

# Public Document Pack

## Agenda

**Meeting:** North Yorkshire Police, Fire and Crime Panel

**Venue:** Special Meeting - Brierley Room, County Hall, Northallerton DL7 8AD

**Date:** Wednesday, 21 June 2023 at 2.30 pm

Members of the public are entitled to attend this meeting as observers for all those items taken in open session. Please contact the Democratic Services Officer whose details are at the foot of the first page of the agenda if you would like to find out more.

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### Business

**1. Welcome and apologies**

**2. Declarations of Interest**

All Members are invited to declare at this point any interests they have in items appearing on this agenda, including the nature of those interests.

**3. Minutes of the Panel Meeting held on 6th February 2023**

Minutes to be formally agreed following review at the informal meeting of the Panel on 9<sup>th</sup> March 2023.

**(Pages 5 - 12)**

**4. Minutes of the informal Panel meeting held on 9th March 2023**

For agreement by the Panel.

**(Pages 13 - 18)**

**5. Progress on Issues Raised by the Panel**

Update report from the Panel Secretariat.

**(Pages 19 - 24)**

**6. Public Questions or Statements to the Panel**

- Any member of the public, who lives, works or studies in North Yorkshire and

Enquiries relating to this agenda please contact Diane Parsons Tel: 01609 532750 or email [nypfcp@northyorks.gov.uk](mailto:nypfcp@northyorks.gov.uk). Agenda and papers available via [www.northyorks.gov.uk](https://www.northyorks.gov.uk)

York can ask a question to the Panel. The question or statement must be put in writing to the Panel no later than midday on Friday, 16<sup>th</sup> June 2023 to Diane Parsons (contact details below).

- The time period for asking and responding to all questions will be limited to 30 minutes. No one question or statement shall exceed 3 minutes.
- Please see the rules regarding Public Question Time at [www.nypartnerships.org.uk/pfcp](http://www.nypartnerships.org.uk/pfcp).

**7. Members' Questions**

**8. Recent HMICFRS inspection reports: how the Commissioner is monitoring and ensuring service improvement**

**Monitoring and Assurance by the Commissioner**

**(a) The Commissioner's monitoring of progress and improvements following recent inspection activity**

Report from the Police, Fire and Crime Commissioner outlining how she is ensuring progress and improvement within both North Yorkshire Police and North Yorkshire Fire and Rescue Service.

**(Pages 25 - 42)**

**Background information**

**(b) HMICFRS 'PEEL' inspection of North Yorkshire Police 2021/22**

Copy of inspectorate assessment of North Yorkshire Police effectiveness, efficiency and legitimacy, published 17<sup>th</sup> March 2023.

**(Pages 43 - 84)**

**(c) HMICFRS National Child Protection Inspection: Post-Inspection Review**

Copy of inspectorate's post-inspection review of North Yorkshire Police's child protection arrangements, published 3<sup>rd</sup> May 2023.

**(Pages 85 - 124)**

**(d) HMICFRS inspection of North Yorkshire Fire and Rescue Service 2021/22: Re-visit findings**

Copy of inspectorate's letter to the Commissioner summarising findings from their re-visit (19 April 2023).

Inspection report circulated to Panel previously and considered at Panel meeting of 6<sup>th</sup> February 2023 – see full report at

<https://www.justiceinspectors.gov.uk/hmicfrs/frs-assessment/frs-2021/north-yorkshire/>

**(Pages 125 - 128)**

**9. Work Programme**

Report by the Panel Secretariat.

**(Pages 129 - 132)**

**10. Any other items**

Any other items which the Chair agrees should be considered as a matter of urgency because of special circumstances.

**11. Date of Next Meeting**

Thursday, 20 July 2023 at 10:30am (Annual Meeting) – County Hall, Northallerton

Barry Khan  
Assistant Chief Executive (Legal and Democratic Services)

County Hall  
Northallerton  
**Tuesday, 13 June 2023**

**NOTES:**

- (a) Members are reminded of the need to consider whether they have any personal or prejudicial interests to declare on any of the items on this agenda. The Panel Secretariat officer will be pleased to advise on interest issues. Ideally their views should be sought as soon as possible and preferably prior to the day of the meeting, so that time is available to explore adequately any issues that might arise.
- (b) Members of the public may put questions or statements to the Panel and these must be submitted to the officer detailed below three working days in advance of the meeting, for consideration by the Chair. The full protocol for public questions can be found at [www.nypartnerships.org.uk/pfcp](http://www.nypartnerships.org.uk/pfcp)

**Contact Details:**

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## North Yorkshire County Council

### North Yorkshire Police, Fire and Crime Panel

Minutes of the meeting held in the Council Chamber at County Hall, Northallerton, on Monday, 6th February, 2023, commencing at 10.30 am.

Councillors Carl Les (North Yorkshire County Council) in the Chair; Keith Aspden (City of York Council), Peter Wilkinson (Hambleton District Council), Cllr Mike Chambers (Harrogate Borough Council), Tim Grogan (Selby District Council), Eric Jaquin (Craven District Council) and Darryl Smalley (City of York Council).

Community Co-opted Members: Fraser Forsyth, Mags Godderidge and Martin Walker

In attendance: Jonathan Dyson (Chief Fire Officer) (North Yorkshire Fire & Rescue Service), Lisa Winward (Chief Constable) (North Yorkshire Police), Ben Illsley (North Yorkshire Fire and Rescue Service) and Jane Larkin (Force Control Room Manager) (North Yorkshire Police).

Officers from the Office of the Police, Fire and Crime Commissioner: Zoë Metcalfe (Police, Fire and Crime Commissioner for North Yorkshire), Michael Porter (Chief Financial Officer), Simon Dennis (Chief Executive & Monitoring Officer), Tamara Pattinson (Director, Delivery and Assurance), Sarah Arnott (Interim Director), Amanda Wilkinson (Director of Public Confidence) and Sarah Davies (Leadership Support to the Executive Team).

Officers present: Diane Parsons (Principal Scrutiny Officer).

Apologies: Councillors Helen Grant (Richmondshire District Council) and Carl Maw (Scarborough Borough Council).

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#### Copies of all documents considered are in the Minute Book

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#### 649 Welcome and apologies

The Chair welcomed everyone to the meeting and apologies were noted.

#### 650 Declarations of Interest

Martin Walker notified that he is a Trustee of IDAS, which receives funding for its work from the Office of the Police, Fire and Crime Commissioner (OPFCC).

Mags Godderidge notified that she is CEO of Survive; a charity which is commissioned by the OPFCC to provide services to survivors of domestic abuse and sexual violence.

Councillor Keith Aspden notified that he is a Member of the LGA's Fire Services Management Committee and Fire Commission, and the NJC for Local Authority Fire Services.

#### 651 Consideration of Exclusion of the Press and Public

The Chair wished to note that the Panel retains the privilege to consider whether it is necessary (and appropriate) to bring into a closed session at item 12, in respect of its

consideration of the Commissioner's precept proposals.

**652 Minutes of the Panel Meeting held on 12th January 2023**

**Resolved –**

That the minutes of the meeting held on 12<sup>th</sup> January 2023, having been printed and circulated, be taken as read and confirmed and signed by the Chairman as a correct record.

**653 Progress on Issues Raised by the Panel**

Diane Parsons updated the Panel on the status of the actions listed in the report. Since publication of the report, the OPFCC have provided some information in relation to Item 4 (statistics on recruitment of under-represented groups). The actions list will be updated ahead of the next Panel meeting.

**Resolved –**

That the Panel notes the update report provided against outstanding actions.

**654 Public Questions or Statements to the Panel**

The Panel were advised that no public questions or statements had been received.

**655 Members' Questions**

The Commissioner was asked to provide the Panel with numbers of cases in North Yorkshire where prosecutions of rape have collapsed and what actions are being taken to improve this situation. This came on the back of recent national reporting which had identified that 70.4% of cases in North Yorkshire had collapsed, in comparison with 62% of cases nationally and less than 50% in West Yorkshire. The Commissioner agreed to provide a written response.

**656 HMICFRS inspection report of North Yorkshire Fire and Rescue Service 2021/22**

**Considered –**

The recent inspection report of HMICFRS regarding North Yorkshire Fire and Rescue Service (NYFRS) and the Commissioner's response to these outcomes.

Members expressed concern at the downward trend of the service in comparison with the previous inspection report outcomes in 2018/19. In particular, concern was raised that standards have deteriorated since the transfer of governance; particularly around estates and cultural implications, which were seen as 'known issues' prior to the change taking effect.

The Commissioner acknowledged the concerns raised offered to brief Panel on the Delivery Plan and timescales for planned improvements. The Commissioner highlighted her confidence in the improvements made to NYFRS since last year's inspection and that robust plans are in place to tackle the major issues identified as of concern by HMICFRS.

The Chief Fire Officer gave further context around the inspection regime and highlighted the view that this has become more rigorous in the last couple of years. Significant progress has been made since the inspection but the service will continue to ensure progress is made.

Members queried whether workforce planning in the service is sufficiently robust and whether the service will be drawing on external help to make improvements. The Chief Fire Officer advised that the inspection held the service to account for the 2016 model of risk and resource planning, now superseded by the Risk and Resource Model, and that the report also doesn't factor in the extent of the county in its service response times. He therefore felt confident that the service would lift from its current grading. Mr Dyson also emphasised the strategy for change in place in the service around ensuring core values are embedded around diversity and inclusion. He acknowledged that there are pockets of the organisation which need to change in this respect but also felt that the language used by the inspectorate is very emotive. The Commissioner reinforced that her office has been re-shaped around investing in public confidence and inclusivity in both the police and fire services.

The Panel referred to the need for sustainable financial planning and it was queried as to whether the current governance model is adequately achieving this. It was also highlighted that the Commissioner will need to continue to lobby for precept flexibility next year. Members queried whether key changes and values are well understood by all staff. Both Mr Dyson and the Commissioner acknowledged that significant change brings uncertainty for all staff but that clear expectations are now being set and staff welfare is being supported.

The Commissioner was additionally asked about the report's references to challenges with availability of On-Call staff and how the Risk and Resource Model (RRM) impacts on this. It was explained that the RRM will enable additional investment into On-Call provision.

The Panel advised that this matter will be kept on the forward work programme and that an update on the improvement plan will be taken at a future meeting.

**Resolved –**

That the Panel:

- (a) notes the inspection report and the responses of the Commissioner and Chief Fire Officer; and
- (b) receives a future update on actions to improve the service in light of the outcomes of the inspection report.

**657 Update on Force Control Room performance (999/101 services) and take-up of Single Online Home**

Considered –

The report of the Commissioner updating on the performance of the Force Control Room (FCR) and take-up of Single Online Home.

The Commissioner acknowledged that response times for the 101 and 999 services have been unacceptable and outlined measures put in place to help tackle this, including her staff attending 'Gold' and 'Silver' level police meetings. An investment of £1.9m per year is also planned for the FCR. Improvements to handling are being modelled around the Right Care for the Right Person initiative as adopted by the force in

Humberside.

The Panel asked for percentages of the total calls abandoned to be provided within the next performance report.

The Chief Constable was asked to clarify the THRIVE process for identifying how a call should be handled and how calls about highways issues are dealt with, especially 'out of hours'. In terms of the latter, issues are referred to Highways directly.

The Panel considered the issue that a significant number of calls received by the FCR are not for the police to deal with, for example mental health and welfare calls. The Chief Constable acknowledged that there is often a cyclical requirement on the FCR where someone should have been supported by another agency such as mental health services and that a piece of productivity work is underway nationally to examine this further. The Commissioner highlighted the increase in funding for mental health triage in the FCR. She has also raised concerns with the Policing Minister on this matter and will be speaking to the Integrated Care Board soon to look at how the agencies can come together to tackle these difficulties.

**Resolved –**

That the Panel:

- (a) notes the report; and
- (b) receives a further update in due course on FCR performance and the impact of the Commissioner's investment.

**658**

**Draft OPFCC Delivery Plan**

Considered –

The report of the Commissioner's Chief Executive providing a draft Delivery Plan for the OPFCC, for review and comment by the Panel.

Simon Dennis explained that behind the organisational activity plan shared, there lies a delivery plan to detail and drive forward work towards reaching the outcomes of the key policing/fire and rescue plans. The report also set out a summary of the transition planning in anticipation of the move towards devolution.

Members welcomed the report. It was suggested that it would be helpful to incorporate something which assists in monitoring how the Commissioner's office is ensuring that major crime is being investigated and convictions pursued. Mr Dennis amplified the role of the Commissioner in encouraging and challenging local criminal justice service partners in securing necessary convictions. An assurance framework will also be published which will set out those areas where the office will seek the most detailed assurance on police and fire services but also of other agencies in pursuit of outcomes around prosecution.

**Resolved –**

That the Panel:

- (a) notes and welcomes the report; and
- (b) offers further suggestions for development where identified going forward.

*The Panel agreed to adjourn the meeting after Item 10 for a short comfort break*



(11:33am).

**659 Panel Scrutiny of the Precept Proposals**

*The Panel resumed at 11:48am.*

**Resolved –**

That the Panel notes the guidance note provided on its role in scrutinising the precept proposals.

**660 Police Precept Proposal 2023/24**

Considered –

The Commissioner's report outlining her proposal to set the Council Tax precept for policing for 2023/24 at £295.08 for a Band D property.

The Panel heard from the Commissioner that given the reviewed MTFP, continued inflationary pressures and potential pay awards, the budget gap for policing will continue to be a challenge over the next year and beyond. As such, the Commissioner is supportive of the Chief Constable conducting an organisational and operational review to restructure the organisation and improve delivery of frontline services. In proposing a precept increase of 4.99% for 2023/24, the Commissioner highlighted that a recent audit of services and processes identified a number of areas in need of investment within the service, particularly where the service needs to evolve to keep up with the changing nature of crime. The precept investment will underpin these improvements and will include the digital forensic unit, expanding the numbers of detectives, ensuring a uniformed response presence in communities and the planned investment into the Force Control Room to help improve the 101 and 999 services.

The Commissioner outlined her rationale in not seeking to request the maximum amount available (£15 increase on a Band D property). While she would like to ensure the Chief Constable has sufficient funding to pursue the above improvements, she would also like the police service to improve its handle on finances. The Commissioner is also acutely aware of the cost of living pressures many families are experiencing.

The Panel were concerned to emphasise that communities will need to be reassured of visible improvements in policing if they are being asked to pay more in 2023/24; particularly as the report outlined a pause in recruitment on PCSOs and holding vacancies within the force. The Panel were advised that the recent PCSO recruitment exercise had fallen well short of the standard and numbers required. Many of those who would have been interested previously in this campaign had instead chosen to apply for the police officer uplift programme and also the current market has made other career options more favourable. The Chief Constable highlighted that North Yorkshire also has a much higher proportional number of PCSOs than most other forces so the organisational review presents an opportunity to examine this further and re-shape the neighbourhood policing service, rather than holding budget on the assumption of PCSO recruitment.

The Panel sought further reassurance that as the organisational review will be examining the balance of police officers and staff, that communities are involved in these conversations. The Commissioner assured the Panel that visible neighbourhood policing remains a high commitment and that she will ensure that the

service are held to account for delivery of this.

The Panel would like to receive a further update on the service's workforce planning and developments in neighbourhood policing at an appropriate juncture.

Panel Members voted unanimously in support of the Commissioner's precept proposal for policing.

**Resolved –**

That the Panel:

- (a) supports the Commissioner's proposal to increase the policing precept for 2023/24 to £295.08, thereby representing an increase of £14.03 (or 4.99%) over the 2022/23 level for a Band D property; and
- (b) receives a further update in due course on the organisational review of North Yorkshire Police and developments to improve visible neighbourhood policing.

661

**Fire and Rescue Service Precept Proposal 2023/24**

Considered –

The Commissioner's report outlining her proposal to set the fire and rescue element of the Council Tax precept for 2023/24 at £80.61 (Band D).

The Panel welcomed the flexibility afforded this year to NYFRS to be able to seek up to a £5 increase on a Band D property and the Commissioner thanked the Panel for its support in seeking fairer funding last year. The Panel noted the significant support from the public consultation for the service to receive a sum greater than a £5 increase and it was queried whether a higher amount could be sought. The Commissioner outlined that the costs of imposing a referendum would outweigh the potential benefits to be gained. The Panel conveyed that it will be key for the Commissioner to continue to lobby for fair funding for the service, particularly as this flexibility is unlikely to be given next year and the budget position is uncertain due to pay and non-pay inflationary pressures.

It was noted by the Panel that urgent investment and renewal is required for parts of the fire estate and fleet and that the service is therefore in a challenging position going forward, with various budget/inflationary uncertainties.

The Panel sought reassurances around the intentions of the Risk and Resource Model; particularly that prevention and protection work, along with the planned investments in On-Call, will still be implemented in view of the budget uncertainties. The Panel were advised that the Commissioner does not expect to have to remove any elements of the Model agreed and that investments in the plan will still be funded.

The Panel voted unanimously in favour of supporting the Commissioner's precept proposal.

**Resolved –**

That the Panel supports the Commissioner's proposal to increase the fire and rescue element of the Council Tax precept for 2023/24 to £80.61, thereby representing an increase of £5 (or 6.6%) over the 2022/23 level for a Band D property.

**662 Closed Session**

The Panel did not retire into closed session as business under Item 11 was concluded in public session.

**663 Work Programme**

Considered –

The Secretariat report outlining the Panel's draft work programme.

It was noted that suggestions had been made in the meeting from Members in respect of further updates on convictions in the county and also on steps being taken to improve the prosecution rate for rape cases.

**Resolved –**

That the Panel approves it outline work programme.

**664 Such other business as, in the opinion of the Chairman, should, by reason of special circumstances, be considered as a matter of urgency.**

The Panel were advised that no urgent business had been notified to the Chair.

The meeting concluded at 12.20 pm.  
DP.

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## North Yorkshire County Council

### North Yorkshire Police, Fire and Crime Panel

Minutes of the informal meeting held remotely on Thursday, 9th March, 2023, commencing at 1.30 pm.

Councillors Carl Les (North Yorkshire County Council) in the Chair; Keith Aspden (City of York Council), Peter Wilkinson (Hambleton District Council), Lindsay Burr MBE (Ryedale District Council), Mike Chambers (Harrogate Borough Council), Tim Grogan (Selby District Council), Eric Jaquin (Craven District Council) and Darryl Smalley (City of York Council).

Community Co-opted Members: Martin Walker

In attendance: Mabs Hussain (Deputy Chief Constable) (North Yorkshire Police).

Officers from the Office of the Police, Fire and Crime Commissioner: Zoë Metcalfe (Police, Fire and Crime Commissioner for North Yorkshire), Michael Porter (Chief Financial Officer), Simon Dennis (Chief Executive & Monitoring Officer), Tamara Pattinson (Director, Delivery and Assurance), Amanda Wilkinson (Director of Public Confidence) and Sarah Davies (Leadership Support to the Executive Team).

Officers present: Diane Parsons (Principal Scrutiny Officer).

Apologies: Councillors Helen Grant (Richmondshire District Council), Carl Maw (Scarborough Borough Council). Co-opted members Fraser Forsyth and Mags Godderidge.

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#### Copies of all documents considered are in the Minute Book

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#### 665 Welcome and apologies

The Chair welcomed everyone to the meeting and apologies were noted. The Chair explained that the formal meeting of the Panel had been adjourned due to the forecasted extreme weather. The Chair reminded attendees that as this was an informal meeting, the Panel would be unable to take decisions at the meeting but recommendations could be made for approval at the next formal meeting in July.

#### 666 Declarations of Interest

Martin Walker notified that he is a Trustee of IDAS, which receives funding for its work from the Office of the Police, Fire and Crime Commissioner (OPFCC).

Councillor Keith Aspden notified that he is a Member of the LGA's Fire Services Management Committee and Fire Commissioner, and the NJC for Local Authority Fire Services.

#### 667 Minutes of the Panel Meeting held on 6th February 2023

##### Recommendation -

That the minutes of the meeting held on 6th February 2023, having been printed and

circulated, be taken as read and confirmed as approved by the Panel at their formal meeting of 20<sup>th</sup> July 2023.

## **668 Progress on Issues Raised by the Panel**

Considered –

The report of the Secretariat updating on progress against actions from previous Panel meetings.

Item 1 – Information detailing actions and improvements to the fire and rescue service following their review of the London Fire Brigade (LFB) Report. It was highlighted that the outcomes of the LFB report will form part of a wider strategy around equality, diversity and inclusivity. The Panel will revisit progress on this in the autumn and as such this action was noted to be completed at this stage.

Item 2 – Wildlife crime. Members asked for consideration to be given by North Yorkshire Police to incorporating a field within data entry on crime recording which facilitates the capture of data on wildlife/rural crime prosecutions. The Commissioner felt that good progress is being made regarding wildlife crime but that she would like to see more progress in relation to prosecutions. It was agreed that a further update report will be incorporated into the work programme in due course. The action on the report was therefore noted as completed at this stage.

Item 3 – data on rape prosecutions in North Yorkshire. Information has been provided to the Panel and this action was noted as completed.

Members made reference to increases in domestic abuse and clarity was sought on the timeline for dealing with reports of domestic abuse. DCC Mabs Hussain outlined the process and how each case is individually graded according to risk and vulnerability, which then determines the process locally and with supporting agencies.

### **Recommendation –**

That the report is noted by the Panel.

## **669 Public Questions or Statements to the Panel**

The Panel were advised that no public questions or statements had been received.

