

**ITEM 5**



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| **Report to:** | Police and Crime Panel |
| **Date:** | 11 April 2025 |
| **Subject:** | HMICFRS PEEL Response Report |
| **Report of:** | Tracy Brabin, Mayor of West Yorkshire |
| **Author:** | Anna Scaife – Research and Performance Officer, Policing and Crime |

1. **Introduction**
   1. PEEL (Police Effectiveness, Efficiency and Legitimacy) is the regular assessment of police forces in England and Wales. His Majesty’s Inspectorate of Constabulary, Fire and Rescue Services (HMICFRS) use inspection findings, analysis and their professional judgment to assess how well forces are performing in several areas of policing. Most of these areas are then graded as outstanding, good, adequate, requires improvement or inadequate
   2. The report being discussed was part of the PEEL cycle between 2023 and 2025, and the report for West Yorkshire Police was the 18th to be published in this cycle.
   3. For each area inspected the gradings are as follows:

• Outstanding: The force has substantially exceeded the characteristics of good performances.

• Good: The force has demonstrated substantially the characteristics of good performance.

• Adequate: We have identified an appreciable number of areas where the force should make improvements.

• Requires improvement: We have identified a sufficiently substantial number of areas where the force needs to make improvements.

• Inadequate: We have causes of concern and have made recommendations to the force to address them.

* 1. These are the gradings that were published as part of the PEEL report for West Yorkshire:

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* 1. The HMICFRS gradings for each question set looks at a number of areas for improvement highlighted as part of the inspection, so it then follows that the lower the grade, the more areas of improvement are noted.
  2. If there is a cause for concern (i.e. a matter that needs to be dealt with immediately) then this will give an inadequate grading for that area. West Yorkshire Police did not receive any causes for concern gradings in this PEEL inspection, but there were 18 areas for improvement spread across all the questions.
  3. The following report looks at these 18 areas for improvement and details the work by West Yorkshire Police to address these. In addition, the Deputy Mayor’s office have outlined their responses to HMICFRS reports published within the past six months where PCC comment was required and an update is provided at the end of this paper.

