

Her Majesty's Inspectorate of Constabulary



HMIC Inspection Report

West Yorkshire Police

Major Crime

July 2008



West Yorkshire Police – HMIC Inspection Report

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Introduction to HMIC Inspections

For a century and a half, Her Majesty's Inspectorate of Constabulary (HMIC) has been charged with examining and improving the efficiency of the police service in England and Wales, with the first HM Inspectors (HMIs) being appointed under the provisions of the County and Borough Police Act 1856. In 1962, the Royal Commission on the Police formally acknowledged HMIC's contribution to policing.

HMIs are appointed by the Crown on the recommendation of the Home Secretary and report to HM Chief Inspector of Constabulary, who is the Home Secretary's principal professional policing adviser and is independent of both the Home Office and the police service. HMIC's principal statutory duties are set out in the Police Act 1996. For more information, please visit HMIC's website at <http://inspectorates.homeoffice.gov.uk/hmic/>.

In 2006, HMIC conducted a broad assessment of all 43 Home Office police forces in England and Wales, examining 23 areas of activity. This baseline assessment had followed a similar process in 2005, and thus created a rich evidence base of strengths and weaknesses across the country. However, it is now necessary for HMIC to focus its inspection effort on those areas of policing that are not data-rich and where qualitative assessment is the only feasible way of judging both current performance and the prospects for improvement. This, together with the critical factor that HMIC should concentrate its scrutiny on high-risk areas of policing – in terms of risk both to the public and to the service's reputation – pointed inexorably to a focus on what are known collectively as 'protective services'. In addition, there is a need to apply professional judgement to some key aspects of leadership and governance, where some quantitative measures exist but a more rounded assessment is appropriate.

Having reached this view internally, HMIC consulted key stakeholders, including the Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA). A consensus emerged that HMIC could add greater value by undertaking more probing inspections of fewer topics. Stakeholders concurred with the emphasis on protective services but requested that neighbourhood policing remain a priority for inspection until there is evidence that it has been embedded in everyday police work.

HMIC uses a rigorous and transparent methodology to conduct its inspections and reach conclusions and judgements. All evidence is gathered, verified and then assessed against specific grading criteria (SGC) drawn from an agreed set of national (ACPO-developed) standards. However, the main purpose of inspection is not to make judgements but to drive improvements in policing. Both professional and lay readers are urged, therefore, to focus not on the headline grades but on the opportunities for improvement identified within the text of this report.

HMIC Business Plan for 2008/09

HMIC's business plan (available at <http://inspectorates.homeoffice.gov.uk/hmic/our-work/business-plan/>) reflects our continued focus on:

- protective services – including the management of public order, civil contingencies and critical incidents phase 3 of the programme in autumn 2008/spring 2009;
- counter-terrorism – including all elements of the national CONTEST strategy;
- strategic services – such as information management and professional standards; and
- the embedding of neighbourhood policing.

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In addition, we are currently developing a scrutiny of strategic resource leverage, and are liaising with the Audit Commission on a methodology for the anticipated inspection of police authorities.

HMIC's priorities for the coming year are set in the context of the wide range of strategic challenges that face both the police service and HMIC, including the need to increase service delivery against a backdrop of reduced resources. With this in mind, the business plan for 2008/09 includes for the first time a 'value for money' plan that relates to the current Comprehensive Spending Review period (2008–11).

Our intention is to move to a default position where we do not routinely carry out all-force inspections, except in exceptional circumstances; we expect to use a greater degree of risk assessment to target activity on those issues and areas where the most severe vulnerabilities exist, where most improvement is required or where the greatest benefit to the service can be gained through the identification of best practice.

Programmed Frameworks

During phase 2 of HMIC's inspection programme, we examined force responses to major crime, serious and organised crime and neighbourhood policing in each of the 44 forces of England, Wales and Northern Ireland.

While this document includes the full graded report for the major crime inspection, the inspection relating to serious and organised crime is detailed in a separate thematic report.

Major Crime

This framework covers the force effectiveness and efficiency in dealing with homicide and other major crimes that will normally require a force to set up a major incident room. There is only one statutory performance indicator at present, although other indicators shown in the report facilitate appropriate comparisons of performance between forces; the indicators suggested give some context regarding the volume of such crimes, success in detections and trends over time, but they need to be interpreted with care. The assessment is primarily qualitative, with a judgement as to the extent to which the force predicts and prevents major crime as opposed to solely discovering and reacting to such crime. Major crime includes any investigation that requires the deployment of a senior investigating officer and specialist assets.

The grading system has changed this year to allow for a single ACPO threshold standard against which forces will be assessed as compliant, not compliant or exceeding compliance. It is recognised that collaborative arrangements can be used where appropriate. At a high level, the ACPO lead summarises the threshold standard as set out below:

- Intelligence – Compliance with the 2005 ACPO National Intelligence Model guidance on the shared understanding of and response to the risks and demands of the major crime threat, with effective intelligence and data sharing internally, with neighbouring forces and with key partners.
- Prevention – Effective proactive partnerships to prevent major crime in compliance with the European Convention on Human Rights; this includes precursor offending and options such as Osman warnings.
- Enforcement – Compliance with the 2006 ACPO *Murder Investigation Manual* and guidance in the 2005 ACPO major incident room standardised administrative

procedures, having sufficient resources to meet and manage the predicted demand and contingency to meet extraordinary demand from major crime investigation and review.

- Performance management and resilience – Efficiency through robust performance measures linking costs/resources, inputs and outputs to goals (ie the outcomes of reduction and prevention, detection and conviction work).

Future Programmed Inspections

Following these serious and organised crime and major crime assessments, HMIC plans work in the following areas:

Inspection area	Dates
Neighbourhood policing	April 2008 – September 2008
Developing citizen focus	April 2008 – September 2008
Civil contingencies	September 2008 – May 2009
Public order	September 2008 – May 2009
Critical incidents	September 2008 – May 2009
Professional standards	June 2009 – December 2009
Information management	June 2009 – December 2009
Leadership	June 2009 – December 2009

The Grading Process

HMIC has moved to a new grading system based on the national standards; forces will be deemed to meet the standard, exceed the standard or fail to meet the standard.

Meeting the standard

HMIC uses the ACPO agreed standards as the starting point for its SGC. The standards against which forces are measured are communicated to all forces and police authorities some time before the inspection starts. The standards are set at a level that ensures that risk to the public is identified, managed and mitigated as far as is feasible; all forces should find the standards achievable.

Exceeding the standard

Where a force can demonstrate capacity and capability that exceed the agreed national standards, it is expected that risk assessment and business cases justify the availability of 'additional' resources, and that they are deployed appropriately. For example, some forces require a higher level of capacity/capability to counter extraordinary threat levels or to discharge a regional or lead force remit. Without such a rationale, an over-investment would almost certainly represent poor value for money and thus attract criticism.

Failing to meet the standard

This assessment is appropriate when a force cannot provide evidence that it meets a number of significant criteria that correlate with the ACPO national standards. Where evidence is provided to confirm that the particular issue has been properly risk assessed and the risk is being managed, then the report may not necessarily draw an adverse conclusion. The assessment may also give some credit in situations where a force has the ability to remedy any deficiencies promptly, in terms of time and investment levels needed.

Developing Practice

In addition to assessing force performance, one of HMIC's key roles is to identify and share good practice across the police service. Much good practice is identified as HMIC conducts its assessments and is reflected (described as a 'strength') in the body of the report. In addition, each force is given the opportunity to submit more detailed examples of its good practice. HMIC has therefore, in some reports, selected suitable examples and included them in the report. The key criteria for each example are that the work has been evaluated by the force and the good practice is easily transferable to other forces; each force has provided a contact name and telephone number or email address, should further information be required. HMIC has not conducted any independent evaluation of the examples of good practice provided.

Force Overview and Context

Geographical Description of Force Area

West Yorkshire forms the largest conurbation in the Yorkshire and Humber region, incorporating the major cities of Leeds, Bradford and Wakefield and the substantial towns of Huddersfield and Halifax. Though not the largest sub-region geographically, it accounts for 43% of the region's businesses and also 43% of the region's workforce. West Yorkshire is at the crossroads of the major transport routes from north to south (M1) and from west to

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east (M62) – the latter linking the west coast ports to those on Humberside, which form a gateway to Europe.

West Yorkshire comprises five local authority districts with the following brief characteristics.

Bradford, which developed on the textile industry, has diversified its industrial base in recent years and now has a strong presence in electronics, engineering, printing and packaging and chemicals, as well as media and call centres. The district has a high level of deprivation. In addition to Bradford, towns in the district include Shipley, Bingley, Ilkley and Keighley.

Calderdale is the least populated, with manufacturing accounting for 29% of employment. The main towns are Halifax, Brighouse, Elland and Todmorden.

Kirklees has a high proportion of its population working within the manufacturing sector (27%). It includes the towns of Huddersfield, Dewsbury and Batley.

Leeds is the largest district, with particular strengths in financial and professional services. Its service sector growth has contributed to its position as one of the fastest growing economies in the country. It is a main provider of employment for the area and attracts 70,000 people to the city each day. It is expected to provide one-third of the region's additional jobs up to 2015.

Wakefield has become a major centre for the distribution and retail industry, because of the availability of land for development. It includes the towns of Castleford, Pontefract, Normanton and Hemsworth.

Demographic Description of Force Area

West Yorkshire has 42% of the Yorkshire and Humber region's population. Of West Yorkshire's 2.1 million inhabitants, 11% are from black and minority ethnic (BME) backgrounds, concentrated in Bradford (22%) and, to a lesser extent, Kirklees (14%). People of Pakistani and Indian origin make up the largest minority ethnic group.

There are 1.043 million people employed in West Yorkshire, and job growth was forecast at 0.5% between 2004 and 2007. This represents an additional 4,500 jobs. Despite overall reductions in numbers employed in the industry, manufacturing remains a significant employment sector. Salaries in West Yorkshire are 7.6% below the national average.

In terms of deprivation, as measured by the Index of Multiple Deprivation 2004, all five local authority districts are in the worst 25% in the country.

Structural Description of Force including Staff Changes at Chief Officer Level

The force has its headquarters in Wakefield, where, in addition to the force command team, the majority of the force's operational and support services are based. The force area is divided into eight geographical policing divisions: three divisions cover the area of Leeds City Council, two divisions Bradford Metropolitan District Council, and the remaining three divisions are coterminous with the council areas of Wakefield, Huddersfield and Kirklees. In early 2008, the force moved away from its existing beat structure to create 124 ward-based beats, policed by 48 inspector-led neighbourhood policing teams (NPTs).

Strategic Priorities

The strategic direction of the force is based on five 'beacons' within Our Guide to the Future (OG2F). They are:

- Neighbourhood policing is fundamental to how we operate as a service, supported by the other key priorities of reducing crime and managing demand.
- Working more closely with local communities, giving the public ownership when agreeing local priorities and being accountable to them for delivering local policing.
- Effectively safeguarding the public by providing protective services, tackling regional, national and international serious and organised crime and terrorism, preventing the exploitation of vulnerable people and providing local reassurance to combat fear of crime.
- Empowering our people to be creative and innovative in changing the organisation, taking local responsibility and accountability for improving policing and providing a quality, customer-focused service – the sort that 'my mum' and your family would be happy to receive.
- Creating a flexible, modern and diverse workforce, working as a team and equipped to meet the challenges of policing in the 21st century.

