

**Inspection of Kirklees BCU  
West Yorkshire Police  
October 2005**



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## Introduction

1. Between 10 and 14 October 2005, Her Majesty's Inspectorate of Constabulary conducted the Inspection of Kirklees Basic Command Unit (BCU), West Yorkshire Police.
2. There are over 300 basic command units (BCUs) in England and Wales and no two are alike. They vary in size from a little over 100 officers to over 1,000; some serve densely populated, ethnically diverse inner cities, while others cover vast tracts of sparsely populated countryside. What they do share are some key aims and objectives, specifically to work with partner agencies on reducing crime in their areas, and to do so with integrity. Scrutiny of police performance is shifting from aggregate force outcomes to the performance of individual BCUs, with the recognition that policing is essentially a locally delivered service. However, BCUs are not islands – they operate within a framework of policy and support determined by headquarters based chief officer teams. The precise configuration of policing units and the balance of resources between HQ and BCUs varies across the 43 forces in England and Wales.
3. The focus on performance in reducing crime and disorder is likely to be relentless. Forces and police authorities, working with local authorities and other community safety partners, will need to raise their game year after year. Indeed, the statutory regime of Best Value demands 'continuous improvement'. The Government recognises the need for additional resources in the fight against crime, and the 2004-07 comprehensive spending review (CSR) settlement is acknowledged to be the most generous the police service has received for many years. More police officers, better communications and information technology and ever more sophisticated forensic techniques should all enhance police effectiveness. However, the potential for the service as a whole to deliver better results in crime reduction and detection cannot conceal an inescapable fact – that performance between BCUs operating in similar policing environments and with comparable resources varies to a degree that is at times remarkable.
4. Leadership by BCU commanders is probably the single most important determinant of BCU effectiveness. The responsibilities of command are significant, and some superintendents are not well supported in terms of the strength of their management teams and/or the quality and quantity of support from headquarters. Without exception, staff in pilot sites wanted their management teams to be more visible and accessible. One outcome from BCU inspections should be a better understanding of the practical manifestations of effective leadership.
5. In trying to make sense of the variations in operational performance, which exist – to differing degrees – in every force, a key ingredient is *focus*. The best performers focused efforts of their staff through timely, dynamic local briefings that are supported by a well managed intelligence system. They set targets and make sure that staff are aware of them; they communicate results and celebrate success. They define responsibilities and hold individuals to account for how they have used their time. In some BCUs this performance culture is absent, reflected in the fact that the personal development review (PDR) system of setting and monitoring individual

goals is in abeyance. A nationwide rolling programme of inspections that focus upon performance and leadership is thus likely to produce an upturn in results.

**Note**

**For consistency, the term Basic Command Unit (BCU) will be used throughout this report, albeit that within West Yorkshire Police local policing is delivered through a divisional command structure.**

## Overview

1. West Yorkshire Police is the fourth largest force in England and Wales which covers an area of 2,020 square kilometres and serves a population of 2.1 million people living in an estimated 876,000 households. Policing is delivered through 10 identified BCUs which cover five local authority areas of Bradford, Leeds, Calderdale, Kirklees and Wakefield.
2. The Force is varied, combining busy cities and towns with quiet villages and picturesque rural locations. The communities are equally varied and represent a diverse range of ethnic, cultural and economic backgrounds. It has a network of motorway and trunk roads which allow easy access to and from other population centres. The Force shares its boundaries with five police forces; Lancashire, Greater Manchester, North Yorkshire, South Yorkshire and Derbyshire.
3. The Constabulary is headed by the chief officer group, which comprises the Chief Constable, a deputy chief constable, four assistant chief constables (territorial operations, organisational support, partnerships and operations support) and assistant chief officer finance and business services.
4. The Constabulary's strength at the time of the Inspection was over 5,200 full-time equivalent police officers, 3,077 police staff, 374 special constables and 472 police community support officers (PCSOs).
5. The strategic aim of the Force set out within the Police Authority's Policing Plan, is identified to ***'Improve public confidence and satisfaction in local policing by reducing crime and disorder, bringing more offences to justice and making West Yorkshire a safer place'*** and is underpinned by four strategic priorities:
  - Working in partnership to create safer communities;
  - reduce crime and bring more offences to justice;
  - improve public confidence and satisfaction; and
  - making the best use of our assets.
6. The policing plan is further supported with the Chief Constable's operational framework 2005/06 which clearly identifies how the four strategic priorities will be delivered.

## Kirklees BCU

7. Kirklees is the largest BCU in West Yorkshire Police and was formed following the merger of the former Huddersfield and Dewsbury BCUs in April 2005 and is now coterminous with Kirklees Local Authority.
8. The BCU stands at the heart of the Trans-Pennine corridor that includes Batley, Dewsbury, Holmfirth, Huddersfield, Mirfield, the Spenn Valley and Spennborough areas, covering 658 square kilometres and serving a population of 388,567. Kirklees has boundaries with four BCUs within West Yorkshire Police area (Calderdale, Bradford South, City and Holbeck and Wakefield) and with the Greater

Manchester and Lancashire force areas to the west. To the south lies the Peak District National Park and borders with Derbyshire and South Yorkshire Police.

**9.** Kirklees has excellent communication links with the M62 to the north and the M1 a few miles outside the BCU boundary to the east. It also benefits from direct rail links to Manchester Airport and easy road access from Manchester, Leeds, York and Sheffield.

**10.** The BCU has a strength of 703 police officers (144 being probationary constables), 177 police staff, 51 PCSOs and 64 active special constables (21 being qualified for independent patrol). The devolved budget for 2005/06 is just over £27.5 million with a high degree of autonomy granted to the BCU command team regarding its use.

**11.** The BCU's policing plan for 2005/06 has been prepared following consultation with local strategic partnerships (LSPs), crime and disorder reduction partnerships (CDRPs) and police consultative groups. It supports West Yorkshire Police objectives and targets and maintains a close focus on the national policing plan. At a local level the key priorities are aimed at improving reductions for:

- Burglary
- Vehicle Crime
- Robbery
- Violent Crime and
- Drugs

**12.** In line with all West Yorkshire Police BCUs, Kirklees is committed to reducing overall crime by a minimum of 25%.

**13.** During the BCU Inspection week the team interviewed over 150 members of staff at all ranks and grades and a cross section of partner agencies. A number of reality checks and data gathering exercises were performed during this period, including discussions with staff at outlying police stations, the intelligence unit and custody suites. The process concluded with a debrief to the BCU Commander and his command team, followed by a similar meeting with the assistant chief constable with responsibility for territorial policing.

**14.** The inspection team would like to express its thanks to the BCU Commander and his staff for the courtesy, openness and assistance afforded them during the course of the Inspection. In particular, the constructive participation and the helpful and friendly nature of the BCU staff at all ranks and grades.

# Part One – Leadership

## The BCU Command Team

### BCU Commander – Chief Superintendent

**1.1** The BCU Commander has 20 years' service being appointed to his current role in April 2005. He has served in uniform and detective posts throughout the Force including detective chief inspector and superintendent (operations) at Millgarth BCU and BCU Commander of Dewsbury (undertaken immediately prior to its amalgamation with Huddersfield BCU). The post holder has also worked at various ranks within headquarters departments, including inspector within management support and superintendent within the Best Value Review team. His work whilst within the Best Value Review team included responsibility as implementation manager in overseeing the restructuring of Leeds district policing. The post holder has also undertaken a secondment as staff officer within Her Majesty's Inspectorate of Constabulary (HMIC). He is fully trained in policing firearms incidents, sporting events and serious public order.

### Operations Manager – Superintendent

**1.2** The post holder has 27 years' operational policing experience being appointed to his current role in November 2004. He has served primarily in uniformed posts throughout his service, working extensively within both Dewsbury and Huddersfield areas of the now newly formed Kirklees BCU. The post holder has undertaken a number of chief inspector roles including community safety, personnel and operations. On promotion in April 2003 to superintendent he was posted to Bradford North BCU before taking on his current role.

### Business Manager

**1.3** The business manager began her career in West Yorkshire Police in 1994, serving four years as a police constable. On becoming a member of police staff in 1998 she initially worked within the BCU intelligence unit at Holbeck before moving into the finance and administration arena. In 1999 the post holder gained promotion and moved to Killingbeck before being appointed to her current role in March 2005.

### Personnel Officer

**1.4** The post holder began her career with West Yorkshire Police in June 2005 on appointment to this role. She has previous experience working in human resources within the Royal Bank of Scotland plc where her role involved negotiations surrounding policy, terms and conditions and individual case work. The post holder is currently undertaking a CIPD post graduate qualification with the University of Huddersfield.

### Dewsbury Sector – Chief Inspector

**1.5** The post holder has 29 years' service with the majority of his service being within CID roles, working predominantly within the Leeds area of the Force. In 2000 he was posted to Dewsbury BCU since which he has performed various roles at chief inspector rank, including community safety, personnel and operations. In April 2005 he was appointed to his current role which includes responsibility for the neighbourhood policing teams.

### Support – Chief Inspector

**1.6** The post holder has 22 years' service and has worked for the last three years within Kirklees BCU area. He has held operational posts throughout his service including inspector patrol and operations in Leeds and Bradford areas during which he led on anti-social behaviour strategies securing the first ever ASBOs in the Bradford district. Since promotion to his current rank in September 2003 he has held a number of posts including personnel, operations and his current support function. The post holder presently has responsibility for training and development, custody, help desk and call handling disciplines, NCRS and is a bronze/silver commander for public order operations.

### Crime Manager – Detective Chief Inspector

**1.7** The post holder has 26 years' service and has extensive detective and uniformed experience at every rank within a variety of BCUs across West Yorkshire Police area. Roles have included detective sergeant within the drugs unit at Bradford BCU, detective sergeant child protection at Calderdale BCU and deputy and senior investigating officer (SIO) on Operation Wheel, the investigation into the Bradford riots. In October 2003 the post holder was promoted to Calderdale as chief inspector (operations) before being appointed as detective chief inspector for Huddersfield in July 2004 retaining his role upon the amalgamation of Dewsbury and Huddersfield BCUs in April 2005.

### Operations – Chief Inspector

**1.8** The post holder has 24 years' service and was promoted to his current rank in September 2003. He has operational experience at every rank and has fulfilled a number of headquarters postings including three years within management support undertaking Best Value Review projects. In September 2004 he was involved in a three month project to establish the Force homicide and major incident enquiry team (HMET). The post holder has also undertaken a two year secondment with HMIC conducting Best Value Review inspections and initial Baseline Assessment work. In November 2004 he was posted to Huddersfield BCU with responsibility for personnel before taking on his current role in April 2005.

### Performance and Standards – Chief Inspector

**1.9** The post holder has 16 years' service with operational experience within both uniform and CID roles and was promoted to his current rank in May 2003. His career has included two years spent within headquarters undertaking Best Value reviews, and a two year secondment to the Police Standards Unit (PSU) developing national good practice around repeat victimisation, domestic violence, hate crime and volume crime. In addition he has led process improvement projects in a number of forces. The post holder joined Dewsbury BCU in January 2005 and subsequently became part of the BCU command team at Kirklees in April 2005. He is a silver commander for firearms, public order, critical incidents and sporting events.

### Community Safety – Chief Inspector

**1.10** The post holder has 27 years' service with the majority of his service being in operational postings including CID and mounted departments. He has experience working within community policing teams, as a community liaison officer and within operations planning and licensing, all within the Leeds area of the Force. At a Force level he has headed the public order training unit over a period of four years during



which he worked on a number of national working parties looking at both tactics, training and equipment and was able to assist the Force in gaining national training accreditation status. In September 2003 he was posted to the role of operations chief inspector for Dewsbury BCU before being appointed to his current role in December 2004.