## **670 Members' Questions**

Members discussed with the Commissioner about the cohort of asylum seekers currently being accommodated in hotels in the Selby area. Local residents had raised queries with a local Member regarding the attendant impact on those communities and on the need for appropriate support for the asylum seekers themselves. The Commissioner agreed to gather information on this and to also share with the Panel her letter to the Home Office seeking appropriate support for asylum seekers in the Selby area.

The Commissioner was advised that the process for supporting an amendment to speed limits in York by the police had not been as smooth as had been expected for the communities involved. It was felt that more support could be provided to local authorities to help facilitate decision-making. The Commissioner referred in

response to the Road Safety Partnership as the appropriate forum for considering changes to speed limits. Funding has gone towards an enforcement review across NY and York, the results of which will be available in the summer.

The Commissioner was asked whether more can be done to advise communities where rogue salesmen and builders are operating locally or going door-to-door seeking trade and to explain what residents can do. The Commissioner agreed to take this away and reflect with the Chief Constable.

## **671 'Enable' Programme Update**

Considered –

The report of the Police, Fire and Crime Commissioner providing an annual update on the Enable North Yorkshire programme.

The Commissioner highlighted that while she feels enabling services collaboration between police and fire is in the public interest, she is not wedded to this principle across the board and at any cost; such a collaboration must be efficient and effective. The Commissioner acknowledged the recent concerns of the inspectorate regarding collaboration activity with the fire service being effective and providing value for money. The Panel heard that the last year had been a challenging one for the Enable programme but that the Commissioner has supported an evaluation of relative demand and process efficiency and effectiveness, with proposals due to come to her for a revised approach in April 2023. As a result, the Commissioner offered to bring an update report back to the Panel much earlier than the usual annual cycle.

Panel members noted the Commissioner's full acknowledgment of the status of the programme and asked whether any savings have been delivered against it. The Commissioner highlighted in response that there have been issues embedding the programme correctly and that Covid-19 had also disrupted progress. The Panel expressed disappointment at the report and the lack of evidenced savings/benefits, particularly in view of enabling services collaboration being a cornerstone of the original case for transfer of governance of the fire and rescue service to the Commissioner's office. It was agreed that the Panel should seek reports on the programme more frequently than annually.

### **Recommendations –**

That the Panel:

- (a) Notes the update provided on the status of the Enable programme by the Commissioner, and her plans for considering a revised approach;
- (b) Recommends that an update is taken on the Enable NY programme more frequently than annually, to receive assurance or progress.

## **672 Tackling Fraud and Cyber Crime in North Yorkshire**

Considered –

The report of the Police, Fire and Crime Commissioner updating on work by North Yorkshire Police to help tackle fraud and cyber crime.

The Commissioner drew out elements of the report which highlighted the range of work that the police service undertakes with the public and with businesses to help

tackle fraud and cyber crime. The Commissioner highlighted that fraud is a 'growth area' and has been identified as such within the updated Strategic Policing Requirement from the Home Office. As such, the Commissioner would like to work with education partners more to help educate young people.

Members commended the work underway by the police force to tackle cyber crime but queried whether the Commissioner felt that adequate resources are being directed to the task. The Commissioner felt satisfied at the level of resource currently but that as this is an identified 'risk' area of crime, it will need to be monitored closely.

Members urged the Commissioner to consider a campaign to encourage greater reporting as it was suggested that people can feel embarrassed that it's happened to them and therefore are reluctant to report. The Commissioner advised that she would welcome a further conversation with Members interested in this to see what more can be done.

#### **Recommendations –**

That the Panel notes the report provided.

### **673 Acquisitive Crime and North Yorkshire Police performance**

Considered –

The report of the Police, Fire and Crime Commissioner reviewing recent data around acquisitive crime and any potential links to the cost-of-living crisis.

The Commissioner advised that current data doesn't support the notion that acquisitive crime has significantly increased as a direct result of the cost-of-living crisis. The Commissioner outlined how the Safer Streets funding had been used to help reduce acquisitive crime, through the Protect Your Home scheme operational in Craven and Harrogate districts.

Further to a Member query, the Commissioner agreed to provide some data in relation to how video doorbells have helped to detect and prevent crime. The Commissioner clarified that the areas where the scheme is operational are those identified as the most vulnerable to burglaries.

#### **Recommendations:-**

That the Panel:

- (a) Notes the report provided; and
- (b) Receives further information from the Commissioner in due course around the impact of video doorbells in the prevention and detection of crime.

### **674 Progress Report on the Implementation of the Risk and Resource Model**

Considered –

The verbal update report of the Chief Fire Officer regarding the implementation of the Risk and Resource Model (RRM) for the North Yorkshire Fire and Rescue Service (NYFRS).

Further to a request for an update from the Panel, Jonathan Dyson highlighted the



following:

- Significant progress has been made in relation to specialist water rescue in Craven area;
- Progress is underway in relation to the emergency response principles. Following the development of data dashboards, the FRS is now able to understand where it is exceeding the 'predominantly rural' average time (10 minutes 28 secs). With benchmarking against other 'predominantly rural' areas as identified by the inspectorate, the FRS has built in greater context around factors such as geography. The FRS is also building in exceptions where it does sit above a national average to better understand how and why it is in that position.
- In relation to the workstream on alternative duty systems (ADS), this has been paused due to national industrial action. Mr Dyson referred to the concerns raised nationally by fire services regarding the financial impact of pay rises agreed. The FRS would only be able to transition to an ADS where this is sustainable.
- The FRS will be communicating the new policy and procedure with the public in April regarding managing attendance for fire alarms.
- Mr Dyson highlighted that the FRS is in consultation with the trade unions regarding the York area changes.
- Data is being recorded in the background regarding responses times in Harrogate and Scarborough areas but Mr Dyson advised that the changes in York must be completed before changes can be fully implemented in Harrogate and Scarborough.

The Panel wished to note that a written update report would have been preferred due to the level of detail provided. Members asked whether further information could be given around the Huntington area changes. However, the Panel were advised that as discussions are ongoing with the trade unions, the industrial relations protocol dictates that these must remain closed discussions until consultations have completed and information then shared with the workforce.

Members were keen to seek reassurance from the Commissioner that she will be able to continue with her plans around prevention in view of the financial picture. Mr Dyson advised that he may not be able to invest in prevention as significantly as he had hoped but that this will not prevent him driving forward changes. The Panel requested a further report in due course on the progress of the prevention work and any financial implications. Members also stressed the importance of keeping staff informed about changes.

Members also highlighted the focus on people, equalities and cultural change, as identified both by the inspectorate and at the recent LGA Fire Conference. Mr Dyson advised that he is seeking a third-party review of the organisation, reviewing back over five years of disciplines and grievances and also referred to the launch of the FRS's EDI strategy.

Concern was expressed by a Panel member that information regarding progression of the RRM in Huntington had to be withheld due to ongoing discussions with the trade unions. Clarification was provided regarding the industrial relations protocol in place and that the Panel has an exemption which can be applied to meetings. Further detail on the statutory basis will be provided.

#### **Recommendations:-**

That the Panel:

- (a) Notes the report provided; and
- (b) Recommends a further (written) report be brought to the Panel on progress of implementation of the Risk and Resource Model.

**675 Work Programme**

Considered –

The Panel's outline work programme.

Members recommended that a written update on the Risk and Resource Model be brought as soon as possible.

**Recommendations:-**

That the Panel:

- (a) Notes the report; and
- (b) Recommends that a written update is brought back to the Panel regarding progress in implementation of the Risk and Resource Model.

**676 Such other business as, in the opinion of the Chairman, should, by reason of special circumstances, be considered as a matter of urgency.**

As this meeting marked the last of the Panel in its current form, prior to local government reorganisation in North Yorkshire, the Chair wished to note his particular thanks to district and borough council colleagues for their valued input to the Panel.

Cllr Mike Chambers thanked colleagues on the Panel with whom he has worked over the last nine years and wished the Panel future success in its important role as a 'critical friend' to the Commissioner.

The meeting concluded at 2.38 pm.

DP.

## NORTH YORKSHIRE POLICE, FIRE AND CRIME PANEL

21 June 2023

### Progress on Issues Raised by the Panel

#### 1.0 PURPOSE OF REPORT

1.1 To advise Members of:

- (i) progress on issues which the Panel has raised at previous meetings; and
- (ii) any other matters that have arisen since the last meeting and which relate to the work of the Panel.

#### 2.0 BACKGROUND

2.1 This report will be submitted to the Panel as required, listing the Panel's previous resolutions and/or when it requested further information to be submitted to future meetings. The table below provides a list of issues which were identified at previous Panel meetings and which have not yet been resolved. The table also indicates where the issues are regarded as completed and will therefore not be carried forward to this agenda item at the next Panel meeting.

2.2 Appendix A provides an update from the Commissioner's office against each of the issues listed below. The Commissioner's office will be happy to respond to any further queries.

2.3 The Panel is asked to consider whether any further follow-up is required.

	Date	Minute number and subject (if applicable)	Panel resolution or issue raised	Comment / date required	Complete at publication?
1	9 <sup>th</sup> March 2023	668 – Progress on Issues Raised	Suggestion made regarding incorporation of additional field for NYP data entry to help better capture wildlife crime prosecutions.	21.06.2023	√
2	9 <sup>th</sup> March 2023	670 – Members' Questions	(i) Information requested regarding asylum seekers resident in NY in relation to support needs and impact on neighbouring communities. (ii) PFCC also to share copy of letter to Home Office seeking	21.06.2023	√

			support for asylum seekers.		
3	9 <sup>th</sup> March 2023	670 – Members' Questions	PFCC to consider whether more can be done to advise local communities of intelligence regarding rogue salesmen and to advise what actions to take.	21.06.03	√
4	9 <sup>th</sup> March 2023	673 – Acquisitive Crime and NYP performance	PFCC to consider whether data can be provided on how video doorbells have helped to detect and prevent crime.	21.06.03	√

### 3.0 FINANCIAL IMPLICATIONS

3.1 There are no significant financial implications arising from this report.

### 4.0 LEGAL IMPLICATIONS

4.1 There are no significant legal implications arising from this report.

### 5.0 EQUALITIES IMPLICATIONS

5.1 There are no significant equalities implications arising from this report.

### 6.0 CLIMATE CHANGE IMPLICATIONS

6.1 There are no significant climate change implications arising from this report.

<p><b>7.0 RECOMMENDATIONS</b></p> <p>7.1 It is recommended that the Panel:</p> <ul style="list-style-type: none"> <li>(a) notes the report;</li> <li>(b) considers whether any of the points highlighted in this report require further follow-up.</li> </ul>
---

### APPENDICES:

Appendix A – Update from the Office of the Police, Fire and Crime Commissioner on outstanding issues raised.

### BACKGROUND DOCUMENTS:

None.

Barry Khan  
Assistant Chief Executive Legal and Democratic Services  
County Hall  
Northallerton  
12 June 2023

Report Author: Diane Parsons, Principal Scrutiny Officer.

## APPENDIX A

668 – Progress on Issues Raised	Suggestion made regarding incorporation of additional field for North Yorkshire Police (NYP) data entry to help better capture wildlife crime prosecutions.	NYP are unable to do this. Crimes are reported on a national database and the Home Office determines the fields on this for input. As previously demonstrated to the Panel, analysis of the case detail is often required to determine if there is a Wildlife Crime element as there is no specific Rural or Wildlife crime category. As a result, this is the same in terms of prosecutions as the narrative may demonstrate that it was related to wildlife crime, but the substantive offence would not demonstrate this. For example, theft from a Farm would be theft, and not Rural Crime.
670 – Members’ Questions	(i) Information requested regarding asylum seekers resident in NY in relation to support needs and impact on neighbouring communities. (ii) PFCC also to share copy of letter to Home Office seeking support for asylum seekers.	Unable to obtain any data from NYP systems in relation to this as asylum seeking status is not recorded.  Letter from PFCC has been shared with the Panel.
670 – Members’ Questions	PFCC to consider whether more can be done to advise local communities of intelligence regarding rogue salesmen and to advise what actions to take.	There is already quite a bit of information out there on various social media channels and on the NYP website, For example. <a href="#">Annoying phone calls or unwanted visits   North Yorkshire Police</a> <a href="#">Door-to-door and courier fraud   North Yorkshire Police</a> <a href="#">Door-to-door trader banished from North Yorkshire and summonsed to court   North Yorkshire Police</a> Additionally, North Yorkshire Trading Standards website has useful advice; <a href="#">Trading standards   North Yorkshire Council</a> The OPFCC can add some of this information to their website for the Public to access to support this.

## APPENDIX A

<p>673 – Acquisitive Crime and NYP performance</p>	<p>PFCC to consider whether data can be provided on how video doorbells have helped to detect and prevent crime.</p>	<p>There is no data available at present. In time, some analysis, could be taken on the areas where many doorbells were fitted to assess if certain types of crime have reduced over a sustained period. This may be able to then show a causal link if this has been a result of the scheme.</p> <p>However, what can be said is that in Connelly there were a high number of burglaries, and the OPFCC promoted the use of video doorbells (from Safer Streets funding) which had been obtained by the office and the feedback received from the public has been very positive. Many reporting that the installation helped to make them feel safer, which is in line with the Commissioner's Plan.</p>
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## POLICE, FIRE AND CRIME PANEL REPORT

Meeting Date	Wednesday 21 <sup>st</sup> June 2023
Report Title	Inspection Activity

Information should be accessible for all. If you require this information in a different language or format, please contact the Office of the Police, Fire and Crime Commissioner at [info@northyorkshire-pfcc.gov.uk](mailto:info@northyorkshire-pfcc.gov.uk).

### Purpose of this report

The purpose of this report is to provide information to the Police, Fire and Crime Panel to enable it to determine if the Police, Fire and Crime Commissioner is sufficiently holding the Chief Constable and the Chief Fire Officer to account for the delivery of effective police and fire services, specifically in relation to activity following reports which have been published by His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS).

### Background

As Police, Fire and Crime Commissioner for York and North Yorkshire it is my statutory responsibility to set strategic priorities on behalf of the public, annual budgets, and hold the Chief Constable and Chief Fire Officer to account for the services that North Yorkshire Police (NYP) and North Yorkshire Fire and Rescue Service (NYFRS) delivers to keep our communities safe and feeling safe.

I welcome regular inspections from HMICFRS, because the reports are an independent and rigorous assessment which I can use to ensure our Police Force and Fire and Rescue Service become outstanding. I am committed to our success.

I would remind the Panel that HMICFRS do not inspect or comment on my powers and duties as Elected Local Policing Body. However, I do have a statutory duty to formally respond to the reports. The responses to these are published on my website.

The following reports have been published during my tenure; -

#### NYFRS

Full Fire and Rescue Service report (Published January 2023) [Effectiveness, efficiency and people 2021/22 – North Yorkshire Fire and Rescue Service - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services \(justiceinspectrates.gov.uk\)](#)

Follow up revisit of FRS (fire and rescue services) causes of concern letter (Published April 2023) [North Yorkshire Fire and Rescue Service: Causes of concern revisit letter - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services \(justiceinspectorates.gov.uk\)](#)

## NYP

NYP Police effectiveness, efficiency, and legitimacy (Peel) inspection (Published March 2023) [PEEL 2021/22 – An inspection of North Yorkshire Police - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services \(justiceinspectorates.gov.uk\)](#)

NYP NCPI post inspection review (Published May 2023) [North Yorkshire – National child protection inspection post-inspection review - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services \(justiceinspectorates.gov.uk\)](#)

NYP NCPI Inspection (Although Published March 2022, the actual inspection took place just as I took up post as the Police, Fire and Crime Commissioner for North Yorkshire) [North Yorkshire - National child protection inspection - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services \(justiceinspectorates.gov.uk\)](#)

## North Yorkshire Fire and Rescue Services

### Full inspection 2022 (covering the period 2019 – 2022)

North Yorkshire Fire and Rescue Service keeps people safe. The inspectorate noted the Service as being good at preventing fires and other emergencies and good in its response to major and multi-agency incidents. The report recognised the magnificent work being done by firefighters and staff to keep our communities safe and that the service was good in relation to its Prevention work.

The Chief Fire Officer and I are united in our focus on the Inspectorate's findings in relation to the way the Service treats its own people. We are driving forward necessary improvements, so that we build a more inclusive working culture. I expect North Yorkshire Fire and Rescue Service to be an employer of choice with a clear people focus that develops leadership, integrity, and inclusivity, and I will be monitoring the progress that is fundamental to this aim, as part of my scrutiny and the delivery of my Fire and Rescue Plan.

Since my tenure, North Yorkshire Fire & Rescue Service is transforming and modernising, to become an exemplary Service. For example, through the community risk profile the Service now properly understands the likelihood and severity of fires, road traffic collisions, water related incidents, and other emergencies and the root causes of risk which result from age, deprivation, and other factors. This informed the development of a new Risk and Resource Model, which looked at the way North Yorkshire Fire and Rescue Service would seek to deploy its people, equipment, and resources, based on the most extensive study ever undertaken of community risk assessment across North Yorkshire and York. Following consultation with the public, I made the decision in September 2022 to implement the Risk and Resource Model that will continue to keep the public safe whilst enabling increased prevention and protection work across communities, permanent investment into prevention and protection teams and improve the availability of On-call fire engines in rural areas.

## North Yorkshire Police

### Full inspection (covering the period 2018 – 2022)

It is unacceptable that North Yorkshire Police require improvement in multiple areas, in particular its strategic planning, organisational management, and value for money, clearly more needs to be done and is being done. Our Police Force needs to do significantly better. HMICFRS expressed Cause for Concern about North Yorkshire Police's internal governance. Essentially, saying that the Chief Constable and her team must have a better system in place for running the internal workings of their organisation. The Force needs to make sure that they are clear what their business needs are from their support services and how they can best be met. I agree with HMI about that.

The report recognised the good work that takes place to engage with the public and treat people with fairness and respect. Notably this included the creative ways in which Neighbourhood Policing Teams engage with communities and how North Yorkshire Police monitors the use of force and stop and search powers well. The inspection team identified that North Yorkshire Police staff are proud to serve their communities and I proudly believe that North Yorkshire Police continues to be a dedicated and hard-working public service.

### National Child Protection Inspection (NCPI) Inspection

The inspectorate visited NYP in November 2021 and made a series of judgements and improvements that were needed. The re-inspection report outcomes, in 2022, were unacceptable given that NYP have had a year to improve and NYP have let down the most vulnerable in our society. Not enough has been done and there simply is no excuse.

I acknowledge the areas where improvements have been made, specifically changes to training of staff about understanding vulnerability, the notable increase in the quality and number of referrals for children to the local authorities, and the force control room response to calls where children may be at risk. The reinspection report also recognises that NYP work well with Safeguarding partners and are sharing good quality information. I thank our local authorities, external agencies, and victim support services that I commission for the work they do in partnership with the force. However, there are too many areas which do not deliver for our most vulnerable.

I have been abundantly clear in my public statements and formal responses that I am not satisfied with the performance of North Yorkshire Police in those areas of enduring concern to HMICFRS.

## OPFCC (Office of The Police, Fire and Crime Commissioner) Activity

My activity is aimed at robustly scrutinising and driving assurance on behalf of the public, to see to it that North Yorkshire Police and North Yorkshire Fire and Rescue Service continue their journey to being exemplary.

In relation to HMICFRS inspection activity, I have

- Convened immediate Online Public Meetings (OPM), live-streamed and accessible to all, following each of the reports. During these meetings I held the Chief Constable and Chief Fire officer robustly to account in respect of the findings of concern.
- 25 May 2023, by way of update on PEEL. See [Online Public Meeting – 25 May 2023 - NYP - Road Safety - Police, Fire and Crime Commissioner North Yorkshire \(northyorkshire-pfcc.gov.uk\)](https://www.northyorkshire-pfcc.gov.uk)

- 3 May 2023, on the day of publication of the NCPI update report. See <https://www.northyorkshire-pfcc.gov.uk/police-oversight/governance/governance-process/corporate-scrutiny-board/opm3may2023/>
- 20 March 2023, the first working day after the publication of the 2018- 2022 PEEL report. See [Public accountability meeting – 20 March 2023 - NYP - Police, Fire and Crime Commissioner North Yorkshire \(northyorkshire-pfcc.gov.uk\)](#)
- 26 January NYFRS HMICFRS report. See [Public accountability meeting – 26 January 2023 - Police, Fire and Crime Commissioner North Yorkshire \(northyorkshire-pfcc.gov.uk\)](#)
- 8 April 2022, immediately following the NCPI report of 29 March 2022. See <https://www.northyorkshire-pfcc.gov.uk/police-oversight/governance/governance-process/corporate-scrutiny-board/pam-8april2022/>
- Required the Chief Constable to report on progress in respect of HMI improvement action plans, to the Joint Executive Board (the most senior joint strategic decision making and scrutiny body in the corporate governance framework)
- My office has a close working relationship with HMI colleagues, through regular meetings with the Force Liaison Lead that also works closely with NYP. I also personally liaise with our local HM Inspector.