Priority processes have been identified by the command team in order to work towards the delivery of OG2F. Each of these processes is overseen by a project board, chaired by a member of the command team. The processes are: Neighbourhood Policing and contact management, offender management, workforce development and performance, planning, and strategy. As well as these processes, there is the overarching Quality of Service Board and the action plan to improve confidence and satisfaction.

The workforce development area of work is progressing under the control of the assistant chief constable (ACC) (workforce and professional standards) and consists of four specific pieces of work, namely: workforce mix, training, shift review and police staff contracts. Due to the broader partnership working within them, the other priority processes have necessitated a different approach.

The strategy, planning and performance group work has delivered the updated approach to the operational performance review (OPR) and the corporate performance review (CPR), which have been implemented across the county.

Key initiatives to improve performance during 2007/08

The following are examples of some of the initiatives that run alongside the performance management OG2F work stream:

- roll-out of the National Ballistics Intelligence Service (NABIS) across the force;
- increased use of the intelligence management, prioritisation, analysis, co-ordination and tasking (IMPACT) Nominal Index for level 2 criminality;
- introduction of the e-Borders programme across the force;

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- development of organised crime group (OCG) mapping as an integral part of neighbourhood profiles and as the primary mechanism for identifying the threat posed to the force by serious and organised crime;
- following the review of the force intelligence bureau (FIB), the realignment of the key force tasking procedures;
- centralisation of homicide and major enquiry team (HMET) resources to ensure that the right person is in the right place at the right time;
- ongoing work around homicide prevention, domestic homicide and violent crime involving the use of knives.

Collaboration (strategic partnerships)

The force has forged excellent partnerships with the three other forces that make up Yorkshire and the Humber region.

Governance activities are well established, and two major projects, based around strategic roads policing and serious and organised crime, are now being implemented.

The region has two demonstrator sites – one looking at a regional employment framework to underpin a special operations unit, and the second looking at regional mobilisation.

Other work currently ongoing includes the development of an information systems/information technology (IS/IT) strategy, a procurement strategy, and work to progress the collaborative opportunities in respect of specialist operational training. The region also has a custody project and a workforce modernisation project going on.

West Yorkshire is a 'pioneer force' for integrated offender management and is recognised nationally to be leading the way. The commitment of partners is essential for this to work, and there is evidence of this, particularly in Calderdale. Re-offending by prolific and priority offenders (PPOs) is a target that has been embedded in all five local area agreements (LAAs).

The force has worked hard to ensure that community safety is maximised in all five LAAs. With the support of the police authority and crime and disorder reduction partnerships (CDRPs), a number of indicators were identified as being corporate 'essentials' (re-offending by PPOs, acquisitive crime, assault with injury, anti-social behaviour (ASB)), and there has been real success in getting these embedded in all LAAs. In addition to this, divisions have ensured that their local priorities have also been embedded in LAAs.

Representative workforce (including diversity)

Work is actively being undertaken by the force's personnel department recruiting team, in conjunction with the diversity unit, to increase the proportion of officers and staff from BME groups within the force. An inspector has been appointed to positively encourage and support BME applicants, and this has helped to raise the number of BME officers and staff joining the force.

As at the end of March 2008, 4.19% of police officers in the force were from BME groups, as were 3.74% of police staff. The percentage of people from BME groups in the economically active population of West Yorkshire is approximately 7.4%. The force has been successful in increasing the proportion of recruits from BME groups, and positive action continues to be taken to further enhance BME representation within the force.

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The force has been successful in recruiting and retaining significantly increased numbers of female police officers. Over 26% of officers are female, as are over 40% of the total number of officers and staff in the force.

The force provides and supports a range of diversity-related services for officers and staff, such as assistance and guidance on childcare issues, and the provision of support groups or networks relating to each of the diversity strands.

Workforce modernisation

West Yorkshire Police is committed to workforce development and to making sure that the force gets the best possible value and performance from its workforce.

This commitment is evidenced by workforce development being a priority process in the force's OG2F strategic plan.

The principles on which the workforce development programme is based are as follows:

- developing the delivery of neighbourhood policing;
- having a flexible and responsive workforce, in which the right people do the right things regardless of their employment status;
- moving people to those areas of greatest need as and when required, and removing, where possible, the barriers that prevent this, eg contractual issues;
- matching our resources to demand – using tools such as the National Intelligence Model (NIM) to do this; and
- letting those who know best – the divisions and departments – have the freedom to provide outstanding services.

The principles are supported by a robust monitoring process at force level.

Implementation of the workforce development programme is well advanced. Initiatives include:

- the establishment of new and enhanced NPTs;
- changes to officer and staff shift working patterns and conditions to enhance service delivery;
- revisions to the workforce mix of officers and staff; and
- being a workforce modernisation demonstration site for child protection issues and being part of a regional collaborative modernisation initiative.

Protective services

Throughout 2007, a significant amount of work was undertaken on how the force delivers protective services. The relevant departments (crime division, HMET, operational support and local policing) have developed protective service improvement plans, which will be implemented over the next three years in order to meet ACPO national minimum standards. These will be monitored through departmental plans (OPR and CPR processes) and through the specialist police committee.

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Work has already commenced on strengthening the force's delivery of protective services through the restructuring of the drugs and organised crime unit and the economic crime unit and through the formation of the new test purchase unit (TPU). Counter-terrorism intelligence officers have been integrated within divisional intelligence units.

Currently, work is ongoing to establish a regional special operations unit (SOU), and to develop a regional intelligence unit (RIU). The latter is being integrated with the SOU, the regional asset recovery team (RART) and strategic roads policing. In the other areas, there are now regional groups that are concerned with issues surrounding procurement, asset registers, training and mutual support.

Force Performance Overview

Force development since 2007 inspections

The major development that has taken place in the first quarter of 2008 is the restructuring of the force patrol and neighbourhood policing (NHP) structure. Following on from the earlier work undertaken around the Chief Constable's five 'beacons', which examined the strategies needed to take the force forward into the 21st century, the force has repositioned itself to place neighbourhood policing at the centre of its business. This has led to the creation of 48 inspector-led NPTs, and the establishment of reactive policing as a specialist post. In addition to creating a set of variable shift patterns to enable both reactive and NPT's to work together, the force has created divisional call management units, volume crime teams and prisoner reception units to support its new culture.

Nationally, West Yorkshire Police is at the forefront of asset recovery, and consistently achieves the highest level of Proceeds of Crime Act 2002 (POCA) confiscation outside the Metropolitan Police district. To further strengthen this position, the crime division has recently realigned resources to form a team dealing with organised crime groups, in which financial investigation is mainstreamed into all aspects of level 2 investigation. Hence POCA confiscation and the removal of negative role models from communities is now one of the crime division's strategic priorities.

West Yorkshire Police has developed an effective working partnership with the Serious Organised Crime Agency (SOCA), to the extent that it is drawing positive national attention. SOCA officers are embedded within the West Yorkshire Police's confidential unit, and West Yorkshire Police staff are permanently seconded to SOCA technical collections in London. The crime divisional commander is fully briefed on all SOCA enquiries in the area, and SOCA has adopted West Yorkshire Police target criminals as primary subjects for their operations. A record is kept of all joint operational activity, including results analysis.

The local policing department has driven the introduction of dedicated vulnerability units at divisions, and the crime division has driven the introduction of a dedicated serious sexual offences unit, which deals with all adult rape victims.

Major Crime

GRADE	Meets Standard
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Contextual factors

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This element of the inspection report details West Yorkshire Police’s capacity and capability to identify and assess the risks from major crime, as well as its response in preventing and investigating these crime types, and in prioritising those that pose the greatest threat to individuals or communities.

	2006	2007	Change	MSF** group mean
Life-threatening & gun crime per 1,000 population	0.566	0.610	+7.77%	0.768
Number of abductions per 10,000 population	0.033	0.000	-100.00%	0.004
% of abduction crimes detected/convicted	14.29%	Not applicable	Not applicable	Not applicable
Number of attempted murders per 10,000 population	0.137	0.118	-13.87%	0.169
% of attempted murder crimes detected/convicted	65.52%	76.00%	+10.48pp*	70.19%
Number of blackmail offences per 10,000 population	0.401	0.255	-36.41%	0.214
% of blackmail offences detected/convicted	15.29%	12.96%	-2.33pp*	38.50%
Number of kidnappings per 10,000 population	0.458	0.444	-3.06%	0.399
% of kidnapping crimes detected/convicted	35.05%	34.04%	-1.01pp*	47.30%
Number of manslaughter crimes per 10,000 population	0.033	0.047	+42.42%	0.025
% of manslaughter crimes detected/convicted	71.43%	40.00%	-31.43pp*	74.72%
Number of murders per 10,000 population	0.165	0.198	+20.00%	0.171

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% of murders detected/convicted	80.00%	88.10%	+8.1pp*	89.91%
Number of rapes per 10,000 population	2.846	2.775	-2.49%	2.462
% of rapes detected/convicted	16.92%	23.13%	+6.21pp*	27.52%

*'pp' is percentage points.

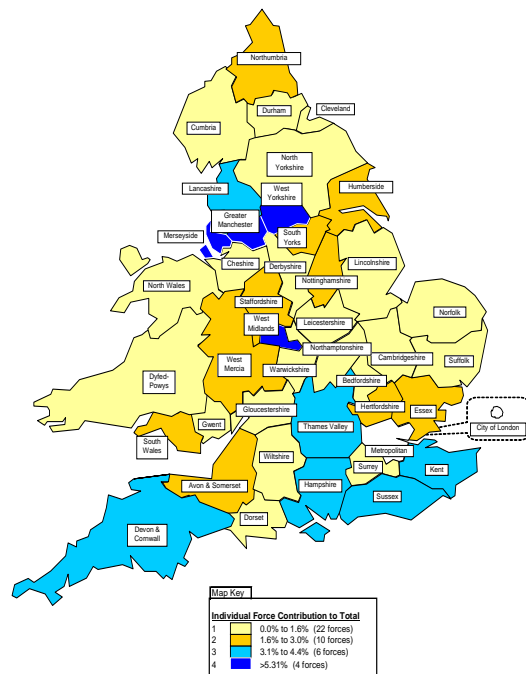
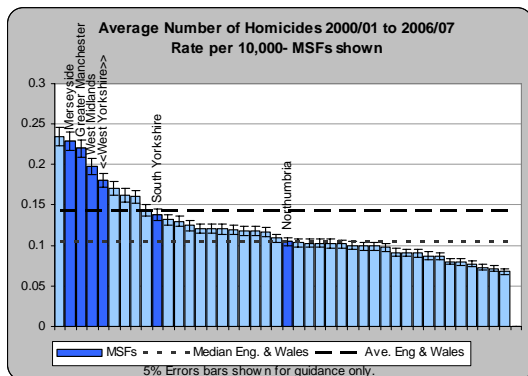
**Most similar forces (MSF) group for West Yorkshire is: Greater Manchester, South Yorkshire, Merseyside, Northumbria, and West Midlands.

From the statutory performance indicator (SPI) data contained in the table above, it can be seen that the crime types of blackmail, kidnapping, manslaughter, murder and rape pose a threat to West Yorkshire Police (WYP). The rate of offences (per 10,000 population) for each of these crime types is above the MSF average and is one of the higher rates for each category in England and Wales. The rate of offences for manslaughter and murder rose in 2007.

The SPI data also indicates that major crime investigation in WYP is less effective than in the rest of the MSF group. West Yorkshire is performing at a level below the MSF average for all crime types considered under major crime, with the exception of sanction detections for attempted murder, which improved significantly over 2007 and are above the MSF average.