### Visibility of the BCU Command Team/Consultation

**1.11** Many of those interviewed during the Inspection stated that they rarely saw BCU command team members. There was recognition by many that the BCU Commander and operations manager regularly address staff during training days and that some members of the Command Team are operationally visible when performing PACE cover. In particular, CID staff and those based at Dewsbury stated that they saw very little of BCU Command Team members including those with direct responsibility for their areas of work.

**1.12** Many staff did not understand the rationale for the amalgamation of the two divisions. They were clearly committed to providing a quality service to the public and wanted to perform well but they were generally of the opinion that the merger presented too many practical barriers and was, in the main, viewed negatively. When the wider issues of coterminosity with the borough council and associated opportunities of partnership working were explained to them by the inspection team, without exception, they viewed the changes more constructively.

**1.13** Staff associations stated that they felt that they had not been well consulted nor kept informed during the merger, and that JNCC and health and safety meetings had been allowed to slip due to pressures of work on the command team members concerned. The BCU Commander states that an attempt had been made to establish specific consultation meetings during the changes, but that these had not been well attended.

**1.14** Given the size of the BCU and the fact that the amalgamation of the two divisions into one BCU is relatively very recent, it is understandable that visibility and consultation have been difficult for a command team that has had to work extremely hard to implement this change. The considerable external pressures have clearly been handled very well but the internal communications have been less effective. The BCU Commander has developed a draft communications strategy that has yet to be implemented. This is welcomed but must be finalised and implemented without further delay.

## Recommendation 1

**Her Majesty's Inspector of Constabulary recommends that the BCU command team expedites and implements its communications strategy. This should include delivery by all divisional management team members (inspectors and police staff equivalents and above) and include regular, programmed, purposeful visits by BCU command team members to all operational areas of the BCU. A well informed and consistent message should be presented to all staff with feedback mechanisms and a process for 'testing the message'.**

**1.15** Staff interviewed had confidence in the command team, understood the heavy workloads involved in running a large BCU, and expressed the view that all members were fair and that they would feel comfortable approaching them with a problem.

### Strategic Management

**1.16** The BCU Commander has primary responsibility for the strategic development of the BCU both internally and externally with partner agencies. He is an active participant in all relevant Force strategic development groups and represents the BCU at both the local strategic partnership group (Kirklees Partnership Board) and the CDRP (Kirklees Community Safety Partnership).

**1.17** The BCU's business plan is consistent with the Chief Constable's operational framework and both West Yorkshire's annual policing plan and policing strategy 2005-2008. Similarly, there is a synergy between the BCU policing plan and the Kirklees Safer Communities strategy 2005-2008.

**1.18** The BCU business plan 2005/06 demonstrates a strong commitment to community engagement based on the newly implemented neighbourhood policing structures and consultative arrangements at both the strategic and operational levels. The BCU Commander's vision is clearly stated:

*'Provide leadership that engenders teams and individuals to have a genuine sense of being not only responsible for, but owning their local 'patch' and its problems. Teams and individuals that take it personally when things happen on their 'patch' and act with integrity in their responses'*

**1.19** Consistent with the Force, key strategic priorities are set as:

- Working in partnership to create safer communities;
- reduce crime and bring more offences to justice;
- improve public confidence and satisfaction; and
- make the best use of assets.

**1.20** A series of complimentary action plans designed to deliver against these priorities are documented within the BCU business plan and each has an action manager ascribed (in the main, BCU command team members). In addition, possible efficiency savings and proposals to attract external funding in key areas are clearly identified.

**1.21 Her Majesty's Inspector of Constabulary commends the efforts of the BCU command team, in particular the BCU Commander, in developing a comprehensive business plan that clearly documents both operational priorities and the strategic direction of the BCU.**

## **Partnerships**

**1.22** The inspection team met with a range of partner agencies during the Inspection, including the chief executive of the Kirklees Borough Council (unitary authority), representatives from both the Kirklees Partnership Board and Kirklees Community Safety Partnership and several voluntary organisations.

**1.23** Minutes of LSP and CDRP meetings indicate that the partnership has a strong grasp of national developments particularly with regard to 'Safer and Stronger Communities', local area agreements and impending changes in financial governance. The draft Safer Communities strategy 2005-2008 establishes six priorities:

- Volume crime;
- violent crime and anti-social behaviour;
- vulnerable people;
- drugs and alcohol;
- fear of crime and community reassurance; and
- partnership development.

**1.24** Targets are set to reduce overall crime (as measured by the British Crime Survey) by 35% by 2008, domestic burglary by 10%, robbery by 5%, vehicle crime by 10%, and violent crime by 10% (18% when sexual offences are excluded). It is also intended to 'reduce the perceptions of the fear of crime', to increase the percentage of people feeling safe in their homes, to increase domestic violence refuge places and to reduce the harm caused by drugs. Each to be subject to targets once appropriate baselines have been established. There is also a series of complimentary partnership targets centred on quality of life and community engagement. A number of costed partnership delivery plans with annual milestones are being developed to underpin this work.

**1.25** In addition, there are a number of neighbourhood renewal initiatives overseen by the Kirklees Community Safety Partnership. DAT is clearly an active participant in the partnership. Adult and young peoples' drug treatment plans are established and the area was recently awarded intensive DIP (drugs intervention programme) status to tackle this problem within the borough.

**1.26** These strategies clearly address PSA1, PSA2 and PSA4 objectives as outlined below and are reflected in the 2005/06 BCU business plan (see Strategic Planning above).

PSA1 includes British Crime Survey comparators:

- Theft of/from motor vehicles;
- vehicle interference;
- domestic burglary;
- theft/unauthorised taking of pedal cycles;
- theft from person;
- criminal damage;
- common assault (including racially or religiously aggravated common assault);
- wounding; and
- robbery.

PSA2 deals with public reassurance, reducing the fear of crime and anti-social behaviour and building confidence in the criminal justice system.

PSA4 identifies the need for reduction in harm caused by illegal drugs and increases in the numbers of those drug using offenders entering treatment through the criminal justice system.

**1.27** There is strong police representation at both operational and strategic levels. The BCU Commander, the operations manager and the chief inspector (partnerships) were all favourably reported on by partners, with the BCU Commander being subject to considerable praise by the Kirklees chief executive for his commitment to the wider community safety agenda, including young peoples' initiatives.

**1.28** In addition to formal LSP and CDRP partnership meetings, the following is a list of forums that illustrates the considerable commitment being made by the BCU in relation to partnership working:

#### Command Team attendance

**Police Community Forum** – BCU Commander's presentation on performance;

**North Kirklees Ethnic Minority Police Forum and Huddersfield Ethnic Minority Police Liaison Committee** – The BCU Commander, community safety chief inspector and hate crime co-ordinators attend both meetings on a six weekly basis. These meetings are long established and are highly valued by those interviewed including representatives of the black and minority ethnic communities in Kirklees. Following the London bombings of 7 July, 2005, Dewsbury became the centre of an investigation. Subsequently, the BCU was highly praised for its community engagement and ethnic minority consultation arrangements which is testimony to the effective partnership working.

**Race and Hate Crime Scrutiny Panel and Homophobic Hate Crime Scrutiny Panel** – Two separate meetings chaired by the chief inspector

(community safety) to scrutinise and review a dip sample of relevant crime investigations.

**Seven Area Committee Meetings** – public meetings held bimonthly during which feedback is sought from the public. These are evolving into wider partnership consultation forums and help define the geographic neighbourhoods.

#### Neighbourhood Policing Teams attendance

**Neighbourhood Partnership Tasking Groups** – attended by NPT inspectors. These involve police/local authority/local service providers being held accountable by local communities for services provided.

**Ward Community Forums** - NPT officers service these meetings to address community concerns. They were originally convened for local councillors to consult with the public but have evolved into wider partnership meetings. They are established in many, but not all, wards.

**Civic and Town Council Meetings** – attended where there is a police related item by NPT inspectors.

**Community Contact Points** – there are 44 community contact points established across Kirklees. These vary in frequency according to the vagaries of the community served. Each NPT holds at least one per week in their respective areas.

**1.29** The amalgamation of the former Dewsbury and Huddersfield divisions to form Kirklees BCU caused significant concerns and some tensions within the partnership. Several of those interviewed during the Inspection had initially shared those concerns. However, the benefits of the new NPT structures, a recognition that a single BCU working in partnership sharing coterminous boundaries and the strength and commitment of the BCU command team, were cited as the main reasons why those partners viewed the amalgamation much more positively.

**1.30 Her Majesty’s Inspector of Constabulary commends the commitment and enthusiasm of the BCU command team and NPT staff in sustaining effective partnership working arrangements during a period of considerable upheaval and some opposition to the restructuring of the BCU. This has resulted in a strong platform for the BCU to fully participate with partner agencies in delivering against an effective community safety agenda.**

### **Operational and Demand Management**

**1.31** The BCU Commander is supported by a superintendent (operations), five uniformed chief inspectors, a detective chief inspector (crime manager) and two senior police staff (business manager and personnel manager).

**1.32** The five chief inspectors each hold BCU functional responsibilities and one (sector chief inspector, Dewsbury), also has a geographic role. They have the following responsibilities:

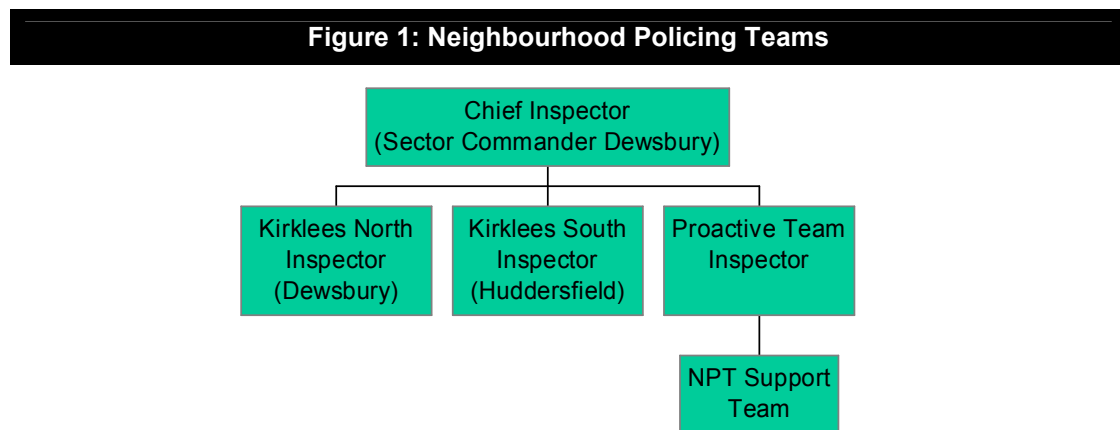
- Community safety and the hate crime unit;
- Dewsbury sector (including the NPT portfolio for the whole BCU);
- operations (dogs, roads policing, patrol/response, operations planning and duties management);
- performance management and standards; and
- support (custody, call handling training and development).

**1.33** Following the restructure of the BCU, the Force command team allowed the BCU to retain one more chief inspector post than was identified through the Best Value structural review. That post (performance management) is to be removed in due course and the management structure will then be equitable to that of other BCUs in West Yorkshire. The performance management chief inspector post was considered necessary to ensure that the BCU’s performance against key performance indicators did not slip during the disruption of the amalgamation, and this has clearly been successful (see Performance Section later).

**1.34** Whilst retention of the sector commander post at Dewsbury tends to perpetuate the geographic split between Dewsbury and Huddersfield, it remains appropriate at least until more extensive neighbouring policing structures are developed. Dewsbury is a significant town and the importance of retaining a senior member of the BCU command team at that station to ensure community cohesion and public support is recognised by the BCU Commander.