1. **West Yorkshire Police still needs to improve how it records equality data** 
   1. The working lead for this Area for improvement (AFI ) is Chief Inspector (CI) Jen Smith governed via the Crime Data Integrity and Outcomes Board.
   2. The recording of equality data forms a wider piece of work currently being undertaken by the National Police Chiefs Council (NPCC). Draft proposals of when protected characteristics should be sought/recorded by police during contact with the public has been prepared nationally and consultation sought, with ratification of the final version still awaited. Niche (West Yorkshire Crime system) will need to be updated to reflect what is decided nationally, and Minerva (Parent company for Niche) will not make any changes until NPCC have confirmed this.
   3. The Force is able to record, ethnicity, age and gender, currently work is underway to understand the recording gaps and reasons for not capturing these protected characteristics.  In terms of ethnicity, the Force is currently at 75% compliance for recording of ethnicity for victim-based crime. The Force has recently introduced a Diversity, Equality and Inclusion performance dashboard which presents the data broken down by crime type which will assist in targeting where improvements are needed.
2. **West Yorkshire Police should improve its scrutiny of use of Force and make sure officers understand when it is appropriate to use Force and the need to always record and justify their use of the power.**
   1. Supt Ryder is the Working Lead for this AFI and has recently met with HMICFRS twice to gain their insight for it. In combination with Local Policing who lead on Stop & Search, Supt Ryder has designed a new, enhanced model of internal and external scrutiny which is hoped will go live in April. The new model will see an uplift in scrutiny of Force used on children, during Stop and Search encounters and some randomised situations. Use of PAVA incapacitant spray (both inside and outside of custody) and use of Taser will also be scrutinised, as will the use of compliant handcuffing, with reviews and feedback shared directly with officers and supervisors, and any themes identified will inform future training plans. In April, Supt Ryder plans to publicly publish on the Force website three years of Use of Force data in a transparent, informative way. A new governance Board chaired by Assistant Chief Constable (ACC) McCoubrey (Use of Police Powers) has also recently been implemented and met twice.
3. **The Force should improve the consistency and effectiveness of its scrutiny panels. Panel members would benefit from additional training to ensure appropriate challenge and scrutiny West Yorkshire Police has independently chaired scrutiny panels in each of its five districts.**
   1. Ch Insp Thornton of Local Policing is the Working Lead for this AFI and has recently met with HMICFRS to gain their insight for it. All five districts are now committed to a rigid 8-weekly structure to hold their local scrutiny panels. Liaison and training have taken place, including attendance at Public and Police Safety Training (PPST), ilearns (online learning), a planned CPD (Continual Personal Development) event, invitation to ride-along, opportunity to observe foundation training role plays, and Independent Scrutiny and Advisory Group members are invited to watch live firearms deployments.
   2. Panel Chairs have additional support, and attendance by an Inspector or Chief Inspector is mandated to ensure that as many encounters as possible are scrutinised per panel (previously discussions were getting unduly protracted and the panels scrutinising few cases). Terms of Reference for the panels have been refreshed, and Local Policing have been attending panels to quality assure the process. A robust feedback system is in place so that any feedback (positive or negative) can be returned to the involved officer(s) and their Sergeants. Local Policing also recently launched its first Youth Scrutiny Panel which is jointly held with the VRP (Violence Reduction Partnership). The first one was held last month in Bradford, with the next scheduled for early May. The inaugural one scrutinised stop and search, and where Force was used that was also reviewed; the feedback from this was found to be valuable.
4. **West Yorkshire Police should improve the quality and consistency of its problem-solving plans.**
   1. CI Loftus of Local Policing is the Working Lead for this AFI. He benchmarked best practice nationally and found that Lancashire’s Problem-Solving process is positively highlighted. As a result, we have replicated their process as far as possible, streamlining ours in the process.
   2. In January, the Force began new, protected training sessions for Neighbourhood personnel and Problem Solving featured on this, so all neighbourhood staff (PCSO, PC, Sgt and Insp) have now been trained in our revised process.
   3. A revised Problem Solving Occurrence [Process Document](https://westyorkshirepolice.sharepoint.com/:w:/r/sites/SPI-LOCPOL/_layouts/15/Doc.aspx?sourcedoc=%7BDDB993F0-C0D2-491D-9AE3-88344D951431%7D&file=PSO%20Process%20Document%20-%20Nov%2024%20v%202.docx&action=default&mobileredirect=true) has been published and the Power Bi App for Problem Solving is being amended to reflect the changes made. We are also one of 10 Forces on the pilot of the College of Policing’s Neighbourhood Policing Pathway in which officers receive an accreditation, and Problem Solving is a key element of this Pathway. Local Policing also operate a dedicated Teams channel so any member of staff at districts can easily ask questions about problem solving.