The National Protective Services Analysis Tool (NPSAT), released on 25 September 2007, revealed that West Yorkshire faces an exceptional level of demand in respect of the policing response to homicide offences.

Homicides (2001/02 to 2006/07), Contribution to Total, Excl. MPS



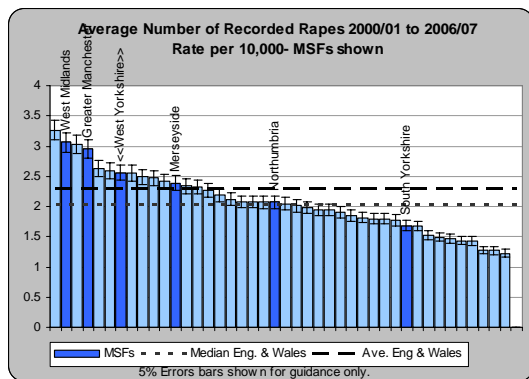
In the long term, the force is above the national average and, after an increase in 2007, is also above the MSF average.

West Yorkshire is bordered by three other forces that also indicate raised

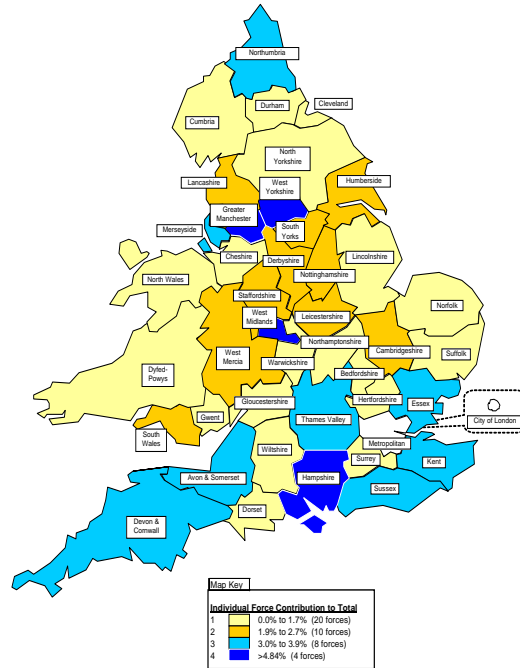
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demand for this crime type.

The NPSAT, released on 25 September 2007, revealed that West Yorkshire faces an exceptional level of demand in respect of the policing response to rape offences.



Rape (2001/02 to 2006/07), Contribution to Total, Excl. MPS

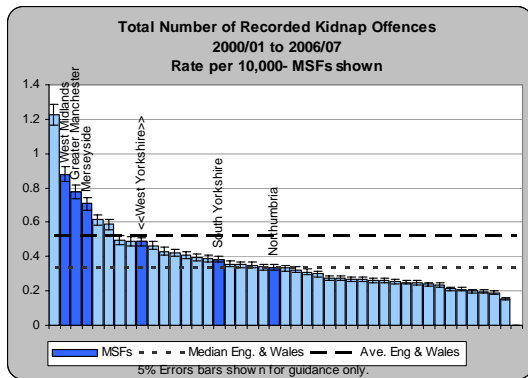


In the long term, the force is above the national average and, despite a decrease in 2007, is also above the MSF average.

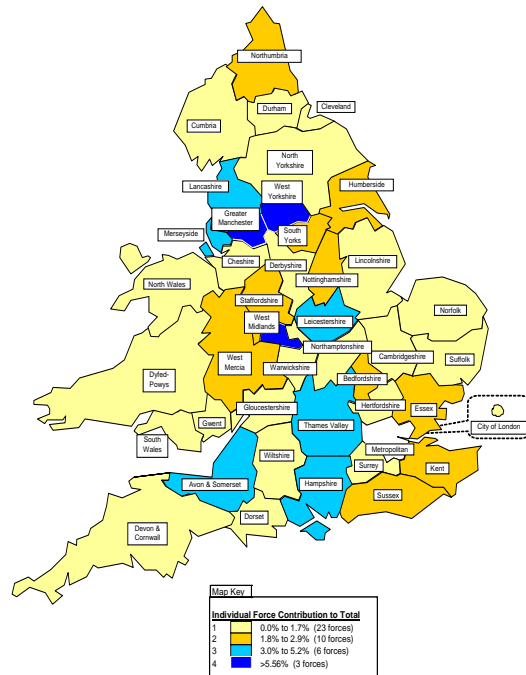
West Yorkshire is bordered by four other forces that also indicate raised demand for this crime type.

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The NPSAT, released on 25 September 2007, revealed that West Yorkshire faces an exceptional level of demand in respect of the policing response to kidnapping offences.



Kidnap (2001/02 to 2006/07), Contribution to Total, Excl. MPS



In the long term, the force is below the national average but, despite a decrease in 2007, is above the MSF average.

West Yorkshire is bordered by three other forces that also indicate raised demand for this crime type.

Intelligence

The force has strong dedicated analytical resources to meet the identified demands from major crime, supplying intelligence products that drive the energies of the force. The force has fully committed to major crime investigation, providing the requisite staff, accommodation, equipment and funding.

Strengths

- The assistant chief constable (ACC) (operations support) is the force lead on the National Intelligence Model (NIM) and chairs the strategic intelligence steering group, which has responsibility for the management and development of all intelligence issues. This group is served by the intelligence analysis development panel, intelligence co-ordinators' meetings, covert human intelligence source (CHIS) controllers' meetings, a senior analysts' forum, and divisional intelligence unit (DIU) supervisors' meetings. This structure also provides a corporate approach to NIM compliance and the development of intelligence processes.
- The force holds a number of full-time specialist dedicated analytical resources, which include the specialist, homicide analyst, firearms analyst, Serious Crime Analysis liaison officer and prison liaison officers. In addition, the homicide and major enquiry team (HMET) also has its own dedicated team of full-time analysts and full-time researchers. The key role of those within the HMET intelligence cell is to provide a research and analytical capability for the demands of all live and cold case major crime investigations.
- The HMET intelligence cell has data-sharing streams with the DIUs at level 1, and the force intelligence bureau (FIB) at level 2 for the monthly level 2 tasking and the force's criminal use of firearms intelligence group (CUFIG). The HMET intelligence co-ordinator represents the department at level 2 tasking, CUFIG and the regional intelligence group (RIG).
- The intelligence cell continues with analysis into violent crime, to develop geographic and victim profiles identifying high-risk groups/areas on which to concentrate reduction/prevention and protection activity. The intelligence co-ordinator prepares a threat assessment report, submitted to the monthly level 2 tasking meeting, which in turn informs the force strategic assessment (FSA).

Work in progress

- Work is continuing on developing force policy and responder/investigator guidance in the key high-risk areas of physical and sexual assaults, domestic violence, child protection, drugs, gun and knife crime.
- There is a business case for growth that is being considered by the command team. That is in relation to dealing with abusive images, due to the increasing requirements of the Child Exploitation and Online Protection Centre (CEOP) – a national trend. This is included on the force risk register.

Area for improvement

- There is an HMET researcher in the confidential unit to assist with the provision of restricted intelligence to the HMET team. The researcher has access to all restricted intelligence; however, due to the sensitivity of some material, it is not always possible to communicate this to the HMET. This causes some frustration, and the force should consider how it manages this situation, since the perception in the HMET team is that the researcher has only limited access and so it is not being provided with all necessary intelligence.

The force seeks and shares intelligence about level 2 and level 3 major crime types through partnerships. This work is assessed to be leading edge. The force's community impact assessments to evaluate risk following major crime are extensive.

Strengths

- HMET is represented on the RIG, which is hosted by West Yorkshire. HMET has developed a community intelligence plan, which includes a 12-point checklist including: evaluation of risk and completion of the community impact assessment (CIA), liaison with local management team, engagement and briefing of community groups, action for the DIU, appeals for community intelligence, actions for community policing teams, tasking of key individual networks (KINs), daily community tension report, intelligence analysis report.
- The analysts in the HMET intelligence unit have specific expertise in familial DNA and telephony, and are regarded as 'experts' for other analysts to learn from; the force has ensured that identified best practice is spread.
- The force flags honour-based violence issues, and HMET has routine contact with the force's honour-based violence liaison officer. In 2007, the department hosted an honour-based violence seminar.
- There is regular and routine multi-agency intelligence sharing, and information-sharing agreements with key partners including other forces, British Transport Police (BTP), the Serious Organised Crime Agency (SOCA), the Foreign and Commonwealth Office, the immigration services, the security services, coroners, the NHS and primary care trusts (PCTs), local authorities, education and social services and the probation service.
- As part of recommendations from the Shipman Inquiry under the controlled drugs (CD) legislation, all PCTs have to set up a local intelligence network. The aim is to share any issues concerning controlled drugs, for example the orders of CD to community pharmacies.
- West Yorkshire now provides the location for the regional counter-terrorism unit (CTU).

Work in progress

- Collaborative work has been carried out across a number of force departments to identify key areas of risk and to develop overarching violent crime/harm reduction strategies. Work is continuing on developing force policy and responder/investigator guidance in the key high-risk areas of physical and sexual assaults, domestic violence, child protection, drugs, gun and knife crime.

Area for improvement

- The HMET intelligence unit has links with analysts in the crime division who are responsible for firearms, the serious crime analysis section (SCAS), homicide and CUFIG. It was felt that the homicide analyst would sit better if based in the crime review team in HMET. Where HMET enquiries dictate, links are quickly made to the analysts in the crime division as appropriate.

The FSA has analysed the trends in relation to major crime comprehensively. Consequently, the force control strategy is found to be similarly thorough. Problem profiles for protective services, protecting vulnerable people (PVP), gun and gang crime, Class A drugs supply and cultivation of cannabis, and counter-terrorism (CT) are extensive, as are links to force and basic command unit (BCU)-level plans. There is a wealth of evidence that the force understands the threat posed by other life-threatening issues.

Strengths

- The West Yorkshire policing strategy 2005–08 identifies the force’s commitment to tackling serious and organised crime. It outlines current policy and approaches to targeting crime types such as drug trafficking, gun crime, financial crime, hi-tech crime, sexual offences, child protection and terrorism.
- There is a clear, structured, corporate approach to the delivery of the strategic intelligence assessment (SIA) and tactical intelligence assessment (TIA). A timeline has been circulated, together with new templates and requirements for the SIA and TIA, which incorporate issues relevant to NHP and partners.
- Strategic and tactical priorities are produced from a series of work streams at regional, force and BCU level, to ensure that issues are identified from the broadest range of information. The BCU work streams result in a bottom-up approach, ensuring that full appreciation is given to local issues and their impact on overall force priorities.
- The HMET intelligence cell continues with analysis into violent crime, to develop geographic and victim profiles identifying high-risk groups/areas on which to concentrate reduction/prevention and protection activity. The force identifies and ‘flags’ major crime threats at levels 1, 2 and 3, although there are limited instances where, in respect of homicide, level 3 would come into play.
- Firearms discharges analysis is reviewed at the four-weekly CUEFIG meeting. A number of nominals have been identified as having access to firearms, and of those some are classed as ‘high risk’. In addition, the intelligence picture being developed around firearms within the force is being progressed, with links being established with NEBIS.
- Analysis of historical crime and incident data in the major crime categories enables geographic profiles by crime type; this in turn provides a level of understanding of vulnerable communities and high-risk groups and helps identify future risks and threats. The force has collaborated with the regional intelligence unit (RIU) and has conducted a micro-analysis of the regional threats to the Yorkshire forces and Humberside.
- The force has dedicated staff for the management of sex/violent offenders, and the Violent and Sex Offenders’ Register (ViSOR) registrar, who is responsible for the co-ordination and management of ViSOR records for registered sex offenders (RSOs). All multi-agency public protection arrangements (MAPPA) cases are subject to a level 1, 2 or 3 ‘screening meeting’, where the decision on the appropriate level of management is taken. Information from probation records and force information technology (IT) systems are used to decide upon the level of management appropriate to the case.