### Neighbourhood Policing Teams

**1.35** The Dewsbury sector commander holds the BCU portfolio for neighbourhood policing teams (NPTs). These teams are structured as below:



**1.36** In addition to the three inspectors, there are 12 sergeant, 54 constables and 51 PCSOs within the geographic teams as follows:

<b>Figure 2 : Breakdown of Geographic Teams</b>			
	<b>Sergeants</b>	<b>PCs</b>	<b>PCSOs</b>
<b>Kirklees North</b>			
Dewsbury	2	8	8
Batley/Birkenshaw/Birstall area	2	7	7
Spensorough	1	7	3
<b>Kirklees South</b>			
Huddersfield North	1	5	6
Huddersfield South	2	11	7
The Valleys	1	5	8
Agbrigg	1	5	4
<b>Proactive Teams</b>			
North	1	3	3
South	1	3	3

**1.37** The aims of the NPT are to:

- Create dedicated and locally accountable teams, with ownership for problems identified;
- provide intelligence-led policing to target problems that matter most to the public; and
- promote effective, focused action by police, partner agencies and the public.

**1.38** Key objectives are documented as:

- To investigate and deal with criminal damage - working closely with local communities and partners to reduce instances of criminal damage and to reduce criminal damage crimes by 10% and increase detection by 15% by 1 June 2006;
- to drive down the number of arrest warrants outstanding within the district to under 100;
- to tackle anti-social behaviour and provide public reassurance; and
- to provide long-term solutions to local problems.

**1.39** There was evidence presented during the Inspection that NPTs are having a very positive impact, not least in respect of ‘Environmental visual audit/ward walks’ during which NPT officers and local councillors walk around the wards to identify local problems and agree actions to address the issues raised. These are well publicised by the local press and feature on the West Yorkshire Police intranet site (to be accessible to the public shortly via the Force internet site).

**1.40** The NPT proactive teams are used to help address pressing community problems particularly when relevant NPT Officers are absent. They provide a degree of resilience to a structure that spreads NPT resources relatively thinly across the BCU. The Force recommends that between 10% and 14% of a BCU’s constable establishment is deployed on NPT duties; Kirklees is currently just below the minimum at 9%.

**1.41** Promising performance management frameworks are being developed for NPT staff.



**1.42** NPT arrangements are very much in their early stages of implementation in Kirklees and the BCU Commander acknowledges that they will require further development and expansion. To date, NPT development has been through the considerable efforts of the BCU Commander, the Dewsbury sector commander and NPT inspector (north) and it will be important that this is extended across the whole divisional management team to ensure continuing success.

**1.43** The inspection team felt that there were the following areas for improvement/development:

- NPT officers interviewed, although very enthusiastic and committed, were not clear on the rationale for their posts nor fully understood their roles and responsibilities. In addition, they were concerned that they were expected to maintain a rigid duty pattern rather than working to a pattern that best suited the demands of their areas. The BCU has carefully considered a duty pattern to help maintain NPT coverage across the BCU but this does not appear to have been clearly communicated to those interviewed;
- the training needs of NPT officers has not been established (see Training later regarding wider training prioritisation);
- two of the three established inspectors posts have not been effectively appointed leading to inconsistency in the application of NPT principles (this is currently being rectified by the BCU command team);
- the rationale for neighbourhood policing/community engagement was not fully understood by many of those interviewed and there appeared an inconsistency in the messages being given to staff (and indeed the support for NPT) by BCU command team and DMT members;
- Special Constabulary members were not being engaged by the NPTs, representing a lost opportunity (see Special Constabulary later);
- the north/south split in NPT resources is reinforcing the old divisional structures and, as many operational staff still relate closely to the old arrangements, this is not assisting the BCU to move forward as a single entity; and
- there appeared some confusion regarding the role of NPT support as many of the functions cited (e.g. crime prevention, schools liaison and youth offending team) clearly sit within the community safety arena, yet the chief inspector responsible for that department clearly indicated that relationship had not yet developed.

**1.44** If the BCU is to move closer to the principles of community engagement, as proposed nationally, there is a need to commit more inspector resource to the model and structure on a more dynamic geographic basis, most likely building on the seven community committee structure outlined in Partnerships above. The BCU Commander is fully aware of this but feels unable to progress further until he has the agreement of the Force following findings from the Pathfinder BCU (Wakefield).



## Patrol

**1.45** The chief inspector (operations) is responsible for patrol (response) teams across the BCU, i.e. both Huddersfield and Dewsbury areas. There are five patrol teams at each site, each headed by an inspector. Supervisory minimum staffing levels are set at two inspectors across the division at all times, and both a patrol sergeant and custody sergeant at Huddersfield and Dewsbury.

**1.46** Patrol staff do not routinely see themselves serving one BCU, rather, they are either working at Huddersfield or Dewsbury and resent 'losing' staff to their opposite area whatever the operational necessity. They saw this as a disadvantage of the amalgamation as opposed to an opportunity to better resource operational incidents. The inspection team attended several briefings and there appeared to be substantial patrol capacity at both sites. Patrol staff are rarely 'tasked' through the 'Taskit' system as NPT staff services the majority of such work. Patrol staff are therefore used almost exclusively to respond to calls for service from the general public and their strong performance in respect of 'incident attendance' suggests that patrol are relatively well resourced.

**1.47** Theoretically patrol teams are ascribed one or more of the 23 ward areas to ensure local knowledge and foster good relationships with the community, but there was little evidence during the Inspection that this was actually routinely followed. There was little or no interaction between patrol staff and NPT officers. Similarly, CID staff did not routinely integrate with either patrol staff or NPTs and there were no joint briefings.

## CID

**1.48** At the time of the Inspection CID responsibilities for proactive and reactive investigation were about to be split between Dewsbury (reactive) and Huddersfield (proactive). The rationale for this change is as follows:

- The divisional intelligence unit and NIM processes are undertaken at Huddersfield - aligning proactive intelligence-led policing activity closely to those processes will improve dissemination, enhance tasking/monitoring of actions and improve integration across all proactive disciplines.
- the distribution of CID resource between the two main sites, each having responsibility for the entire BCU, assists to integrate as one BCU rather than the old divisional structure; and
- resources have to be spread across the estate as accommodation for all those staff with BCU-wide responsibility at any one station is impractical.

**1.49** Those members of CID interviewed had some concerns about the new arrangements and again felt that there had been no consultation by the BCU command team. In particular, they considered that this would result in a separation between trainee detectives and their tutors and gave examples of where this was beginning to occur. **HMIC considers that the BCU command team should monitor this situation to ensure that the new arrangements do not undermine this important element of detective learning and development.**

**1.50** Most detective officers do not attend the BCU training day (see Training later) as they feel that the training being delivered best suits inexperienced, operational staff rather than specialist officers. In addition, Thursday is an impractical day in relation to CID abstractions for operational reasons. As a consequence, most CID officers have not had the benefit of the BCU Commander's/operations manager's inputs on BCU progress and are less informed than the majority of staff.

**1.51** Those members of CID interviewed did not consider their workloads excessive and felt that the investigations they were progressing were appropriate to their roles. The introduction of a Force-wide homicide and major incident enquiry team (HMET) has considerably reduced the problems previously experienced of significant CID abstractions to such investigations and was, in the main, welcomed by those interviewed.

**1.52** A recurring theme during the Inspection was the lack of available vehicles following a decision to minimise the use of hire cars which had been compounded by the loss of a number of CID vehicles to HMET. Several CID officers interviewed considered that the BCU's new CID arrangements would exacerbate an already difficult position, as all staff now hold BCU-wide, rather than a more limited geographic, responsibility and consequently require additional transport.

**1.53 Her Majesty's Inspector of Constabulary is pleased that the BCU command team has commenced a review of vehicle fleet as he feels that this is essential to the effective operation of the BCU. HMIC urges the BCU command team to ensure the most effective arrangements are established to meet both the financial and operational imperatives and not purely as an exercise to cut costs (see Financial Management later). The results of this review should be fully considered during future organisational changes.**

### Roads Policing

**1.54** The roads policing unit, based at Heckmondwike and Holmfirth, has BCU-wide responsibility and has an establishment of one sergeant, 15 patrol constables, a partnerships constable and an intelligence officer at each site. The remit of these teams follows the Force model as:

- Casualty reduction;
- vehicle safety;
- dangerous driving;
- anti-social use of motor vehicles; and
- denying criminals use of the road.

**1.55** The inspection team was impressed by the commitment and inter-agency working of these teams, especially their desire to deny criminals use of the road. Working closely with other policing disciplines across the BCU and tasked through the NIM process, officers are allocated 'personal patrol binders' and allocated both target profiles and target nominals at the commencement of their tours of duty. They enjoy the use of up-to-date technology including automatic number plate recognition (ANPR), satellite navigation, Video Vascar and tracker systems.

**1.56 Her Majesty's Inspector of Constabulary commends the work being undertaken by the roads policing unit, especially that related to denying criminals the use of the road, which he considers represents good practice.**

### Call Management

**1.57** Public calls for service are answered at HQ switchboard and are either transferred to one of two Force despatch centres for the deployment of a patrol, or to the divisional call handling unit if of a non-urgent nature and suitable for an appointment to be made rather than a deployment.

**1.58** Each uniformed patrol team nominates an IBIS manager (sergeant or constable) to assist with the effective deployment of patrol staff to 'immediate', 'urgent' and 'routine' incidents. At any one time there will be two IBIS managers engaged at Kirklees BCU, one at Dewsbury and one at Huddersfield.

**1.59** Call handling units are located at both Huddersfield and Dewsbury with the remit of managing the list of waiting non-urgent incidents over 48 hours old, ringing callers back to make appointments and finalising such incidents on IBIS.

**1.60** The main helpdesks are located at the two principal sites (10 police officers at each on core shifts, and a further two to cover busy periods). There are further 'part-time' helpdesks operating at Kirkburton, Holmfirth and Slaithwaite. Helpdesks provide front counter services to the public including crime recording, property management, recording details from document production and updating the IBIS system, as appropriate.

**1.61** The helpdesk manager has made a successful bid for five additional staff, but this extra resource will not be available until April 2006 and there is a growing feeling that the unit cannot cope with demand. The number of operational officers requesting PNC checks by this unit is exacerbating the situation and identifies a clear operational training need, and possibly the need for more computer terminals for operational staff.

**1.62** There is an opportunity to significantly improve Kirklees call handling arrangements. The retention of four separate units (helpdesks and call handling units at both Dewsbury and Huddersfield) with similar remits, and the additional IBIS managers within the patrol teams, is inefficient and is resulting in multiple handling of incidents/calls for service. As each of the four call handling/helpdesk teams is so small it is not possible to use vacant posts for other than full-time appointments and there is little resilience or economy of scale available. For example, 10 staff to cover the core shifts within each helpdesk leaves only two on duty for the majority of time.

**1.63** Rationalisation of these structures to provide one call management unit (either physically located at one site or as a virtual unit through technology), and better integration with helpdesk facilities would enable a more viable service to be delivered and may remove the need for the two IBIS managers.

## Recommendation 2

**Her Majesty's Inspector of Constabulary recommends that the BCU command team reviews its call management arrangements with a view to a more efficient and effective structure, better use of demand profiling of calls for service and to explore the opportunities that part-time and fixed hours working offer.**

### Custody

**1.64** There are two custody suites in Kirklees, one based at Huddersfield police station and the other at Dewsbury. Huddersfield has 16 cells and Dewsbury has 17; both suites being staffed 24 hours a day, 365 days a year.

**1.65** Chief inspector (support) has overall responsibility for the custody suites with the identification suite inspector having day-to-day responsibility for all custody issues. The five custody teams at each site align with patrol officers and are managed by their respective patrol inspectors. Each custody team consists of one custody sergeant, two civilian detention officers and either one constable (Huddersfield) or a third detention officer (Dewsbury). There were several detention officer vacancies at the time of the Inspection.