I have restructured the Office of the PFCC (Police, Fire and Crime Commissioner) to bring greater focus to Delivery & Assurance and to Public Confidence. Following which, the Office has adopted its first-ever Delivery Plan, which was presented to the Police, Fire and Crime Panel in early 2023. This document sets out what we do to deliver the Police & Crime Plan, Fire and Rescue Plan and the VAWG (Violence Against Women & Girls) Strategy, and more importantly, the services that we will deliver to improve public confidence in policing, assist victims to cope and recover from crime and to address the root causes of crime and antisocial behaviour in our communities. (See [Organisational Activity Plan 2023/24 - Police, Fire and Crime Commissioner North Yorkshire \(northyorkshire-pfcc.gov.uk\)](#))

I have launched a new Assurance Framework ensuring that we continually monitor and assess delivery of outcomes against the priorities in my Police and Crime Plan and Fire and Rescue Plan. This underpins the Delivery Plan of the OPFCC and clearly sets out how I will hold the services to account for delivery. Part of this is a refreshed terms of reference for my live streamed Online Public Meetings from May 2023, which now include a standing agenda item for the Chief Constable and Chief Fire Officer to report on progress against the HMICFRS improvement plan in a public forum. This means the improvements can be closely monitored by the public and that I can seek assurance on behalf of the public that positive progress is being made. Scrutiny work does not stop at these meetings and will continue in every Scrutiny Panel, Executive Board, HMICFRS Improvement Board, Risk and Assurance Board and other frequent interaction my team and I have with Chief Officers. I will expect to receive assurance and evidence that the services are on track with their plans. I will not accept what I am told; my team and I require evidence of transformation in all areas for improvement. See [Assurance Framework - Police, Fire and Crime Commissioner North Yorkshire \(northyorkshire-pfcc.gov.uk\)](#)

I have overseen positive progress made by North Yorkshire Police in respect of the 10 areas for improvement (AFI's) identified at the NCPI inspection. The target date for completion of these is October 2023. The following AFI's have now been actioned and fulfilled;

- Recommendation 1: Review processes in Force Control Room
- Recommendation 2: Obtain voice of the child

- Recommendation 4: Work more closely with partners
- Recommendation 5: Review referral processes
- Recommendation 6: Improve child protection investigations
- Recommendation 8: Improve use of police protection powers

There are clear plans in place to conclude the remaining four areas. (Recommendation 3: Improve missing from home arrangements, Recommendation 9: Improve management of registered sex offenders and Recommendation 10: Review of the detention of children). These will be completed by October after which we will await further inspection of the force for HMICFRS to confirm acceptance of their completion. Throughout this time and following the revisit by HMICFRS ongoing scrutiny will be undertaken via my assurance framework.

Operational and corporate improvements to support the recommendations made by HMICFRS following the PEEL inspection, include;

- Delivering on the investment in the Force Control Room amounting to £2.5 million, in respect of 101 and 999 but also in respect of the requirements of child and adult safeguarding. Which has resulted in significantly improved call handing and response times, from 65% attendance at immediate grades in October 2022, to over 80% at the present time.
- Improvements in safeguarding structures and processes.
- An increase of over 100 officers in frontline roles, specifically on response policing.
- Significant reduction in backlogs within the crime recording and occurrence management unit, from around 17,500 to under 3000 as acknowledged in my OPM on 25 May 2023.
- Measures to address backlogs in digital forensics resulting in a 56% reduction, with a service level agreement now at 72 hours.
- First and Middle-Line Leadership Programmes have been delivered to almost 300 supervisory personnel so far.
- Diversity, Equality and Inclusivity modular development and training programmes.
- Launch of a North Yorkshire Police Staff Survey, open until 30 June 2023. Currently standing at a completion rate of 36%, the highest rate of return nationally.
- Launch of revised and refreshed overarching vision and 'plan on a page' focussing NYP staff and officers on the Force Values of Impartiality, Integrity, and Respect – and the approaches of Being Victim Focussed, Working in Partnership, Targeting Offenders, Intervening Early, Problem Solving, and Being inclusive.
- Renegotiation of the strategic intent between North Yorkshire Police and North Yorkshire Fire & Rescue Service in respect of enabling services collaboration. This has led to a revised governance arrangement and adjustments to the collaboration agreement, along with an agreed forward plan for revised business cases for individual collaborative functions. Taken together, the Chief Constable is confident that the concerns expressed by HMICFRS about the efficiency and effectiveness of enabling services, can be addressed.

The Chief Constable has assured me that the concerns expressed by HMICFRS about the internal governance structures and processes within NYP are being addressed by the adoption of a refreshed and revised system of governance to drive, challenge and assure progress in respect of HMICFRS PEEL. These arrangements include

- Tactical Risk and Assurance Meetings, chaired by the Senior Responsible Officer which assures line by line detailed analysis to ensure delivery of the improvement plan. This includes frequent testing (dip-sampling) by leaders to ensure that outcomes are being realised.
- Escalation, where necessary, to Operations Board, Enable Collaboration Steering Board, Change Board or to the Executive Board (the latter of which I chair).
- Systematic escalation to a Risk & Assurance Board chaired by the Deputy Chief Constable (DCC), which sits as frequently as necessary to satisfy the DCC that progress is being made and sustained
- Further systematic escalation to the Improvement Board, chaired personally by the Chief Constable. This positions the Chief Constable to assure the public through me that the improvement plan is on track, and to ensure that internal assurance work is being undertaken to test and challenge how NYP is achieving the characteristics of Good under the PEEL Assessment Framework.

I have refreshed my Executive Board and published a new Terms of Reference and Agenda for this. (see [Executive Board - Police, Fire and Crime Commissioner North Yorkshire \(northyorkshire-pfcc.gov.uk\)](https://www.northyorkshire-pfcc.gov.uk)). Which now includes a standing agenda item relating to HMI improvement plans. Therefore, at every executive board I will require assurance from the Chief Constable and Chief Fire Officer that this work is on track. (The high-level reports from the last meeting are attached) At my May 2023 Executive Board, I obtained specific assurance that the Recruitment and Workforce Plan had been written, submitted to HMICFRS and was in the process of being reality-tested and challenged. In the light of the overall concerns about efficiency and internal financial governance of NYP, I now require the Chief Constable to report in full on the detail of NYP financial strategy, assurance, planning and control at each Executive Board and will do so until further notice.

I have launched a public trust and confidence survey which invites the public to complete a set of questions to gauge trust and confidence in the policing response across York and North Yorkshire. See [Trust & Confidence Survey - North Yorkshire Police \(smartsurvey.co.uk\)](https://smartsurvey.co.uk)

The complaints function within my officer has been expanded to a full Customer Service Team who independently manage complaints and expressions of dissatisfaction against North Yorkshire Police, ensuring an impartial and fair review of matters raised.

I have supported the Chief Constable to accomplish improvements, by investment where necessary. Including £2.5 million into the Force Control Room, a full organisational review so that the Chief can understand the business needs better, increased the number of detectives, investment in over 60 new police vehicles and supported the reintroduction of the rank of Chief Superintendent. Each of these are crucial to the public as well as to the improvements specified by HMICFRS.

I would respectfully remind Panel Members that the approach I have taken to accountability, governance and oversight has proven itself to be effective in the public interest. Notwithstanding understandable political criticism after the HMI report into North Yorkshire Fire & Rescue Service in 2022. Following this full inspection there were significant improvements, under my governance and the direction of the Chief Fire Officer. In January 2023, HMI acknowledged the huge strides that the Service has achieved ([North Yorkshire Fire and Rescue Service: Causes of concern revisit letter - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services \(justiceinspectors.gov.uk\)](https://www.justiceinspectors.gov.uk))

These improvements include;

- My appointment of an inspirational Chief Fire Officer and Deputy Chief Fire Officer who have in turn built a new Strategic Leadership Team. I am confident that together, we will lead the Service into a strong and sustainable future, focused on the safety of our communities and valuing our people.
- We have worked closely with the Inspectorate since their visit to demonstrate that every penny of the public's money has been applied wisely, and that financial planning is sound.
- As Commissioner I know that the Service has been underfunded for a generation and I have negotiated hard and been successful with central government for precept flexibility for our Fire Service and I will continue to make the case for fairer funding.
- The Chief and I implemented a rigorous ongoing programme of improvement following the full inspection in 2022. The Chief also put into place immediate plans following this to address the two causes of concern raised. HMICFRS reviewed these at the end of January 2023, I was pleased that His Majesty's Inspectorate recognised the dedicated work that North Yorkshire Fire and Rescue Service has undertaken, at pace, to make improvements in relation to the causes of concern.
- Prevention work will be further strengthened by investment in 2023 with an increase in roles which tackle the root causes of danger to communities and deliver targeted activities to help stop emergencies from happening. This is absolutely in line with the priorities in my Fire and Rescue Plan.

I have been clear with the Chief Constable that I expect to see similar progress in respect of PEEL and that I will hold the Force robustly to account for that progress.

I will continue to hold to account and support both services to make the improvements needed for the residents of North Yorkshire and York, so that they become exemplary.

#### **APPENDICES:**

Appendix A – High-level improvement plan for NYFRS against 2021/22 inspection report (up-to-date as at publication – June 2023)

Appendix B – High-level improvement plan for North Yorkshire Police regarding their 2021/22 'PEEL' report and the report on child protection arrangements (as at May 2023)

APPENDIX A - High-level improvement plan for Fire and  
Rescue relating to 2021/22 inspection report (June 2023)



**NORTH YORKSHIRE  
FIRE & RESCUE SERVICE**

## **His Majesty's Inspectors of Fire & Rescue Services (HMICFRS)**





## Cause of Concern

Cause of Concern									
2.1			3.2						
1	2	3	1	2	3	4	5		
1	2	2	9	5	5	5	5	5	34



## Overview

- We must understand the HMICFRS report, so to ensure clarity, meetings are planned with Strategic Responsible Owners (SRO)
- This is a transformational journey and not a simple transaction. We must not take our eye off other assessment areas as we put in plans to remedy the CofC and Area For Improvement (AFI), so we are focussing people on the report and 'Characteristics of Good' and communicating the process at every opportunity
- Monthly HMICFRS meetings are planned, SRO must provide an update before the meeting date. If a recommendation/action is deemed to be at a point of closure it will be presented to the meeting with a recommendation to close
- Inspection Team and Assurance Function will:
  1. Support SRO and make recommendations on good and outstanding practice across the FRS
  2. Monitor, measure and importantly report on performance at governance meetings to ensure our collective focus is maintained in moving our Service to an exemplary FRS



# HMICFRS Report 2021/22

## Areas for Improvement

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Areas for Improvement											
1					2		3				
1.1	1.2	1.3	1.4	1.5	2.1	2.2	3.1	3.2	3.3	3.4	
1	2	4	2	1	1	1	2	2	4	4	

AFIs have been allocated to SRO and form part of the discussions with SRO. The AFIs follow the same reporting process as the CofC.



## Process

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1. A meeting will be arranged with each strategic owner to discuss both Cause of Concern recommendations, review actions already assigned and agree actions from Inspection report Areas for Improvement AFI.
2. The strategic owner will provide updates monthly to HMICFRS liaison inbox to include:
  - A description of work complete and progress made to meet the base line due date
  - Evidence to demonstrate progress and closure of action
  - Evidence to justify progress not been made with revised due date to be agreed at HMICFRS specific mtg
3. Assurance will provide QA of evidence
4. Reporting will be at HMICFRS meetings and shared across other governance and working groups to maximise awareness
5. Closure and sign off of action and recommendation will take place at the HMICFRS meetings. Full CofC sign off will be undertaken by Strategic Leadership Team



# Propose to Close

## Recommendation 2021/22 2.1 CofC 1 rec 1

- Detail in it's medium-term financial plan the efficiencies that its transformation plans will bring for the service
- Updates have been provided in the form of evidence documents- Budget and Capital programme and MTFP to 2025-2026 and the financial briefing which provides a detailed profile of the transformation programme RRM revenue savings and investment.

# Improvement Plan Update

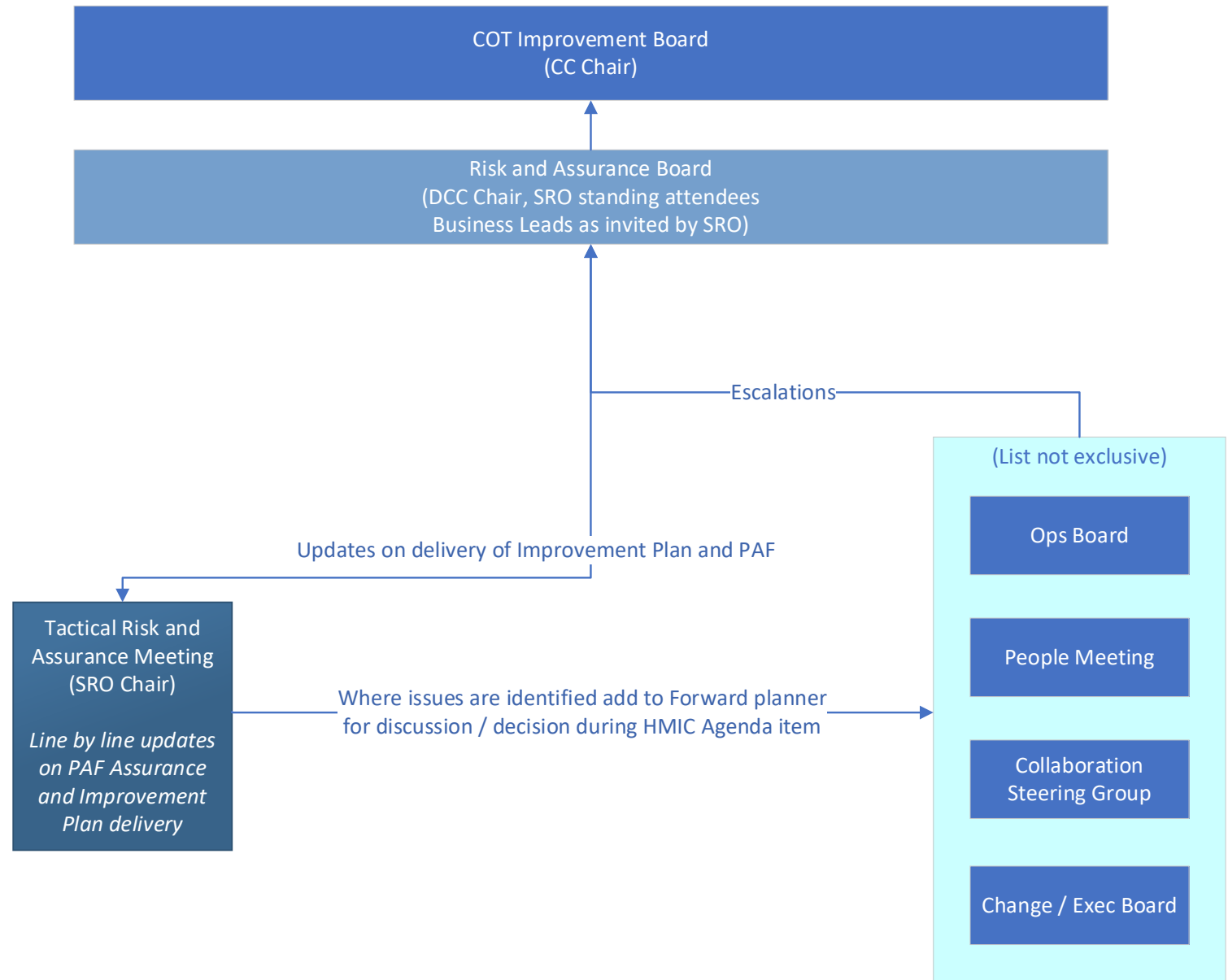
May 2023

## Key Updates

- Improvement Plan on track
- Assurance work has started to reality test characteristics of good

# PEEL Assessment

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# High Level Milestone view

	FY2022/23		FY2023/24			
	Q3 Nov, Dec	Q4 Jan, Feb, Mar	Q1 Apr, May, Jun	Q2 Jul, Aug, Sep	Q3 Oct, Nov, Dec	Q4 Jan, Feb, Mar
Section 151 Officer	Medium Term Financial Plan					
	Provision of capital forecasts					
ACO	Evaluate EnableNY capacity	PDR Framework	Transition survey results into BAU business planning			
	Recruitment Plan	3 yr Workforce Plan	Refine Plan into BAU planning			
	First Line Leader Module	Deliver First Line Leaders	Leadership Plans	Launch Leadership Framework	Ongoing rollout	Monitor through Strategic People Meeting
		Middle Line Leader Module	Pilot Middle Line Leaders	Agree prioritised delivery plan		
	DEI Module 1 training	DEI Module 2 training	Ongoing rollout	Monitor through Strategic People Meeting		
				DEI - Review recruitment processes		
ACC Local Policing	FCR Business Case	Call Handling process review	Training			
	Safeguarding VKPP Audit	Review D Grade process	Demand Modelling			
	Options – CROMU backlog	Structure review	Reduce backlog			
ACC Crime & Spec Ops	DEI – Use of Powers plans	Establish scrutiny	Monitoring			
	DEI – Force delivery plan	Positive Action Plan				
	Detective resilience plan	Detective academy	CID structures			
	DFU backlog plan	Comms strategy				
		Review tasking process	Align NY EYE & DMM			
DCC	Performance framework	Dashboard working group		Structured CPD		
		Qualitative investigation assessment		Pilot	Rollout	

▲ Implement
◆ Sign off / Approval
⬢ Delivery milestones
● Implementation complete
▴ Action close
▲ On track
▲ At risk – low/moved
▲ At risk – high/ missed
▲ Complete

ACO Page 41

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## **PEEL 2021/22**

### **Police effectiveness, efficiency and legitimacy**

An inspection of North Yorkshire Police

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# Overall summary

## Our judgments

Our inspection assessed how good North Yorkshire Police is in nine areas of policing. We make graded judgments in eight of these nine as follows:

Outstanding	Good	Adequate	Requires improvement	Inadequate
	Treatment of the public	Preventing crime	Responding to the public	Good use of resources
		Managing offenders	Investigating crime	
			Protecting vulnerable people	
			Developing a positive workplace	

We also inspected how effective a service North Yorkshire Police gives to victims of crime. We don't make a graded judgment in this overall area.

We set out our detailed findings about things the force is doing well and where the force should improve in the rest of this report.

### Data in this report

For more information, please [view this report on our website](#) and select the 'About the data' section.

### Important changes to PEEL

In 2014, we introduced our police effectiveness, efficiency and legitimacy (PEEL) inspections, which assess the performance of all 43 police forces in England and Wales. Since then, we have been continuously adapting our approach and during the past year we have seen the most significant changes yet.

We now use a more intelligence-led, continual assessment approach, rather than the annual [PEEL inspections](#) we used in previous years. For instance, we have integrated our rolling crime data integrity inspections into these PEEL assessments. Our PEEL victim service assessment also includes a crime data integrity element in at least every other assessment. We have also changed our approach to graded judgments. We now assess forces against the characteristics of good performance, set out in the [PEEL Assessment Framework 2021/22](#), and we more clearly link our judgments to causes of concern and areas for improvement. We have also expanded our previous four-tier system of judgments to five tiers. As a result, we can state more precisely where we consider improvement is needed and highlight more effectively the best ways of doing things.

However, these changes mean that it isn't possible to make direct comparisons between the grades awarded in this round of PEEL inspections with those from previous years. A reduction in grade, particularly from good to adequate, doesn't necessarily mean that there has been a reduction in performance, unless we say so in the report.

## **HM Inspector's observations**

I have concerns about the performance of North Yorkshire Police in keeping people safe and reducing crime. In particular, I have serious concerns about its strategic planning and organisational management. In view of these findings, I have been in regular contact with the chief constable, as I do not underestimate how much improvement is needed.

These are the findings I consider most important from our assessments of the force over the last year.

### **Senior leaders should ensure they have effective oversight of the force's enabling services and develop an effective workforce plan so they can provide policing services**

Senior leaders in the force haven't had enough oversight of their enabling services, such as HR and IT, or of the impact that failures in these areas have had on policing services. Structures that control the support functions aren't effective. At the time of our inspection, the force was working to improve its performance management plans, but significant challenges in its enabling services were hampering service delivery. The lack of an effective workforce plan is creating workforce pressures. A lack of trained staff and a high number of vacancies are also hampering the service the force provides.

**The force should review its operating model for investigations and protecting vulnerable people, and the resources required to meet those demands**

My inspection team found that the force didn't have enough trained detectives and there was only a limited plan to address this. This is a challenge nationally, but in this force the pressures placed on individual investigators were apparent during the inspection.

**The force should improve the speed with which it answers and responds to emergency and priority calls**

The force is substantially below the national standard of answering 90 percent of 999 calls within 10 seconds, with only 41.9 percent being answered in this time frame. The time taken for officers to arrive at emergency and priority calls is another area where the force needs to improve.

**The force works well with partner organisations and communities to keep people safe**

The force works well with partner organisations to prioritise early intervention to safeguard vulnerable people. This includes Operation Ambience multi-agency visits to people identified as being vulnerable, designed to reduce vulnerability and make people safer.

**The leadership team has accepted and responded quickly to address the issues we have identified**

The leadership team have worked closely with my inspection staff and I am pleased that they haven't waited for this report to be published to respond to our findings. The force has developed a detailed plan to address the concerns and areas for improvement we have established.

My report now sets out the fuller findings of this inspection. While I congratulate the individual officers and [staff](#) of North Yorkshire Police for their efforts in keeping the public safe, I have concerns about corporate processes. I will monitor the progress towards addressing the [cause of concern](#) and areas for improvement I have established.