Work in progress

The current review of intelligence within the force is examining the relationships between the different structures that service force intelligence, crime division and HMET intelligence requirements, to ensure that there is role clarity and comprehensive sharing of information to assist in developing the FSA and business planning.

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Trend analysis and problem profiles are routinely shared with partners and BCUs. There is a full trigger plan for 'hot' briefing either whenever a significant change in the major crime threat occurs or the nature of the analysis demands a fast response. Information-sharing protocols with key partners, such as the CTU, the UK Border Agency (UKBA) or the RIU, are highly effective. The force can demonstrate that it is on track to reach full management of police information (MoPI) compliance by 2010.

Strengths

- There is regular and routine multi-agency intelligence sharing, and information-sharing agreements regarding major crime threats with key partners including other forces, the BTP, SOCA, the Foreign and Commonwealth Office, the immigration services, the security services, coroners, NHS and PCTs, local authorities, education and social services, and the probation service. There are two SOCA officers embedded within the unit, and information is regularly exchanged, with occasional operational crossovers.
- HMET has developed strong links with local PCTs in respect of early reporting and investigations into deaths occurring within hospitals, where negligence or criminal conduct may be an issue. HMET also has information-sharing arrangements with the Coroner's Office, which involves the sharing of information and access to all reports of suspicious/unexplained deaths.
- Protocols and information-sharing agreements have been signed with Barnardo's, Children in Vulnerable Accommodation (CHIVA) and Connexions, and a new initiative is being developed with the Children's Society. Referral schemes are in place, and these enable non-governmental organisations to conduct independent return interviews and to engage in intervention work.
- There are several examples of the use of SCAS, the centralised analytical team collating homicide expertise and management (Catchem), the kidnap and extortion database, the National Centre for Policing Excellence (NCPE) and SOCA. Having joined the Liberal Consortium, the force has a better understanding of the organisational capabilities of travelling criminality and, in return, has provided substantial amounts of its own data. The force is a regular user of, and contributor to, NCIS products. West Yorkshire has 14 registered users of the police service's information-sharing system (Genesis), who enter items on the database, including nationally accredited training courses available within the force training facility.
- Multi-agency action against child sexual exploitation meetings are held to identify links between missing persons, recruiters, groomers and exploiters in order to identify prosecution opportunities and appropriate action to protect vulnerable young people.
- There is a specific reassurance and engagement plan within City and Holbeck Division to deal with the public concerns surrounding CT operations within the division. This has involved partner agencies developing protocols for release of information to the public and the media.
- The force policy on response to child abduction has been referred to as best practice, following the Independent Police Complaints Commission (IPCC) response to a high-profile child abduction case. The policy has also been included on the Genesis database at the National Policing Improvement Agency (NPIA).

Work in progress

- There is currently a review of homicide victim ethnicity that is seeking to make recommendations about the future prevention and conduct of homicides, particularly of non-United Kingdom nationals.
- MoPI training is being rolled out to staff and will feature a DVD involving the lessons learnt from Bichard Enquiry. The longer-term aim is to have a force-wide disclosure unit, with MoPI being a large part of that unit.
- Some 150,000 Criminal Records Bureau (CRB) checks are conducted annually, as well as 8,000 data protection checks. As the demand for disclosure increases, the force should consider the impact and the necessary resilience to deal with a growing demand around managing CRB and non-CRB work in relation to disclosure. There is consistency in the decision-making process, and West Yorkshire was the first large force to implement the QAF. It has been described as having an 'outstanding' decision-making process by the CRB's own head of compliance, Graham Morris. The process has also been inspected by the police authority, which also gave the force a glowing report.
- The integrated offender management sub-group has succeeded in negotiating and implementing information sharing between partners. The final protocol is out for signature.

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In respect of major crime, the force's profiling of vulnerable locations and communities is wide-ranging, with evidence that the impact of organised crime group (OCG) activity is clearly understood. As a result, future risks and threats across the force area are identified well in advance.

Strengths

- Analysis of historical crime and incident data in the major crime categories enables geographic profiles by crime type; these in turn provide a level of understanding of vulnerable communities and high-risk groups, and identify future risks and threats. The impact of these crimes and incidents within communities can be assessed by feedback obtained from those communities, forming part of the CIA process. Where trends are identified, this information is incorporated within the FSA, and this in turn informs homicide prevention activity and operational action plans adopted to reduce the risks. Specific operations are aimed at preventive and enforcement activity around life-threatening and gun crime; firearms suppression tactics; and the identification, arrest and disruption of those involved in the criminal use of firearms.
- At district level, the ACC (partnerships) attends the local strategic partnership (LSP) meetings. Superintendents attend the local crime and disorder reduction partnership (CDRP) meetings, across the five districts. The force has a good history of working in partnerships through the CDRP, local criminal justice board (LCJB) and LSPs, and there are a number of key strategies delivered through these partnerships that impact on communities and can be tailored to deliver effective responses. Linked into the developing engagement with communities, partners can be quick to respond to emerging or highlighted priorities.
- There is evidence of prolific and priority offender (PPO) and child abuse investigation unit (CAIU) staff sharing information by being co-located within the child and public protection unit (CPPU), and of effective links to missing from home (MFH) and domestic violence co-ordinators. Reality checks around the use of the vulnerable intimidated victims database (VIVID), links between domestic violence, MFH and children at risk identified the willingness and capacity of specialist officers to develop their own packages around nominals or for intelligence development.
- Communities have been mapped using A Classification of Residential Neighbourhoods (ACORN) classifications and other data sources, which include deprivation, vulnerability and socio-economic profiles. This is being developed into a micro-analysis of each ward in the force area, and includes other agency data, needle collection and recovery, census/housing data.

Work in progress

- The ongoing review of the intelligence structures will examine the relationship between force, crime division and HMET intelligence structures and the role of DIUs as they service the needs of NHP staff and increasingly create links between intelligence targets, and will look at the need for appropriate disruption and prevention tactics at community level.

Regarding elements of intelligence, the force strategic risk register is reviewed every quarter by the assistant chief officer (ACO) (director of finance) who oversees the force risk management group. Each identified risk for major crime has a current and effective action plan.

Strengths

- The force has participated in a regional risk assessment of serious and organised crime (SOC) conducted through the RIU and supported by the four Yorkshire and Humberside chief constables. The micro-analysis looks at the seven areas of protective services and provides an assessment of level of threat in comparison with the assets and control measures in place to deal with the threat.
- An annual risk assessment is undertaken by the command team to establish the required level of general police fund balances. The outcome is reported to the police authority and is used to inform decisions about the budget and the level of reserves/balances to be maintained in future years.
- The Association of Chief Police Officers (ACPO) lead is the director of finance, who holds quarterly meetings to examine risks against the community risk register, organisational risk register and the force strategic risk register. These meetings are attended by the force risk and insurance manager, together with the risk managers from each division and department.
- Each BCU and department has a person responsible for risk management at local level through an operational risk register, linked into their respective policing plans. The risk managers meet to identify and address issues for the force's strategic risk register, including the ability to deal with threats to the force infrastructure. At the meetings, each existing risk is reviewed for continued relevance and effectiveness of the action plans. These operational risks are also reviewed as part of the operational performance review (OPR)/corporate performance review (CPR) process.
- The processes that support the identification of risk within the force are currently being changed. At the moment, the ACPO lead is the director of finance, who holds quarterly meetings to examine risks against the community risk register, organisational risk register and the force strategic risk register.
- Each new risk is scored against numerical criteria and given a gross score. This is then reviewed against existing controls and action plans and given a net score for its priority. Once the residual risks are identified, so are action plans and managers. By bringing together organisational and operational risks, the force is in a position to look at functional, community and reputation risks around the table.
- The level 2 tasking process utilises a risk management matrix to assess the threat level. Allocating scores to applications can achieve a provenance decision log that informs the allocation of assets/resources. All approved operations contain a results analysis as a core requirement.
- There is effective co-ordination of the crime division, the HMET and the operational support division (OSD) under the leadership of the ACC (operations support), with a weekly risk assessment of emerging issues and review of ongoing operations. This makes full use of intelligence from crime and community sources to identify actions.
- HMET has well-developed business continuity plans aimed at ensuring the continued delivery of major crime services within the force. Significant operational

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risks identified are contained within the department's risk register, and action to reduce or mitigate these risks are refreshed quarterly by the departmental management team and submitted to the force risk and insurance team within the force's finance department.

- The documentation produced and the interviews conducted identified a well-informed and robustly managed process, which adds real value to the FSA and business planning processes.
- The community risk register is produced and monitored by the West Yorkshire resilience forum\West Yorkshire risk and capabilities sub-group – a multi-agency forum that involves local authority emergency planning officers and all emergency services.
- Using the scoring matrices, it highlighted that principal issues for West Yorkshire were: kidnap and extortion; organised immigration crime through false documentation; serious sexual offences against children; e-crime; fraud; organised burglary; registered sex offenders; violent offenders; professional standards; gaps in intelligence around criminal use of the roads.
- The investment decisions since then have been based around this analysis, which is updated constantly in line with the work of the force strategic risk management programmes. The recent investment in additional staff for public protection and test purchase are evidence of this.

Work in progress

- The force is reviewing the risk management processes and the ACO (finance and resources) will remain the corporate sponsor of risk management for the force. The command team decided that the quarterly risk management group and risk management steering group meetings will in future be chaired by the director of legal services. The risk management group will still meet quarterly to identify, examine and assess strategic and operational risks, including considering risks captured on the force strategic risk register and community risk register, issues brought forward from the strategic analysis, internal audit reports and any 'common' risks brought from operational risk registers or raised by the risk champions. The meetings are attended by the force risk and insurance team, internal audit, all red and amber strategic net risk owners (who are mainly heads of departments) and a risk champion who is a representative from division.
- With effect from the second quarter of 2008, the force will further integrate the force risk management process with the force business planning process, and any red or amber net risks identified on strategic or operational risk registers will be included as priorities under section 2 of the appropriate departmental plan, and the actions taken to mitigate/control these risks are included under section 3 of the plan. The plans are updated quarterly, including progress on actions taken. The departmental plan forms part of the OPR/CPR process.

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The force is fully collaborating with all other forces in its region to provide the same level of access and interrogation of intelligence systems across the region. Most of the operational databases are searchable using the CORVUS system. The recommendations from the Bichard Inquiry have been fully implemented.