   4. All problem-solving plans have regular supervisor reviews. In April (three months after implementation of the changes described above) the Force will undertake a full audit and results will be shared at Local Accountability Meetings (LAM), with continued relentless audit every three months until quality and consistency is improved. Problem Solving is a standing agenda item on the Reassurance Board, with CI Loftus providing a performance overview.
5. **The Force needs to make sure that there is consistent and effective management of risk within its RE-THRIVE processes**
   1. Note: The Threat, harm, risk, investigation, vulnerability and engagement (THRIVE) model is used to assess the police response to a call for service. It allows a judgement to be made of the relative risk posed by the call and places the individual needs of the victim at the centre of that decision. RE-THRIVE is used if the risk changes or after a period of time.
   2. The Force has clearly defined parameters for when a RE-THRIVE should be completed. The guidance is due to be published in policy following a Chief Officer Team paper being presented in the near future.
   3. The parameters for RE-THRIVE have been communicated to existing dispatchers within the contact centre to ensure all staff members responsible for carrying out RE-THRIVEs are completing them. Anyone new to the role of dispatcher receives training on RE-THRIVE as part of their initial training. To ensure a consistent approach the Force undertakes live time audits by an experienced dispatcher. The live time audits have demonstrated a significant increase in compliance from 38.8% in early 2023 to 85.4% in January 2025, the live time audits allow for live time feedback to dispatchers.
   4. ACC McCoubrey governs this area. THRiVE and RE-THRIVE have previously been discussed at the Ops LAM, but there are plans to incorporate these topics going forward into a revitalised Contact Board (this Board was previously led by ACO Johnson but ACC McCoubrey will adopt this going forward).
6. **The Force needs to make sure that the risk assessment process and decision-making on allocation of crime investigations to remote resolution teams (RRT) is appropriate and in accordance with Force policy**
   1. Force policy previously allowed for our RRTs to deal with domestic abuse in limited circumstances, but it was found in some cases RRT was being inappropriately used. A significant amount of work was undertaken following this to update Force policy and embed good practice around video calling supported by ongoing training, audit and scrutiny. Over this period, a fully operational Remote Video Response (RVR) function was implemented which delivers against national standards of good practice. Operation Rapid was rolled out across the Force in February to improve its response to domestic abuse, and in line with this a decision was made to only use RVR (not RRT) to respond remotely to reports of domestic abuse - therefore delivering a rapid and comprehensive response from a specialist team which is a leading light in the RVR approach.
   2. The Operational Policing Improvement Team (OPIT) has reviewed the capacity freed up by removing domestic abuse incidents from RRT and are ensuring the available appointments are now being used for other Force incidents, and that callers/victims are satisfied with a RRT response.
   3. This area (RVR & RRT) is governed through Priority Based Budgeting processes and Op Rapid Gold meetings.
7. **West Yorkshire Police doesn’t consistently achieve appropriate outcomes for victims**
   1. The governance for this AFI sits under the Crime Data Integrity and Outcomes boards chaired by the Deputy Chief Constable. Each outcome has a senior leader owner and an action plan which will allow understanding the reasons for outcomes in order to identify improvements to ensure victims receive the justice they deserve.
   2. The Force has recently commenced Operation Review, this is an audit of volume crimes from when the call for services comes into the police to its’ conclusion. The question set considers the initial response, investigation, victim support and wishes and vulnerability. The auditor then provides feedback to investigators and supervisors to ensure continual improvement.
   3. The Force have established aspirations to increase the number of offences that are brought to Justice (OBTJ’S). The initial aspiration is to achieve the MSG average which means the Force are aspiring to record 3,234 positive outcomes (OBTJs) each month. Positive progress is now being made with the Force averaging 3,268 OBTJs per month in the last three months (Dec 2024-Feb 2025). An increase in the number of Charges is driving the recent upward trend in positive outcomes/OBTJs.
8. **West Yorkshire Police should make sure there is supervisory oversight of investigations, ensuring that all investigative opportunities are taken**
   1. The governance for this AFI sits under the Crime Data Integrity and Outcomes boards chaired by the Deputy Chief Constable. Each outcome has a senior leader owner and an action plan which will allow understanding the reasons for outcomes in order to identify improvements to ensure victims receive the justice they deserve.
   2. The Force has a better understanding of workloads across the Force with the introduction of a Power bi app which demonstrates this data at, individual, team and district level. On a four weekly basis Corporate Services identify the investigators with highest workloads to ensure targeted support for management by supervisors.
   3. Operation Reset ran between January – February 2025, the purpose of the operation was to improve the service to victims ensuring supervisor reviews completed at 28 days, provide a robust approach to crime finalisation and proportionate investigations and identifying any missed opportunities for positive outcomes and OBTJs. During this operation 2320 investigations were reviewed and 8.79% resulted in a positive outcome.