**Roy Wilsher**

HM Inspector of Constabulary



## Reducing crime assessment

We have identified seven themes underpinning a force's ability to reduce crime effectively which, taken together, allow an assessment of the extent to which the force is doing all it can to reduce crime. This is a narrative assessment, as police recorded crime figures can be affected by variations and changes in recording policy and practice, making it difficult to make comparisons over time.

The force has comprehensive performance information, but it doesn't use this effectively to inform its problem-solving approach. The force has a focus on early intervention and prevention. We found good examples of the force working with other organisations to divert young people away from offending and to reduce the vulnerability of people who may become victims of crime.

Other factors contributing to the force's ability to reduce crime are:

- The force neighbourhood teams have positive engagement with local communities and work with them to solve problems.
- The force works with local organisations in community safety hubs to solve local problems and is effective in reducing vulnerability.

I am pleased that the force is addressing the right areas of policing to reduce crime.

But the following areas may negatively affect the force's ability to reduce crime:

- The lack of an embedded performance framework and a strategic workforce plan is hampering the force's ability to meet the policing needs of the community.
- The force operating model for investigating crime and protecting vulnerable people doesn't have the capability or capacity required to meet the demands placed on it.
- There is a lack of effective strategic oversight of neighbourhood policing, which is reducing their ability to prevent crime.
- The force doesn't consistently record victim needs assessments as required by the [Code of Practice for Victims of Crime](#). The force also needs to ensure there is an auditable record of the reasons a victim has withdrawn their support for an investigation.

Until the force improves its strategic oversight and implements its performance framework, it will not be able to reduce crime effectively.

# Providing a service to victims of crime

## Victim service assessment

This section describes our assessment of the service North Yorkshire Police provides to victims. This is from the point of reporting a crime and throughout the investigation. As part of this assessment, we reviewed 90 case files.

When the police close a case of a reported crime, it will be assigned what is referred to as an 'outcome type'. This describes the reason for closing it.

We also reviewed 20 cases each when the following outcome types were used:

- A suspect was identified and the victim supported police action, but evidential difficulties prevented further action ([outcome 15](#)).
- A suspect was identified, but there were evidential difficulties and the victim didn't support or withdrew their support for police action ([outcome 16](#)).
- Police decided formal action wasn't in the public interest (outcome 10).

While this assessment is ungraded, it influences graded judgments in the other areas we have inspected.

### **The force needs to improve the time it takes to answer emergency calls. Repeat and vulnerable victims aren't always identified**

When a victim contacts the police, it is important that their call is answered quickly and that the right information is recorded accurately on police systems. The caller should be spoken to in a professional manner. The information should be assessed, taking into consideration threat, harm, risk and vulnerability. The victim should also receive appropriate [safeguarding](#) advice.

The force needs to improve the time it takes to answer emergency calls. When calls are answered, the victim's vulnerability isn't always assessed using a structured process. Repeat victims aren't always identified, which means this information isn't taken into account when considering the response the victim should have. Call handlers give victims advice on crime prevention and usually give advice on how to preserve evidence.

### **The force doesn't always respond to calls for service promptly**

A force should aim to respond to calls for service within its published time frames, based on the prioritisation given to the call. It should change call priority only if the original prioritisation is deemed inappropriate, or if further information suggests a change is needed. The force's response should take into consideration risk and victim vulnerability, including any information obtained after the call.

The force isn't always responding to calls for service within appropriate timescales. The force hasn't set published targets for response times and occasionally there are long delays before officers respond. Victims weren't always informed of delays and therefore their expectations weren't always met. This may cause victims to lose confidence and disengage from the process.

### **The force makes sure that investigations are allocated to staff with suitable levels of experience**

Police forces should have a policy to make sure investigations are allocated to suitably trained officers or staff for investigation or, if appropriate, not investigated further. The victim of the crime should be kept informed of who is dealing with their case and whether the crime is to be investigated further.

We found the force allocated recorded crimes for investigation according to its policy. In nearly all cases, the crime was allocated to the most appropriate department for further investigation.

### **The force carries out effective and timely investigations with appropriate levels of supervision**

Police forces should investigate reported crimes quickly, proportionately and thoroughly. Victims should be kept updated about the investigation, and the force should have effective governance arrangements in place to make sure investigation standards are high.

In most cases, the force carried out investigations quickly and completed relevant and proportionate lines of inquiry. Most investigations were well supervised, but victims weren't always kept updated throughout. Victims are more likely to have confidence in a police investigation when they receive regular updates.

A thorough investigation increases the likelihood of perpetrators being identified and a positive result for the victim. In most cases, victim personal statements were taken, which gives victims the opportunity to describe how that crime has affected their lives.

When victims withdrew support for an investigation, the force didn't always consider progressing the case without the victim's support. This can be an important method of safeguarding the victim and preventing further offences from being committed. On most occasions the force recorded whether it considered using orders designed to

protect victims, such as a [domestic violence protection notice](#) or [domestic violence protection order](#).

The [Code of Practice for Victims of Crime](#) requires forces to carry out a needs assessment at an early stage to determine whether victims need additional support. The force didn't always carry out this assessment and record the request for additional support.

### **The force doesn't always assign the right outcome type. An auditable record of victims' wishes isn't always held**

The force should make sure it follows national guidance and rules for deciding the outcome of each report of crime. In deciding the outcome, the force should consider the nature of the crime, the offender and the victim. And the force should show the necessary leadership and culture to make sure outcome types are used appropriately.

When a suspect has been identified and the victim supported police action, but evidential difficulties prevent further action, the victim should be informed of the decision to close the investigation. The force used this outcome correctly on most occasions and always updated the victim.

When a suspect has been identified but the victim doesn't support or withdraws their support for police action, an auditable record from the victim should be held confirming their decision. This will allow the investigation to be closed. Evidence of the victim's decision was absent in some cases reviewed. This represents a risk that victims' wishes may not be fully represented and considered before the investigation is closed.

In some cases, when an offender has been identified, the police can decide that formal action isn't in the public interest. If this outcome type is to be correctly applied and recorded, it must be appropriate for the nature of the offence and can be applied only if certain criteria are met. In most cases we reviewed, the circumstances of the case didn't meet the national criteria for the use of this outcome type. The force didn't always inform suspects of the decision to take no further action and to close the investigation.

# Engaging with and treating the public with fairness and respect

Good

North Yorkshire Police is good at treating people fairly and with respect.

## Main findings

In this section we set out our main findings that relate to treating people fairly and with respect.

### **The neighbourhood teams engage with local communities to identify problems**

The neighbourhood teams engage with local communities to identify local problems and then work with other organisations, such as the council, schools and housing providers, to resolve them. The inspection team found good examples of creative ways to engage with communities. One example is ‘cops v kids’, where officers join young people in online game competitions and discuss safety-related topics while playing. A further example is one officer’s initiative to engage with the Afghan community, culminating in him taking a night course, to better understand the communities he served. This resulted in improved engagement from the community and better relations with local officers and police community support officers.

### **The force doesn’t have a finalised county-wide engagement strategy, making it difficult for it to assess the impact of its engagement and how it influences the policing of North Yorkshire**

There is evidence of good levels of engagement, in person and through social media, both in terms of broadcasting information and two-way discussion with communities. But there is no force-wide view of engagement or evaluation of the impact of its approach. Despite this, we found that neighbourhood teams are identifying and engaging well with their communities and there is good oversight locally of the work being done. The force is finalising an engagement strategy, which will include an engagement plan, with appropriate [senior officer](#) oversight and governance.

## **The workforce understands the importance of treating the public with fairness and respect**

The force has provided [unconscious bias](#) training to all its staff. This allows individuals to identify and avoid allowing stereotypes and cultural influences to affect their behaviour and decisions. All police officers have received training in the use of [stop and search powers](#), effective communication and the use of force. The training emphasises the importance of explaining each stop and search and considering how the search is conducted. Where student officers were found not to meet the expected standards of behaviour, we found evidence that they were challenged and supported to improve their policing approach. This challenge was less clear with officers outside their initial training period. The force is aware of this and has started training supervisors to address this.

## **The force monitors the use of force and stop and search powers well**

Officers are aware that they must use [body-worn video \(BWV\)](#) for all stop and search encounters and when they use force. The video is used as part of ongoing monitoring. The force has developed an automated system for monitoring use of stop and search. The officer submits a stop and search record, and the system then notifies a supervisor to prompt a review of the circumstances. This notification has a link to the record of search and the BWV footage; once reviewed, a feedback notification is sent to officers. Stop and search champions select random samples of the quality of the supervisory reviews. Any common themes that emerge are shared with a stop search working group and the new use of powers board.

The force has established area-based community review groups, which review stop search and use of force and then share cases with the force-wide strategic scrutiny group. The scrutiny and community review groups are independently chaired and attended by a good representation of the community. All attendees have received training in stop and search and have been offered the opportunity to go on patrol with officers. Both groups review documents connected to the incident, view the BWV footage and provide feedback to officers. The force responds to this feedback and has recently undertaken detailed reviews of all strip searches and all searches involving young people.

During our inspection, we conducted an audit of stop and search records. This assesses the grounds the searching officer recorded when completing the stop search form. 'Reasonable grounds for suspicion' is an objective test, in that it expects that a reasonable person given the same information would also suspect that the individual is carrying the item sought. We reviewed a sample of 205 stop and search records from 1 January to 31 December 2021. Based on this sample, we estimate that 86.8 percent (with a confidence interval of +/- 4.4 percent) of all stop and searches by the force during this period had reasonable grounds recorded. This is broadly unchanged compared with the findings from our previous review of records from 2019, where we found 83.0 percent (with a confidence interval of +/- 3.9 percent) of stop and

searches had reasonable grounds recorded. Of the records we reviewed for stop and searches on people from ethnic minorities, 12 of 15 had reasonable grounds recorded.

The force uses analytical reports to understand the effect of stop and search and use of force on communities, which is changing operational practice and training. The force is making progress in understanding disproportionality in these areas and improving the recording of the self-defined ethnicity of those involved.

# Preventing crime and antisocial behaviour

## Adequate

North Yorkshire Police is adequate at prevention and deterrence.

### Areas for improvement

#### **The force should review its approach to problem-solving to ensure consistency**

The force benefits from positive partnership working for problem-solving within its communities. However, the force's approach to problem-solving and its recording of these plans, internally and externally with community safety partners, needs to be reviewed. There were strengths in its approaches, but there is a lack of consistency and analytical capability to ensure that the issues that most affect communities are addressed effectively.

#### **The force should review its approach to neighbourhood policing and the resources required to provide these services**

The force has a good understanding of the neighbourhood policing-related demands. It should use this understanding to review the number of staff required in neighbourhood policing, when they should be available and when they could undertake other duties. Our inspection found that neighbourhood officers and staff were undertaking other duties and the force had no oversight of this.



## Innovative practice

### **The force has worked with other organisations to develop innovative approaches to tackling drug and alcohol misuse and knife crime among young people**

The force works with schools and a range of organisations (such as social care and youth offending services) to identify young people who are vulnerable to the misuse of drugs and alcohol or may be likely to carry an offensive weapon. Even in the absence of evidence to prove criminality, the force and other organisations will develop a plan to work with a young person to prevent them engaging in criminal activity. These approaches are referred to as Operation Choice and Operation Divan.

### **The force and other organisations identify people who are vulnerable and work together to make those people safer**

Operation Ambience is an approach in North Yorkshire where organisations meet and identify people they are concerned about due to their vulnerability. They then agree which is the best organisation to work with that person to address their vulnerabilities.

## Main findings

In this section we set out our main findings that relate to prevention and deterrence.

### **The force prioritises prevention and early intervention**

The force has a prevention and early intervention strategy, underpinned by a delivery plan. A board chaired by an assistant chief constable oversees this. There is a focus on early intervention and working with other organisations to make people safer. The board has successfully implemented an improved briefing system and is working to improve local services for communities.

### **The force is professionalising neighbourhood policing**

The force has developed an accredited level three qualification in neighbourhood policing to professionalise its approach, supplemented by additional continuous professional development events which share good practice. The [chief officer](#) team also formally recognises and celebrates innovative problem-solving activities at an annual event, which reaffirms the wider importance that neighbourhood policing brings to the force.

During our inspection, the positive impact of neighbourhood policing was evident in the results of a community-led process called Deep Democracy. Here, the police and other organisations help communities take responsibility for long-standing local problems and use local knowledge to develop sustainable solutions for dealing with them.

### **The governance and performance management for neighbourhood policing is unclear**

Responsibility for the management of neighbourhood police officers and staff differs across the three force command areas. As a result, the partnership hub and local neighbourhood teams lack strategic direction, meaning co-ordinated efforts to prevent crime and [antisocial behaviour](#) may be lost. The force has now established a neighbourhood policing strategic meeting to address this.

### **The force would benefit from reviewing its approach to problem-solving**

The three policing areas benefit from local problem-solving community hubs, which bring together operational teams and partner agencies to solve problems using a shared case management system called ORCUMA. The inspection team were impressed with this co-located approach to solve issues, reduce vulnerability and make people safer.

The force has developed IT data dashboards designed to help frontline neighbourhood staff quickly identify vulnerable victims, repeat callers and locations where there are increased levels of crime and antisocial behaviour. However, some officers and staff are yet to receive the required software training to effectively undertake this type of analysis, meaning some of their observations are based more on knowledge gained from interactions with the public and partner agencies. To better understand the root causes of problems and some repeat demand, the force would benefit from the provision of training to address this gap.

The police partnership hub retains oversight of problem-solving activity through an IT dashboard implemented in summer 2021. At the time of the inspection, the dashboard had a record of 8 of approximately 50 problem-solving plans the force believed they were managing. Significantly more problem-solving activities were being undertaken with partners using the ORCUMA system, which aren't reflected on the police dashboard. Neighbourhood staff described the process of creating a problem-solving plan as being complicated and time-consuming. Many indicated it was easier to work with partner agencies to problem-solve using the ORCUMA system.

## **The force needs to review its resources within neighbourhood policing using its understanding of likely future demand**

The force has an understanding of neighbourhood policing demand and how this is likely to change in the future. However, this level of understanding isn't reflected in the number of staff allocated to neighbourhood policing roles required to service that demand. There is a reliance on officers from neighbourhood policing to undertake daily response duties, which takes them away from their core role of problem-solving, targeted activity and community engagement. The creation of the initial enquiry team was designed to reduce demand on response and neighbourhood staff, and has resulted in the removal of six police community support officers from neighbourhood police teams. Their new role is to deal with antisocial behaviour calls over the telephone, collect exhibits such as CCTV footage and to help investigators. This has effectively moved staff from a preventative role to a call handling position, and misses the opportunity to improve the contribution from local neighbourhood teams.

The [force management statement](#) indicates that in the 12 months to July 2021, the deployment of neighbourhood policing to incidents has reduced by 90 incidents a month. In contrast with the feedback to inspection staff, there is no monitoring to understand when neighbourhood officers are removed from their areas, or a policy to specify when this is allowed to happen.

# Responding to the public

Requires  
improvement

North Yorkshire Police requires improvement at responding to the public.

## Areas for improvement

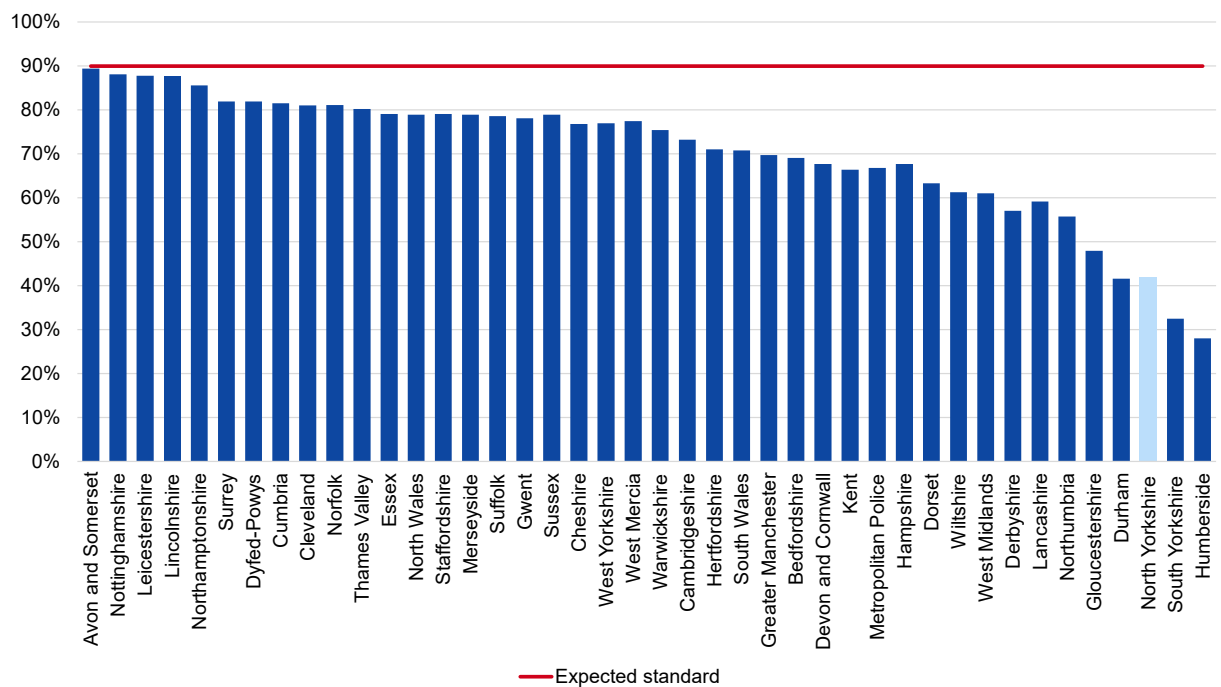
### **The force should improve the time it takes to answer calls for service**

On 31 May 2022, the Home Office published data on 999 call answering times. Call answering time is the time taken for a call to be transferred to a force, and the time taken by that force to answer it. In England and Wales, forces should aim to answer 90 percent of these calls within ten seconds.

We have used this data to assess how quickly forces answer 999 calls. We do acknowledge, however, that this data has only been published recently. As such, we recognise that forces may need time to consider any differences between the data published by the Home Office and their own.

The speed of answering 999 calls and the number of abandoned calls on the [101](#) system is poor compared to other forces. The force has told us that between February and December 2022, an average of 33 percent of all 101 calls were abandoned by the caller. Between 1 November 2021 and 31 July 2022, North Yorkshire Police answered 41.9 percent of 999 calls within ten seconds. This was substantially below the standard of answering 90 percent within ten seconds and was the third lowest proportion across all forces in England and Wales.

**Figure 1: Proportion of 999 calls answered within ten seconds by forces in England and Wales between 1 November 2021 and 31 July 2022**



**The force should ensure that call handlers use and correctly record structured initial triage and risk assessments to improve their identification of vulnerable and repeat callers. Risk assessments should be repeated where attendance is delayed or circumstances change**

The force completed structured initial risk assessments in 56 of 63 cases we reviewed, but on 13 of 55 relevant occasions the incident record didn't accurately reflect the information obtained. Checks to identify if the caller was vulnerable or a repeat victim weren't completed in, respectively, 5 of 67 and 15 of 68 relevant cases we reviewed. We also found that where attendance to an incident was delayed, or further information was received by the force, the risk assessment wasn't refreshed. This will help vulnerable and repeat callers to be identified, and inform the prioritisation given to the call and the most appropriate response.

**The force should review the effectiveness of its response to emergency and priority calls. It should consider whether its current approach provides an efficient and effective service which manages risk well for victims of crime**

The force doesn't have targets for response times for emergency or priority calls, but notionally it aims to arrive at an emergency in an urban area within 15 minutes and for a rural setting within 20 minutes. For a priority call the force aims to arrive within one hour. The force told us that officers arrived at 62 percent of emergency calls and 59 percent of priority calls within the notional time frames. While the force understands its call demand, it needs to review how it uses its resources to meet this demand.

## **Main findings**

In this section we set out our main findings that relate to how well the force responds to the public.

### **The force understands its daily demand and the associated risk and vulnerability**

The force has a daily management morning meeting in each of its operational areas to understand any risks to services. The leads for each of these areas then attend an online force-wide meeting to ensure that resources are allocated to the emerging issues of the day. This meeting was chaired by the duty superintendent who could, where required, move resources across the force. Since our inspection, arrangements have been reviewed and the governance of this meeting has been reinforced. The duty chief officer chairs this meeting to provide strategic oversight of the risks being managed by the force. The force would benefit from taking a longer-term view of how it allocates resources to meet current and predicted future levels of demand.

The force does benefit from mental health services working within its control room during busier times, and a 24-hour contact number to mental health specialists to provide advice to responding officers. This results in timely information from specialists being shared with officers to help them to reach better-informed decisions for people whose mental health conditions make them vulnerable.

### **Methods of online contact are limited**

The public can contact the force on its webpage, but other online methods of contact are limited. The use of online reporting is an opportunity for the force to reduce the number of telephone calls it receives and to allow a member of staff to potentially speak with more than one person at a time. We found that staff were looking at the online reports on an ad hoc basis, which delays both the assessment of risk and the response to the member of the public. This represents a missed opportunity to increase the efficiency of handling contact from the public.

### **The force is attempting to improve its service to the public by resolving calls at first contact over the telephone**

The force has recently invested a considerable number of experienced officers into an initial enquiry team, which is designed to improve service to victims and free officer time by increasing the number of incidents resolved without the need for officers to attend in person. The team undertakes an initial investigation to a point where there is enough evidence to either question a suspect or close the investigation. A team of police community support officers is available to deal with calls relating to antisocial behaviour and to attend locations to collect evidence such as CCTV. The police officers for this team have been taken from other areas of policing and are a mixture of officers who are undertaking restricted duties and those who are unrestricted. The force would benefit from considering the efficiency and effectiveness of its whole approach to resolving calls raised by the public.