Strengths

- The force has recently migrated from previously disparate operating systems to NICHE, which is now providing a higher degree of interoperability between crime and incident/occurrence recording, intelligence/information recording, through to case and custody recording systems. Links to the confidential unit ensure that relevant covert intelligence is directed to HMET.
- The key operating system for HMET is the national Home Office Large Major Enquiry System (HOLMES) 2 system. The force has begun negotiations to access intelligence systems of neighbouring forces. Information sharing is governed by memorandums of understanding (MOUs).
- The force has a 'Reflex team', which consists of both police officers and members of the BIA staff based in Leeds. Information is shared through a MOU.
- HMET also makes extensive use of, and has direct access to, the automatic number plate recognition (ANPR) back-office database via the intelligence cell co-ordinator, who has access to the ANPR back-office facility. This capability was effectively used in the investigation into the murder of a West Yorkshire Police officer.
- The force has a full-time link into the intelligence management, prioritisation, analysis, co-ordination and tasking (IMPACT) programme, and a project board sponsored by ACPO has been charged with collecting and delivering the four major strategies around IT, management information, child protection and vetting.
- The extension of ViSOR access has been provided to those involved in the management of RSOs. Information on child abuse investigations is recorded on VIVID, which allows for management and progress of investigations to be monitored.

Work in progress

- Scoping work is currently ongoing (led by South Yorkshire Police with the agreement of the four chief constables) to introduce a Cross-Regional Information Sharing Project (CRISP)-type intelligence-sharing database called Linx. The force collaborating with the other Yorkshire forces and Humberside in developing a regional ANPR strategy to share assets and target activity on known nominals.
- SOCRATES – a bespoke system for all aspects of forensic intelligence – is being introduced in force during 2008.
- The current FORDAT system, which is an administrative database for the recording of all issues relating to the issue of firearms under an authority, is to be replaced by CHRONICLE. This is not designed to record intelligence, but will provide a comprehensive audit trail for the management of firearms incidents.

Areas for improvement

- In terms of MoPI, there is a need to connect up to and search systems for crime, intelligence, domestic abuse, child protection, custody and firearms. This is

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embryonic at present and, while the CORVUS data warehouse is pulling together data from the Legacy and NICHE systems, duplicate records are a problem.

- The introduction of the National Ballistics Intelligence Service (NABIS) into the force will require additional support; however, it will provide a new mechanism for the recording and storage of information on firearms recovered both in force and nationally.

The force has a case review policy that is always applied, ensuring that current major crime cases are reviewed in accordance with ACPO guidance; the policy is highly effective. (This refers to organisational learning.)

Strengths

- The force has a major investigation review team (MIRT) led by a detective superintendent (a former senior investigating officer (SIO)) reporting to the ACC (serious and organised crime). The team has responsibility for the review of all ongoing major crime investigations. All team members have undergone the nationally accredited Major Investigation Review training course.
- The force has in place a detailed review policy in accordance with national guidelines. On completion of a review, a documented procedure is followed in relation to the actioning of recommendations and dissemination of good practice.
- The review team also examines a sample of sudden death reports monthly as a quality assurance measure. Any issues are fed back to the BCU, for supervisors to introduce necessary training or development plans.
- The MIRT is the custodian of all existing murder cases, detected and undetected, that have occurred in West Yorkshire since 1974. The team has secured and catalogued all historical files and exhibits from that date on and has commenced a cold case review of all undetected murders.
- The force has identified the opportunity and need to develop a systematic approach to the review of undetected cases in the most serious crime categories of murder, rape and other serious sexual assaults, where new advances in DNA technology and other forensic techniques now present greater detection opportunities in previously unsolved cold cases.
- The force's HMET first developed a review methodology for serious sexual offences – Operation Recall. A main thrust of this operation is the forensic review, which is entered onto HOLMES. To date, the team has secured 10 convictions, with a further number pending.
- Techniques used in the operation and review methodology have been widely circulated within and by the police standards unit (PSU), the forensic science service (FSS) and the Crown Prosecution Service (CPS). Representatives from several forces have visited the West Yorkshire review team and are now looking to adopt (or have already adopted) the same review methodology.
- A Further operation builds on the successes achieved and has extended the review process to the review of all undetected homicides. In total, 51 cases have been systematically reviewed and catalogued.
- As a direct result of these operations and the cold case review methodology, enhanced DNA techniques and subsequent reinvestigation, recent convictions were obtained which attracted extensive national media attention.

The force's tasking and co-ordination process functions satisfactorily to deliver suitable responses to managing major crime threats. Documentation examined reveals an exceptional understanding of historical, current and predicted demand.

Strengths

- The ACC (operations support) is the force lead on NIM, as well as being project sponsor for the NIM2 development programme. The strategic intelligence steering group has responsibility for the management and development of all intelligence issues. This group is served by the intelligence analysis development panel, intelligence co-ordinators' meetings, CHIS controllers' meetings, a senior analysts' forum, and divisional intelligence unit supervisors' meetings.
- The force has allocated responsibility for the investigation of different crime types to named departments and divisions. HMET has investigative responsibility for all categories of homicide A+, A, B and C, stranger rape and kidnap and extortion crimes in action. In addition, HMET also now takes responsibility for serious assault cases where it is likely that death will occur, attempted murders, road deaths where criminal conduct is suspected, other Category D linked or series offences and the investigation of incidents involving serious public disorder.
- Tasking and co-ordination underpins the process. Using control strategy guidance, all departments have been given clear direction on tactical and strategic submissions. From a common template to the facility to call on force assets at level 1 and level 2, NIM processes underpin service delivery across all business areas. The head of HMET holds a weekly tasking and resourcing meeting, where ongoing investigations are reviewed and SIOs are held to account for progress.
- The HMET intelligence cell, together with force intelligence analysts, works to a rigorous performance review. Together they provide analyses of the recording trends and predicted levels of recording of key crime types. In doing so, they are able to make an assessment of predicted demand for resources in the key crime type areas of homicide, stranger rape, life-threatening and gun crime, and kidnap and extortion.
- Accredited partners meet every fortnight after level 2 tasking. These partners and all confidential unit staff are security check (SC) vetted. The partners are a researcher from the dedicated source unit, a detective constable (DC) Field Intelligence Officer special operations/test purchase, a DC FIO from professional standards, a representative from the CTU and a representative from SOCA.
- As a result of the crime division attending the crime managers' forum every six weeks, all crime division assets, including covert and sensitive assets, are discussed with relevance to emerging issues. Similarly, at the quarterly local policing forum it is made known that crime division resources are available, highlighting the crime division's objective of reducing harm in communities in West Yorkshire caused by serious and organised crime.

Work in progress

- The homicide prevention strategy is owned and managed by HMET. The development of NHP within the force requires a greater ownership of nominals and activities at that level, to effectively link the strategy with delivery.

Area for improvement

- The inspection team identified that there were gaps in the NIM tasking and co-ordination processes caused through the way the force structure allocates responsibility for certain types of investigation through the crime division, HMET and BCU-level assets.

Due to appropriate and comprehensive training, the force's awareness of diverse community needs during major crime investigations is acute.

Strengths

- Officers and staff undergo a diversity awareness training course Fairness in Action. In addition, there have been more specific training inputs on diverse cultural issues such as 'arranged' and 'forced' marriages and so-called 'honour-based' violence.
- The community of Beeston in Leeds faced unprecedented scrutiny, particularly from the media, when it was revealed that some of the London bombers were from this locality. HMET was significantly involved in the investigation, and for all officers a series of events were held which involved many diverse sections of the community.
- Officers have received presentations on the cultural history of 'family honour' as well as issues of attempted forced marriage and subsequent isolation from the family. This has given investigators an insight into the problem of honour-based violence, and ensured that the enquiry team had the necessary cultural understanding to carry out investigations into honour-based violence.
- The raising of awareness of cultural differences within communities has provided the force with a wealth of knowledge to enable highly sensitive and potentially volatile policing strategies to be delivered with no adverse effect on community relations.
- HMET has training officers to ensure consistency of training to HMET staff. Their role is to continually monitor changes in legislation, practices and guidelines, and to ensure that staff have the most up-to-date knowledge available. They ensure that the skills profiles of all team members are kept up to date, as required for the roles they perform.
- Every six months, SIOs arrange a seminar attended by detective inspectors and detective chief inspectors (DCIs) from divisions to update them on investigations and provide learning points that have occurred. Those interviewed stated that this provided them with opportunities to learn lessons and question policies and practices to ensure that the force is conducting investigations according to agreed national and local processes, policies and guidelines.
- The force currently has a number of CT issues that were felt to be a threat (radicalisation). In order to develop strategies to deal with the emerging issue, but not raise alarm within the communities, the force worked with the regional CTU to manage the issue and maintain and enhance relationships within the community.

Area for improvement

- The independent advisory group (IAG) identified that it can have a key role to play in the delivery of training, particularly around NPTs and support for SIOs. The IAG will be looking to the deputy chief constable (DCC) to consider this, particularly around quality of service issues.

Prevention

The force has an IAG, key individuals and these are always used to maximise the contribution of partners in the management of major crime investigations.

Strengths

- The West Yorkshire IAG, when formed, initially came under the management and control of the police authority; more recently it has sought to develop a closer working relationship with the force. As a result of this, the policy for management and control has now switched from the authority to the police. The DCC is the principal contact for the IAG in force, supported by the head of diversity.
- SIOs use the full range of contacts and facilities available from the IAG, particularly in the management of sensitive investigations. IAG members are increasingly becoming involved, subject to appropriateness, in an advisory role on key enquiries.
- The force routinely uses and involves local KINs. In force, each of the NPTs now contains details of the KINs on its webpage. Typically these are elected members, partnership staff, community leaders, neighbourhood watch and key individuals within minority communities. They have advised on cultural issues, tension monitoring and community reassurance issues.
- Force contingency plans are in place for known or high-risk/vulnerable groups and for high-risk events. Divisions have developed advisory groups that enable consultation around the planning of responses.

Work in progress

- As a consequence of the involvement of an IAG member in a recent major incident, HMET has offered to provide a further insight into the work of HMET and how the IAG can enhance this through its involvement. This initiative by the force should enhance the relationship with the IAG and provide a more informed understanding of how the IAG can assist the force during major investigations or in assessing community impact. The current arrangements should be reviewed in accordance with the developing ACPO guidance on the use of IAGs.
- The force is currently considering the possible benefits of a CTU IAG.

Leading-edge contingency plans are in place to minimise the impact of any escalation of a major crime incident. The inspection teams found that ‘golden hour’ principles were fully understood and tested by call-management staff and first responders.

Strengths

- The HMET is a full-time major investigation capability for the most serious crimes (homicide, kidnap and extortion, stranger rape). By aligning HMET with other resources addressing level 2 crime and using an effective intelligence-gathering approach, major enquiries can run without affecting delivery on BCUs.
- The department, in conjunction with the HMET intelligence cell, force intelligence analysts and a rigorous performance review regime, analyses the recording, predicted levels of recording and predicted demand for resources in all homicide types, stranger rape, life-threatening and gun crime, and kidnap and extortion. HMET, through its weekly tasking and resourcing meeting, is able to deploy staff according to demand and level of risk.
- Any identified precursor events, including offences of violence, serious assaults, serious sexual offences, firearms discharges and other threats to life, are collated and analysed by the FIB, and are reported to level 2 tasking and incorporated into the FSA.
- The force has well-practised procedures and contingency plans to deal with an escalating major crime incident. A detailed critical incident policy is owned by the OSD and includes details in relation to responsibilities of call-management staff and first responders and the ‘golden hour’ principles as detailed within the ACPO *Practice Advice on Core Investigative Doctrine*.
- In response to a major crime investigation, HMET take initial responsibility to provide all necessary investigation staff. Local agreements are in place to deal with a situation which requires the deployment of staff beyond that available within HMET, and these dictate the deployment of detectives and other investigation staff initially from crime division and then from territorial divisions. Regional heads of the criminal investigation department (CID) have collaborative arrangements in place for the loan of investigative staff in times of extraordinary demand beyond the capacity available in force; such a situation has, however, never occurred.
- The development of effective call-out and stand-by systems within each of the disciplines provides an effective response to incidents. These systems are regularly reviewed and updated to ensure that there is no delay in contacting specialist assets.
- The force and department have well-developed business continuity plans, which are refreshed quarterly, together with a force strategic risk register and departmental risk action plans.