**1.66 Her Majesty's Inspector of Constabulary is encouraged by the commitment and flexibility of the detention officers in both custody suites and is pleased that the command team intends to fill all outstanding vacancies shortly.**

**1.67** At Huddersfield the number of prisoners is increasing at an annual rate of 12.0% and by 15.8% at Dewsbury. Kirklees as a whole has, on average, 14% of the total prisoners detained by West Yorkshire Police. In the past 12 months a total of 17,236 detained persons have been processed in Kirklees custody suites and **Her Majesty's Inspector of Constabulary was pleased to note that a dip sample of custody records revealed no areas of concern in relation to reviews, property or disposal.**

**1.68** The number of prisoners processed within Huddersfield custody suite may rise significantly with the recent introduction of the CPS pilot scheme, 'Making Charging Work'. This scheme, which, if a success, will be extended to Dewsbury, aims to gather as much evidence as possible prior to charge in order to reduce the number of cracked and discontinued trials. The number of prisoners bailed in accordance with Section 47(3) Bail Act 1976 could increase significantly. The net increase in the throughput of prisoners will add to the workload of custody staff.

**1.69** In addition, the extension of drug testing (taking between 15 and 20 minutes per prisoner) will add to these pressures and there is a danger that officers may be drawn from operational front line duties to assist at busy times.

**1.70** The turnover of custody sergeants at Huddersfield custody suite is of concern; over a period of 18 months there had been six different custody sergeants in post. The inspection team also noted the long hours worked by some sergeants in the custody suites, and the lack of refreshment relief breaks caused by a dearth of trained or available staff to cover the role.

**1.71 Her Majesty’s Inspector of Constabulary was pleased to note that a corporate review of custody provision has just commenced. However, he urges that the BCU command team, working closely with the Force project, to now review custody provision at Kirklees and to consider the following improvements:**

- **How the two suites can be best resourced to provide sufficient resilience (negating the need to draw resources from patrol) for it to be resourced by those selected for the role and for those staff to be subject to effective mentoring and development;**
- **a review of staffing levels to meet expected increasing demands (especially custody sergeants) with a view to improving the throughput of prisoners at peak times; and**
- **the provision of the additional computer terminals and improvements to desk space and design to enable more than one prisoner to be booked in or out at any one time.**

**1.72** The Kirklees custody suites are subject to a corporate contract with Primecare for the provision of professional medical services. This service provides a single point of contact for both nurses and doctors who examine detainees and provide professional advice to custody officers. The corporate contract requires that medical services are provided based on an initial risk assessment:

Category A	-	Immediate transfer to hospital
Category B	-	Attendance of Primecare staff within 60 minutes
Category C	-	Attendance of Primecare staff within 90 minutes

**1.73** Her Majesty’s Inspector of Constabulary discovered several examples of significant delays in the provision of medical services, which is of concern.

**1.74 Her Majesty’s Inspector, whilst pleased to note that the issue is being progressed with some urgency at a corporate level, urges the Force to expedite the resolution of this problem.**

**1.75** The Force uses the VIPER system for suspect identification. This is an electronic database to provide a reasonable match of people against the physical appearance of a suspect for identification and negates the need to hold time-consuming identification parades. Kirklees has established a very effective process that maintains the integrity of the process yet allows for a quick turnaround in identification where needed and thereby brings offenders to justice as soon as practicable. VIPER is managed by the inspector responsible for the two custody suites; he takes ownership of all identifications and this removes a significant and time-consuming burden from patrol inspectors across Kirklees BCU.

**1.76 Her Majesty’s Inspector of Constabulary commends the work undertaken by the BCU in relation to VIPER and considers the removal of the burden for identifications from patrol inspectors to represent good practice.**

### Overall Operations Management

**1.77** A number of those interviewed were confused about the structure of the BCU and the portfolios of BCU command team members, citing that ownership of both custody and call handling changed almost overnight with little or no consultation. They felt that the BCU structure was starting to evolve in an ad hoc manner, rather than as a consequence of a well considered, structural plan with milestones necessary to progress development in a cohesive way. Her Majesty’s Inspector of Constabulary acknowledges that the amalgamation of the two divisions into a single BCU is very recent and that the BCU Commander sensibly allowed the new arrangements to settle down for six months before making fundamental change. However, HMIC now considers that the BCU command team should determine its preferred long-term structure to take the BCU forward progressively. Key to this is an assessment of capacity versus demand particularly in relation to patrol staff, to determine whether there are sensible economies of scale that can be realised through the merger of the BCU’s patrol function (especially first and second line supervisors) to resource a more advanced NPT structure.

#### **Recommendation 3**

**Her Majesty’s Inspector of Constabulary recommends that the BCU command team identifies its long-term plan for NPT, patrol, investigation and proactivity. This should include a thorough assessment of capacity, particularly patrol, and involve consultation with staff at all levels and appropriate partner agencies. Once determined and agreed with HQ, milestones should be identified to ensure both a consistency in application and communication to staff.**

### Organisational Culture

**1.78** The inspection team recognised a strong sense of duty, a desire to do well and a performance driven culture consistently across all ranks and grades of the BCU. However, the merger of the two divisions appears to have resulted in misunderstandings between the BCU command team and operational staff and there was a strong feeling expressed that there was a communication gap. The BCU command team considered the reluctance of some staff to embrace the new structure as predominantly due to a resistance to change. During the Inspection it was clear that the major barrier to operational staff embracing the change was a genuine concern held by many that practical problems were preventing them doing the best job possible. Many operational staff feel that the BCU command team do not value their work and gave examples of exacting tours of duty where excellent work had been undertaken, yet they had not been congratulated but rather had been criticised for missing incident response targets. Similarly, police staff expressed the view that their



work did not appear to be valued by the command team. The command team acknowledges that its staff has maintained a strong performance during the change process and gave numerous examples of good work being recognised.

**1.79** The inspection team is aware that there is a robust formal process for recognising and commending good work but this often takes some considerable time before an award is presented (for legitimate reasons). **Her Majesty's Inspector of Constabulary urges the BCU command team to consider whether there are other, more dynamic ways of recognising good work, that fall below the standard necessary to receive a BCU Commander's or Chief Constable's commendation and to better publicise such achievement.**

**1.80** The BCU Commander has determined that decisions on policy will be finalised only after full discussion at the divisional management team meetings (inspectors and police staff equivalents). This is a very positive step by involving middle managers in such decision-making and giving them ownership of those issues. If this is followed by their promulgation of such information to all staff, it will significantly help to close the communication gap outlined above.

**1.81** The BCU has a strong commitment to providing a quality service to the general public and a desire to 'do things professionally'. The BCU receives considerable praise from the Force crime registrar following an excellent national crime recording standard (NCRS) audit.

**1.82** In addition, the BCU has pressed HQ to be allowed to be the next BCU to undertake structured quality of service ring-backs to the general public (QADS), following successful pilots in two other BCUs, and has volunteered to pilot the 'Making Charging Work' initiative at Huddersfield (see Custody above). 'Making Charging Work' will undoubtedly improve the standard of evidence collated pre-charge, and will ensure an uplift in the quality of initial investigation. In the short-term, it is likely to increase pressure on custody facilities and may have a detrimental impact on performance in relation to sanctioned detections. To its credit the BCU command team is prepared to risk a short-term deterioration in performance (although it is looking positively at ways of mitigating the impact) in order to improve the standards of investigation and cases brought to justice in the longer-term.

**1.83** **Her Majesty's Inspector of Constabulary commends the approach taken by the BCU command team on quality initiatives, particularly as there is a statistical risk to performance in the short-term.**

#### Working relationships

**1.84** There is clearly a single employee culture within Kirklees BCU, police officers and police staff being supportive and working constructively together. Staff associations were generally supportive of the BCU command team but felt that consultation could be improved. **Her Majesty's Inspector of Constabulary urges the BCU command team to ensure regular JNCC meetings are held and that the agenda of those meetings reflects the need to consult on important developments affecting their members.**

**1.85** The current operational model (see Operational and Demand Management above) does not lend itself to full integration between the various policing disciplines and there is a tendency for staff to concentrate on their own area of responsibility rather than considering crosscutting improvements. This is as true with chief inspector portfolio holders as it is with front line operational staff. At the operational level, the tasking and co-ordinating meetings are beginning to bring greater integration and this should advance further as NPT structures develop more cohesive teams.

**1.86** Chief inspector portfolio holders have been under considerable pressure due to the amalgamation of the two divisions and it is not unreasonable that, to-date, they have focused on their individual responsibilities. However, in order to take the BCU forward progressively, it is important that a cohesive approach is taken at this level and **Her Majesty’s Inspector of Constabulary suggests that there are regular chief inspector meetings (perhaps chaired by the operations manager) specifically to identify areas of mutual support and development.**

### Complaints/Public Satisfaction

**1.87** The table below illustrates the numbers of complaints received and finalised in respect of police officers in Kirklees BCU for 2002/03 and 2003/04.

	Complaints	Complaints per 1,000 officers	Complaints Finalised	% of police officer complaints finalised	Complaints Substantiated	% of complaints substantiated
2002/03	88	149.5	107	109.2%	3	2.8%
2003/04	130	185	112	86.2%	1	0.9%
<b>% Change</b>	<b>32.7%</b>	<b>23.7%</b>	<b>4.7%</b>	<b>-23 p.p.</b>	<b>-66.6%</b>	<b>-1.9 p.p.</b>

**1.88** In 2003/04 Kirklees had less complaints per officer than the most similar BCU average (15 BCUs), i.e. 185 complaints per 1,000 officers compared to the MSBCU average of over 200.

**1.89** More recent Force data for the six month period April to September 2005 indicates that police officers in Kirklees BCU received a total of 88 complaints (approximately 19% increase on the same period the previous year).

**1.90** Whilst this is a lower increase than experienced by the Force as a whole (approximately 24%), if the number of complaints received remains at the same level for the second half of the financial year the BCU will have received over 250 complaints per 1,000 officers during 2004/05.

**1.91 Her Majesty’s Inspector of Constabulary urges the BCU command team to investigate the increase in complaints received to establish whether there are common themes that may indicate that training, development or procedural/policy improvements are required.**

**1.92** West Yorkshire Police monitors customer satisfaction levels monthly for each of its BCUs and provides detailed management information. Target satisfaction levels are set for victims of burglary dwelling, violent crime, vehicle crime, racist incidents,



road traffic collisions and domestic violence. Each victim is asked to record their satisfaction level in relation to six categories, i.e:

- Overall satisfaction;
- ease of contacting someone for assistance;
- time for police to arrive;
- actions taken by police;
- being kept informed of progress; and
- treatment by police officers and staff.

**1.93** With the exception of ‘overall satisfaction’ for those involved in racial incidents, Kirklees met its targets or was close to them in every category during August 2005. Closer examination of satisfaction levels of those involved in racial incidents shows an overall satisfaction level of almost 66% (6 percentage points below target) with 85% satisfaction in respect of treatment received from police officers and police staff. Overall satisfaction levels for burglary dwelling victims and domestic violence victims were commendable at 93% and 90% respectively.

**1.94** The Force acknowledges that it needs to improve regarding the keeping of victims informed of progress and this is reflected in the responses appertaining to Kirklees.

## **Resource Management**

### **Administration/Financial Management**

**1.95** The business manager has been in post since March 2005 but has considerable experience of West Yorkshire Police. She is a member of the BCU command team and is well considered for the quality and standard of her work at both the BCU and HQ levels.

**1.96** The BCU normally has highly devolved financial management including both police officer and police staff salary budgets. However, police officer salaries are currently ring-fenced and managed by HQ during a period of high recruitment, considerable change and disruption. It is intended to return police salary budgets to BCUs at the beginning of the next financial year when the situation should be more stable and predictable for them to manage.