   4. Over the previous months there has been a significant focus in supervisory oversight of investigations which has seen improvements in compliance. In August compliance was around 26.1% and has seen increase to 56.7% as at January 2025.
   5. The Force has recently commenced Operation Review, this is an audit of volume crimes from when the call for services comes into the police to its’ conclusion. The question set considers the initial response, investigation, victim support and wishes and vulnerability. The auditor then provides feedback to investigators and supervisors to ensure continual improvement.
9. **West Yorkshire Police needs to make sure that the requirements of the Code of Practice for Victims of Crime are complied with**
   1. When the Force were previously inspected there were 6,900 cases where the victim hadn’t received an update for more than 42 days. The Force made the decision to move back to the previous regularity of contact at 28 days, significant improvements have been made and the figure reduced to 1699 victims of crime who haven’t received an update within 28 days.
   2. Current compliance around victim needs assessment for crimes that are 7 days old is at 97.3%, for the 2.7% outstanding a digital worker will then send a reminder to the supervisor and officer.
   3. The Force is committed to continue making improvements in this area with performance being scrutinised via the reassurance board, weekly reporting to relevant senior leaders, via crime accountability meetings and Operation Review audits VCOPs compliance.
10. **West Yorkshire Police needs to make sure that it has sufficient staffing, processes and governance for the Domestic Violence Disclosure Scheme and the Child Sex Offence Disclosure Scheme to ensure compliance with legislative process and required timescales.**
    1. In line with increased and forecasted DVDS (Claire’s Law) demand, all districts have provided additional staffing to the process. Most districts are generally now meeting the 28-day deadlines apart from Bradford but Ch Supt Padwell is in the process of identifying another member of staff to bolster Bradford’s DVDS resourcing. DCI Raw of Safeguarding Governance is soon visiting Chesire police to see how they resource this area and whether we can adopt any helpful practice. In January, the Force moved to a position where any DVDS applications are immediately recorded (‘pushed to Niche’) rather than potentially sitting on call logs. This adds robustness to the process and Safeguarding Governance are closely tracking compliance with the process via the excellent Power Bi App we have for DVDS.
    2. Regarding CSODS (Sarah’s Law), we do not yet have a Power Bi App in the same way as for DVDS, but this is under development. As a result, Safeguarding Governance are tracking applications manually and liaising with districts to ensure compliance with the process. Resourcing at districts appears adequate to meet CSODs deadlines but Safeguarding Governance are exploring whether the addition of a centralised DI and Researcher would benefit the process and alleviate work for districts. Like DVDS, we also now have ‘push to Niche’ for CSODS.
    3. Both DVDS and CSODs are regularly governed and scrutinised at meetings such as the Protecting Vulnerable People Board and the Operational Delivery Group which is preparing for the anticipated Child Protection thematic inspection by HMICFRS.
11. **West Yorkshire Police should apply consistent secondary risk assessment processes for domestic abuse across all districts, and provide a full information picture including cumulative risk when sharing information about vulnerable children with children’s social care**.
    1. Regarding secondary risk assessments for domestic abuse, Safeguarding Governance has undertaken audit work and issued Common Standards to all five districts (and partners). All Cis and DCIs have received direct briefings, which have been shared with partners. The Force is now satisfied that processes are consistent based on reality checks which are continuing by DI Jen Yates of Safeguarding Governance.
    2. Regarding sharing information about vulnerable children with children’s social care, this relates more to our Public Protection Notice processes. Last year we aimed for all five districts to adopt joint triage where police meet with social care each day to discuss any newly submitted PPNs and consider cumulative risk together. Leeds have not yet adopted this process and a couple of other districts are struggling to resource it. Safeguarding Governance are closely liaising with the districts and will establish a common way forward once it has been fully reviewed.
    3. The Force continues to undertake audit work of PPN submissions and this is showing improvements, with a reduction in the number of missed opportunities, reductions in overdue child PPN tasks and greater use of child finalisation templates. This data is continually raised with district to seek continual improvements.
12. **West Yorkshire Police should make sure its approach to managing bail is consistent**
    1. CI Sanderson of Criminal Justice is the Working Lead for this AFI. Potential changes are coming in the way the Force uses bail; it is currently being explored as to whether we can effectively stop using Released Under Investigation (RUI) and have an expectation that bail is utilised by officers. A recent reality check by the newly-formed Corporate Assurance Team found that bail management processes at district are still disparate and inconsistent. As a result, when making the aforementioned changes to RUI/Bail, Criminal Justice will take the opportunity to be much more prescriptive to districts regarding how bail must be managed. This may even require a small uplift of dedicated staffing to ensure bail is managed effectively.