Area for improvement

- Due to the concentration of specialist skills within HMET and the crime division, there is a developing view that the divisional CID is being deskilled, particularly in relation to the ‘drain’ of skilled staff and the fact that they did not appear to be

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returning to a divisionally based role. The force has suffered a further loss of experienced staff to SOCA and the regional CTU, and this may have increased the apparent skills gap.

The threats from precursors to major crime offending are analysed extensively.

Strengths

- The force has a homicide prevention strategy and action plan, involving departments, territorial divisions and external partners in providing intelligence, proactively assessing risk and threats and delivering operational prevention activity. The strategy contains profiling of offenders, victims and situational issues, and contains control strategies around risk, which includes DV SPECCS. The ultimate aim of the strategy is to disrupt offending and prevent incidents of violence escalating to a point where murder occurs.
- Operational activity is carried out around precursor offences involving life-threatening and gun crime, kidnap and extortion and serious assaults. Other identified high-risk areas in which operational activity is directed include offences relating to child abduction, serious domestic violence, sexual assaults and child abuse/neglect issues falling short of homicide.
- The force maintains an overview of national and international threats through attendance at the National Conference for Major Crime Reviews and the Northern Conference, last hosted by Merseyside Police. The regional CTU is based within the force, and there is an ongoing exchange of information and threat assessments.
- Firearms discharge incidents are collated and analysed and presented at the CUFIG meeting every four weeks. The intelligence picture being developed around firearms involves links being established with NEBIS.
- MAPPA-style meetings are held for those offenders who fall outside the formal arrangements. Unconvicted or potentially dangerous offenders are risk assessed using a variety of available information and, on occasions, a single agency takes a lead to provide a holding/housing strategy for newcomers to the area, while building a more complete picture around the individual.

Work in progress

- The force has developed an eight-point threat assessment, which is being compared to the ACPO version. There are similarities, though the ACPO version has slightly different scales. The current threat assessment process provides tactical options around: capability, intelligence overview, CIA, a full intelligence picture, hierarchy of intelligence.
- A nominated SIO is progressing action on the homicide prevention strategy, which involves collaborative work with the force's domestic violence and child and public protection units in formulating police and partner responses to minimise risk and reduce harm in these areas.

The policy covering threats to life is fully accessible to staff and is thoroughly understood and implemented. Examples of joint/regional/cross-border/multi-agency operations are abundant.

Strengths

- The force has a homicide prevention strategy and action plan, involving departments, territorial divisions and external partners in providing intelligence, proactively assessing risk and threats and delivering operational prevention activity. In support of the strategy, there is a widespread use of Osman warnings in relation to persons where information or intelligence is received, either directly or by a partner agency that suggests a risk or threat to the life of an individual.
- The force has a documented policy with regard to the issue and management of Osman warnings, and a register is maintained by the force's confidential unit. Force call-centre staff have ready access to aids to memory, identifying action to be taken by first responders to life-threatening incidents such as kidnap or firearms, and these include Osman warnings.
- Two of the force's SIOs, with key specialist skills in investigating reports of child abduction, were tasked with improving the force's capability to respond to such reports. Extensive research was conducted, including liaison with other SIOs around the country who were, or had been, involved in high-profile cases of this nature.
- HMET has well-practised and documented operational procedures and responses to reports of kidnap and extortion. There have been several examples of such crimes in action, where the hostage has been located and successfully returned unharmed. One such operation required international co-operation and the services of the Metropolitan Police, SOCA and international liaison with law-enforcement authorities in Pakistan.
- The force intelligence system (FIS) quickly identifies street-level activity involving gun crime and drugs markets. Joint operational activity between the force's crime division and HMET will seek to dismantle local drugs supply markets, while, at the same time, maintaining a tight control on the criminal use of firearms – areas that are undoubtedly very closely linked. Intelligence related to life-threatening and gun crime at street level is used to inform the FSA and control strategies.

Areas for improvement

- Opposing views were presented on the investigations being conducted by HMET: whether it was investigating beyond its terms of reference as a support to BCUs, or whether it was doing a good job but eroding BCU CID investigator skills. The force should consider a review of HMET workloads and the interaction with BCUs. This will provide learning and opportunities for divisional investigators, as well as stimulating interest in HMET to contribute towards succession planning.
- The force should review the role of the CUFIG, as there was little evidence of any BCU-based prevention activity being directly linked to force responses. BCUs were unclear how they may be impacting on firearm threats involving level 2 criminals. BCUs should be more involved with prevention and disruption tactics.

The force has a witness protection capability that is supported by dedicated and on-demand covert resources. The force operates a policy that is promulgated to, and understood by, all staff. The force is wholly collaborating with other forces and partners in this area.

Strengths

- A dedicated witness protection unit is in place and has created effective links with a wide range of other partners, both police and non-police. All information on the unit's role and responsibilities is easily accessible through the force intranet. Due to risk assessment and reduction procedures, there is a high success rate in court attendance and giving evidence. A de-brief process takes place after each event.
- The witness protection unit has been in existence since 1997 and has sufficient capacity to deal with demand. The officers are trained but are not accredited as detectives. The unit provides a 24/7 response to demands from the force.
- Currently the unit is managing a number of cases with around a third requiring regular input and contact with witnesses. Those on the register are subject to a rolling 6–12 month review of circumstances and risk assessment.
- The head of the unit inputs into SIO courses, and there is expertise within the detective training school from a former member of the department. All staff members within the unit are vetted.
- The early release of an offender is picked up through the offender management unit and intelligence through prison liaison. This provides opportunities to assess any risk posed to the person on the witness protection scheme, and an enhanced risk assessment is made.
- The force has been awarded £13,000 from the victim fund to organise training on homicide and psychiatric issues. Members of other units network every four months to share good practice
- There are collaborative arrangements with regional forces to offer support to the force.
- The witness protection policy and guidance is available through the force intranet, and there was a reasonable level of knowledge among divisional staff of its existence and the work of the witness protection unit.

Areas for improvement

- There is a five-year tenure period for officers working within the unit, and it may be appropriate to consider how workforce modernisation could be used to fill these posts.
- Witness locations are not identified within any force systems, and therefore officers attending an incident may be oblivious to the particular dangers of a pre-existing threat. Although the systems require a high degree of confidentiality and security, when the force adopts the smart cards, consideration could be given to a marker facility, with information restricted to the force incident manager, as a means of alleviating those risks.

The force has an extensive system to monitor the impact of preventive and enforcement activity. There is evidence that the broad range of community policing assets is fully used to help understand levels of harm in the community.

Strengths

- The force promotes the reassurance message, and is conscious of both the negative and positive effect that policing activity may have on communities. In order to measure impact on communities prior to any operation or intervention, a survey is carried out. This results in the development of an action plan that addresses issues raised by the survey respondents. Following completion of the action plan by police and partners, a further impact assessment and survey are undertaken to assess satisfaction levels. The information obtained from the neighbourhood action survey provides a greater insight into the characteristics of the population and identifies the areas where reassurance activities would have the greatest impact on public perception.
- Reassurance hotspots are highlighted using data from the British Crime Survey (BCS) in combination with ACORN data. All the postcodes within the area under consideration are related back to their ACORN type and associated level of 'fear', as determined by the BCS. This can then be used to produce reassurance matrices and hotspot maps, which can assist with targeting reassurance activity effectively.
- The HMET intelligence cell analyses violent crime to develop geographic and victim profiles, identifying high-risk groups/areas on which to concentrate reduction prevention and protection activity. The force identifies and 'flags' major crime threats at levels 1, 2 and 3.
- The daily intelligence report measures community intelligence and community impact. It makes use of open-source searches on the internet to identify potential indicators. Intelligence is further enhanced through the cross-agency community reassurance information collection system.
- The force's MFH co-ordinators provide an analysis of activity on a force BCU basis. Trends are quickly identified, in particular around vulnerability. Activity can be mapped and set against identified hotspot areas, for example sex offender hostels. This can quickly identify emerging risks and prompt the force to take appropriate action.

Work in progress

- Departments in force are carrying out community mapping, but only in relation to their specific roles. The director of intelligence is attempting to draw all strands of work and intelligence together from local authorities and all agencies, such as the Driver and Vehicle Licensing Agency (DVLA), into a profile of each area. The approach being pursued is to create a common data warehouse for all data.
- Collaborative work has been carried out across a number of force departments to identify key areas of risk and to develop overarching violent crime/harm reduction strategies. Work is continuing on developing force policy and responder/investigator guidance in the key high-risk areas of physical and sexual assaults, domestic violence, child protection, drugs, gun and knife crime.

- A nominated SIO is progressing action on the homicide prevention strategy, which involves collaborative work with the force's domestic violence and child and public protection units.

The inspection found evidence that the force always considers relevant professional standards issues in the operational planning for major crime work. There is a comprehensive security policy in use to ensure that staff are appropriately vetted, commensurate with exposure.

Strengths

- Currently the West Yorkshire professional standards department (PSD) is involved with the crime division, HMET and CTU in reducing the threat of organised crime being able to infiltrate the force and gain access to sensitive assets.
- The PSD conducts operational security checks on behalf of HMET by reviewing systems and activity. The PSD also uses PNC Guard to conduct regular audits of staff, to help identify any misuse and possible leakage of intelligence.
- At the weekly meeting of the force's confidential unit, there is an overview of current level 2 operations. The HMET complaints manager also attends this meeting.
- The PSD has close liaison with human resources (HR) over transfers into particularly sensitive posts, and vetting takes place prior to the transfer of an individual into a post that requires it. HR and the PSD have identified positions within the force that may be at risk, and vetting takes place prior to the move. All staff who receive promotion are vetted prior to promotion.

Enforcement

Governance arrangements for major crime investigations are wholly effective, with appropriate use made of IAGs and community membership of gold command support groups.

Strengths

- The HMET is headed by a detective chief superintendent, who reports to the ACC (serious and organised crime). A member of the police authority has functional responsibility for key areas within the force. In the case of HMET and the major crime function, this responsibility currently rests with the chair of the authority.
- Quarterly OPRs of the department are held by the ACC (serious and organised crime) and the head of department to review operational activity and performance; the police authority member is also present at that review.
- In addition, the force operates a cycle of quarterly CPRs held by the deputy chief constable and the head of department; again, this is a review to which the authority member is invited. In addition to some operational matters, this review covers the key strategic issues impacting on the department, or on how the department is impacting on others.
- Each Monday, the ACC meets the heads of HMET, the SOC, forensic and review teams to discuss the progress of investigations and to review the future activity of each of the units. This ensures that the ACC has an opportunity to scrutinise activity and be intrusive, where necessary, regarding the progress of an investigation.
- The force and police authority are engaged in managing performance through a series of scheduled meetings, and through the use of the internal performance management framework and the involvement of lead members. Lead members are involved on a formal basis through operational and corporate reviews and, on an informal basis, through ongoing contact with the division or department.

