

West Yorkshire Police and Crime Plan 2013-2018



BRADFORD

LEEDS

CALDERDALE

WAKEFIELD

KIRKLEES

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Introduction



Welcome to the first Police and Crime Plan for West Yorkshire. As your newly elected Police and Crime Commissioner I have produced this plan to set out a strategic vision for policing and crime prevention for our county during the next five years.



Police and Crime Commissioner Mark Burns-Williamson with newly appointed Chief Constable Mark Gilmore

This Plan reflects my beliefs and values. It builds on the pledges made to you and the concerns you raised with me during the election campaign but importantly is strongly influenced by and seeks to properly reflect what is happening where you live and what you care about, as people told me clearly in my Listening to You First consultation.

We are stronger working together than we are alone. People living, working and volunteering across West Yorkshire know what we need to do to achieve community cohesion and build our community safety and this plan has been produced in partnership around shared outcomes. Together we will make our communities safer and feel safer.

During the election you told me you wanted to see levels of community policing safeguarded. I have delivered on my election pledge to protect your Neighbourhood Policing Teams (NPTs) and working with your local council leaders levels of Police Community Support Officers (PCSOs) have been safeguarded for the year ahead.

Government cuts are hitting our vital public services hard. I will fight against further cuts to our police service and community safety funding and continue to campaign for a fairer deal for West Yorkshire but we also need to find smarter, innovative ways of working to provide more effective policing and keep our police service safe from privatisation.

I have appointed Mark Gilmore as the new Chief Constable for West Yorkshire who shares my strategic vision and will be responsible for putting it into practice across our police service. The plan provides the outcomes you should expect us to achieve but there will also be opportunities to hold us both to account in public meetings across the county.

Accountability is important across the service for public confidence and for the integrity of dedicated officers and staff working hard across the county to keep our communities safe. Where there is wrongdoing here in West Yorkshire it will be put right and I will ensure more transparency and openness in the way we work and provide more independent scrutiny.

I want to make a real difference to people's lives across West Yorkshire. I passionately believe in a fair and equal society where all people across the county can have confidence in all those delivering policing and community safety. I will drive forward with partners¹ the change needed to make sure people are safer and feel safer in our communities.

Best regards



Mark Burns-Williamson OBE
West Yorkshire's Police & Crime
Commissioner

¹ Partners include organisations such as Bradford, Calderdale, Kirklees, Leeds and Wakefield Community Safety Partnerships (including council, fire, health), criminal justice agencies, businesses, charities, voluntary, community organisations and Trading Standards

Our communities, our challenges

The richness of the different people and places of West Yorkshire is the greatest strength of our area. Our cities, towns and villages include some of England's most beautiful landscapes and architecture and the diversity of the 2.2million people living across the county - with 18 per cent of our population from a minority ethnic background - brings a distinctiveness, uniqueness and strength in difference in us as a people together. The communities and places we live in have been enriched by successive generations of people from elsewhere and it is our diversity of people and places that has made West Yorkshire economically, socially and culturally what it is



Police and Community Together (PACT) meeting, Huddersfield

community cohesion and the wellbeing of all people and this collective responsibility delivers greater protection for us and for our families. In terms of tackling crime and anti-social behaviour where people work together they are much more likely to be safer and feel safer.

ten per cent for deprivation to patrol as compared to the national average. Unemployment has increased across the county and the opportunities for our families are being reduced. Our children do worse at school across all the council areas except in Kirklees² and the percentage of people of working age with no qualifications is above the national average. The life expectancy for both men and women across West Yorkshire is below the national average, with those from Bradford having the shortest life expectancy.

The richness of our character is mirrored by the problems of our inequality. Too many people in West Yorkshire live in poverty and many of our communities experience high levels of deprivation. 39 of the 47 NPTs have at least one area in the top



PCSOs on patrol in Bradford city centre

today.

People feel rightly proud to live and work here.

We have a common history that brings us together with our neighbours and provides a shared sense of identity and purpose. There are individuals and organisations that seek to create division but this will not be tolerated in our communities or by our police service. Where we are strong we strive towards



Mark Burns-Williamson with Victim Support at Emergency Services Day, Piece Hall, Halifax

² 2 Pupils achieving 5 or more GCSE passes at A*-C (including English and Maths)

Times are getting tougher.