### **The force has a large number of vacancies both in its control room and on response teams, which adversely affects services and staff welfare**

The occupational health unit's offer to support contact staff and response officers is positive, but inspection staff found that officers and staff don't feel that well-being is a force priority. The force told us that the control room loses 25 percent of its staff each year mainly because people don't wish to stay in the role. Its attempts to fill these vacancies hasn't been effective, placing more pressure on staff and encouraging further staff to leave. The force has recently changed its approach to recruitment in this area. Early indications are that this has had a positive impact on the number of applications for roles.

The uniform response teams have a large proportion of student officers and, as is the case in many forces, the increased training away from the work is reducing the numbers of officers available to respond to calls for service. Following the inspection, the force has reviewed its approach to training and placed additional student officers on the response teams.

# Investigating crime

Requires  
improvement

North Yorkshire Police requires improvement at investigating crime.

## Areas for improvement

### **The force needs to review its operating model for investigations and the resources required to meet the demand placed on it**

The force operating model for investigations, and the resources allocated to it, needs to be reviewed to assure the force that it has enough trained detectives to meet the demands placed on it. As of 31 March 2022, 79 percent of the force's 202 PIP2 roles were filled with accredited detectives. (A PIP2 detective investigates more serious and complex criminal investigations.) This represented a shortfall of 42 accredited detectives. With a limited plan to address this, there is a need to review the investigative operating model and associated governance.

### **The force needs to make sure that the requirements of the Code of Practice for Victims of Crime are complied with, particularly the completion of victim needs assessments**

The [Code of Practice for Victims of Crime](#) requires forces to carry out a needs assessment at an early stage to determine whether victims need additional support. The inspection team couldn't find a record that a victim needs assessment had been completed in 20 of 56 cases we reviewed.



**The force should make sure that there is an auditable record of the decision of the victim and their reasons for withdrawal of support. The force should make sure it documents whether evidence-led prosecutions have been considered in all such cases**

When victims withdrew support for an investigation, the force didn't consider progressing the case without the victim's support in 8 of 14 cases we reviewed. This can be an important method of safeguarding the victim and preventing further offences from being committed.

## **Main findings**

In this section we set out our main findings that relate to how well the force investigates crime.

### **The force is undertaking effective investigations, but there are areas to improve**

Our victim service assessment found that in 86 of 90 cases we reviewed, effective investigations were carried out. In 73 of 78 relevant cases reviewed, appropriate investigative opportunities were taken from the outset and throughout investigations. However, during our two recent inspections we have found examples of more serious investigations being undertaken by officers who aren't sufficiently trained to undertake them. This is mainly because the force doesn't have enough trained staff. The force is trying to resolve this by providing increased supervision from trained detective sergeants for specific crimes. This is placing significant pressure on all staff.

### **The governance and oversight of investigations needs further development**

The force has a good understanding of crime demand and an allocation policy which is based on threat, harm and risk. However, the force isn't using its understanding of crime demand to improve services, and its strategic oversight of investigations requires improvement.

In 2018, the force reviewed the resource required for investigations and increased the number of detectives accordingly. However, since then, the force has never been fully resourced, nor has it further reviewed the number of resources required in this area. The approach across the three area commands is inconsistent, resulting in different levels of service being provided to victims across the county. Managers and staff criticised the practice of investigators working across all types of crime rather than in specialist areas.

Inspection staff found that the investigation hubs were a good approach that created a positive learning environment, where detectives worked with uniformed officers who were seeking to become detectives. But this approach wasn't consistent across the force. There was a frustration from staff that senior officers weren't addressing the challenges experienced by investigators and this was making their role more difficult. Despite this, the officers and staff are working hard to mitigate the impact of this ineffective governance. The occupational health unit was working closely with investigation staff who clearly needed support, but many staff didn't engage as they described being too busy to do so.

The force has adopted a new performance approach, which is led by the deputy chief constable and results in senior officers reviewing how they provide services to then make improvements. One performance meeting was focused on the response to serious sexual offences. This identified that a previous decision to stop training had resulted in insufficient trained officers to deal with the initial reports of these crimes. The training has now restarted to improve the initial response.

### **The force needs to reduce the backlog within its digital forensic unit**

The force has invested to increase the staffing within its digital forensic unit and to update the technology it uses to examine the content of mobile phones and computers linked to investigations. The inspection team identified that the force had a 12-month backlog in these digital lines of inquiry, resulting in delayed investigations that adversely affected victims. In April 2022, the increased staffing for the digital forensic unit was approved, but in October 2022 it was still not fully resourced due to delays in recruitment and further staff resigning. The force has a plan to address these vacancies and to work with existing staff to discourage them from leaving for jobs in the private sector.

# Protecting vulnerable people

Requires  
improvement

North Yorkshire Police requires improvement at protecting vulnerable people.

## Areas for improvement

### **The force should review its operating model for protecting vulnerable people and the resources required to meet the demands placed on it**

The force approach to investigations relating to the protection of vulnerable people needs to be reviewed. The force has adopted a generalist approach to investigations as opposed to smaller specialist teams. The force should review this area to provide assurance that its approach is resilient and has the required capability and capacity to meet the demands placed on it.

### **The force needs to improve its strategic oversight of how it protects vulnerable people**

The force has an established vulnerability board, but at the time of our inspection this hadn't met in over six months. This board is responsible for the oversight and strategic direction of the force approach to protecting vulnerable people, ensuring resources are aligned to meet the demands placed on it. The absence of this board for this prolonged period reduces the force's ability to assure itself that its services are efficient and effective in this area.

## Main findings

In this section we set out our main findings that relate to how well the force protects vulnerable people.

### **The force has a good understanding of the nature and scale of vulnerability, but it fails to use this insight to ensure that resources are allocated to meet this demand**

Protecting vulnerable people is strategic priority for the force and is in the [police and crime plan](#). The force has a good understanding of the nature and scale of vulnerability, which is informed by partner information and included in its force management statement. However, the force fails to use this insight, and resources aren't aligned in a way that meets the demand, which reduces the resilience of the force's approach. The inspection team saw the negative personal impact on staff at all levels caused by inefficient working practices and large numbers of vacancies. The absence of an effective vulnerability board has allowed this position to worsen, without senior officers being fully aware of the risks and impact on their ability to protect vulnerable people.

### **The force does provide ongoing safeguarding support to victims, but there is no strategic oversight of these services**

The force provides ongoing safeguarding support to vulnerable victims and recognises where there is a risk of harm. Staff have been given training to speak with children when they attend incidents, to ensure their voice is captured and the impact of the incident on them is understood. The force is introducing more detailed child protection training to officers in response to the [National Child Protection Inspection \(NCPI\)](#).

The force is proactive in its use of ancillary powers, such as domestic violence protection orders and the [domestic violence disclosure scheme](#). Trained safeguarding staff review incidents to see where these powers can be proactively used. The inspection found good use of these powers and [positive action](#) where there were breaches.

The force has piloted Project Shield, which the inspection team has identified as good practice. This scheme enters all [non-molestation orders](#) onto the [Police National Database](#), so if a victim who is usually resident in North Yorkshire is elsewhere in the country, the local police force can directly access details of the non-molestation order.

The NCPI identified ten separate areas where the force needs to make urgent improvement to the services it provides. A [gold group](#) chaired by the deputy chief constable has been created to manage the force response to the recommendations made after the NCPI report. There remain areas that require further development following this inspection, which is reflected in the force action plan. These areas include the force response when children are reported [missing](#). While the approach has been reviewed and training has been given, there is still more to do to consistently

improve the response. The force should work to raise awareness of criminal exploitation – this will help officers and staff to understand why people should be supported as victims and not pursued as offenders. This will challenge perceptions that mean staff fail to understand exploitation and instead describe people as engaging in dangerous lifestyles. If staff don't understand exploitation, they will miss the vulnerability of those who are being criminally exploited, and options to make people safer won't be fully explored.

### **The force benefits from good partnership working**

Protecting vulnerable people is the core theme of the force tasking meetings, which are attended by local partners including local authorities in the force area. The inspection team found significant evidence of meaningful partnership working, including established [multi-agency safeguarding hubs](#).

[Multi-agency risk assessment conferences](#) are established, with positive engagement from partner organisations. These conferences follow the nationally recognised [SafeLives](#) guidance when considering [domestic abuse](#) cases.

# Managing offenders and suspects

## Adequate

North Yorkshire Police is adequate at managing offenders and suspects.

### Areas for improvement

**The force should improve its performance monitoring and supervisory oversight of the management of registered sex offenders. Supervisory reviews should be tailored to each particular case and set clear direction and actions to manage risk**

The force needs to improve its performance monitoring of the management of registered sex offenders to help supervisors to understand where visits to or assessments of these offenders haven't been completed in the required time frames. The inspection team found that each offender manager self-regulates their own workloads and schedules their visits and assessments, resulting in an inconsistent approach. The risk caused by this inconsistent approach is increased as there is no clear way for supervisors to identify what visits or assessments are due or indeed overdue.

**The force should improve the way it records its visits and associated actions around the management of registered sex offenders to ensure it can demonstrate that it complies with authorised professional practice**

The inspection team found that officers who manage registered sex offenders were visiting the offenders alone and on an announced basis. This isn't in line with [authorised professional practice](#). The guidance suggests that two staff should undertake these visits, which should be unannounced wherever possible in line with best practice. This ensures officer safety, supports the quality of home visits and reduces the risk of manipulation by the offender.

## Main findings

In this section we set out our main findings that relate to how well the force manages offenders and suspects.

### **The force is effective in apprehending and managing suspects and offenders to protect the public from harm**

The force takes a risk-based approach to arresting outstanding suspects. The three areas hold daily management meetings each morning, which review the previous day's activities and plan for the day ahead. They discuss the management of suspects and wanted offenders, who are prioritised based on the risk they pose to the public. Suspects considered a higher risk, or who have been difficult to arrest, can be escalated to the force's daily management meeting so force-wide resources can be deployed to arrest them.

The force uses [bail](#) and the alternative of [released under investigation](#) effectively for suspects, with a focus on the threat, risk and harm from the circumstances of the investigation.

### **The force has an established programme for integrated offender management**

The force's approach to [integrated offender management](#) follows the guidance from the [College of Policing](#). It benefits from a good working relationship with the probation service to identify offenders to be managed to reduce their offending. Offenders are selected using a scoring system that considers how recent, frequent and serious the offending was and how many victims were affected. The force has identified a 19 percent reduction in offending by those on the programme. The force has now appointed a dedicated sergeant to lead the approach to integrated offender management, which will be beneficial.

### **The force effectively risk assesses registered sex offenders, but would benefit from clearly recording police activities to reduce risk**

The force uses a nationally recognised risk assessment tool for the management of registered sex offenders. The risk assessments are completed by trained staff, and were found to be detailed and identified potential risk areas to monitor. The risk management plans were found to be generally clear in structure, but some changes should be made to improve quality and consistency. The police activities to reduce risk weren't always clearly documented. The absence of effective supervisory oversight and performance management, with the need to improve recording and consistency, does make this an area that the force should focus on.

All breaches of registered sex offender [notification requirements](#) or breaches of order are recorded. The force uses polygraph technology and benefits from two dedicated digital media investigators to support the examination of devices belonging to offenders, enabling early identification of further offending. The force would benefit from reviewing the equipment (including vehicles) provided to staff to support the management of registered sex offenders to improve the efficiency of their approach.

**The force has a dedicated team dealing with all online child abuse. The force would benefit from reviewing how this team shares information with multi-agency safeguarding hubs**

The force has a dedicated team dealing with all online child abuse. When dealing with these investigations, its preferred approach is to promptly arrest the suspect and not to wait for them to attend a police station voluntarily. The team is able to undertake research and develop [intelligence](#) about suspects. The caseloads within the team are manageable. The force monitors these investigations, so that the level of risk and the speed of enforcement action can be managed.

The team told the NCPI that it had agreed with social care services that it wouldn't share information until enforcement action had been taken. The force should review this approach because any delay in sharing information potentially delays opportunities to safeguard vulnerable people.

The online abuse team relies on the digital forensic unit to download data from mobile phones and computers to be used as evidence. The digital forensic unit has delays of approximately 12 months, and these delays are slowing down investigations. This is compounded by the fact that the equipment used to assess the information obtained from computers is old and slow, which hampers investigations further.



# Disrupting serious organised crime

We now inspect [serious and organised crime \(SOC\)](#) on a regional basis, rather than inspecting each force individually in this area. This is so we can be more effective and efficient in how we inspect the whole SOC system, as set out in HM Government's SOC strategy.

SOC is tackled by each force working with [regional organised crime units \(ROCU\)](#). These units lead the regional response to SOC by providing access to specialist resources and assets to disrupt [organised crime groups](#) that pose the highest harm.

Through our new inspections we seek to understand how well forces and ROCUs work in partnership. As a result, we now inspect ROCUs and their forces together and report on regional performance. Forces and ROCUs are now graded and reported on in regional SOC reports.

Our SOC inspection of North Yorkshire Police hasn't yet been completed. We will update our website with our findings (including the force's grade) and a link to the regional report once the inspection is complete.

# Building, supporting and protecting the workforce

Requires improvement

North Yorkshire Police requires improvement at building and developing its workforce.

## Areas for improvement

**The force should develop an effective workforce plan, with strategic oversight that aligns resources with the right skills to meet the demand likely to be placed on policing services**

The force has a basic understanding of the numbers of people it needs to recruit, but its approach to recruitment isn't effective. The force needs to develop its understanding of what resources and skills are required to meet the future demands on policing services. It should then develop a plan to achieve this. The current recruitment approach is failing to fill vacancies, which is placing increased pressure on existing staff and resulting in fewer officers and staff providing policing services.

**The force should improve its understanding of staff well-being to develop a detailed well-being plan**

To develop a more detailed well-being plan and better support the workforce, the force needs to better understand the well-being of its workforce using a range of engagement methods. The force hasn't undertaken a staff survey in the last two years, which is limiting its understanding of staff well-being. The force should consider undertaking a staff survey. The occupational health unit has a new patient record system that will identify what causes people to seek help from this service. This information should be used to inform the well-being plan that the occupational health unit is developing for the newly formed well-being board.

### **The force should improve its preventative focus on the well-being of staff to better support staff**

The inspection found officers and staff who were struggling with their workloads and the demands placed on them. We found people working excessive hours, regularly not taking rest days and carrying high or complex workloads. The force doesn't have enough measures in place to help prevent stress and poor well-being. For example, it isn't effectively monitoring workloads and working hours or identifying where staff are at risk of burnout. The force relies on supervisors identifying this risk, but it has large numbers of staff acting up in the next rank and a high turnover of supervisors, making this approach unlikely to be effective.

## **Main findings**

In this section we set out our main findings that relate to how well the force builds and develops its workforce.

### **Officers and staff are proud to serve the communities of North Yorkshire**

We found that staff were proud to serve the communities of North Yorkshire and that there was a sense of belonging within the force, particularly when they spoke about their teams. But there was a consistent theme of frustration from staff at all levels about raising issues with senior leaders and nothing ever changing as a result. Staff raised communication within the force as an issue. We found many examples of force-wide communications to staff, but it was clear that staff didn't pay attention to them as they were focused on their tasks that day and disengaged from this type of communication. The force should consider how it communicates information to the workforce to ensure reasons for changes are fully understood and enable greater involvement.

### **The force has restarted its work to make its workforce more representative of the communities it serves**

The force previously had a dedicated team working to increase the diversity of the workforce, promote equality in the workplace and to make the force more inclusive. However, with the changes to their people services, this work was paused for over 18 months. The deputy chief constable has recognised the gap and has overseen a new strategic approach, developed an effective operational plan and provided enough resources to lead this work. The force has stated that it has seen an increase in the diversity of people applying for the most recent round of recruitment for police officers. The increase in applications for roles is positive, particularly following previous recruitment campaigns that have been unable to identify suitable candidates to fill the vacant roles. However, this is yet to translate to a more diverse cohort of new police officers joining the force. In the year ending 31 March 2022, 1.7 percent of police

officer joiners to North Yorkshire Police were from an ethnic minority background. This was less diverse than the 2.4 percent of officers in the force from an ethnic minority background (as of 31 March 2022).

### **The force has promoted the code of ethics and an ethical culture**

The deputy chief constable chairs the ethics board made up of representatives from throughout the organisation, supported by the ethics strategy and delivery plan. Each of the departments and divisional areas has a vision group, which considers local issues affecting local staff. These will be discussed by the group and escalated, where appropriate, to local senior officers and to the force-wide board for discussion. One example of the discussion related to how staff were coping with the cost-of-living crisis and what the force could do to offer support.

The force is providing training to supervisors to improve their leadership skills and to help them have difficult conversations with staff, focused on improving standards and performance. We also saw the [professional standards department](#) using reflective practice to improve how officers and staff discharged their duties.

### **The force has invested in the policing education qualifications framework**

The force was an early adopter of the [policing education qualifications framework](#) and has developed its approach with the Open University. The courses have been developed for the Police Constable Degree Apprenticeship and more recently the Degree Holders Entry Programme. The transition to the policing education qualifications framework was completed within the College of Policing time frames. The force has methods in place to monitor the progress of officers from the start of the programme. It can demonstrate its understanding of the supportive interventions required to ensure students improve and maximise attainment in scored assessments.

The force has described considerable pressure on response due to the increased proportion of training abstractions for officers on the programme. Since the inspection, the force has reviewed the secondments for student officers and removed the non-essential elements, resulting in an increase in officers available for response duties. This change in approach has also enabled the movement of experienced officers from the response teams to their investigation teams.

## Vetting and counter corruption

We now inspect how forces deal with vetting and counter corruption differently. This is so we can be more effective and efficient in how we inspect this high-risk area of police business.

Corruption in forces is tackled by specialist units, designed to proactively target corruption threats. Police corruption is corrosive and poses a significant risk to public trust and confidence. There is a national expectation of standards and how they should use specialist resources and assets to target and arrest those that pose the highest threat.

Through our new inspections, we seek to understand how well forces apply these standards. As a result, we now inspect forces and report on national risks and performance in this area. We now grade and report on forces' performance separately.

North Yorkshire Police's vetting and counter corruption inspection hasn't yet been completed. We will update our website with our findings and the separate report once the inspection is complete.

# Strategic planning, organisational management and value for money

## Inadequate

North Yorkshire Police is inadequate at operating efficiently.

### Cause of concern

North Yorkshire Police does not have adequate governance in place.

#### Recommendations

Within three months, North Yorkshire Police should:

- make sure that senior leaders have effective oversight of the force's enabling services and the current challenges associated with capability;
- develop an effective workforce plan so it can provide a service that meets the policing needs of the community, now and in the future; and
- develop and align departmental operational and strategic plans that are informed by accurate information and a detailed performance framework.

Senior leaders in the force haven't had enough oversight of the impact that failures in this area are having on performance and management. The structures currently in place for control of the function aren't effective. At the time of our inspection, the force was still working on producing its performance plans and there were significant challenges in its enabling function. These problems were hampering service delivery.

We were told that the force had focused on implementing its command and control changes, but we found that senior leaders in the force hadn't had enough oversight of how it provides enabling functions. It had also failed to make sure that good governance and planning arrangements were in place to drive efficiency and effectiveness in relation to policing priorities. For example, the police fleet hadn't been supported by an effective replacement strategy, which necessitated vehicles being taken off the road for safety reasons. The force put no interim plans in place to support its workforce in providing everyday policing services.

The lack of an effective workforce plan is reflected in several areas where demand challenges are creating workforce pressures and a lack of resource is hampering service delivery. This includes the control room and investigations. It has created uncertainty and hindered effective decision-making in relation to where the force needs to invest to support current and future demand.

The inspection found that the workforce lacked confidence in senior leaders to address the concerns that have been raised about specialist areas. At the same time the workforce lacked effective back office support, such as IT and analysis. This is creating a disconnect with the wider workforce leading to a lack of confidence and support across the force. The force shares enabling functions such as HR, IT, vehicle fleet management, estate management and business insight with North Yorkshire Fire and Rescue Service and the office of the police, fire and crime commissioner. At the time of the inspection, it wasn't operating as effectively as it could and this was having a marked effect on the force's operational performance. Senior leaders haven't been carrying out effective oversight and governance of systems which are essential to providing effective police services.

In addition, it wasn't clear whether the force had made enough progress on its policing priorities or the police, fire and crime commissioner's operational and strategic priorities contained in the police and crime plan. It isn't clear how the force can effectively provide these requirements while it faces capacity challenges in areas such as response policing, neighbourhood policing and investigations.

The failure to provide enough oversight and governance of its enabling functions and performance means the force is failing to provide the standard of service that the community, including its most vulnerable people, expects and deserves.

## Areas for improvement

### **The force should use its available data to develop a detailed understanding of demand and use this to improve the efficiency and effectiveness of its allocation of resources**

The lack of a comprehensive understanding of demand is affecting how the force uses its resources. This is creating demand and pressures elsewhere, which the force is failing to address. For example, the force doesn't have enough trained staff to deal with more complex and serious investigations which is affecting the communities it serves. The force has substantial data about people who are vulnerable to crime and the demand this is likely to create, which it could use to direct resources effectively. But it makes only limited use of this information, resulting in resources being allocated ineffectively.