Work in progress

- Gold support to live operations is minimal, and HMET is planning table-top exercises to increase awareness and confidence levels within the ACPO team. Involvement of police authority and IAG members is integral to the success of these exercises.

Area for improvement

- There is no extra vetting for police authority members. The authority's view is that it is down to personal relationships and it has distinguished between 'what is interesting' and 'what it needs to know'. There is now a revised committee structure, with a 'specialists' committee' along with a 'strategic planning and reform committee'. Consideration should be given by West Yorkshire Police and West Yorkshire Police Authority to having members with responsibilities for specialist departments to be vetted appropriately, to protect the integrity of the force from challenge.

The ACPO lead and the head of crime are fully trained and competent in the management of linked and series crime and critical incidents. These officers are supported by staff who have undergone comprehensive training and testing in critical incident command, CIAs and policing in partnership.

Strengths

- The head of HMET and the ACC (serious and organised crime) have both undergone training and are competent to undertake investigations involving linked/cross-border and series crime. The ACC (operations support) has undertaken Scimitar and critical incident training and is qualified to undertake the role of officer in overall command in any cross-border investigation. All staff in key roles have undertaken relevant accredited training.
- Each SIO has to excel in at least two specialist areas. They are accredited to national crime operations faculty standards and have completed the Management of Serious Crime course and SIO modular training.
- Advanced interviewing expertise has been developed. This provides SIOs with officers who have skills to significantly enhance the standard of investigation into serious cases. Officers are trained to tiers 3 and 5 in accordance with the national strategy on investigative interviewing. The West Yorkshire tier 3 training course has been promoted for national development.
- A number of the existing SIOs in HMET have also undergone training and are competent to undertake investigations involving linked/cross-border and series crime. Additional support is available from staff trained in critical incident command within operations support and the communications division, and from the local policing department in respect of CIAs and IAGs, and from CTU (Leeds) in respect of counter-terrorist operations.
- The force has a community engagement plan as part of a wider communication strategy with communities, which supplements the community intervention plan. This plan supports communities following critical incidents, and has been tested and refined.

The force's performance in the investigation of major crime is monitored through a regime that reviews each operation in terms of outcomes, cost, inputs and outputs.

Strengths

- The force has a MIRT led by a detective superintendent (former SIO) reporting to the ACC (serious and organised crime). The team has responsibility for the review of all ongoing major crime investigations. All team members have undergone the nationally accredited Major Investigation Review training course. The force has in place a detailed review policy in accordance with national guidelines.
- The ACC (serious and organised crime) is the commissioning officer for all reviews. The force has introduced monthly SIO case reviews, examining all aspects of costs/spending and outputs. On completion of reviews, a documented procedure is followed in relation to the actioning of recommendations and the dissemination of good practice.
- The MIRT also links to the training officer for HMET, who, as a result of de-briefs and learning from the CPS and other partners, provides focused and updated inputs for staff.
- Monthly meetings are held by the head of department with SIOs, at which actions in the departmental plan and progress against targets are reviewed. The DCI crime managers (East and West) hold monthly meetings with the operational detective inspectors, at which progress against targets is also reviewed. Quarterly full team meetings are held, to which all departmental staff are invited and where they are updated with the current position as regards departmental performance targets.
- Most internal reviews have been carried out using departmental staff but, in the case of the more wide-ranging review of the department's structure, resourcing and logistics arrangements, this was done by external consultants, in order to obtain an impartial view.

Performance Management and Resilience

The inspection teams found a strong investigative capability in force to meet the predictable major crime investigation demands. Collaborative agreements with SOCA and the CTU exist and are deployed as appropriate. These are considered adequate to counter normal and extraordinary levels of need. Force procedures to manage human resources provide extensive protection for the investigative capability.

Strengths

- The force has considerable demands placed upon it to support major crime investigations. A dedicated HMET was established in April 2005. Staff within the department support the key functions of HQ business and administration, major crime investigation management, operational teams/case preparation, HOLMES team, the intelligence cell, MIRT and cold case review.
- During a number of periods over the last three years, there have been occasions when demand has been extraordinary – eg the London bombings of July 2005, the murder of police constable Sharon Beshenivsky in November 2005. During those periods, collaborative arrangements were made for the deployment of investigative staff from the crime division, and agreements were also made with other forces for the deployment of officers into the counter-terrorist investigation following the London bombings of July 2005.
- The department has, in conjunction with the force's corporate review department and in support of the regional protective services agenda, conducted a review of major crime assets set against demands on those assets, and of threat levels against a risk matrix. The findings of that review confirmed that there are currently adequate major crime assets to deal with predicted demand.
- The force has sufficient staff trained in hostage negotiation. There are co-ordinators in force and there is a spread of national/regional and Red Centre-trained negotiators. There is a call-out procedure on a rota held in area control rooms.
- The regional hostage negotiators meet for shared training and dissemination of tactics. Arrangements are in place to provide regional support if required. 'Go bags' for rapid deployment to incidents are provided.
- The HOLMES team was assigned to HMET in April 2005. It is currently using Version (11c) of HOLMES. The HOLMES team has the capability to set up three types of HOLMES – 1: A mini HOLMES, which does not get indexed; it is purely an action/exhibit management account. 2: Intermediate indexing, which starts off as a full HOLMES with indexing and then, through the progress of the investigation, this proves not to be required 3: Full HOLMES set-up. These are in accordance with major incident room standardised administrative procedures (MIRSAP).
- Within HMET, a training officer is responsible for the development and management of the departmental training plan and the departmental skills matrix. A key output of the role is to ensure that the department maintains sufficiently trained and accredited staff to perform each key role in the enquiry team covering the investigation process.
- The crime training department has trained 95% of HMET staff to level 2 (suspect and witness) interview standard. It also provides training for level 3 (specialist witness) interviewers, and also for level 5 interview co-ordinator (top level). The force is currently training officers to tier 3 advanced witness interviewing, and all HMET

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investigators are trained to tier 2 interviewing as a minimum, with others trained to a higher standard.

- WYP provides training at all levels. The Initial Crime Investigators' Development Programme (ICIDP) is six weeks of study for trainee investigators (TIs). Attendees are from the region and include BTP. Divisional trainee detectives in WYP complete a mandatory three-month attachment to HMET to give them the opportunity to develop in major crime investigation. HMET is given the funding for this, which encourages the divisions to supply the TIs. The Management of Serious Crime course is aimed at detective sergeants, and detective inspectors receive a two-week course from the NPIA.
- In order to maintain levels of sufficient dedicated trained staff, the departmental business manager, supported by the personnel officer, manages a recruitment and succession planning process across all roles and at all levels. At each fortnightly departmental senior management meeting, overall staffing levels are discussed, including details of those staff leaving or joining the department, with a view to maintaining a full staffing profile in all roles and in all disciplines.
- There is a network of family liaison officers (FLOs) throughout the force, and all requests for FLOs are directed through the co-ordinator, who will make an assessment regarding the complexities and seriousness of the case and assign an appropriate FLO with the necessary skills and experience. The force has sufficient capacity ranging in experience to deal with demands. There are facilities for concerns regarding staff to be addressed by the occupational health unit (OHU), which includes a self-referral process
- HMET has invested in the development of a bespoke advanced media training course to deliver to all the force's SIOs to prepare them for the national and international exposure that can be anticipated in the wake of the continued and growing media interest in the way we deal with critical incidents and other major crime issues. The first pilot course was delivered in January 2007, and all the current SIOs have now completed the training.
- The force has invested in additional resources in the area of public protection, which sits within the crime division. The additional resources, supported by the police authority, have been invested in sex offender management and the test purchase unit (TPU). These additional resources support the force initiative attacking the drugs markets at levels 1 and 2.
- Professionalising the investigative process (PIP) training is being delivered, with HYDRA training being initiated around a range of scenarios – the last around child abduction. The force is enthusiastic about ensuring that specialist skills are invested in the appropriate departments and individuals, and has delivered media training to SIOs as part of the move to ensure that SIOs are confident in dealing with the media, and so provide reassurance to the public and increase confidence in the force's competence.
- Officers deployed to the test-purchase team (TP) stay in post for between one and three years, depending on their activity in force during that time. TP officers are also used within crime division for managing Regulation of Investigatory Powers Act (RIPA), exhibits officer, etc. This ensures that officers maintain a range of skills and do not dilute other generic skills.
- The establishment of a regional CTU within the force area and subsequent

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recruitment has had an impact on WYP skilled resources, with approximately 80% of the overall staffing (including police staff) having come from the force. To enable a fair balance of staff, the force hosted open days for transferees into the CTU from other forces. HR has created a dedicated role to oversee CTU issues and planning.

- A logistics officer has been appointed to HMET; this officer will know on a daily basis what every member of staff is engaged in. This provides the necessary information to enable dynamic decision making around resource deployment and capacity considerations. This works very effectively, as the teams can be deployed with a full complement for an initial period of 48 hours, after which an incident may be dealt with by a core team (typically a detective sergeant and three or four detectives).
- The SIO development programme (SIODP) is attended by officers who are either new to the role within HMET as SIO or deputy SIO, or are identified as potential SIOs or deputy SIOs. This is followed by further development through the PIP accreditation process to attain level 3 accredited investigator status (this covers witnesses, suspects and investigations). This is role specific, and when the evidence has been collated it is validated internally before the individual goes onto the national database for accredited SIOs.
- The force is a member of the North East regional scientific support group. It has agreed an SLA with the FSS for submission of volume crime exhibits; this has achieved significant financial savings across the region. An inventory has been made of kit available in the region, with appropriate agreements in place for the sharing of that equipment. The force has a number of specialist courses that selected scene of crime officers (SOCOs) are trained in. These include HASMAT, height access, chemical, biological, radiological and nuclear (CBRN) and disaster victim identification (DVI). These are useful for scientific support to add value to investigations and to preserve evidence.
- There is a policy for SOCOs to attend at scenes of serious and organised crime, as well as major crime. There are a number of senior SOCOs in force, who are available 24/7. When an incident is reported, the forensic issues are always dealt with by the divisional senior SOCO, who will have a forensic management meeting with the SIO/deputy to agree a forensic strategy.
- The level of support provided by the department to territorial divisions is reflected in the results of the force internal customer survey. The HMET has, for the last two years, been rated highest of all support departments in terms of the level and quality of service delivery to divisions.

Work in progress

- A business bid has been submitted for consideration by the chief officer team and police authority to purchase centrally located premises to locate all the HMET (HMET/HOLMES/forensic scanning). This would remove the teams from operational police premises and provide savings opportunities and business advantages to the delivery of major crime investigations.
- Work is in progress to rationalise the accommodation of HMET and closed circuit television (CCTV) viewing on one site.. Work is progressing to define the thresholds for interception of ANPR 'hits' across the force and decide which resource will deal.
- A review of homicide victim ethnicity is ongoing; this seeks to make recommendations about the future prevention and conduct of homicides, particularly

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of non-United Kingdom nationals.

- The force has developed the 3D presentation of evidence at court in video/photography. This is seen as an excellent system to assist the court process in serious and organised as well as major crime cases. There is potential for this to become an income generator for the force.
- Workforce modernisation is progressing in this area of business, and proposals to civilianise a number of posts across the whole force are awaiting sign-off by the police authority. The force has taken the view that progress will be measured as a proportion of front-line staff, rather than using the traditional view of police officers versus police staff. There are a number of key posts within HMET and the crime division that have been identified for change.