There are food banks across West Yorkshire. Government welfare reforms such as Universal Credit coupled with the bedroom tax and benefit caps will worsen the cycle of exclusion from society and put more people more at risk of turning to crime. The number of people who live here is growing, as it is across the country, and this will impact on community cohesion but also on our community safety, with the potential for higher levels of crime and an increased need for policing in local areas in times of diminishing resources. In West Yorkshire we need more resources, not fewer to keep people safe and feeling safer at a time when we are experiencing some of the greatest cuts to our public services.

The government has made cuts to policing across West Yorkshire that go too far.

With 80 per cent of the budget dependent on government funding

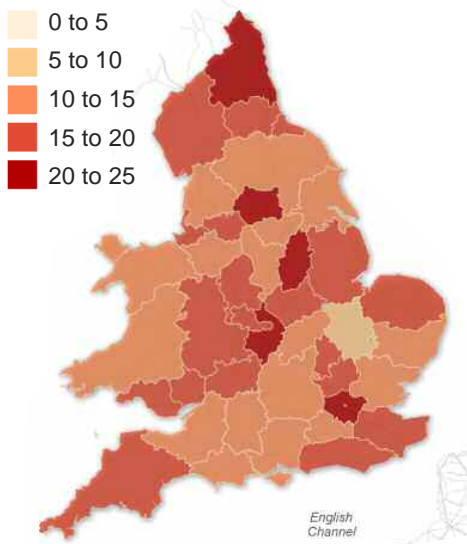


Community Safety Partners in Wakefield, Love where you live day

West Yorkshire has been hard hit with a reduction in funding of £102 million between 2011/12 and 2014/15. This equates to more than 2000 police jobs lost over four years. A 20 per cent cut to policing would always be difficult to deal with but the way the government is now allocating money makes the situation worse. The increase in the police part of your council tax bill will fund 44

police officers but the cuts will have a serious impact and we need to find innovative ways of working to make sure communities are safe.

In these difficult times we will turn to our strengths. Our common sense of purpose and who we are will be the drivers of collective action as we work together to meet the challenges we all face in our communities. This Police and Crime Plan has been produced by working together and not alone, and going forward we will develop a clear collective vision for a much more joined up approach, where resources are pooled and practices integrated. We, the public services, can in partnership identify better ways of working that reduces costs and together direct our resources to better meet the causes and consequences. In these tough times we need to work together to make our communities safer and feel safer.



Total savings as % of 2010/2011 gross Revenue Expenditure³



Mark Burns-Williamson and Cllr Peter Gruen, Deputy Leader of Leeds City Council, with PCSOs who work in the city centre and are part funded by the council

³ <http://www.guardian.co.uk/news/datablog/interactive/2012/jul/02/police-cuts-england-wales-mapped>

West Yorkshire Police Service

West Yorkshire Police is a service with significant capabilities, which faces a tougher set of challenges than most. It is the fourth largest in the country, plays a key role in tackling organised crime and has responsibilities for counter terrorism beyond its borders. It has much to be proud of, its officers and staff supportive of one another and the public. The

way it has embraced Neighbourhood Policing is an example of how the service has risen to better meet expectations across the county and has shown it has a tested capacity for innovation and change.

More is needed though. Policing as a public service needs to move forward to avoid being devalued. The relationships between officers, and the trust people have

in the institution, cannot be undermined by the individual failings of the rare few who fall short. Instead the service needs to become more open and more transparent. We all need to resist a trend being set nationally to devalue the work of those keeping people safe and feeling safe and instead properly recognise the dedication of officers and staff in their service to us all.

What can we achieve together?

This police and crime plan is based around a framework of community outcomes that I agreed with local partner organisations when I was first elected. Working together, in partnership, we can make sure we make real change for the better. A range of evidence has been considered, including what communities have told me is a priority or issue for them, crime figures, performance information, and what the police service and partner agencies know is important. The key themes from this evidence have formed the basis of my priorities, which I will talk about more in this Plan. They will all ensure that the services you receive or are protected by when you need them are ones you can be confident to use and be satisfied with after you use them. Further detail is contained in my needs assessment, which can be found on my website www.westyorkshire-pcc.gov.uk.