Officers are working excessive hours, the force is overspending on overtime and there are no clear plans in place to understand and manage current demand.

### **The force must make sure it has the capability and capacity it needs to manage demand**

North Yorkshire Police is focused on managing current demand and doesn't demonstrate a wider awareness of the impact that moving resources is having on other areas.

The unintended consequence of the transfer of the workforce from one area to another results in the movement of workloads rather than a solution. For example, the movement of neighbourhood officers to support response teams means neighbourhood and prevention activity doesn't take place. The force doesn't effectively measure the abstraction rate, it has no information regarding skills and capabilities and is unable to track specialist skills effectively. We found staff working excessive hours with high demand. The force doesn't understand how often this is happening and the true impact.

There is a lack of investment in developing capability to meet demand. For example, the force told us it currently has 217 people in temporary promotion positions. There is insufficient supervisory and leadership training, which is worsening the force's core services.



### **The force should review its IT to make sure it can provide what is required to improve services to the community and improve efficiency for staff**

During the inspection we found that force systems hadn't been updated, which presented risk to the organisation and victims. The introduction of its information management system ([NICHE Universal](#)) left staff critical of the training and support programme, which resulted in simple tasks taking longer to complete. The command and control system has been prioritised to answer the challenges the force has in response, but other areas of IT have been delayed, such as body-worn video replacement, and these are significantly affecting wider demand in areas such as investigations.

The force has many ongoing IT projects which haven't been prioritised effectively and it lacks the staff to deliver what is required. This means it is unable to deliver what the public and workforce need.

The force doesn't always check that IT systems or equipment it buys are being used and adding value, nor was the force making it clear who is responsible for its management and use. This means productivity wasn't effectively managed.

## **Main findings**

In this section we set out our main findings that relate to how well the force operates efficiently.

### **The force lacks an understanding of future demand and lacks effective plans to make sure it has the right resources in place to meet future needs**

The force has an understanding of future demand based on previous and current data. It doesn't have plans in place to ensure it has the capability and capacity to meet the changing nature of future demand, such as cyber-enabled crime. The force doesn't have an effective understanding of the current skills of the workforce, nor the learning and development needs of its staff.

Overall analysis should be improved, and a comprehensive workforce plan is required to make sure that the force has the capacity and capability to meet future demand, specifically in areas such as investigations.

The number of detectives in the force is insufficient to meet demand and this has been a problem for the force since 2018. There are vacancies in investigation teams that manage more serious and complex investigations. This is in addition to response teams being under-resourced. The force has been aware of these gaps and has a plan to increase the number of staff, but it doesn't have enough tutors to support their development.

The lack of investment or supporting plans has placed additional pressure on the existing workforce. Detectives are required to support inexperienced staff working towards their accreditation on top of their own workload and this isn't sustainable.

**The force financial plan is balanced but lacks detail on how the force will meet its future demands**

There is a good level of fiscal management in the force; the force is well funded and has reported year-on-year underspends. The force acknowledges that this needs to be addressed. Despite the available funds, the force isn't making sufficient progress on its priorities due to the challenges it has. This means that the communities in North Yorkshire receive less policing than they have paid for. The failure in service delivery presents a risk to future funding through precept (income from local council tax). The force confirms that in 2021/22 it will deliver a balanced budget, that there is sufficient capital financing to deliver its plans for the year, that it holds sufficient reserves and that the council tax precept rise is in line with Government thresholds.

The force is a high precept force, receiving 44 percent of its total funding for 2021/22 through local precept, and isn't as challenged as others in relation to its finances. The force states it needs to save £825,000 for the period 2022/23 and has identified savings of £500,000 for that period. Based on these figures provided by the force, it needs to make further savings of £325,000. The identified potential savings of £500,000 are made through budget adjustments and include areas such as staff vacancy management. We found little evidence that a detailed efficiency plan was in place.

Without detailed planning it isn't clear how the force can assure itself that its finances are being used in the best interest of the communities of North Yorkshire. The force will need to continue to balance an underspend while seeking increases in precept, so will need to produce a more detailed public report on future demand and investment.

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# **National Child Protection Inspection Post-Inspection Review**

**North Yorkshire Police  
5–16 December 2022**

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# Introduction

## Our 2021 inspection

In November 2021, His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) inspected how well North Yorkshire Police keeps [children](#) safe. We made ten recommendations in the [North Yorkshire – National child protection inspection](#) report.

In December 2022, we returned to the force to undertake a post-inspection review.

During this inspection we:

- examined force policies, strategies and other documents;
- interviewed senior leaders, managers and spoke with frontline staff; and
- audited 33 child protection cases (11 cases were good, 8 required improvement and 14 were inadequate).

## Summary of findings from the 2022 post-inspection review

After we published our 2021 inspection report, North Yorkshire Police made an action plan to co-ordinate work to improve its child protection services.

Leaders established a [gold-silver-bronze](#) structure to allocate management responsibility and strategic oversight for all aspects of the action plan. We found the force had made some positive progress but not all the actions were fully implemented and completed.

During our inspection, the force held the first meeting of its new vulnerability board. Positively, this meeting's agenda included themed [vulnerability](#) topics, such as [missing](#) children, and gave the assistant chief constable and senior managers an opportunity to scrutinise the quality of the force's responses to risk in these areas. The force is clearly committed to using this forum to help it be more effective in how it protects children.

North Yorkshire Police collects performance data about crime, incidents and responses. This information is available on force systems. The force also has an intelligence capability and analysts. But managers aren't making best use of this data to understand demand and allocate resources to deal quickly with problems.

The latest force exploitation profile is dated September 2020. This means much of the information is too dated to be of use.

The lack of qualitative information from the force systems means leaders and managers can't be sure of the progress staff are making against priorities. For example, in improving investigations or managing the risk of registered sex offenders.

Officers aren't always using systems effectively to support routine operational work. For example, automated systems aren't used to tell schools about pupils affected by [domestic abuse](#) incidents. And there can be delays in telling the local authority when a missing child is returned home. We also saw officers completing paper booklets about risks to children who had run away from home, rather than using electronic systems so the information can be seen immediately by other staff.

Staff have reacted positively to [vulnerability training](#), and we found control room responses to calls where children may be vulnerable had improved.

But not all decisions in the [force control room](#) about incidents with vulnerable children are fully supported by [intelligence](#) from force systems. This is because specialist intelligence officers aren't included in the current control room arrangements. And it means some risk assessments are incorrect. So, there are delays in getting the right response to vulnerable children. This is also reflected in how some missing children investigations are allocated to area-based officers who don't always have the resources to assess risk and act quickly.

Leaders have prioritised training to help their workforce understand why it is vital to speak to children and record their views. Staff we spoke to have enthusiastically adopted the AWARE principles. They told us it gave them a clear structure and helped them record their concerns in better detail. This approach is also praised by senior managers from both local authorities.

### **AWARE principles**

A checklist to encourage staff to develop their professional curiosity and record information about children's vulnerability in a structured way.

- A – appearance;
- W – words;
- A – activity;
- R – relationships and dynamics; and
- E – environment.



There has been a notable increase in the quality and number of referrals for children to the local authorities. But even so there are no delays in the system. The force's own review of all these reports means that good quality information about risk and vulnerability is shared with the [safeguarding](#) partnership at an earlier stage. This is [promising practice](#).

We are concerned about delays in the force's [digital forensic](#) unit (DFU) and that some complex investigations into online sexual abuse of children are allocated to inexperienced officers. There are delays in some online indecent image investigations before referrals are sent to partner agencies. This means that these children can remain at risk unnecessarily.

The supervision of most investigations has improved and the force has introduced a new template to structure this. But more work is needed to make sure that investigations remain focused on the best results for the children involved and that all safeguarding concerns are addressed.

The force's offender management unit (OMU) hasn't improved its operational practice enough. Registered sex offenders in the community need careful and professional management by the police and statutory partners. The force follows national guidance and [College of Policing](#) approved professional practice. But we found significant weakness in the way this team operated.

# Initial contact

## Recommendations from the 2021 inspection report

We recommend that North Yorkshire Police immediately reviews its processes regarding incidents relating to child protection, paying particular attention to how control room staff make decisions on officer response.

We recommend that within three months North Yorkshire Police acts to make sure officers obtain and record children's concerns and views (including noting their behaviour and demeanour). This will help influence the decisions the force makes about them.

## Summary of post-inspection review findings

Control room staff have been given focused training, which has improved the understanding of the [voice of the child \(VoC\)](#) and [THRIVE assessments](#) for missing children.

There is good supervision of calls and responses to vulnerable children and those reported as missing. Supervisors manage and review control room processes and give feedback to staff.

But control room decisions and responses to vulnerable children still need to be better informed by intelligence and information held on force systems.

The force is training its workforce to use the AWARE principles and substantially improving the quality of how they record the VoC. As a result, the number and the quality of referrals for vulnerable children to safeguarding partners have increased. But supervisors and line managers don't check their staff's [public protection notice \(PPN\)](#) reports.

## Detailed post-inspection review findings

### The force has improved control room practice and supervision

We inspected how control room staff and supervisors responded to calls where there were concerns for children. We found they made good quality risk assessments and allocated incidents to response staff without delay. Decisions are recorded on force systems and are clearly focused on getting positive outcomes for children. We saw effective supervision and improved processes, which are helping staff respond better to vulnerability and assign appropriate responses to calls for help. In one case we saw an effective escalation to a detective inspector, who immediately reviewed the incident. They told officers to preserve the crime scene and protect another vulnerable person.

Managers have introduced 'power hour' training for control room staff. This makes sure that staff are trained in key subjects without having to wait for formal training days. And it avoids removing them from their main role for long periods. Specialist officers also provide training and guidance about responding to risk for control room staff and supervisors.

Control room staff told us VoC training was informative and helped them in their roles.

We also saw control room staff identifying vulnerability and risk for children and then appropriately grading responses to incidents. They use THRIVE assessments effectively. When new information is received about ongoing incidents, the THRIVE assessment is repeated. This means good decisions can be made quickly to assign officers to calls about children at risk of child [sexual exploitation](#) (CSE) or when children are reported as missing.

Control room managers complete monthly call monitoring, including at least two child protection cases.

The force has introduced a new policy that means control room staff can't downgrade calls without a supervisor's approval. And calls where there are concerns for a child's welfare aren't assigned to the force's initial inquiry team, as these staff don't have the necessary skills to deal with these incidents. Positively, the force doesn't use a diary appointment system for responses to vulnerability incidents. But we were told this policy is under review.

## **Control room staff give a better response to reports of missing children**

Call handlers should complete missing child questionnaires and THRIVE assessments for all missing children. This includes initial intelligence research of force systems to establish risks, warning markers or other information to help find the child quickly. But we found that records holding detailed information to help find missing children weren't always clearly accessible on the force's systems. This means vital information isn't always used to assess risk correctly. Or, used by officers to find children without delay.

Control room staff send all reports of missing children and calls about concerns for the safety of children to the force incident manager (FIM) for review and grading. FIMs review the quality of assessments and record decisions and supporting rationale. They feed back to staff about the quality of the initial reports and assessments.

Missing children are graded as either high or medium-risk. High-risk children are assigned immediate responses.

Medium-risk children are given a priority deployment. They are assigned to area critical incident inspectors (CIIs) who are then responsible for each missing child's investigation and safeguarding approach.

## **The force still needs to improve some control room practice**

Control room managers told us that their training is focused primarily on improving responses to incidents of missing children. They acknowledged more training was needed to improve responses for children at risk of CSE, child criminal exploitation (CCE) and online abuse.

We found call handlers weren't always telling callers how to keep evidence secure on their mobile devices when they or their children were victims of online abuse.

We also found that control room staff didn't always use information held on force systems to inform risk assessments and allocation decisions. This means that sometimes responding officers aren't aware of important information about risk and vulnerability when they need it.

Force leaders also haven't established a specialist 24/7 intelligence capability. This is a weakness and means it isn't always able to quickly understand the full extent of risk and act appropriately.

## **The force has introduced the AWARE principles to give its workforce guidance about the voice of the child**

All staff must use PPN templates to record children they are concerned about and to make referrals to local authorities about them.

Frontline staff and their supervisors have been trained by specialist officers in scheduled [continuing professional development](#) days. VoC training has been prioritised. This includes how to use [body-worn video](#) to record children's demeanours, their home circumstances and their views.

Detailed guidance on the force intranet supports this training. This includes a helpful video based on a police response to a domestic incident that is reported by a child.

The intranet also has accessible information to help the workforce respond better to children in different scenarios. For example, when they are missing or at risk of exploitation. It reinforces force policy about staff recording their observations of children's vulnerability and making appropriate referrals using PPNs. Hyperlinks are given to detailed PPN guidance and two example proformas are easily found on the system.

### **Case study: officers identify vulnerable children and act to protect them**

Officers responded quickly when a woman called the police after her partner assaulted her in their home.

The partner was arrested. The officers used body-worn video to record the scene, the woman's injuries and the voices of the children in the household. They took a statement of complaint and made a referral for the children using a PPN that contained details about the children's demeanours and their living conditions. This information was shared with the children's schools, local authority early help services and domestic abuse support workers.

The officers' supervisor gave clear direction and instructions on safeguarding. This included obtaining a [Domestic Violence Protection Notice](#). The offender was [bailed](#) with conditions in place to protect his family. Enquiries were also made with the housing provider to gain help and support for the victims.

## **A specialist team checks the quality of police referrals before they are shared with safeguarding partners**

The force's vulnerability assessment team (VAT) check every PPN. They told us that use of AWARE principles has improved officers' recording of the VoC. When AWARE isn't used, VAT staff contact the reporting officers to get the missing information and remind them of the force policy.

Overall, we found a much-improved approach to understanding children's vulnerability. But staff aren't yet consistently using the AWARE principles or identifying all vulnerable children. For example, we saw some children at risk from online abuse weren't included in PPNs when they should have been. This may be because the force doesn't require line managers or supervisors to check the quality of PPNs before they are completed.

This means the force now sends better information to its safeguarding partners. And this helps professionals understand more clearly and quickly what services are needed to help children.

Children's social care managers told us the improved quality of information in the PPNs helps them to work better with families. And the force told us it recently received feedback from a North Yorkshire social care manager who said:

"It's really positive that the child's and parent's views are now being recorded, and how consideration has been given to the impact on the family. I feel that should a child or parent in the future wish to see their files and see this new format they will feel valued and supported by the police. Thank you for the positive changes that are being made for the families in North Yorkshire."

The number of PPNs the force is sharing with safeguarding partners has substantially increased. Partners haven't told the force that these are inappropriate or unnecessary. Therefore force leaders can be confident that their investment in staff training is working. Officers are using vital information about vulnerable children to reduce risk. And so, early help and child protection measures can be implemented before crisis is reached. This is promising practice.

# Assessment and help

## Recommendations from the 2021 inspection report

We recommend that North Yorkshire Police immediately improves its missing children arrangements and practices. This is to make sure:

- its response is consistent with the risks it identifies; and
- its supervision of those inquiries is effective.

It should include a review of how it records incidents involving missing children. And it should make staff more aware of:

- their responsibility for protecting children reported missing from home, especially where this happens regularly;
- the importance of investigating where a child has been, and who with;
- their responsibility for conducting and recording safe and well checks when children return home; and
- the importance of sharing information with partner organisations.

We recommend that North Yorkshire Police immediately starts working more closely with its safeguarding partners, and that it reviews the structure and practices of its multi-agency risk management meetings, specifically about children at risk of exploitation.

We recommend that within three months North Yorkshire Police reviews its referral processes and supervision. This is to make sure it identifies risk to children effectively and shares the right information with the right people at the right time.

## Summary of post-inspection review findings

The force's response and assessment of risk for missing children is inconsistent. Inquiries to find them aren't always effective enough and safeguarding action isn't always prioritised. The force's specialist missing team is under-resourced and officers use inefficient processes to record information about vulnerable children.

Information about missing children's vulnerability and risks to them is still not consistently recorded on force systems.

The force works with its safeguarding partners to reduce risks of exploitation to vulnerable children. In both local authority areas there are structured multi-agency child exploitation (MACE) meetings.

The force doesn't have accurate intelligence profiles or a clear strategy for CSE or CCE. The latest CSE profile was completed in September 2020.

The force isn't using its data on exploitation risk to direct resources effectively against child exploitation.

The force's risk assessment process for PPNs and referrals is currently effective. But arrangements for referrals to schools for children affected by domestic abuse are inefficient and ineffective.

## **Detailed post-inspection review findings**

### **Analysis of children missing from home audits**

We audited six children missing from home incidents. Of these, we assessed that the management of one incident required improvement and that of the remaining five was inadequate.

Staff didn't respond to the risk and safeguard vulnerable children effectively enough due to:

- initial risk being inconsistently graded;
- investigation plans being inconsistently recorded;
- inquiries not being supervised well enough;
- investigations being allowed to drift; and
- information about these incidents not being recorded fully and accurately.

### **The initial response to reports of missing children remains inconsistent**

The force has clarified its policy so missing children should never be assessed as low-risk. They should be assessed as:

- high-risk, where the control room FIM will retain responsibility for the force's response; or
- medium-risk, where responsibility will be passed to one of the force's three area-based CILs.

But we saw some incidents where reported missing children returned home before the force made a report on its system. These cases were closed as 'concern for safety' incidents. This means the records about risk to vulnerable children may be incomplete.



Call handlers complete questions to gather vital information to help find the missing child. To help inform the initial risk assessment, staff should also check force systems for warning markers and flags. Children identified by the force as 'priority missing' should have [trigger plans](#) containing information to help officers find them quickly.

We saw some examples of control room staff adding intelligence from the force systems to their risk assessments. But this didn't always happen. Sometimes this was because the information wasn't clearly signposted, and other times it seemed that the staff and their supervisors didn't have the skills necessary to find and assess this information.

We also saw records where there were delays in the time it took FIMs to assess missing children incidents and assign investigations to area-based CIIIs.

The force doesn't have a 24/7 intelligence capability in the control room. This means that unskilled call operators have to make intelligence checks and assessments so these assessments may be incomplete or inaccurate.

Specialist intelligence staff aren't available to help control room staff and this can mean unskilled call operators make intelligence checks and assessments. These assessments may be incomplete or inaccurate. And high-risk cases can be assigned inappropriately to CIIIs who don't have the skills and resources to fully check force systems and reassess risk levels.

CII risk gradings don't always consider all the relevant warning markers and flags on the force systems. And we saw that some CIIIs use templated wording in their initial risk grading and when recording actions to find missing children. This means investigations aren't always based upon information relevant to the individual child's circumstances. We also saw inconsistency in how FIMs and CIIIs recorded actions and the outcome. Reasons for delays in responses and investigation reviews aren't always recorded.

### **Case study: inconsistent risk assessment and investigation planning for a missing child**

Children's home staff reported a 17-year-old boy as missing. He is regularly reported missing and is at high risk of criminal exploitation. But there is no trigger plan recorded on force systems to help find him quickly.

Control room staff completed an assessment, which included information that the boy is involved in [county lines](#) drug supply. Other warning markers indicated risks from firearms, carrying combat knives, mental health vulnerability, and suicide.

The incident was assigned to an area-based CII, who assessed the incident within an hour as medium-risk because of the boy's age. The CII's rationale didn't include all the information about his risk and vulnerabilities such as intelligence about his debt bondage from distributing drugs.

The CII allocated the investigation to find the boy to response team officers but didn't record specific lines of inquiry or actions. Their supervisory direction was superficial, and it meant a delay of over two hours before officers searched the boy's room for information to help find him.

On this occasion, the boy returned home by himself. Officers visited him and recorded information about the incident on a PPN, which resulted in a multi-agency child protection strategy meeting.

We saw records of CII's using inappropriate victim-blaming language. For example, for a child who was frequently missing and at risk of criminal exploitation, the CII recorded: "This is not out of character for this child to go missing". In another report, for a 15-year-old girl at risk of criminal and sexual exploitation, the CII recorded: "She appears to engage in risky business".

### **The force hasn't improved arrangements for missing children well enough**

Senior leaders are told about missing children in the daily management meeting when the force's three area commanders give updates about investigations, high-risk incidents and safeguarding concerns. This meeting provides a forum for leaders to review the force's responses and allocate additional resources to resolve open incidents.

The force has a small missing from home and exploitation team (MHET). The team is responsible for checking force records to make sure vulnerable children are referred to safeguarding partners that can help them. The MHET staff we spoke to are dedicated and hard-working. But the MHET doesn't have enough staff or resources to provide a consistently effective service.

MHET officers review every reported missing incident and work with children's social care services in a daily meeting. They share information from 'management of return' records completed by responding officers when children are found. But they don't supervise the quality of information within frontline officers' missing from home reports. The content of these paper booklets isn't supervised by line managers or the CIIIs responsible for the investigations. Information from the booklets isn't recorded on the force's electronic systems, as the practice is to only scan and attach a copy. This is inefficient and it means the force doesn't quality control the information staff gather about risk to these children. And vital intelligence to help them in the future may be lost.

PPNs for missing children aren't always completed by response officers when other concerns are established. It means MHET staff often have to request that officers complete PPNs retrospectively.

There are often delays in receiving the information from children's services' [return home interviews](#) with children. MHET staff request the missing information, but this is an inefficient process. MHET and force leaders haven't escalated this problem to children's social care managers effectively enough.