Areas for improvement

- The divisional detective inspectors felt that there was definitely an imbalance in the service received in division as opposed to working on a specialist unit (eg fingerprints/forensic examinations/high-tech crime and telecoms). This should be monitored, since, if this really is the case, the inequality in service can be destructive.
- The BCUs have analysts and a senior analyst within the DIU. Training is provided to members of the unit, although there is a delay in training being provided, and one person gave the example of not having received training until they had been in the BCU for four months.

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Specialist and covert investigations are resourced through a robust infrastructure that is proven to be highly effective. The inspection found evidence of proactive and reactive use of these assets across a wide range of offences.

Strengths

- The HMET is a full-time major investigation capability for the most serious crimes (homicide, kidnap and extortion, stranger rape). By aligning HMET with other resources addressing level 2 crime and using an effective intelligence-gathering approach major enquiries can run without affecting delivery on BCUs.
- HMET has access through the crime division to assets to deal with some of the more specialist aspects of major investigations, including surveillance operatives, covert technical support issues, financial investigators/asset recovery, mobile telephone or computer hard drive downloads, undercover special operatives or witness support officers. The high-tech crime unit is called upon to assist with telephone downloads in virtually every investigation.
- SIOs and deputy SIOs within HMET have received training and guidance in the use of CHIS to support major investigations with regard to RIPA issues, tasking and control, product management and disclosure PII issues. This is in line with ACPO Guidance on the Management of Covert Human Intelligence Sources. Deployment of CHIS is via the force authorising officer and the dedicated source handling unit within the crime division.
- HMET makes use of the specialist covert intelligence and technical support units (TSUs) within the crime division. RIPA and PII disclosure principles are applied to the deployment of covert resources and technical capabilities.. The force has an embedded detective in SOCA's national covert intelligence unit.
- The armed crime tactical team (ACTT) is used effectively in partnership with the negotiator team, and it has the capacity to provide Mobile Armed Surveillance Team support. SOCA has provided training for the dedicated surveillance unit , ACTT, negotiators and the HMET intelligence cell.
- The DSU provides capability across the force in support of level 1 and 2 crime with divisions, as well as level 2 and 3 with other crime division specialist resources. The drugs and organised crime unit also has a full surveillance capability. A full training programme maintains levels and abilities, as well as keeping technical equipment skills current.

Work in progress

- WYP, together with four other forces, is seeking to introduce a footwear intelligence system, which is being reviewed by NPIA. Also on footwear, the force is in collaboration with the FSS and is seeking to accredit some of its own staff in forensic footwear analysis. This will give a capacity to turn around a footwear type of enquiry in real time, while the prisoner is still in the cells. The accredited staff can also then provide evidence in report form, which is admissible as evidence.

The force has a full-time and dedicated case review team, which is always deployed when current and historical major crime cases are reviewed, in accordance with ACPO guidance. Case review work is highly effective. Operation Recall has attracted both national and international interest. The techniques and review methodology used have been widely circulated. Representatives from several forces have visited the West Yorkshire review team and are now looking to adopt (or have already adopted) the same review methodology.

Strengths

- The MIRT is led by a detective superintendent (former SIO), reporting to the ACC (serious and organised crime). The team has responsibility for the review of all ongoing major crime investigations. All team members have undergone the nationally accredited Major Investigation Review training course. The force has in place a detailed review policy, in accordance with national guidelines.
- Within 24 hours, major crime incidents/investigations are scrutinised by the head of HMET and resource and specialist requirements are agreed with the SIO. Initial reviews take place seven days after the commission of an offence. They are focused on assisting the SIO and on an initial quality assurance of the investigation, and they address the areas covered in the initial review policy document.
- All undetected murder enquiries are reviewed at 28 days, unless the decision is taken not to review, and are recorded in the policy log. Specific terms of reference for 28-day reviews will be set by the ACC (serious and organised crime). These are tailored to the investigation under review.
- The force investigates undetected serious offences involving murder and the investigation into cold case Serious Sexual Offences.
- The MIRT is the custodian of all existing murder cases that have occurred in the force since 1974. The team has secured and catalogued all historical files and exhibits from that date on, and has commenced a cold case review of all undetected murders. Cases have been 'batched' in five-year groups, again back to 1974.
- A current operation building on the successes achieved in previous investigations has extended the review process to the review of all undetected homicides. Due to the nature of the offence and the available evidence, this second generation of cold case reviews is considerably more complex than its predecessor. The review of all undetected homicide cases dating back to 1974.
- The review process is documented in the cold case review enquiry management and investigation policy. Where, at the time of the review, no further forensic or investigative opportunities are identified, an updated final report is completed and the case is returned to the review cycle. These are subject to a two-year review cycle.
- The Operation into historical undetected cases has attracted both national and international interest. The techniques and review methodology used have been widely circulated. Representatives from several forces have visited the West Yorkshire review team and are now looking to adopt (or have already adopted) the same review methodology.

The inspection found evidence that the force is fully compliant with relevant ACPO standards of the Murder Investigation Manual and major incident room standard operating procedures.

Strengths

- On behalf of the force, the department has ownership of a number of key NPIA/ACPO doctrines, practice advice and guidelines. These include MIRSAP 2005, the Major Incident Room Analysis Manual (2005), Murder Investigation Manual (2006), House to House Enquiries (2006).
- The force operates an NPIA programme board, which meets quarterly and is chaired by the deputy chief constable. It tasks doctrine holders with reporting on force compliance with the doctrine.
- A detailed review has been conducted of those documents listed, aligned to local practice, and an action plan is prepared with some minor adjustments to achieve compliance.
- Continued compliance with doctrine is monitored by the MIRT through the major crime review process.

Appendix 1: Glossary of Terms and Abbreviations

A

ACC	Assistant chief constable
ACO	Assistant chief officer
ACORN	A Classification of Residential Neighbourhoods
ACPO	Association of Chief Police Officers
ACTT	Armed crime tactical team
AFI	Accredited financial investigator
ANPR	Automatic number plate recognition
ARV	Armed response vehicle
ASB	Anti-social behaviour

B

BCS	British Crime Survey
BCU	Basic command unit
BERR	Department for Business Enterprise and Regulatory Reform
BME	Black and minority ethnic
BSIA	British Security Industry Association
BTP	British Transport Police

C

CAB	Covert authorities bureau
CAIU	Child abuse investigation unit
Catchem	Centralised analytical team collating homicide expertise and management
CBRN	Chemical, biological, radiological and nuclear
CCTV	Closed circuit television
CD	Controlled drugs
CDRP	Crime and disorder reduction partnership
CEOP	Child Exploitation and Online Protection Centre

CHIS	Covert human intelligence source
CHIVA	Children in Vulnerable Accommodation
CHRONICLE	Computer system database
CIA	Community impact assessment
CID	Criminal investigation department
CIFAS	Credit Industry Fraud Avoidance System
CIT	Cash in transit
CORVUS	intelligent data repository (data warehouse)
CPPU	Child and public protection unit
CPR	Corporate performance review
CPS	Crown Prosecution Service
CRB	Criminal Records Bureau
CT	Counter-terrorism
CTU	Counter-terrorism unit
CUFIG	Criminal use of firearms intelligence group

D

DC	Detective CONSTABLE
DCC	Deputy chief constable
DCI	Detective chief inspector
DDA	Disability Discrimination Act
DI	Detective inspector
DIP	Drugs intervention programme
DIU	Divisional intelligence unit
DOMU	Drugs and offender management unit
DS	Detective sergeant
DST	Dedicated surveillance team
DSU	Dedicated surveillance unit
DVI	Disaster victim identification
DVLA	Driver and Vehicle Licensing Agency

F

FI	Financial investigator
FIB	Force intelligence bureau
FIO	Field intelligence officer
FIS	Force intelligence system
FIU	Force intelligence unit
FLO	Family liaison officer
FORDAT	Administrative database
FSA	Force strategic assessment
FSS	Forensic science service

G

GAIN	Government Agencies' Intelligence Network
GMP	Greater Manchester Police
GOYH	Government Office for Yorkshire and The Humber

H

HMET	Homicide and major enquiry team
HMI	Her Majesty's Inspector
HMIC	Her Majesty's Inspectorate of Constabulary
HMRC	Her Majesty's Revenue and Customs
HOLMES	Home Office Large Major Enquiry System
HR	Human resources
HTCU	Hi-tech crime unit
HYDRA	Training simulation focusing on decision making skills

I

IAG	Independent advisory group
ICIDP	Initial Crime Investigators' Development Programme

IMPACT	Intelligence management, prioritisation, analysis, co-ordination and tasking
INI	IMPACT nominal index
IPCC	Independent Police Complaints Commission
IS/IT	Information systems/information technology
IT	Information technology

J

JPAC	Joint Police Authority Committee
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K

KIN	Key individual network
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L

LAA	Local area agreement
LCJB	Local criminal justice board
LSP	Local strategic partnership

M

MAPPA	Multi-agency public protection arrangements
MARAC	Multi-agency risk assessment conference
MAST	Mobile armed surveillance team
MFH	Missing from home
MIRSAP	Major incident room standardised administrative procedures
MIRT	Major investigation review team
MoPI	Management of police information
MOU	Memorandum of understanding
MSF	Most similar force(s)

N

NABIS	National Ballistics Intelligence Service
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NCPE	National Centre for Policing Excellence
NHP	Neighbourhood policing
NICHE	Computer software product
NIM	National Intelligence Model
NOMS	National Offender Management Service
NPIA	National Policing Improvement Agency
NPSAT	National Protective Services Analysis Tool
NPT	Neighbourhood policing team

O

OBTJ	Offence brought to justice
OCG	Organised crime group
OG2F	Our Guide to the Future
OHU	Occupational health unit
OPR	Operational performance review
OPSY	Operational security officer
OSC	Office of Surveillance Commissioners
OSD	Operational support division
Osman	Osman v UK (1999) 1 FLR 193, where the court established that in certain circumstances the state has a positive obligation to take preventive measures to protect an individual who is at risk from the criminal activities of others

P

PCSD	Police crime standards directorate
PCSO	Police community support officer
PCT	Primary care trust
PIP	Professionalising the investigative process
PNC	Police National Computer
POCA	Proceeds of Crime Act 2002
PPO	Prolific and [other] priority offender
PPU	Public protection unit

PSD Professional standards department

PVP Protecting vulnerable people

Q

Q AF Quality assurance framework

R

RART Regional asset recovery team

RIG Regional intelligence group

RIPA Regulation of Investigatory Powers Act 2000

RIU Regional intelligence unit

RSO Registered sex offender

RTTCG Regional tactical tasking and co-ordination group

S

SAR Suspicious activity report

SC Security check

SCAS Serious crime analysis section

SGC Specific grading criteria

SIA Strategic intelligence assessment

SIO Senior investigating officer

SIODP Senior investigating officer development programme

SLA Service level agreement

SOC Serious and organised crime

SOCA Serious Organised Crime Agency

SOCO Scene of crime officer

SOCRATES Scenes of crime database

SOU Special operations unit

SPI Statutory performance indicator

SPOC Single point of contact

T

TCG	Tasking and co-ordination group
THB	Trafficking of human beings
TI	Trainee investigator
TIA	Tactical intelligence assessment
TP	Test purchase
TPU	Test purchase unit
TSU	Technical support unit
TTCG	Tactical tasking and co-ordination group

U

UKBA	UK Border Agency
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V

ViSOR	Violent and sex offenders' register
VIVID	Vulnerable intimidated victims database

W

WYP	West Yorkshire Police
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Y

YOT	Youth offending team
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