13. **West Yorkshire Police should make sure that intelligence information for investigations by online child abuse investigation teams (OCAIT) is updated and reviewed before and after enforcement action**
    1. Safeguarding Governance benchmarked nationally (including with the Vulnerability Knowledge and Practice Programme) and found that there is not a better template out there than the one we currently have to review and update OCAIT investigations when there is a change in information or intelligence. As a result, we have focussed on raising district awareness of the template and tracking usage of it. The performance data is promising with usage rising recently, suggesting it is becoming embedded. Further auditing by Safeguarding Governance is planned throughout this year to continue to monitor compliance.
14. **West Yorkshire Police needs to make sure that effective systems are in place to monitor workloads and provide support to officers**
    1. The Force have created a Power bi app which provides current workload levels, at individual, team and district level. Corporate Services produce a report on a 4 weekly basis highlighting the individual officers exposed to high workloads distributing this report to District Commanders. The accountability sits with the quarterly reassurance board, which is chaired by ACC Miller. This monitoring has seen a reduction in workloads across districts by 12% in the previous four months.
    2. Officers with the highest workloads have received targeted support not only to reduce their workload but also wellbeing support. The wellbeing team now make direct contact with officers with 30 or more crimes on their workload to offer support. There is also a dedicated page on the internal intranet which offers a toolkit of support available specifically targeted at managing stress, workloads and demand. A wellbeing hub was successfully piloted in two districts offering support, this is due to be rolled out across the remaining districts in the near future.
15. **West Yorkshire Police should review the processes and procedures in place in relation to officers in high-risk roles who are identified as requiring additional support to make sure that appropriate action and support are in place** 
    1. The processes and procedures have been reviewed with some amendments made. It was noted at the last inspection that 3000 officers were identified as being in a high-risk role. West Yorkshire Police used the National Police Wellbeing Service (NPWS) Risk Assessment tool to identify roles at risk of secondary trauma and in doing so identified a large number of additional roles over and above those on the national list provided by the NPWS. A COT paper has been prepared which recommends adopting the National list. This will mean a reduction in the number of people identifying, and, if agreed, “safety nets” will be put in place for those no longer identifying as a high-risk role to ensure there is still sufficient wellbeing support in place.
    2. The Force has made the process of psychological screening more streamlined and easier to complete, whilst the screening hasn’t been made mandatory, response to the invite is being made mandatory to allow for a better understanding and for targeted action. Colleagues who were assessed in previous psychological assessments as showing signs and/or symptoms of reduced wellbeing and who were then signposted to the EAP and other support services have now received a follow up call (or letter if unable to make contact.) 82.4% of those contacted said they felt better and had support from family friends/line manager/EAP.
    3. Within the previous PEEL report, the Trauma tracker was identified as innovative practice, funding has been applied for to roll out Force wide, if successful this will be implemented in August 2025, this will give the Force a greater understanding of cumulative trauma.
16. **West Yorkshire Police needs to improve its systems and processes for personal development reviews and make sure that development review meetings are consistently applied across the Force**
    1. Improvements across the PDR system are being overseen by ACC Khan with portfolio responsibility for People and Standards, governance is via a weekly gold group. In order to make improvements consultation has been undertaken across the Force in workshops and focus groups with feedback being listened to and changes being made to make the system easier to use and streamlined.
    2. The PDR reset will begin on 1st April 2025 where the Force will moved to a fixed appraisal window ensuring all users are aligned with their PDR providing consistency for users and supervisors, additional PDRs will no longer be generated for temporary / short term moves, second line managers will be able to view PDRs but no longer mandated for them to sign off the PDR, system improvements have been made to allow easier access to guidance documents.
    3. Key messages around these changes have been led by a dedicated communications officer, short quick guide videos have been produced along with written guides.
17. **West Yorkshire Police should make sure it is effective at managing demand and can demonstrate it has the right resources, processes and plans in place to meet current demand**
    1. The Force is now including functional demand into the annual Force management statement.
    2. The Force has previously over-recruited into Contact, we are now (cautiously) returning to baseline FTE.
    3. Public Protection Unit demand is increasing year-on-year so an extra 17 officers went into districts to meet this demand. The Multi Agency Safeguarding Hubs saw an increase of five sergeants + 16 officers. Recruitment for the data warehouse team is ongoing which will prevent any blockages.