MHET staff use standalone spreadsheets and master logs to record information about vulnerable children. This is inefficient and causes unnecessary duplication across three separate logs for missing children, exploitation risk and other safeguarding concerns. The MHET detective inspector told us they were trying to resolve this situation.

### **The force doesn't have a current intelligence profile or a clear strategy for CSE or CCE**

The force told us it hasn't updated its CSE profile since September 2020. The information and analysis in that profile are police generated, are clearly out of date and don't represent the wider relevant information its safeguarding partners hold. But the force includes some CSE intelligence in its monthly area-focused [contextual safeguarding](#) reports.

This means there isn't a fully co-ordinated and comprehensive police or safeguarding partnership strategy to protect children or disrupt offenders. Individual officers and teams are working hard to protect children but their efforts are narrowly focused. Leaders aren't using data to understand where the critical risks are or to decide the level of resources they need and where to deploy these for best results.

It also means that locations where children are most at risk aren't identified quickly enough and operational resources to deal with the problems can be delayed. For example, we observed a meeting where a disused hotel was discussed because missing children were known to go there. This situation was clearly well known to meeting attendees – but no one had dealt with it. And a suggestion made in the

meeting to create a problem-solving plan was sensible, but this should have been dealt with earlier.

### **The force works with safeguarding partners to protect children from exploitation**

North Yorkshire Police works with its safeguarding partners to reduce risks from exploitation to vulnerable children. In both local authority areas there are structured MACE meetings.

In North Yorkshire, these arrangements are clearly described in the safeguarding partnerships' [Multi-Agency Child Exploitation \(MACE\) and Contextual Safeguarding Strategy for 2020/23](#).

For the City of York, the arrangements for MACE and risk management meetings are described in its [children's safeguarding partnership arrangements document](#).

A series of multi-agency meetings are routinely held throughout the force area to discuss the best ways to help children who are vulnerable to exploitation. MACE meetings are held in local authority districts and chairing is usually shared between police managers and those from partner agencies. Partners use the same CCE and CSE risk assessment tool, which means improved joint assessment and better communication for those who attend several meetings.

The MACE meeting agendas are generally pre-arranged and are based on groups of children assessed as at risk. Some meetings include information about hotspot locations and perpetrators.

Local authority managers told us police MHET officers make a positive contribution to these meetings. Officers consistently attended meetings and the information they shared helped partners work to reduce the children's vulnerability.

We saw police officers sharing information about child exploitation perpetrators with other professionals. The force's 'perps on a plan' initiative establishes a useful way to gather and present information about suspected offenders. Information on these plans is regularly updated by an assigned police officer lead. And the plans are available to all other staff on the force's briefing system to build their knowledge of those who are a risk to children in the community. These plans are also used to inform partnership activity to disrupt offenders.

In Harrogate, a police sergeant works closely with the local authority community safety hub staff and has access to some systems. This information helps build a clearer picture of vulnerability and risk in the area and informs joint activity to prevent crime and help the community.

In Scarborough and Harrogate, [police staff](#) work closely with the local authority in No Wrong Door schemes that provide help and support to vulnerable children on the edge of care. This is a successful approach and provides opportunities to engage closely with children. This scheme helps reduce the number of times children go missing or are in the presence of people who may exploit them, therefore reducing risk.

### **The force isn't using its data on exploitation risk to direct resources effectively against child exploitation**

We visited all the force's areas. Officers, their supervisors and managers from other agencies told us about their activity to reduce the risk of child exploitation. But there is little strategic oversight. Activity mostly relies on individuals using their initiative or responding to immediate incidents and concerns. Officers and managers told us there was some enforcement activity but it was mainly focused on county lines drug supply. We didn't find evidence that the police and its safeguarding partners were gathering and sharing information about child exploitation in a co-ordinated or systematic way. We asked managers about the force's performance management information for disruption and arrests of child exploitation offenders, but this wasn't available.

The force does have performance data, intelligence and information about child exploitation offences in its area. Safeguarding partners also hold relevant information, and the force should ask for this to be shared to help gain a clearer understanding of risk to children. But the force isn't assessing or using the information available to help it understand what is needed to reduce exploitation risks for children. This needs to change.

### **Officers are improving the quality of information on PPNs so referrals to help children are better**

We saw officers use body-worn video when speaking to children at incidents where they had welfare concerns. The officers also followed the AWARE principles as they referenced the body-worn video, and this improved the quality of the information they referred to safeguarding partners.

The force's training programme has increased the number and the quality of the content of PPNs. In most cases we saw, officers recorded their concerns appropriately and without delay, and this helps vulnerable children get the help they need. In one case, the officer contacted the child's social worker directly to discuss their concerns. This meant a child protection strategy meeting was held without delay.

The VAT provides an effective triage and supervisory function for PPNs. The team works closely with safeguarding partners so they understand which PPNs need to be shared and where to send these.

But officers don't always record children's ethnicity on PPNs and VAT staff don't query this missing information. The force should make sure staff accurately record these details to help it identify children who, due to their ethnicity or cultural heritage, may be at increased risk of harm such as [forced marriage](#), trafficking or [female genital mutilation](#).

### **The force has an effective risk assessment process for PPNs and referrals**

VAT officers are committed and professional and there are no backlogs in their system for processing PPNs. Due to the success of the force's AWARE training, the number of PPNs that VAT receives has increased. VAT staff told us they are concerned about their resilience to continue to meet this demand.

Children's social care service managers for both local authorities told us the VAT contributed to well-organised and effective multi-agency information sharing. And, when appropriate, VAT staff use partnership escalation processes to challenge them about decisions to help children get the best results. These partners complimented the improved quality of PPNs but also raised concerns about their ability to manage the increased number of referrals within existing resources. The VAT is essential to the force's approach to getting early help to vulnerable children and the leaders should make sure its operation is monitored to maintain its effectiveness.

The force relies heavily on its specialists in the VAT to complete all the quality assurance checks for referrals. Other supervisors aren't included in the process. This means that line managers don't have oversight of how well their own staff and officers understand child protection and safeguarding responsibilities. For example, we saw times when PPNs for missing children weren't completed or when they didn't contain enough detail about the child's vulnerability or the need to change a risk assessment.

The force needs to continue to work with its partners to make sure that referrals for contextual safeguarding and exploitation risks to risk management meetings are made at the right time to help vulnerable children.

We found the force wasn't consistent in where it stored information on its systems, such as the records of decisions and actions from strategy meetings. This makes it difficult for staff to quickly find and understand all the information they need to manage risks for vulnerable children. Leaders should provide clear guidance and check practice to make sure it is followed.

## **Referral arrangements to schools for children affected by domestic abuse are inefficient and ineffective**

The force has arrangements in place to review and refer concerns about children affected by domestic abuse to the local authorities.

Most police forces now use an automated electronic system to tell schools and, sometimes, other agencies about children who are affected by domestic abuse. This system is often called [Operation Encompass](#) and is widely acknowledged as a vital part of getting help to vulnerable children.

But North Yorkshire Police isn't using automatic electronic notification systems. Instead, domestic abuse incidents are reviewed by officers and in some cases a telephone call is made to the children's school. A detective inspector told us that they personally made some of these calls. This means there are unnecessary delays in providing help and support to vulnerable children. And some calls may not be made at all because there is no system to check these are done. The current situation is very inefficient and potentially leaves children at risk.

# Investigation

## Recommendation from the 2021 inspection report

We recommend that North Yorkshire Police immediately improves child protection investigations by making sure:

- it assigns investigations to officers with the skills, capacity and competence to carry them out them effectively;
- it effectively supervises investigations, with reviews clearly recording any further work that is needed;
- safeguarding referrals are prompt and comprehensive;
- it gives enough support to multi-agency investigations; and
- it regularly audits the quality of its practice, including how effective its safeguarding measures are, focusing on getting the best end results for children.

We recommend that within three months North Yorkshire Police improves its understanding of CSE, in particular:

- improving staff awareness, knowledge and skills in this area of work;
- making sure it responds promptly to all concerns;
- carrying out risk assessments that consider all the child's circumstances and risks to other children; and
- improving the way it supervises and manages cases.

## Summary of post-inspection review findings

The force is increasing the number of trained detectives in specialist roles. The way investigations are allocated is better, but some complex investigations remain with inexperienced and unskilled officers.

The supervision of child protection investigations has improved but there are some inconsistencies.

There are excessive delays in obtaining digital forensic evidence.

The force works to improve staff awareness, knowledge and skills to respond more effectively to child exploitation.



There are multi-agency arrangements in place to review and assess exploitation risk to children. But the force needs a clearer strategy for reducing CSE risk.

Supervision of CSE investigations isn't always effective, so cases drift and safeguarding for all children isn't fully considered.

## **Detailed post-inspection review findings**

### **Case audits**

We assessed 11 investigations:

- three child protection investigations – two were good and one required improvement;
- two child sexual abuse investigations – one was good and one was inadequate; and
- six online sexual abuse investigations – two required improvement and four were inadequate.

In the cases we assessed as 'inadequate', we found serious failures in practice that resulted in children being harmed or left at risk. Cases assessed as 'requires improvement' had elements of effective practice missing but no widespread or serious failures that left children at risk of harm.

We brought four investigations to the attention of force leaders because we were concerned that the force needed to do more to be assured that children were safeguarded. The force responded immediately and appropriately to these concerns.

### **The force plans to increase the number of trained detectives in specialist roles**

North Yorkshire Police, like other police forces, faces significant challenges in keeping the numbers of trained and experienced detectives at the levels needed to investigate crimes competently. This is difficult because over 50 percent of the force's frontline officers, where specialists are often recruited from, have less than two years of police experience. An assistant chief constable chairs the force's strategic level people board and the head of learning and development chairs a quarterly skills and capabilities board.

Heads of departments are required to regularly update staff numbers and capabilities. They request additional staff and formal training needs annually as part of a costed training plan. The force is training significant numbers of officers as accredited investigators. In the year ending March 2023, 42 officers received [College of Policing specialist child abuse investigation development programme](#) training. And, for 2023/24, 2 more courses are already planned for a further 24 officers. The force is training additional supervisors to assess officers' progress on these programmes.

Investigating officers have received other relevant training, such as specialist interviewing, to improve their skills.

### **The way investigations are allocated is better, but some complex investigations remain with inexperienced and unskilled officers**

The force has established a clear crime allocation procedure. A detective sergeant makes decisions to assign cases to teams for investigation. We saw that investigations where child abuse was obvious were allocated to appropriate investigation teams such as criminal investigation departments or the force's area-based investigation hubs.

Most frontline officers don't have the skills or the time to effectively investigate online child sexual abuse or CSE offences. Many frontline officers and their supervisors are inexperienced and don't have the knowledge or skills to understand how to secure forensic digital evidence, implement appropriate safeguarding measures and effectively deal with suspects. We saw this happen in some of the cases we reviewed.

#### **Case study: ineffective safeguarding and missed investigative opportunities**

A 14-year-old boy's mother reported that her son had shared naked images of himself on social media with an unknown girl. The girl had threatened to distribute these to two of his named friends unless he sent further images. The boy's mother said that her son was very upset and had talked about suicide.

Officers attended quickly because the call handler recognised the risk to the child. But neither the call handler nor the responding officers advised the mother to preserve the images and call data information on the boy's phone.

The responding officer spoke to the boy and his mother and recorded the incident on a PPN due to the boy's age. But the PPN didn't include details about the boy's trauma or his worries about his images being circulated on social media.

The family weren't told about support groups or materials, which are readily available on North Yorkshire's Safeguarding Partnership website.

The officer considered a subscriber check on the offender's username but didn't progress this because a colleague advised it wasn't possible without a screenshot from the phone. But the phone wasn't taken for evidential examination.

The victim's two friends were known to children's services, but no action was taken to speak to them or their parents about the incident or check on their welfare. Any information they may have had wasn't considered for this investigation. And they may also have been victims of crime in need of help. No PPNs were submitted for either of them.

Positively, a victim identification officer from the force's DFU added a message to the investigation log offering their assistance and how to request it. But this offer wasn't taken up and the investigation was closed by a supervisor.

We asked the force to review this incident and make sure that all the children were safeguarded. It responded positively.

### **Supervision of child protection investigations has improved but there are some inconsistencies**

The force has introduced a template for supervisors to follow in investigations. Most of the investigation records we saw didn't include this template. However, we did find good records of prompt and meaningful supervision directing lines of inquiry and often safeguarding actions. These included making referrals to children's services and making sure that child protection strategy meetings were held without delay to progress effective multi-agency investigations to protect children.

We also saw good supervisory evidential reviews, which meant that investigations where children were suspects were finalised appropriately. This included investigations into online offences where sexual images were sent between children and where those children weren't unnecessarily criminalised.

But in some specialist and non-specialist investigations, supervision isn't always effective. And we saw wider safeguarding risk and that some lines of investigation weren't addressed.

Officers and their supervisors don't always recognise wider risks and vulnerability for both offenders and children when considering investigation priorities. This indicates a lack of experience and training to think beyond the immediate incident. Effective investigative plans and safeguarding strategies should consider wider risks and all the offender's potential victims.

Supervisors in the force's online abuse team use templates to record their directions and reviews. But we found PPN referrals weren't always sent to partners quickly enough. This can delay safeguarding for children.

In five of the six online abuse team investigations we audited, we found unnecessary delays in the time taken to inform children's services about the potential presence of children at addresses. Sometimes officers delayed making referrals until search warrants were executed. In one case, the supervisor inappropriately recorded their decision:

"PPN to be completed once warrant executed, unable to do this in advance of the attendance at the property as we risk alerting the household and losing evidence".

This decision meant an unnecessary delay of 42 days from when the force had information that children were at risk of harm until they informed children's social care to start safeguarding activity.

Managers routinely audit a sample of investigations. They feed back their findings to officers and supervisors to help improve future performance. But this activity isn't yet making a sustained difference to the quality of investigations and the end results for all victims.

### **There are excessive delays in obtaining digital forensic evidence**

It takes too long for the force's DFU to complete examinations and give the evidence to investigating officers. This problem appears to have got worse since our last inspection and it now routinely takes at least 12 months before forensic digital examinations are started.

In one case we reviewed, the lead time for the initial device examination was extended from 6 to 12 months. In many child protection investigations, digital evidence from suspects' or victims' computers or devices is critical to proving the offences.

The delays in getting this evidence can lead to loss of victim confidence.

Or, frustration with how the police and safeguarding partnerships protect children from harm. It may leave children at risk as the extent of the offender's activity and abuse can't be checked until the examination results are seen.

DFU staff told us they can progress cases as a priority. But in the case records we reviewed, we didn't see this process used or requested.

In one ongoing investigation into the rape of a child, the forensic examination of digital devices hadn't yet started six months after they had been submitted. Neither the investigating officer nor their supervisors had challenged or escalated this delay.

Positively, we saw the DFU's victim identification officers proactively scan crime records to find online child abuse cases that were investigated by non-specialists. They guide frontline officers on how to preserve digital evidence. And they help inexperienced investigators to identify suspects with open-source checks and inquiries with international policing organisations.

Victim identification officers message investigating officers, telling them who to approach for guidance on the technical aspects of these investigations.

But unfortunately in two of the three cases where we saw these entries, the officers didn't respond to the offer of help.

Delays in getting evidence from digital devices and the workforce's lack of knowledge about online child abuse investigations are reducing the force's ability to safeguard children.

## **The force works to improve staff awareness, knowledge and skills to respond more effectively to child exploitation**

In October 2022, the force reviewed and revised its policy for managing child exploitation risk. It also added guidance, linked to the AWARE principles, to its intranet to help the workforce better understand CSE risk and improve their approach to victims. This is helping promote professional curiosity and how the force records concerns for all children.

The force works closely with its [statutory safeguarding partners](#) and provides detailed information about multi-agency responses to exploitation risk on its intranet. This helps all staff to record information and make effective interventions and referrals.

The force uses flags and warning markers on its systems to provide information about CSE perpetrators and vulnerable children.

The force lead for exploitation has been accredited by the College of Policing to train officers to investigate modern slavery and human trafficking offences. This increases the force's specialist capability to help victims of exploitation and bring the offenders to justice.

## **There are arrangements to review and assess exploitation risk to children**

MHET officers routinely review intelligence and information about all types of exploitation. Officers work alongside multi-agency professionals in risk assessment panels and they update force systems with information and risk management decisions. Any children assessed as at high risk of exploitation are included on the force's briefing system to alert frontline staff.

The MHET detective inspector co-ordinates the force's approach to disrupting those who exploit children. They use 'perp on a page' briefings to inform the workforce about the risk posed by CSE and CCE offenders in the force area. These suspects are flagged and assigned to a named local responsible officer (usually an area command inspector). The local responsible officer creates a '[4P](#)' plan to co-ordinate activity to reduce the perpetrator's risk. These plans are reviewed monthly to check they remain current and relevant to the assessed risk.

The force has created a pilot child exploitation team (CET) to help vulnerable children and victims of exploitation. The team has received training from multi-agency specialists in subjects such as understanding [adverse childhood experiences](#). CET staff work closely with other professionals and volunteers to help vulnerable children and obtain information to disrupt offenders.

The CET told us they were concerned about the approach of some of their colleagues, who continued to treat some children who have been exploited as offenders. This shows some officers lack understanding about the consequences of exploitation for children and force leaders should address this.

The CET initiative has the potential to provide local multi-agency help to very vulnerable children. But because the team is formed of police community support officers there are limitations on their deployment. The CET also told us they don't have enough staff to cover all the work within their terms of reference. So, they felt they weren't as operationally effective as they could be.

Positively, the force commissions services to support families affected by child exploitation. When exploitation happens outside the family, referrals are made to the parents against child exploitation organisation. Some children aged between 10 and 18 who are at risk of, or are currently being, sexually or criminally exploited, and children who are repeatedly reported as missing are referred to the charity Hand in Hand.

### **The force needs to be clearer about how it reduces the risk of CSE**

The force is working with its partners to tackle exploitation but more needs to be done if the response to CSE is to improve. Multi-agency child exploitation meetings are often focused on cases where the primary risk is criminal, rather than sexual, exploitation. And some meetings don't include children who have an allocated social worker although MHET staff told us these children may be included in the force's own meetings.

When responding to CSE, the force should make sure there is better communication and collaboration. For example, the CET doesn't routinely involve the MHET or the VAT. CSE risk can be difficult to deal with because of children's complex vulnerabilities and how perpetrators target their victims. But clear strategies and better management are needed to effectively co-ordinate resources and get better results. This is currently undermined by the lack of a CSE profile to inform strategy.

The force's proactive team, known as expedite, can be assigned to focus on disrupting CSE perpetrators, but we saw little evidence of this happening. Managers and their partners aren't using good performance data to make sure expedite staff consistently prioritise CSE perpetrators. The existing focus is mainly on CCE and particularly on drug supply linked to county lines activity.

### **Supervision of CSE investigations isn't always effective**

Child sexual abuse including CSE is a priority for all police forces. This means extra scrutiny should be in place to make sure inquiries and safeguarding activity are prioritised, so children get the best end results.

Supervisors should review investigations promptly and make sure there are no missed evidential opportunities or unnecessary delays. They should put action plans in place to address any concerns, and these should be recorded and monitored.

But we found sergeants and inspectors weren't consistent in how they reviewed and progressed these investigations.

### **Case study: ineffective supervision hampers an active CSE investigation**

A vulnerable 15-year-old girl known to be at risk of CSE reported that she had been raped by a local man she knew.

She was on a child protection plan and was frequently reported as missing from home. She had left her home one night in early June 2022 without her carers' knowledge to meet friends.

In the early hours of the morning, a 42-year-old local man approached the group of friends. He invited the girl back to his flat and she agreed to go with him. Once there he sexually assaulted and raped her.

Officers responded quickly to the call and did what they should to secure and preserve evidence. A supervisor gave good instructions and reviewed the initial investigation. The officer made a safeguarding referral on a PPN and a multi-agency strategy meeting was held without delay.

Officers arrested the suspect quickly and he was taken into custody. He made a comment that he would "never do anything like this as I have children of my own". This was recorded on the detention log but officers didn't follow it up, for example by checking if the suspect had access to children or submitting the information on a PPN.

The potential risk was overlooked by officers and their supervisors. The suspect was bailed with conditions not to contact the victim.

But the investigation stalled and supervisors didn't address this.

There were delays before the investigating officer submitted forensic samples for examination. The first forensic submission, made on 5 July 2022, was returned because the accompanying instructions were incorrectly completed. The forensic submission was eventually made in September 2022.

At the end of September, the force was told the examination results were inconclusive. Scientists advised that further tests could now be tried but a new evidential sample would need to be taken from the suspect.

On 18 October 2022, a detective inspector directed that new samples should be taken from the suspect and sent for examination. This happened in November 2022. But these were returned on 2 December 2022 because they had been submitted with the wrong forms.

On 13 December 2022, we reviewed this investigation and the evidence hadn't yet been resubmitted. Nor had the DFU examination of digital devices taken place. The suspect remained on conditional bail.

We asked the force to make sure that all potential risks to children had been addressed and it responded appropriately.



# Decision-making

## Recommendation from the 2021 inspection report

We recommend that within three months North Yorkshire Police works with its partner agencies to make sure:

- it takes children to an appropriate place of safety when it uses police protection powers;
- it properly investigates offences; and
- it properly records, and makes accessible, all relevant information.

## Summary of post-inspection review findings

Officers protect children and take them to appropriate safe places.