I have produced this strategic plan to set out a clear vision for policing and crime prevention over the next five years. I will refresh the plan annually to meet new challenges and to reflect the changing needs of our communities. District level plans will be produced to link this plan to

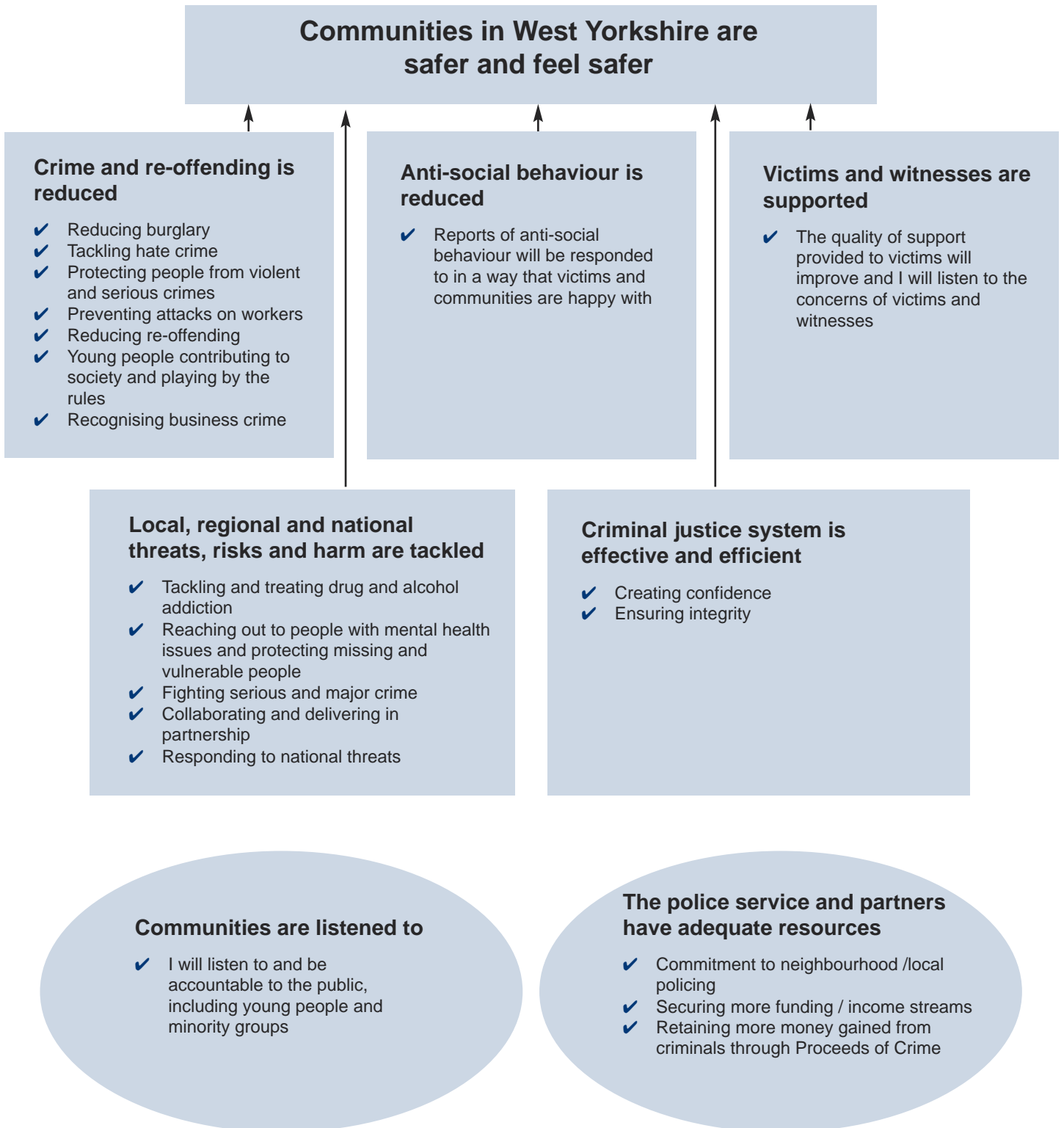
the local priorities set out by community safety partners in your local areas - these are Bradford, Calderdale, Kirklees, Leeds and Wakefield Community Safety Partnerships. Partners, including the police, will publish their own delivery plans separately, which I will include on my website.