**1.97** The 2005/06 BCU business plan has within it a 3% efficiency plan outlining cashable savings of approximately £21k (vehicle fleet review) and non-cashable savings of over £85k.

**1.98** The BCU is held accountable for financial management and planning through both the operational performance review meetings with the assistant chief constable (territorial policing) and through quarterly meetings with the assistant chief officer (finance and business services).

**1.99** As separate BCUs, Huddersfield and Dewsbury had net underspends during 2004/05 totalling £152k that has carried forward to the 2005/06 financial year. Since amalgamation the BCU has been overspending in several key areas particularly police overtime (£161k overspend to date) and vehicle fleet (£48k). This is caused partly because there is need to re-profile the budgets from the three separate sources

(Huddersfield, Dewsbury and the combined Kirklees budget), and partly because there is need to improve efficiencies and processes to better manage some elements of those budgets. This has been recognised by the BCU command team and improvements had been identified and action commenced to address these before the Inspection took place. In particular, the following initiatives should assist and improve financial management:

- The management and processes of the duty management unit are being revised to better use existing resource across the whole BCU, driving out economies of scale, better management of planned absences and to reduce the previous automatic fall back on police overtime to cover shortages;
- full review of vehicle fleet to ensure best use of police owned and hired vehicles (this is essential to effective operations as outlined under Operations above);
- involvement of all BCU command team members in financial planning and management decisions (including financial objectives being agreed within each of their personal development reviews);
- intended devolvement of police overtime to inspectors (once the corporate IT system has been developed to provide necessary information), ensuring ownership and accountability is clearly identified to those authorising the use of this valuable resource. To date this has not been established, leaving inspectors unaware of the impact of their decisions.

**1.100 Her Majesty's Inspector of Constabulary congratulates the business manager for the hard work and commitment during an exacting period of change. He is pleased to be informed that the newly established facilities officer has recently been appointed and that the health and safety officer is to be appointed shortly. This will undoubtedly help to relieve what are currently very heavy workloads of both the business manager and the personnel officer.**

### Health and Safety

**1.101** The business manager, assisted by the personnel officer, has undertaken a comprehensive health and safety inspection across the whole BCU (22 sites). An action plan has been developed, immediate issues addressed, and this will be further progressed once the vacant health and safety officer post is filled (imminent).

**1.102** At the time of the Inspection few workplace assessments had been undertaken for those working at computer terminals. This was being addressed by the business manager with the help of the personnel officer, the Force health and safety officer and HQ training (during the training of staff on this equipment).

**1.103** According to the minutes of the Kirklees health and safety meeting dated 14 September 2005: *“Due to the merger of the two divisions a meeting has not taken place for some time and it was agreed that superintendent (operations) will write to representatives from Unison, help desk, DIU, cleaners. Property stores and also the health and safety officer and facilities officer when these two posts are filled and invite them to future meetings. The meeting will be diaried to be held every six weeks.”*

**1.104** During the Inspection, staff associations raised concerns that these meetings should be held regularly and that they should fully participate in them.

**1.105 Her Majesty's Inspector of Constabulary considers health and safety meetings essential to the provision of a professional, safe and effective working environment. He is therefore pleased that the BCU command team intends to hold them on a more regular basis, inviting all relevant staff associations and representatives of those with particular areas of concern.**

### Absence Management Police Officers

**1.106** The sickness rate for police officers in Kirklees BCU during 2004/05 was just under 73.5 hours per officer and, despite a 13% increase on the previous year, was below the Force average of just over 76.5 hours and well below the most similar BCU group average of 91 hours. Kirklees is ranked 2<sup>nd</sup> out of 15 in the MSBCU group.

**1.107** Trend analysis, comparing police officer sickness levels every quarter, demonstrates that Kirklees had a particularly high rate of sickness in the first quarter of 2004/05 which accounted for the 13% overall rise, but that the trend has been downward since that time.

### Police Staff

**1.108** Sickness absence per police staff employee was lower than that of police officers during 2004/05 at just under 50 hours and reduced by over 16% compared to the previous year. It was below the Force average (just under 72 hours per staff member) and almost 40 hours less than the MSBCU average (89.86 hours per employee). The BCU ranked 2<sup>nd</sup> out of the 15 MSBCUs and was the 3<sup>rd</sup> best in the Force.

**1.109** Kirklees BCU has started to operate a structured 'Managing Attendance' policy that includes:

- Early and regular contact by line managers;
- welfare support consideration;
- regular progress reports by line managers to the personnel officer;
- where appropriate, referral to occupational health (monthly nurse clinics to be introduced in the near future to allow for more timely intervention);
- where appropriate, use of efficiency regulations;
- consideration by the BCU command team (weekly) of long-term sickness cases; and
- use of recuperative duties to provide operational support, as appropriate.

**1.110** Currently, the business manager and the personnel officer shoulder most of the responsibility for ensuring compliance with the policy but, with an establishment of approximately 940 staff, this represents a huge task especially as both post holders already hold considerable workloads.

**1.111 Her Majesty's Inspector of Constabulary congratulates the business manager and the personnel officer on their hard work and commitment in managing attendance. Given the disruption, uncertainty and upheaval during the amalgamation of the two divisions, particularly for police staff members, it is extremely creditable that the sickness rate is so low. Her Majesty's Inspector urges the BCU command team to review the monitoring of the attendance policy to better spread the workload and appropriately ascribe ownership and responsibility to identified team leaders. During such monitoring, line managers should satisfy themselves that genuine sickness is appropriately supported with welfare provision and that staff do not interpret the absence management policy in such a way that they feel obliged to attend for work when unfit to do so.**

### **Training and Development**

**1.112** The Force training plan for 2005/06 and has been determined having consideration of the policing plan, the Chief Constable's operational framework, and the Force human resource plan and people strategy. The plan has embraced the results of detailed consultation within the business planning cycle of all BCUs and departments and has taken cognisance of Force projects and a wide range of national drivers for change. BCUs are further able to influence the ongoing training agenda through input and representation at a number of training forums including;

- The Force training user group (FTUG) which meets on a six weekly basis, is attended by a chief inspector representative from each of the five districts; and
- The divisional training meeting which is held monthly and attended by divisional training officers (DTOs).

**1.113** The dedicated BCU training and development team is line managed through the chief inspector (support) and includes two sergeants responsible for the BCU professional development units (PDUs), two DTOs and an administrative support assistant. They are primarily responsible for co-ordinating delivery of corporate training priorities (identified through FTUG), identifying local training requirements, designing training to meet those requirements and delivering suitable training.

**1.114** All BCU training staff interviewed during the Inspection demonstrated high levels of enthusiasm, knowledge and commitment to training and expressed a desire to develop the best PDU in the Force for Kirklees BCU. Concern was expressed regarding increasing workloads, particularly as a result of the new BCU structure, anticipated growth, work associated with PDUs and increases in corporate training packages cascaded for completion by DTOs. Further funding was being sought by the command team to support a much needed third DTO post to enhance the training provision and capacity.

**1.115** In line with corporate processes, the BCU aligns training provision for uniformed staff with the duty roster. This allows each staff member to attend a full days training every ten weeks. The BCU has secured the use of a local external facility for training days accommodating between 45 and 75 at each session. Whilst it is encouraging that high numbers of staff are able to attend such events, due to the limited availability of training staff and high number of attendees, DTOs are presently restricted to a mainly didactic approach to training delivery.

**1.116** Although this training provision is accommodated within the duty rosters of response and NPT teams, there is more limited opportunity for CID staff across the BCU to either attend the set training days or to incorporate a separate training program within their own roster. CID staff interviewed cited heavy workloads, the relevance of the set training and the need to provide duty cover as reasons for non-attendance and participation in the current training sessions. Non-attendance and the lack of opportunity for training of CID officers is of concern to the inspection team, particularly in anticipation of changes in legislation including the Serious and Organised Crime and Police Act which will have significant relevance.

**1.117** Subject matter(s) for training days are agreed through FTUG and divisional training meetings. This is to allow local training priorities to form part of the day's agenda, together with those subjects considered of corporate importance. However, Kirklees BCU does not have any formal processes to identify, discuss or prioritise local training needs. As a result, local training priorities are generally decided solely by the DTOs, who are also often called upon to prepare inputs at short notice. This limits the opportunity for a dynamic training agenda or one that is complimentary to BCU business priorities.

**1.118** West Yorkshire Police is making an investment in a number of devolved training and development units across the Force area, known as professional development units (PDUs). There will be two PDUs in Kirklees, one at Holmfirth police station and the other at Dewsbury police station. Both PDUs are scheduled to 'go live' with student officers starting in November 2005. Further plans to expand the role of the PDU will allow all staff on the BCU to benefit shortly from the additional learning opportunities.

#### **Recommendation 4**

**Her Majesty's Inspector of Constabulary recommends that the BCU command team undertakes a review of training provision across the BCU to ensure local training needs are able to be dynamically identified, prioritised and delivered to all relevant personnel within the BCU, in particular CID staff. Such a review should include consideration of DTO roles and responsibilities to ensure the BCU has the capacity to continue to deliver high quality training for all personnel with consideration of the expanding PDU remit.**

#### **Personal Development Review (PDR)**

**1.119** West Yorkshire Police introduced a computer based PDR process in 2004 compliant with the integrated competency framework (ICF) applicable to both police officers and police staff. Since its introduction the force has been experiencing difficulties with the technology associated with the PDR database resulting in intermittent availability of the PDR programme and database for Kirklees BCU.

**1.120** Fifty PDRs for staff working within Kirklees BCU were requested for examination during the Inspection, although only 31 were subsequently made available for this audit. This reflects the current position in relation to PDR completion across the BCU with only 28% of staff having an up to date and completed PDR. PDR completion rates have recently received attention from the BCU command team and are subject to scrutiny through the quarterly performance reviews, although both are limited to consideration of the numbers completed rather than the quality of the information contained.

**1.121** A number of elements make up the PDR, summarised as follows:

- **Section 1:** Review of performance against previous years objectives;
- **Section 2a:** Key outputs – performance review against role profile;
- **Section 2b:** Additional duties;
- **Section 2c:** Performance review (ICF);
- **Section 3:** New objectives;
- **Section 4:** Career aspirations;
- **Section 5:** Attendance;
- **Section 6:** Development plan; and
- **Section 7:** General comments.

**1.122** The majority of PDRs examined in the audit were completed in a minimalist way, few had supporting or quality evidence documented against the grades awarded particularly in relation to the review of previous objectives and reviews against role profiles and competencies. Conversely five PDRs in the audit had clearly been completed in collaboration between the appraisee and their supervisor and contained objective evidence and references reflecting a wide range of achievements by the appraisee. In the main new objectives had been set, although few followed SMARTER principles nor attracted evidence in relation to attendance or an identified development plan.

**1.123** Without exception, all staff interviewed during focus groups did not value the current PDR process or see the benefits of it, with a high number of first line supervisors citing limited availability of training in PDR as an additional area for concern.

#### **Recommendation 5**

**Her Majesty’s Inspector of Constabulary recommends that the BCU command team takes steps to ensure that full compliance with the PDR process is achieved, and should include both quantitative and qualitative elements within the various performance measurement processes. In particular the marketing of the process and training for staff should be considered to ensure that all staff feel the benefit and value of the PDR process.**



## Estates

**1.124** The estate in Kirklees is spread across a large geographic area making full integration of the BCU difficult. For example, CID has had to be split on two sites between proactive and reactive investigation, the roads policing unit is located at two satellite stations, one to the north and one to the south of the BCU, and there is need for two custody suites. In all there are 22 police buildings to maintain.