Responding officers don't always investigate offences, but the force review makes sure these are identified and acted upon.

Record keeping about the use of police powers has improved but still isn't consistent enough.

## Detailed post-inspection review findings

### Case audits

We audited three incidents where police officers used their [section 46 Children Act 1989](#) powers to protect children from significant harm. We assessed the officers' actions as 'good' in two of the incidents and 'requires improvement' in the other.

### There is a good child-centred response

In each case, officers arranged for the children to be taken to appropriate places of safety and not police stations. Positively, we saw records of responding officers contacting children's services – including the emergency duty team – without delay. This is good practice because it allows multi-agency information sharing and joint working to help children.

After our last inspection, the force introduced new scrutiny oversight. The VAT detective inspector reviews every incident where these powers are used to protect children. They check all offences are identified and recorded and that records have been properly updated. This helps the force to make sure all safeguarding actions are completed.

### **Case study: officers protect children**

A children's social care safeguarding manager called police because a school teacher reported a mother of two young children had attended to collect them while barefoot and very intoxicated. She was refusing to leave the school without her children. The children were currently on child protection plans because they were at risk of emotional harm.

Officers attended quickly, but the mother had already left when they arrived. The officers took the children into police protection and children's services arranged emergency care for them.

An inspector, acting as the [designated officer](#), recorded the reasons for the police action clearly. The incident was recorded correctly on police systems. And a referral was made to children's services using a PPN, which included comprehensive information about the children and their views.

But the officers didn't investigate the mother's neglect and abuse of her children as they should have done. The force later recognised this omission and took appropriate action.

A monthly meeting is held to review cases and establish any opportunities for learning or good practice to improve future responses. A police superintendent attends with representatives from the two local authorities and other agencies. The force's partners told us that it was a useful and constructive arrangement because the managers bring their own agencies' perspectives.

### **Records about the use of powers to protect children are inconsistent**

Responding and designated officers still don't consistently record the circumstances and rationale for taking children into police protection. In spring 2022, those performing the role of designated officers were briefed on recording this information. And in the three cases we audited, the rationale had been recorded. But we were told that the force's own reviews sometimes find the circumstances aren't recorded at all or there is little detail.

The force uses a Word document – police protection authorisation record – to record the use of police protection powers. But the police protection authorisation record isn't always saved in the same place on the force's system. Sometimes it is attached to the occurrence log and other times it is attached to the person record. This makes it difficult to access this information.

Designated officers are inconsistent in making records, particularly when handing over responsibility or when rescinding the use of the power. In two of the three cases we audited, the transfer between designated officers and the rescinding of police protection powers weren't recorded.

This means the force has no record of the rationale for the end of the use of power or the change in circumstances that means the child is now safe. If this isn't managed, the benefits of the power will simply drift until the statutory maximum 72 hours have passed. The end of the power should be a clear decision within an active child-centred multi-agency plan.

Positively, we were told the force is acting to change its systems so it is clearer for officers to record their use of police protection powers.

# Managing those posing a risk to children

## Recommendation from the 2021 inspection report

We recommend that North Yorkshire Police immediately improves the way it manages registered sex offenders, paying particular attention to:

- how it records information on its systems;
- how it shares information with frontline officers; and
- how it shares information with children's social care.

## Summary of post-inspection review findings

Officers record information about offenders on force systems to help manage responses to risk.

OMU managers aren't effectively supervising and directing staff activity. OMU staff are inconsistent in identifying and enforcing offences. This means an offender's behaviour may not be properly considered if there are future incidents or escalating concerns about the offender's risk.

OMU staff aren't consistently making referrals to children's social care because there are delays and misunderstanding about police responsibilities.

## Detailed post-inspection review findings

### Case audits

We audited six offender management cases:

- one was good;
- two required improvement; and
- three were inadequate.

We saw incomplete records and breaches of offenders' orders not recorded or enforced by officers. We also found delays in officers making referrals to children's services. And we found delays in the taking of safeguarding action, such as disclosure of an offender's risks to children's parents.

## **Registered sex offenders are recorded on force systems and information to help manage assessed risk is shared with colleagues and partners**

The force's OMU is made up of three area-based teams, who work well with local partners such as the probation service officers. In York, OMU staff attend relevant children's social care meetings where there are concerns about offenders' contact with children. This is good practice and shows a commitment to multi-agency safeguarding.

OMU staff also brief frontline officers about registered sex offenders in their areas to give them the knowledge they need to protect the community and prevent crime.

The force and the National Probation Service jointly fund a member of staff to help inter-agency information sharing about offenders for both organisations. We saw evidence of effective joint working with probation services to complete visits to offenders and share information to improve risk management.

OMU staff make sure the way the force risk manages offenders' criminal and civil orders is consistent. They write the applications for civil orders. And they check custody records daily to make sure that applications for [sexual harm prevention orders](#) are attached to case files for those charged with relevant offences.

But there isn't a routine process to monitor when offenders are convicted by courts. This means the OMU isn't aware of the offender's requirement to notify unless the court sends the force a conviction certificate. We saw an example of a delay because the force waited for the offender to register with them, which was after a subsequent sentencing hearing.

## **OMU managers aren't supervising and directing staff activity effectively enough**

A detective chief inspector and a detective inspector are responsible for OMU management, and individual detective sergeants lead the three OMU teams. We found OMU senior managers didn't do enough to review the performance and practice of these teams. And supervisors aren't required to support each other during absence, for example for training or holiday. Instead the supervisory work remains outstanding or falls to an untrained junior member of staff. This can result in poor decisions and inappropriate operational practice.

We found records of supervision on the [violent and sex offender register \(ViSOR\)](#) system used to hold risk management plans. But too often these entries are superficial with basic comments such as "seen", "noted" and "agreed" being used without considered rationale or endorsements.

Too many OMU staff aren't ViSOR trained. Despite this, their managers allow them to use the system. Officers are doing their best, but there are inconsistencies in how information is recorded, and the system won't be used to its full potential. For example, the ViSOR actions section isn't used effectively to track the result of any

activity taken to manage the offender's risk. And we saw inconsistent use of the ViSOR relationship section for recording information about friends, family and associates. This reduces understanding about offender behaviour and opportunities to assess new information against existing knowledge.

Ideally, where appropriate, visits to offenders should be unannounced. But we found offender managers often made announced visits to offenders. And on many occasions managers complete home visits alone. This doesn't align with national guidance and puts officers at risk of grooming and manipulation by offenders. It also reduces the opportunities for extensive inquiries and checks to be carried out.

Offender managers routinely ask offenders to attend their offices for interviews. This means offenders can prepare and plan for meetings and potentially hide incriminating or inappropriate material. And it means the risk assessments may be inaccurate and evidence of escalating risk or criminal offences may be missed.

We saw OMU staff scheduling offender visits on a monthly or quarterly timetabled format. This is against national guidance, which recommends offender visits are planned according to the assessed risk of individual offenders.

It is a statutory requirement for registered sex offenders to make registration notifications to the police at designated police stations. But we found that OMU staff sometimes allowed these to take place at the offender's home or even by telephone. This is poor practice and means that breaches may be unenforceable in the future.

### **OMU staff aren't consistent in identifying and enforcing offences**

Offender managers don't consistently record details of offenders' electronic devices or information about which devices they check during home visits. This means that the force doesn't have accurate records of offenders' online activity.

We saw records where offender managers identified offences, such as breaching sex offender registration conditions. But sometimes these offences weren't recorded as crimes. And supervisors didn't make sure this always happened. This suggests offender managers lack investigative skills to focus on offences. Supervisors and managers should deal with this problem and solve it through training and performance management measures.

Offenders aren't always given written or oral warnings in a consistent way. And these aren't recorded with clear rationale on force systems where they can be seen by others. Failing to record these offences and breaches correctly means an offender's behaviour may not be properly considered if there are future incidents or escalating concerns about their risk.

### **Case study: ineffective offender management**

A registered sex offender, convicted of several sexual offences against girls, was passed by the probation service into police-only management when their supervision licence expired.

The offender made a late notification about changing his address to live with his mother. The offender manager didn't record this crime or deal with the offence.

The offender manager made a home visit and completed the new registration on the offender's behalf. This should have been done by the offender in person at a designated police station.

The offender manager completed a risk assessment and management plan later in an arranged appointment with the offender at a police station. It would have been better practice for two offender managers to make an unannounced visit to the offender's home to complete these tasks.

In a later home visit, the manager found that the offender had breached his sexual harm prevention order by getting a new mobile phone and not notifying the police of it. The offender manager didn't act to enforce this offence or record it as a crime. This wasn't addressed by a supervisor.

### **OMU referrals for concerns about children to children's services aren't consistent**

Offender managers and their supervisors are inconsistent in recognising potential risk and safeguarding children. They also don't consistently make prompt referrals to children's services or disclosures to adults who can protect children such as parents and carers.

### **Case study: inconsistent OMU safeguarding practice**

A registered sex offender convicted for having indecent child abuse material was known to have access to his family's and other friends' children.

Offender managers had previously warned him when he deleted his internet search history, so his behaviour was already of concern.

Despite discovering he had contact with the daughter of his new partner, managers delayed for two days before they informed children's services about their concerns. And they were slow to make sure the child's mother knew about the offender's risk.

We also found there were additional concerns about the offender's access to his nephew and it took two weeks for managers to check that this child was safe. These concerns were never recorded on a PPN or shared with children's services.



# Police detention

## Recommendation from 2021 inspection report

We recommend that within three months North Yorkshire Police reviews how it manages the detention of children. The force should do this jointly with children's social care services, youth offending services and other partner agencies.

The review should consider, as a minimum, how best to:

- make sure [appropriate adults](#) promptly attend the police station;
- make sure officers consider the needs and voices of children, and refer them to children's social care services, when needed; and
- monitor how well the force works with its partners, and the support it gives children.

## Summary of post-inspection review findings

This inspection didn't inspect custody arrangements for children in North Yorkshire because between 27 June and 8 July 2022, we completed a [joint inspection visit to police custody suites in North Yorkshire](#) with His Majesty's Inspectorate of Prisons and the Care Quality Commission. That inspection report is published.

## Next steps

North Yorkshire Police still needs to improve some areas of its work to provide consistently better outcomes for children. There has been some progress, particularly in the way the force has trained its workforce to identify children's vulnerability and make good safeguarding referrals. Staff in the force control room have also made improvements so they are better at identifying risk and providing the right level of response to help vulnerable children.

Despite progress against some of our recommendations, the force has yet to make all the progress necessary to complete its action plan.

The force is developing performance monitoring and its governance systems, so it is clear leaders fully understand what still needs to be done.

As part of our routine monitoring of all police forces, we will continue to evaluate North Yorkshire Police's performance against these recommendations and instigate closer scrutiny if needed.

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Promoting improvements  
in policing and fire & rescue  
services to make everyone safer

23 Stephenson Street  
Birmingham B2 4BH

**Roy Wilsher OBE QFSM**  
His Majesty's Inspector of Constabulary  
His Majesty's Inspector of Fire & Rescue  
Services

Jonathan Dyson  
Chief Fire Officer  
North Yorkshire Fire and Rescue Service

cc. Zoë Metcalfe  
Police, Fire and Crime Commissioner

19 April 2023

Dear Jonathan,

## **NORTH YORKSHIRE FIRE AND RESCUE SERVICE REVISIT**

Between March and May 2022, we inspected North Yorkshire Fire and Rescue Service and identified causes of concern. We shared the causes of concern with you and made the following recommendations:

### **Cause of concern**

The service doesn't have in place robust processes to ensure transformation activities provide efficiency and effectiveness.

### **Recommendation**

By September 2022, the service should put in place plans that are designed to:

- detail in its medium-term financial plan the efficiencies that its transformation plans will bring for the service;
- make sure that its processes for working with other organisations are effective, provide value for money and benefits for the public, and don't negatively affect the service; and
- monitor, review and evaluate its collaboration activities, such as enabling services, to make sure they achieve best value for money and are beneficial for both the service and the public.

## **Cause of concern**

The service doesn't have in place adequate workforce planning processes. This means that areas such as safety-critical training, succession planning, absence and work-time management don't support its current and future [integrated risk management plan](#).

## **Recommendation**

By September 2022, the service should have put plans in place that are designed to:

- review its current workforce, succession, and training planning to make sure these are provided efficiently and effectively;
- review and develop its current absence management policy and process;
- develop a policy and process to manage the working time of its staff;
- make sure that data and processes are in place to regularly assess and manage the capacity and capability of all staff groups; and
- carry out a skills gap analysis to make sure all staff have the skills and training they need to perform their roles.

You submitted an action plan setting out how you would address the areas of concern and the recommendations.

Between 30 January and 1 February 2023, we revisited to review progress against the action plan and the arrangements for overseeing it. During the revisit we interviewed staff who were responsible for implementing your action plan. On 9 February 2023, we shared our initial findings with both you and Police, Fire and Crime Commissioner Zoë Metcalfe.

This letter provides an update on our findings.

## **Governance**

We found appropriate and robust governance arrangements in place to monitor progress on your action plan. A dedicated programme manager oversees it. Progress is regularly reported at tactical and strategic leadership meetings. The risk assurance board now meets monthly instead of quarterly to support progress and provide a cross-organisation view.

## Action plan

The service has an action plan covering the causes of concern. Senior officers are responsible for different elements, specific actions are allocated and there are deadlines. The plan includes updates on actions. The service shared its response to the findings of the inspection report and the action it was taking with the public at the police, fire and crime commissioner's public accountability meeting on 26 January 2023.

## Progress against the causes of concern

### **The service doesn't have in place robust processes to ensure transformation activities provide efficiency and effectiveness**

The latest iteration of the service's medium-term financial plan shows a balanced budget that incorporates the efficiencies and savings to be generated from the [Risk and Resource Model](#). The service has formally established a steering group to oversee collaboration activities and developed performance frameworks, specifically in relation to the [enableNY programme](#). The service told us processes to monitor and evaluate services provided by enableNY will be in place by the end of this current financial year.

We recognise that this work can't be measured for at least 6 to 12 months, but it is a positive step in the right direction. We will be interested to see the evaluation and what the service does in response to its findings.

### **The service doesn't have in place adequate workforce planning processes**

The service is developing data and processes to support the management of staff capacity and capability. It has made good progress in developing stronger processes and systems, including the provision of reliable workforce data. It has also carried out a skills gap analysis and managers now have access to reports providing numbers, capability and locations of all staff. The service is continuing to review its workforce to ensure all staff have the skills and training they need as further changes take place. The number of temporary posts is being addressed, with some permanent appointments made within the senior leadership team. A phased approach is being taken due to the number of staff movements required.

The service has reviewed its absence management policy and procedure, and is currently consulting on this with trade unions. It is also reviewing policies and reports on how many hours staff work.

As a result of all this activity, the service expects that a comprehensive workforce plan, alongside a retirement profile, and recruitment and promotion plans will be in place by April 2023.

## **Conclusion**

The revisit team was pleased to see the service had started to make headway on both causes of concern. We recognise the service has invested time and resources to develop its improvement plans and establish robust monitoring and governance arrangements. We are satisfied with its current progress and look forward to seeing a comprehensive workforce plan in place by April 2023. Regarding the service's plans to demonstrate that collaboration activities, such as enabling services, represent value for money and are beneficial for both the service and the public, we also look forward to seeing these come to fruition.

The action plan is comprehensive and the service has made good progress against it. However, at the time of our revisit it was too soon to see how effective the action plan will be in fully addressing the causes of concern and if the improvements are sustainable. Additionally, it isn't yet known if there will be any resistance to the Risk and Resource Model and how this might affect implementation of the plan and related efficiencies.

In September 2023, we will return to North Yorkshire Fire and Rescue Service to make sure you have made satisfactory progress with your action plan and the service provided to the public has improved.

This letter will be published on our website.

Yours sincerely,

**Roy Wilsher OBE QFSM**

His Majesty's Inspector of Constabulary

His Majesty's Inspector of Fire & Rescue Services



## NORTH YORKSHIRE POLICE, FIRE AND CRIME PANEL

21 June 2023

### Work Programme

#### 1.0 PURPOSE OF REPORT

1.1 To invite the Panel to consider its future work programme.

2.0 The Panel is responsible for setting its own work programme taking into account the tasks that the Panel must undertake and the priorities defined by the Commissioner within the context of the [Police and Crime Plan](#) and [Fire and Rescue Plan 2022/25](#).

3.0 The work programme at Appendix A highlights those issues which have been previously agreed or which have been added since the last meeting in discussion with the Chair or Vice Chairs.

4.0 The work programme looks at key topics and areas of interest under the rubric of the Commissioner's four CARE principles, as drawn from the two key statutory plans. These are:

- **Caring about the vulnerable**
  - Includes:- (NYP) Making all women and girls safer; Embed compassion for victims and the vulnerable; Prevent harm before it happens; Tackle hidden harms (e.g. wildlife crime, rural crime).
  - (FRS) Prevent harm and damage before it happens; Enhance our role in achieving wider public safety; Embed compassion for the vulnerable.
- **Ambitious collaboration**
  - Includes:- (NYP and FRS) Enhance collaboration; Take a whole system approach to tackling core problems.
- **Realising our potential**
  - Includes:- Maximise funding to improve our services; Properly skill and equip our people; (NYP only) Improve trust and confidence in our police; Develop our people and organisation to meet our communities' needs; (FRS only) Build a diverse and inclusive workforce.
- **Enhancing our service for the public**
  - Includes:- Embed a customer and community focus; Promote a more visible presence in communities.

5.0 There is some statutory business that the Panel has to undertake and slot in to the future work programme such as reviewing the Commissioner's precept proposals. However, the topics selected for consideration by the Panel under the CARE principle themes are propositional. As such, Panel members are invited to consider the appropriateness of the suggestions given for forthcoming agendas.

6.0 Members are also reminded that it is preferable for the Panel to agree just a couple of key substantive reports to come to each meeting; and perhaps just one thematic report where this is taken in addition to statutory reporting. This is to ensure that sufficient time can be given to each discussion and also to ensure that the ask of the Commissioner's office is not overly burdensome.

7.0 All full Panel meetings will be held in person and venues are highlighted on the programme where these have been confirmed.

**8.0 FINANCIAL IMPLICATIONS**

8.1 There are no significant financial implications arising from this report.

**9.0 LEGAL IMPLICATIONS**

9.1 There are no significant legal implications arising from this report.

**10.0 EQUALITIES IMPLICATIONS**

10.1 There are no significant equalities implications arising from this report.

**11.0 CLIMATE CHANGE IMPLICATIONS**

11.1 There are no significant climate change implications arising from this report.

**12.0 RECOMMENDATIONS**

12.1 That the Panel agrees its outline work programme.

**APPENDICES:**

Appendix A – Police, Fire and Crime Panel Work Programme 2023/24

**BACKGROUND DOCUMENTS:**

None.

Barry Khan  
Assistant Chief Executive Legal and Democratic Services  
County Hall  
Northallerton  
12 June 2023

Report Author: Diane Parsons, Principal Scrutiny Officer.

<p><b>July 2023</b></p>	<p>Thursday 20<sup>th</sup> July 2023 at 10:30am (Annual Meeting) County Hall, Northallerton</p>	<p>Election of Chair and Vice Chair Review of the balanced appointment objective/Panel governance update Draft Policing and Crime Annual Report 2022/23 Draft Fire and Rescue Annual Report 2022/23 Annual Report of the PFC Panel 2022/23</p>
<p><b>October 2023</b></p>	<p>Thursday 12<sup>th</sup> October 2023 at 10:30am City of York Council West Offices</p>	<p><b>Focus on: Caring about the vulnerable</b></p> <ul style="list-style-type: none"> <li>• Making all women and girls safer – annual update.</li> <li>• Tackling hate crime – annual update.</li> </ul> <p>Other reports:</p> <p><u>Fire and Rescue</u></p> <ul style="list-style-type: none"> <li>• Progress update against the recommendations of HMICFRS (following inspection report published Jan 2023)</li> <li>• Update on Equality, Diversity and Inclusivity, including third-party review of the service.</li> <li>• Update on implementation of the Risk and Resource Model.</li> </ul>
<p><b>January 2024</b></p>	<p>Thursday 11<sup>th</sup> January 2024 at 10:30am County Hall, Northallerton</p>	<p><b>Focus on: Realising our potential</b></p> <ul style="list-style-type: none"> <li>• ‘Pre-precept’ reports for policing and fire and rescue.</li> <li>• Update on organisational review of North Yorkshire Police.</li> <li>• Enhancing neighbourhood and response policing.</li> <li>• Update on Enable NY (<i>follow up from March 2023</i>).</li> </ul>

<p><b>February 2024</b></p>	<p>Monday 5<sup>th</sup> February 2024 at 10:30am County Hall, Northallerton</p>	<p><b>Precept proposals</b> for policing and fire and rescue. <b>Focus on: Enhancing our service for the public</b></p> <ul style="list-style-type: none"> <li>• Report updating on Force Control Room performance, including impact of the PFCC’s investment in early 2023.</li> </ul>
	<p>Monday 19<sup>th</sup> February 2024 at 1:30pm County Hall, Northallerton</p>	<p><b>Precept reserve meeting</b> (if needed).</p>
<p><b>April 2024</b></p>	<p>Thursday 25<sup>th</sup> April 2024 at 10:30am Venue tbc</p>	<p><b>Focus on: Tackling hidden harms</b></p> <ul style="list-style-type: none"> <li>• Wildlife and rural crime - update</li> </ul>