    4. There are pressures in District Investigation Teams (DIT) and Domestic Abuse Teams, to address this, two pieces of work were commissioned, one being Safeguarding shift pattern change PIR and the other a DIT review. The results of these reviews are to be presented at COT within the next week.
    5. We have taken domestic abuse out of RRT in order to provide a better service to victims of domestic abuse and our Crime Allocation policy will also be changing. The Force now has a better performance management tool to appropriately manage workloads and are seeing a downward trend in workloads across the Force. A passport for direct entry detective constables has been launched which provides a pathway to gaining the required skillset in becoming an accredited detective ensuring they have experience on patrol and all areas of crime investigation.
18. **West Yorkshire Police needs to consistently make the best use of its available data to improve performance and productivity**
    1. Since HMICFRS conducted their last inspection, we have mapped our Policing Strategy onto three performance dashboards that align to the key areas within the three pillars of Protecting Vulnerable People, Reducing Crime and Reassuring the Public. These are supported by ‘scorecards’ that compare the Force to national and MSG performance levels. The Force Accountability Meeting, Strategic Boards and Local Accountability Meetings are all conducted using the dashboards and scorecards ensuring that all areas are looking at the same data and that this data relates to better outcomes for the public.
    2. We have also mapped all tactical performance reports into the three areas and are in the process of conducting Force wide training so that all staff know what data they should utilise for their rank/role, where to access it, what it means and how to use it. This will be an ongoing concern with induction training being developed for new Senior Leadership Team members and specialist supervisors.
    3. This improved performance framework, alongside some tactical reporting around OBTJs and suspect management, has already seen some tangible improvements in performance such as improved arrest rates, reduced suspect levels and increased OBTJs and remands. In summary, we are confident that we are well on track to being able to evidence to HMICFRS that we are using data to best effect to actively drive performance throughout the Force.
    4. The next section looks at the responses from the Mayor/Deputy Mayor to HMICFRS reports.
    5. The Policing and Crime Act 2017 introduced a requirement on PCCs to respond publicly within 56 days of the publication of any relevant HMICFRS police inspection report. This is more commonly known as a ‘Section 55 response’ (‘s.55’) in line with Section 55 of the Police Act 1996.
    6. As well as this response, the Mayor/Deputy Mayor also respond to other HMICFRS reports as documented below.
19. **PCC responses to HMICFRS reports** 
    1. During the last six months, the Deputy Mayor’s office has responded to several HMICFRS reports outlining West Yorkshire’s response to assure the inspectorate of actions that are being taken by the Force. A summary of our responses are detailed below:
    2. Proposed Policing Inspection Programme and Framework 2025-29 Consultation response
    3. We responded to a series of questions posed by the inspectorate in relation to the new framework for 2025-2029. Our response focused on the areas we felt that were most important and urgent from a list of suggested topics which included the police response to knife related crime and the efficiency and effectiveness of current arrangements that provide local, regional and national policing services, including arrangements to meet the strategic policing requirement. In addition, the response highlighted two areas that we feel are not covered by the new proposed framework which were the criminal justice system and disproportionality.
    4. The policing response to antisocial behaviour: PEEL spotlight report
    5. This report focused on the police response to antisocial behaviour and highlighted examples of positive practice and joint working between the police and other organisations to address antisocial behaviour. Our response highlighted a number of innovations across the region including the use of the Antisocial Behaviour and Vulnerability Analytical tool, the bus safety feedback tool, the immediate justice approach and early intervention and engagement activity through the Mayor’s Safer Community Fund.
    6. Multiagency responses to serious youth violence: working together to support and protect children
    7. This report from HMICFRS looked at how local partnerships and services respond to children and their families when children are affected by serious youth violence. In West Yorkshire we shared the good multi-agency practice highlighted in the report and created a summary for partners in addition to circulating the JTAI findings from Leeds.
    8. An Inspection of the police response to public disorder in July and August 2024: Tranche 1
    9. This report from the inspectorate was a rapid review into the national public disorder experienced in summer 2024. We reflected on the capacity of our force to deal with such incidents and what can be done to ensure the wellbeing of our officers who are affected. Our response outlined that West Yorkshire Police’s public order capability was tested as the force was asked to provide significant resources to the national mutual aid requirements for the disorder seen across other parts of the country. We were assured that the appropriate structures are in place which ensure that in the event of future incidents, local risk assessments and contingency plans are in place, and the force has the capability to respond.