**1.125** The business manager is currently undertaking a 'space audit' to maximise use of the estate and to ensure staff have adequate accommodation and appropriate working environments. In addition, a refurbishment plan is being developed to ensure available finance is used to best effect. The inspection team felt that those stations visited were reasonably maintained and fit for purpose – the impending provision of improved locker facilities at Dewsbury will be particularly welcomed by staff working from that facility.

**1.126** IT provision appears to be a major concern operationally as staff consider there to be insufficient computer terminals available for the intranet, IBIS and PNC checks. This is having a 'knock on' effect to the already busy helpdesks as staff request support which they would not require if they had ready access to computer terminals. The BCU is developing an IT strategy in conjunction with HQ to make the best use of available technology and this is much needed. **Her Majesty's Inspector of Constabulary supports the BCU's efforts in developing an IT strategy. In the short-term, subject to compliance with the information security police, consideration should be given to making appropriate office based computer terminals available for operational use when not needed for their primary identified task.**

## Special Constabulary

**1.127** At the time of the Inspection there were 64 active members of the Special Constabulary working within the BCU. Nine special constables were seen during the Inspection and their commitment and enthusiasm was impressive, most working consistently over 30 hours per month and several working above 50 hours per month. In Huddersfield alone, during January 2005, the Special Constabulary contributed over 675 hours of duty, made 10 arrests, stop searched 22 suspects and submitted 13 intelligence forms to the DIU.

**1.128** The Special Constabulary appears to be working to the old divisional structures, divided between north and south and commanded by a special section officer at each site. There was clearly little or no communication or liaison between the two groups. For example, considerable and valuable work has been undertaken in developing a comprehensive training programme by those in the south but this has not been shared with those in the north – training is delivered separately to each. In addition, there are no joint liaison meetings arranged.

**1.129** Although there is a BCU command team expectation that special constables work closely with NPT staff, the application of this is spasmodic and mainly consists of special constables being allocated a number of warrants to execute during their tours of duty. They are rarely involved with community engagement work and often default to response policing - working with officers on patrol teams who they know. Those special constables working the south area expressed the opinion that they were

highly valued by patrol staff, whilst those working from the north felt undervalued and under utilised by their police colleagues.

**1.130** The two special section officers are invited to the BCU's divisional management team meetings but are unable to attend due to work commitments. They have a good working relationship with both the chief inspector and the inspector responsible for the Special Constabulary and feel satisfied that their views are represented. Nevertheless it would be appropriate for a special constable to represent the interests of these valuable volunteers at that group and consideration should be given to either varying the timing of that meeting to allow them to attend, or to ensuring an appropriate special constable representative is identified.

**1.131 Her Majesty's Inspector of Constabulary urges the BCU command team to review the Special Constabulary arrangements in Kirklees BCU. It should ensure that they are utilised to best effect, are better aligned to NPTs and fully integrated as a single unit rather than two separate entities, as appears to be the case at present.**

**1.132** There were no concerns raised about the standard of equipment or facilities available to the Special Constabulary although there is some disquiet about the timeliness and availability of self-defence and baton/cuffs training.

#### Police Community Support Officers

**1.133** There are 51 police community support officers (PCSOs) working within Kirklees BCU. They are aligned to the neighbourhood policing teams, working very closely with them on community engagement and problem solving initiatives.

**1.134** PCSOs have particular emphasis on:

- High visibility patrol;
- intelligence gathering ;
- public reassurance;
- identifying and addressing local problems through the use of a problem orientated approach;
- building community contacts/relations through regular contact with community focal points such as community centres and maintaining contact points; and
- follow up visits to victims of criminal damage.

**1.135** No issues were raised of concern by those PCSOs interviewed and all felt valued and fully involved in NPT work.

#### Volunteers

**1.136** There are 35 volunteers supporting the BCU across a range of duties including:

- Neighbourhood Watch;
- administration;
- data input;
- property management;



- victim care;
- hate crime/racial incident support;
- licensing;
- youth diversion work;
- crime reduction;
- management support;
- front desk support;
- work with schools; and
- domestic violence.

**1.137** Each volunteer has a line manager identified and a clear list of tasks and responsibilities appropriate to the role.

**1.138** Her Majesty's Inspector of Constabulary commends the work of volunteers in Kirklees BCU and compliments the BCU command team for establishing clear lines of accountability and for making such good use of this valuable support.

## Part Two: Performance

### Performance Management and Accountability

#### Performance Management Structures

**2.1** The BCU is held to account for performance by HQ through a series of meetings as follows:

- Corporate Review

The deputy chief constable holds quarterly corporate review meetings to establish the overall performance of the Force, identify exceptions and discuss pertinent issues affecting performance.

- ACC's Performance Review Cycle

The assistant chief constable (operations) holds a monthly operational performance review meeting with each BCU command team, involving consideration of a detailed management information pack. The performance in relation to priority crime types (recorded and detected) is examined in detail plus financial and HR management issues affecting the BCU. This meeting lasts approximately half a day and focuses on the individual BCU concerned.

The following month, district performance review meetings are held involving groups of BCUs. This helps compare performance, share ideas and promulgate best practice.

The next month, themed district meetings are held to examine actions in relation to an identified area of importance/concern. Each BCU presents what they are doing to address that theme to the group and again this helps to identify and share best practice.

Reality checks are conducted periodically to establish progress.

**2.2** At the BCU level, performance is evaluated at command team meetings every Tuesday and at the divisional management team meetings held on the last Thursday of every month.

**2.3** Team performance review meetings (TPR) chaired by the chief inspector (performance), are held with first and second line managers of identified teams. These are held on a five weekly basis (to align to the duty pattern worked by the majority of operational staff). Team performance management data is discussed and actions agreed as appropriate. These meetings were considered very valuable by those operational staff interviewed as they felt that they were helping to focus activity and provided support and guidance in doing so.

**2.4** A daily tasking meeting is held each morning, chaired by one of the chief inspectors, involving the duty patrol inspectors, CID and intelligence unit staff (see Briefing later) to identify dynamic performance issues and agree remedial action as appropriate.

**2.5 Her Majesty's Inspector of Constabulary considers the BCU performance regime has been effective in maintaining operational performance during a period of considerable change and uncertainty. The BCU Commander and the chief inspector (performance) take considerable credit for this. Her Majesty's Inspector was less certain however that other members of the BCU command team were held as accountable for their performance and urges the BCU Commander to introduce a formal accountability procedure for that team in relation to progressing performance and business plan actions. The operations manager would be an appropriate lead for such a process.**

## **Intelligence-Led Policing**

### **National Intelligence Model**

**2.6** The BCU control strategy is reviewed during quarterly strategic update meetings attended by BCU command team members, DIU representatives and relevant partner agencies. Analysis of current performance in key areas is undertaken to inform the process.

**2.7** The current crime control strategy includes:

- Robbery;
- burglary;
- vehicle crime;
- class A drugs; and
- violent crime.

**2.8** The BCU holds fortnightly tactical tasking and co-ordinating group (TT&CG) meetings which are chaired by the detective chief inspector and have wide ranging and appropriate representation from staff across the BCU. Recently, at the request of the BCU, the meeting was reviewed by the Force intelligence unit and consequently has been subject to some improvement.

**2.9** Attendees at the meeting view a PowerPoint presentation of the tactical intelligence assessment (TIA) and a review of previous actions is undertaken. 'Owners' of those actions outline work undertaken against previously agreed tasking (recorded on the Taskit computer system), provide an update on the problem and recommend whether the issue should be 'continued' or 'finalised'. This process is rigorous - holding the owner of each 'Taskit' to account and offering opportunity for all attendees to debate and inform decisions on continuance or finalisation of the issue under consideration.

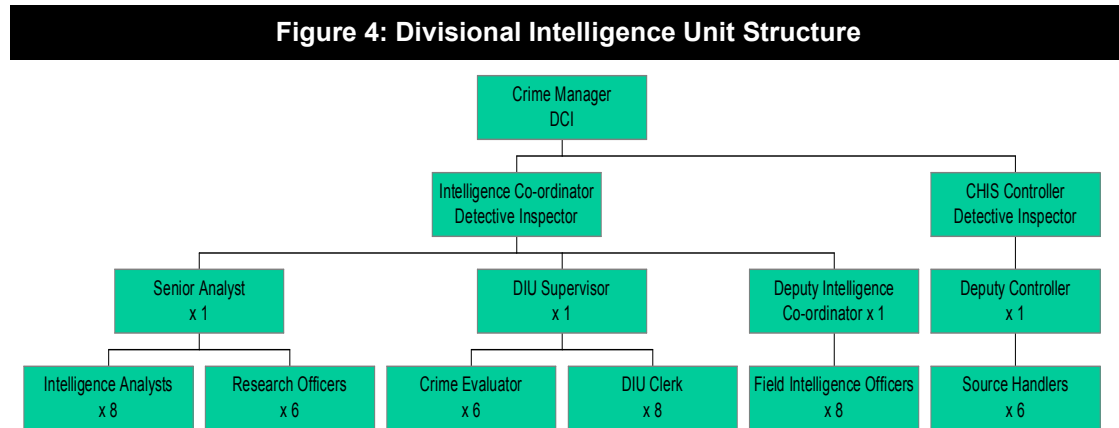
**2.10** Following a brief summary of performance against priority crime areas by the chair of the meeting, the focus then turns to identified problem/target profiles. The senior analyst presents this section of the meeting and this was very professionally delivered during the meeting witnessed by the inspection team. It included a comprehensive overview of the crime issues, strong intelligence-led information linking potential target nominals and clear recommendations for action. Volume crime and neighbourhood policing issues were equally scrutinised during this process.

**2.11** Overall the TT&CG was of a good standard and had clear focus with strong representation from wide-ranging members of BCU.

## Intelligence Handling

2.12 The crime manager (DCI) has overall responsibility for the DIU and two detective inspectors oversee the day to day management of it.

2.13 A diagram illustrating the DIU structure and establishment can be seen below:



2.14 On creation of Kirklees BCU, the Huddersfield and Dewsbury DIUs merged to create a single department located at Huddersfield police station. At the time of the merger the DIU lost several members of staff to other posts creating a significant number of vacancies within the new DIU. The BCU has had to undertake an extensive recruitment programme for DIU posts over the last six months and this has clearly had an effect on their capacity and ability to support intelligence-led policing.

2.15 At the time of the Inspection the BCU had recently achieved the required staffing levels in the DIU (the Force has determined that 4% of the divisional devolved budget should be used for this purpose). However, there are a significant number of newly appointed DIU staff requiring ongoing and specialist training before they are able to operate to role capacity. **Her Majesty's Inspector of Constabulary urges the BCU command team to continue to monitor and review the staffing levels of the DIU to ensure appropriate support is provided in relation to ongoing staff development, resultant abstraction rates and DIU capacity.**

## Research and Analysis

2.16 The BCU has made significant investment in the number of intelligence analysts and research officers within the DIU and have complimented this with a high standard of training. This has resulted in highly motivated staff. Analytical products are commissioned through the TT&CG which results in clear focus and appropriate use of analysts' time. The inspection team reviewed numerous recent analytical NIM products produced (target and problem profiles, target and briefing packages) all of which were of a high standard.

## Evaluating and Inputting

2.17 Intelligence submission from staff is predominantly via hard copy, although it can be completed electronically directly into the DIU 'mailbox'. Once submitted, each item is screened and weeded by the intelligence research officers, with *priority intelligence* submissions sent directly to the clerks for further cross-referencing,

actioning and dissemination. *Priority intelligence* has been determined to include information regarding:

- Priority crimes;
- prolific and priority offenders;
- persistent young offenders; and
- target nominals.

