Detective Training	<i>“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”.</i>
<p><b>Update:</b></p> <p>An IT system called Centurion is being developed which will resolve this. Centurion been used very effectively to manage the accuracy and timeliness of Firearms training for officers and West Yorkshire Police are seeking to replicate this for detective training.</p>	
What works?	<i>“In relation to preventing crime and anti-social behaviour and keeping people safe, identifying good practice then capturing and communicating ‘what works’ could be better”.</i>
<p><b>Update:</b></p> <p>This is very similar in nature to AFI #8 listed above in the Effectiveness 2016 section. As a result, please see that update regarding the development of an Organisational Learning Portal.</p>	

**7. A summary of the 2 ongoing Legitimacy AFIs is provided below:**

Vetting	<i>“The force should ensure it complies with all aspects of the current national guidelines for vetting”.</i>
<p><b>Update:</b> This relates to vetting staff in line with National Vetting Policy. The Chief Officer Team approved retrospective vetting for the Force and this commenced in June 2016 in Calderdale district. Calderdale and Kirklees have been completed and work started at Bradford on 1<sup>st</sup> June 2017. It is expected to be complete in early 2018.</p>	
Staff perception and feedback	<i>“The force should improve how it communicates the action it has taken in response to issues identified by the workforce”.</i>
<p><b>Update:</b> This is very broad in scope so Force Performance Improvement Unit are working with HR to collate all the evidence, e.g. Staff Survey, district ‘Have Your Say’ type campaigns, Chief's roadshows, POC forum etc.</p>	

**There are no ongoing AFIs from 2015 inspections. There are just 2 ongoing recommendations for West Yorkshire, dating from thematic inspections of all forces in 2014 / 2015, as follows:**

Crime prevention / disruption activity	<p><b><u>Recommendation (to all forces)</u></b> <i>“By 31 March 2015, all forces should ensure that crime prevention or disruption activity carried out is systematically recorded and subsequently evaluated to determine the effectiveness of tactics being employed”.</i></p>
<p><b>Update:</b> Force Performance Improvement Unit have provided a detailed Integrated Offender Management summary in relation to disruption activity which adequately covers this aspect. The force Crime Prevention Officer has been asked to provide a similar update for how crime prevention activity is systematically recorded and evaluated and this should ensure the recommendation can be approved and closed.</p>	
Mental health	<p><b><u>Recommendation (to all Forces)</u></b> <i>“All forces should work with the College of Policing to progress its work into how mental health cases and ambulance provision can be better managed. All forces should be in a position to respond to this work by 31 December 2015”.</i></p>

**Update:**

The force response to mental health is continually evolving, hence this action still being ongoing. A summary of previous / recent work includes:

- A regional agreement with Yorkshire Ambulance Service (YAS) to transport mental health patients.
- A mental health audit by Safeguarding Governance in April 2017 resulting in recommendations to districts.
- A mental health 'app' has been introduced in line with recommended national monitoring standards, which collects data on ambulance requests and responses.
- Mental Health nurses now operate in all District Control Rooms and the YAS equivalent.
- The PCC and other partners also attend the West Yorkshire wide Mental Health and Criminal Justice Forum.

**There is one final ongoing recommendation dating from a PEEL Interim Crime inspection of West Yorkshire Police in 2014, as per below:**

Vulnerable and repeat victims	<p><b><u>Recommendation</u></b>  <i>"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".</i></p>
<p><b>Update:</b>  A raft of changes have taken place in the CCC and in district DCR Hubs over the past 3 years which address this AFI. However the lead manager for the Customer Contact Centre asked for the action to be revisited after the force demand review is complete.</p>	