**2.18** Whilst *priority intelligence* submissions are being dealt with swiftly, at the time of the Inspection the DIU had a large backlog of all other intelligence submissions both pre and post merger waiting for weeding and input. Staff within the DIU are undoubtedly working hard to address this issue however, this is unlikely to be resolved in the short-term. The amount of community intelligence from NPT staff, although welcomed, is compounding this situation as is the current quantitative measurement of intelligence submissions for staff within the team performance review processes. **Her Majesty's Inspector of Constabulary urges the BCU command team to address the current conflicts within the intelligence evaluation process to ensure qualitative and timely input and output of all intelligence.**

### Handling and Development

**2.19** At the time of the Inspection the BCU had active covert human intelligence sources (CHISs) covering all aspects of the control strategy. The co-ordination and flow of intelligence from the dedicated source unit (DSU) appeared effective with good links into corporate and local objectives and staff attending key BCU intelligence meetings.

**2.20** Comprehensive reviews of DSU activity and coverage are undertaken by the controller and crime manager on a monthly basis, which assists in maintaining appropriate focus and accountability for the DSU.

**2.21** In conclusion, the BCU has made considerable progress in developing a clear remit and focus for the DIU which is undoubtedly assisting the BCU in maintaining a dynamic intelligence-led approach to policing. The commitment and motivation displayed by all staff within the DIU was impressive, particularly the intelligence unit supervisor. Through continued support and leadership by the BCU command team it is anticipated that the DIU will fully develop and enhance all aspects of its intelligence processes to effectively support the BCU in delivering operational priorities.

### Briefing Systems

**2.22** The DIU has recently reviewed the briefing format to ensure compliance with the national briefing model guidelines and provide a standard format for both the 'north' and 'south' briefing sites.

**2.23** The inspection team observed two response briefings (north and south) with differing results.

#### North - Dewsbury Police Station

**2.24** Whilst the station benefits from a dedicated and sterile briefing room, the use of technology for delivering the briefing was limited to a computer with no enhanced

overhead screen to allow staff to follow the briefing delivered by a supervisor. This made effective briefing difficult, particularly as a number of photographs, maps and images contained within the briefing could only be observed by the supervisor. Staff are routinely encouraged to view the images once briefings have finished which results in duplication of briefing, undermines the work of the DIU staff in formulating an appropriate briefing and detracts from the most effective use of patrol officers' time. There was limited interaction and discussion on briefing items and clear tasking was not apparent.

### South – Huddersfield Police Station

**2.25** The station also benefits from a dedicated and sterile briefing room but has an overhead projector to allow appropriate viewing of all briefing items. This facilitated a productive two-way sharing of information and identification of appropriate action, although tasking was limited due to the patrol role being tightly focused on response. NPT and proactive staff deal with the majority of TASKIT actions allowing patrol staff to concentrate on their core role.

**2.26** It was disappointing that there were no staff from NPT, PCSOs, roads policing or CID attending these briefings. Whilst there are practical reasons why this is the case, it represents a lost opportunity to share information, work more closely as a team and better inform those attending the subsequent daily tasking meetings on tactical opportunities.

**2.27** Daily tasking meetings, chaired by a chief inspector and attended by DIU staff, CID and the 'on duty' response inspectors add to the debriefing, accountability and tasking processes on the BCU. This meeting provides a comprehensive review and examination of BCU performance over the previous 24 hours and allows for appropriate intervention and recognition by SMT where appropriate.

**2.28 Her Majesty's Inspector of Constabulary urges the BCU command team to satisfy itself that the comprehensive and appropriate briefings produced by the DIU are cascaded and are operating consistently and effectively across all teams within the BCU.**

### BCU Performance

**2.29** Within this section the term most similar basic command unit (MSBCU) will be used to make comparisons of performance. Kirklees BCU is grouped with 14 other most similar BCUs as follows:

Figure 5: MSBCU	
Force	BCU
Cleveland	Stockton
Derbyshire	Derby (D Division)
Durham	North Durham
Essex	Harlow
Greater Manchester Police	Bolton
Gwent	Newport

Figure 5: MSBCU (continued)	
Kent	Medway
Lancashire	Lancashire Central
Northamptonshire	Northampton
South Wales	Rhondda Cynon Taff
Thames Valley	Milton Keynes
West Yorkshire	Wakefield
Wiltshire	Swindon
South Wales	Swansea

## Crime Data Analysis

**2.30** The table below compares Kirklees BCU's performance for the five month period April to August 2005 to the same period during 2004 and identifies its performance in relation to the MSBCU group.

Figure 6: Performance				
Performance Indicator	Performance April-Aug 2005	% Change	MSBCU group mean	MSBCU group rank
Recorded crime per 1,000 population	44.9	-2.44%	45.86	8
Recorded crime detection rate	26.18%	+2.95 p.p.	28.24%	12
Recorded crime sanctioned detection rate	24.05%	+3.75 p.p.	22.44%	6
Domestic burglary per 1,000 households	5.54	-18.27%	5.69	9
Domestic burglary detection rate	16.41%	- 8.61 p.p.	17.12%	10
Domestic Burglary sanctioned detection rate	15.42%	-9.24 p.p.	16.14%	11
Robberies per 1,000 population	0.29	-7.26%	0.46	4
Robbery crime detection rate	30.43%	-13.92 p.p.	23.14%	6
Robbery sanctioned detection rate	28.70%	-14.05 p.p.	21.26%	5
Vehicle crimes per 1,000 population	5.6	-19.26%	5.85	8
Vehicle crime detection rate	26%	+14.84 p.p.	14.88%	2
Vehicle crime sanctioned detection rate	24.04%	+13.29 p.p.	14.00%	2
Violent crimes per 1,000 population	10.15	+9.06%	10.13	8
Violent crime detection rate (includes violence against the person, robbery and sexual offences)	43.23%	+0.01 p.p.	50.37%	13
Violent crime sanctioned detection rate	39.56%	+3.33 p.p.	40.58%	8

## Crime Reduction

**2.31** Performance targets for 2005/06 are illustrated in the table below.

<b>BCS Comparator Crimes</b>	Reduce by 25% (2003/04 baseline);
<b>Robbery</b>	To reduce, to have no more than 266 offences;
<b>Domestic Burglary</b>	To reduce, to have no more than 2,057 offences;
<b>Vehicle Crime</b>	To reduce to have no more than 1,811 offences of theft of motor vehicle; To reduce to have no more than 3,804 offences of theft from motor vehicle; and
<b>Violent Crime</b>	To reduce to have no more than 7,437 offences.

**2.32** With the exception of violent crime (increased by 9%) all crime categories have reduced compared to last year for the five month period April to August. Overall crime per 1,000 population has reduced by almost 2.5% and is below the MSBCU average, placing Kirklees 8<sup>th</sup> in that group. Most notably:

- Domestic burglary per 1,000 households has reduced by over 18% to 5.54 (just below the MSBCU average of 5.69);
- vehicle crime per 1,000 population has reduced by over 19% (again below the MSBCU average); and
- robberies per 1,000 population have reduced by 7% (placing the BCU 4<sup>th</sup> in the group).

**2.33** Whilst violent crime has increased, Kirklees, at 10.15 offences per 1,000 population, is only slightly above the MSBCU average (10.13) but is placed 8<sup>th</sup> out of the 15 BCUs in the group.

**2.34** Trend analysis demonstrates a steady decrease in all crime categories, again with the exception of violent crime which, in line with the Force, has demonstrated a steady increase since January 2005.

**2.35** Further analysis of those offences making up the 'violent crime' category indicates that 'sexual offences' and 'robberies' have reduced but 'other offences' and 'violence against the person' have increased. Numerically, 'violence against the person' accounted for over 350 more offences over the five month period under consideration compared to the previous year.

**2.36** The BCU command team has made a conscious decision to tackle violent crime offences associated with the town centre night-time economy through a number of tactics including proactive intervention. The impact may increase the number of less serious assaults as arrests are made early before a situation escalates, but is intended to reduce more serious offences likely to be committed by the offenders later in the evening. This initiative is still in the early stages and the impact has yet to be fully realised and Force data indicates an increase in woundings for the first half of



the year. For the period 1 April 2005 to 2 October 2005 (27 weeks) there was an increase of 7 offences compared to the same period the previous year from 74 to 81.

**2.37** The BCU command team has established a volume crime unit at Huddersfield to service the south of the BCU initially but with the intention of expansion to the whole BCU later. In recognition of the increases and high demands being placed on the BCU in respect of violent crime that unit is currently focusing on this category of crime at first. The unit consists of:

- The prisoner reception unit, which now deals principally with violent crime;
- crime evaluators;
- case builders; and
- the evidential review officer (who quality assures evidential content before the file goes to CPS).

**2.38** To ensure that the initial attendance and investigation is to a high standard, the volume crime unit has developed a professionalising investigation pack that has to be completed by officers at the scene and is used throughout the progression of a case. This gives direction and guidance at each stage of the process and will compliment the 'Making Charging Work' initiative (discussed further under Investigation and Custody sections). Currently the volume crime unit is struggling with demand as there is a large backlog of violent crime cases to be dealt with including a number of outstanding warrants that are being actively pursued by NPT officers.

**2.39 Her Majesty's Inspector of Constabulary considers the development of the volume crime unit a positive step in uplifting the quality and progression of an investigation, but considers the large backlog of violent crime cases to have the potential to undermine the unit before the positive benefits can be realised. He suggests that the BCU command team should consider increasing the capacity of this unit in the short-term until that backlog has been significantly reduced.**

**2.40** There has been a small rise in domestic violence incidents reported between 2003/04 to 2004/05 (4.35%), but the number of repeat domestic violence incidents reported within 12 months increased by over 27%. The BCU follows the Force policy of taking positive action at all domestic violence incidents; compliance is vigorously monitored and enforced by supervisors. Those officers interviewed during the Inspection process were very clear about their responsibilities under that policy and were regularly held accountable for their actions. The BCU command team expressed the view that the increase in repeat incidents is, at least in part, a consequence of victims having confidence that perpetrators will be effectively dealt with from the outset and therefore more readily approach the police for assistance.

**2.41** The emphasis of the domestic violence co-ordinators is changing in Kirklees BCU from mainly undertaking a victim support role to becoming primarily domestic violence investigators. To ensure that victims of domestic violence receive appropriate support, domestic violence co-ordinators link closely with partner agencies and take necessary action to assess what is required and then initiate that professional support.

**2.42** The Force's (vulnerable and intimidated victims' information database) VIVID is used to identify repeat victims, carry out risk assessments and develop appropriate response plans.

**2.43** Domestic violence co-ordinators are responsible for the following:

- Conducting a daily audit of all VIVID cases to ensure compliance with the national crime recording standards, Force policy relating to both domestic violence and hate crime, and offences brought to justice;
- actioning all repeat cases through risk assessment processes, preparing an appropriate response plan and allocating multiple repeat cases for problem solving approach in association with other agencies and NPT staff;
- preparing reports to inform line managers where inappropriate action has been taken; and
- proactively promoting awareness of domestic violence and hate crime in order to build victims' confidence to report such offences.

**2.44** Criminal damage offences decreased by 300 (6.3%) from 4,798 offences between April and August 2004 to 4,497 offences over the same period this year. This is a high volume area of crime and affects quality of life for many people. If such reductions can be maintained throughout the year this will result in approximately 720 less offences in 2005/06 compared to 2004/05 financial year. Kirklees has sensibly brought this offence within the specific remit of NPT officers, working in partnership through problem solving.

**2.45** In respect of road safety, the BCU has a target to work with the local authority highways department to reduce road collisions resulting in death or serious injury to below 168 per year (14 per month). For the five month period April to August 2005 there were 78 such collisions, which is 8 above target. Over the last three months there have been 39 serious collisions, i.e. 3 below target.

**2.46** This is clearly a challenging target and reflects the same number of serious collisions experienced in 2003/04. It was evident during the Inspection that the roads policing unit is working effectively with partners to undertake enforcement (including speed, drink driving and seat belt campaigns), evaluation to identify hot spot areas for engineering improvements and working closely with schools and other agencies on educational opportunities.

**2.47** Overall, despite the increase in violent crime offences, Kirklees BCU has performed well to maintain a good performance in crime and casualty reduction especially given the inevitable disruption caused by the merger of the two divisions.

### **Crime Investigation**

**2.48** During the period April to August 2005 the BCU had an overall detection rate of 26.18%, an increase of almost 3 percentage points compared to the same period in 2004 but remains 2% below the MSBCU average. Trend analysis indicates that the detection rate has steadily improved since January 2004, but not as quickly as either the MSBCU average or the Force. The sanctioned detection rate has increased by

3.75 percentage points and at 24.05% is more than 1.5% above the MSBCU average and places the BCU 6<sup>th</sup> in the group.

**2.49** Detection rates for domestic burglaries and robberies have decreased by 8.6% and almost 14% respectively during the period under examination. This puts the BCU just below the MSBCU average for domestic burglary but it remains a creditable 6<sup>th</sup> for robbery detection at 30.43% (7.3% above the MSBCU average).

**2.50** Trend analysis indicates that detections for robbery during the last three months have dropped from a high in April 2005, but the very low numbers of offences involved (between four and nine per month) explains such fluctuations rather than the approach taken by the BCU.

**2.51** Violent crime detection at 43.23% is 7% below the MSBCU average and places the BCU 13<sup>th</sup> out of the 15 BCUs in the group, but sanctioned detections at 39.56% is just below the MSBCU average and places Kirklees 8<sup>th</sup> in that group.

**2.52** A 26% detection rate for vehicle crime places Kirklees 2<sup>nd</sup> in the MSBCU group, over 11% above the MSBCU average and represents almost 15 percentage point improvement on the same period the previous year. This is also reflected in the sanctioned detection rate (24.04%). **This is very creditable performance, again in a high volume crime category, and Her Majesty's Inspector of Constabulary congratulates the BCU on this achievement.**

**2.53** The crime manager has developed a comprehensive crime plan for 2005/06 that compliments the annual policing plan, Kirklees strategic partnership plan and various other BCU plans, including the intelligence plan.

**2.54** The crime plan provides policy/guidance in relation crime management/ investigation. It is in nine main parts as follows:

- Crime investigation policy (scenes of crime attendance; crime recording; crime allocation, progression and finalisation; offences taken into consideration);
- crime investigation protocols including management of the scene, the victim and the overall investigation in relation to all main categories of crime;
- burglary and vehicle crime reduction policy;
- drug intervention policy;
- robbery intervention policy;
- domestic violence policy;
- hate crime policy;
- scientific identifications policy; and
- criminal damage policy.

**2.55** Her Majesty's Inspector of Constabulary compliments the crime manager for the development of this comprehensive document. If followed rigorously, it will undoubtedly improve the professional approach to the attendance, progression and finalisation of crime investigation.

**2.56** Kirklees BCU has a target of increasing the number of recorded/notifiable offences that are brought to justice to 9,095 during 2005/06; this represents an average of 758 such offences per month. Force data indicates that Kirklees is exceeding this target and had brought 4,133 offences to justice in the first five months of the year, i.e. 343 above target. It was evident during the Inspection that Kirklees has effective liaison and working relationships with the Crown Prosecution Service and the 'Making Charging Work' initiative at Huddersfield will undoubtedly help galvanise those working relationships and establish joint targets to improve the attrition rate/cracked and discontinued trials.

**2.57** Quality of post charge file building will improve in the longer-term, but the BCU must be mindful of the possible short-term impact on sanctioned detection rates (as less offenders may be charged) and increases in demand in the custody suite (see Custody earlier). **Her Majesty's Inspector of Constabulary suggests that the BCU command team should research the potential impacts of this valuable initiative and prepare action plans to identify how best to mitigate the short-term impacts.**

### Forensic Investigation

**2.58** The Force scientific support branch oversees and co-ordinates the work undertaken by the scenes of crimes officers, who are deployed via a dedicated central control function and in accordance with the agreed Force forensic strategy. Forensic captures (DNA, fingerprint and footprints) from SOCOs are submitted to the central intelligence unit for further research, analysis and completion of an intelligence package before being passed to the relevant BCU converter unit for further action.

**2.59** Kirklees BCU converter unit is based at Dewsbury police station and is staffed by one sergeant and nine constables who take ownership of investigating and developing all forensic captures for the BCU.

**2.60** Conversion rates for forensic 'hits' from January to June 2005 highlights Kirklees as the 2<sup>nd</sup> worst performing BCU in West Yorkshire Police with an average rate of only 87% (3% above the worst performing BCU and 250% below the best performing BCU at 337%).

**2.61** For the three months April to June 2005 the conversion rate for Kirklees was:

April	100% (6 <sup>th</sup> out of the 10 BCUs)
May	44% (= 9 <sup>th</sup> )
June	180% (5 <sup>th</sup> ).

**2.62** The BCU command team, aware of the current poor performance, has initiated a review to ensure closer alignment of the unit with the DIU and other BCU proactive resources including CID and 'impact teams'.

**2.63** **Her Majesty's Inspector of Constabulary welcomes Kirklees instigation of this review as it is essential to the BCU's overall performance and particularly to bridging the justice gap, that forensic opportunities are progressed to best effect. The BCU may wish to consider whether the physical separation of the converter team (Dewsbury) with the DIU and proactive teams (Huddersfield) is the most effective arrangement. In addition, as the BCU has one of the best 'hit' rates in**

**the Force, it would be prudent to examine whether officers attending scenes of crime are effectively identifying those with legitimate access to the crime scene. If this is not occurring, a lot of time will be wasted subsequently investigating these people as ‘suspects’ and will adversely skew the BCU’s conversion rate.**

## **Summary**

**2.64** Kirklees is well led by the BCU Commander who clearly has strong awareness of strategic issues and developments at national, Force and local levels. He has nurtured effective partnership working arrangements and the chief executive of the coterminous local authority is very supportive of the community safety/community engagement agenda, which bodes very well for the future.

**2.65** There is a good grasp of nationally driven developments, including funding opportunities at the strategic partnership level and the NPT structures which are starting to provide an effective vehicle for tactical delivery. Improved ‘tie in’ of NPT to the work of the community safety department would enhance this further.

**2.66** The BCU Commander’s leadership has provided consistency in business planning between the Chief Constable’s operational framework, Force business plans, national plans and the community safety strategy.

**2.67** The recent amalgamation of the two divisions to form one BCU has put considerable strain on BCU command team members, particularly the BCU Commander, the business manager, the crime manager and the personnel officer, who continue to work long hours to drive through the necessary changes. The recent or impending recruitment to several key vacant posts should alleviate some pressure on these individuals.

**2.68** Pressures of the amalgamation on BCU command team members appear to have resulted in them having to focus on their individual areas of responsibility, with cross-functional development at the tactical level and liaison being limited. This is understandable in the circumstances, particularly as the BCU Commander sensibly determined not to make other than essential changes within the first six months of the amalgamation to allow the new structure to settle down. However, changes are now being made in what seems a rather ad hoc manner with limited consultation, and it is timely to develop an overall ‘master plan’ - a well considered, structural plan with milestones necessary to progress development in a cohesive way.

**2.69** An essential element of such a plan is to evaluate capacity in the main operational disciplines of NPT, patrol/response, investigation and proactivity and determine the intended operational model. It is evident that NPT is embryonic and is the area where the BCU will inevitably grow further in line with national developments. The Commander is keen to determine the final structure although he recognises that it must be informed by the corporate (Wakefield BCU) Pathfinder project.

**2.70** Considerable effort will be needed from the divisional management team to ensure that it ‘takes staff with it’ through the subsequent stages of such development. A consistent, well considered and clear message communicated by them to all staff

will undoubtedly help to break down barriers and misunderstandings, and finalisation of the communication plan is much needed.

**2.71** The inspection team was impressed by commitment and eagerness of staff working in the BCU to provide the best possible service and this will be fully harnessed only once the communications strategy is fully implemented.

**2.72** The BCU has sustained a very credible performance throughout the period of amalgamation and Her Majesty's Inspector of Constabulary considers this to represent a considerable achievement. In particular, retaining a low police staff absence rate during a period of uncertainty and anxiety is commendable.

**2.73** The NIM and a performance culture are imbedded but there is some work needed to improve briefings in some areas. It was disappointing that patrol staff, NPT and CID do not regularly attend joint briefings and this is perpetuating the isolation of the operational disciplines rather than integrating them closely as a team.

**2.74** The inspection team was particularly impressed by the work of the divisional intelligence unit, roads policing unit and the VIPER team. In addition, the development of the crime plan is commendable and will help to uplift quality and professionalism of investigation with an anticipated further improvement in performance.

**2.75** The BCU's commitment to quality is emphasised through both the QADs customer service initiative and the 'Making Charging Work' initiative. The latter offers considerable opportunities, working closely with CPS, to improve the quality of investigation and reduce the numbers of 'cracked' or discontinued trials but may adversely affect the sanctioned detection statistical performance in the short-term. The BCU command team is aware of this and should look to develop an action plan to mitigate the effects.

**2.76** Inevitably, there are some supporting areas of the BCU where there is need for improvement notably in developing a cohesive training plan, consistent and effective personal development reviews and some restructuring in both call management and custody arrangements. Whilst there are always pressures on resources in most areas, the BCU must consider carefully the short-term demands on both the DIU and volume crime unit where immediate pressures are in danger of undermining critical areas of the business. In the longer-term, as backlogs are reduced and staff become more experienced, these pressures will reduce.

**2.77** Overall, the BCU has emerged from a major reorganisation in very good shape to move forward constructively in a number of areas. It is well led by the BCU Commander and the inspection team considered those staff interviewed to be a credit to West Yorkshire Police for their commitment to customer focus and to delivering a quality of service to the residents and visitors of Kirklees.



# RECOMMENDATIONS

Her Majesty's Inspector of Constabulary makes five recommendations:

1. That the BCU command team expedites and implements its draft communications strategy. This should include delivery by all divisional management team members (inspectors and police staff equivalents and above) and include regular, programmed, purposeful visits by BCU command team members to all operational areas of the BCU. A well informed and consistent message should be presented to all staff with feedback mechanisms and a process for 'testing the message'.

[Para 1.14 refers]

2. That the BCU command team reviews its call management arrangements with a view to more efficient and effective structure, better use of demand profiling of calls for service and to explore the opportunities that part-time and fixed hours working offer.

[Para 1.63 refers]

3. That the BCU command team identifies its long-term plan for NPT, patrol, investigation and proactivity. This should include a thorough assessment of capacity, particularly patrol, and follow consultation with staff at all levels and appropriate partner agencies. Once determined and agreed with HQ, milestones should be identified to ensure both a consistency in application and communication to staff.

[Para 1.77 refers]

4. That the BCU command team undertakes a review of training provision across the BCU to ensure local training needs are able to be dynamically identified, prioritised and delivered to all relevant personnel within the BCU, in particular CID staff. Such a review should include consideration of DTO roles and responsibilities to ensure the BCU has the capacity to continue to deliver high quality training for all personnel with consideration of the expanding PDU remit.

[Para 1.118 refers]

5. That the BCU command team takes steps to ensure that full compliance with the PDR process is achieved, and should include both quantitative and qualitative elements within the various performance measurement processes. In particular the marketing of the process and training for staff should be considered to ensure that all staff feel the benefit and value of the PDR process.

[ Para 1.123 refers]



Prepared by Her Majesty's Inspectorate of Constabulary  
Northern Region (KM)  
19 December 2005