Mark Burns-Williamson talking to Lutel James at Chapeltown Youth Development Centre about his organisation's work

My priorities

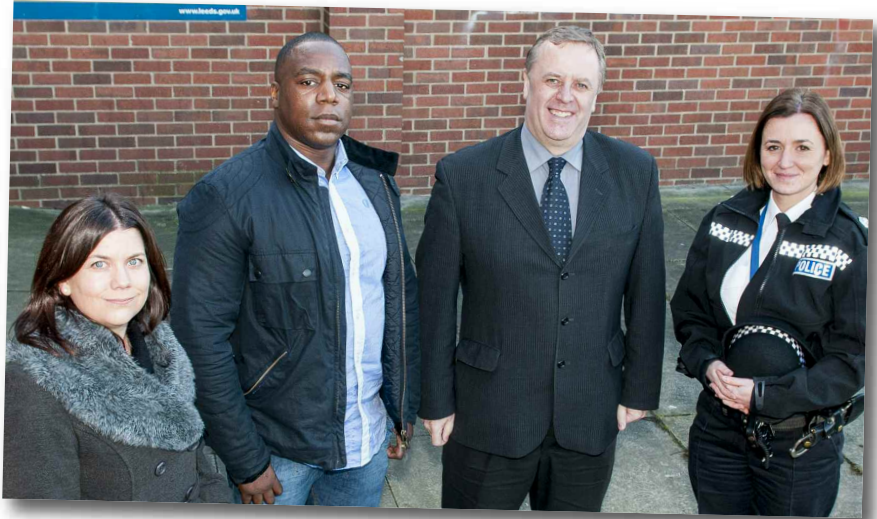
These are the outcomes and priorities set out in more detail later in the plan



Communities in West Yorkshire are safer and feel safer

Working together

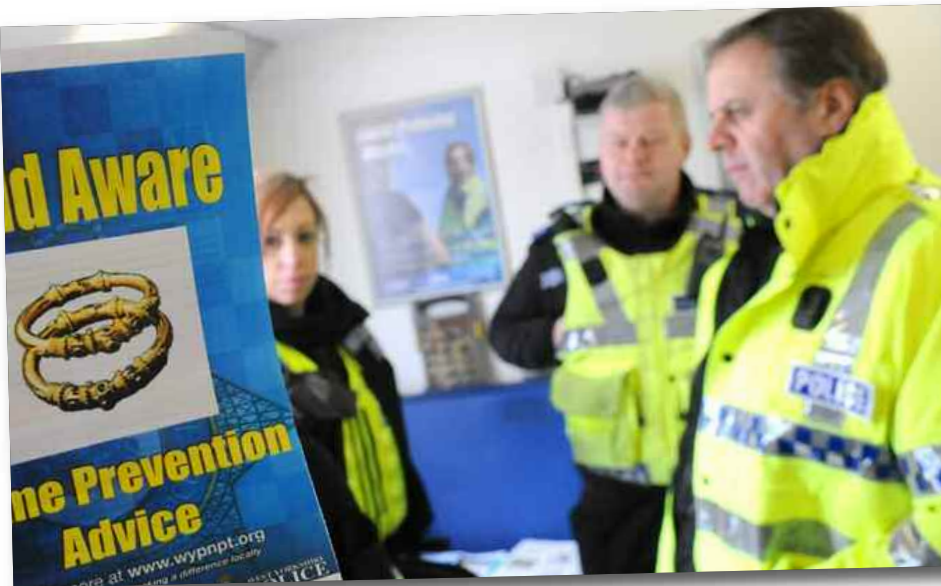
If crime, re-offending and anti-social behaviour is reduced, victims and witnesses feel supported. If local, regional and national threats, risks and harm are tackled and partners work together in an efficient and effective way, then communities should become and feel safer. Strong, cohesive communities that get on well together are important for ensuring communities are safe and that people feel included.



Mark Burns-Williamson with local partners at Mandela Community Centre in Leeds

- ✓ Making sure that communities are safer and feel safer is not just the responsibility of the police but is everyone's business. I am committed to working in partnership with you, local councils, community safety organisations, businesses, trade unions, charities, volunteers and other organisations in your communities to tackle the problems which matter on your street, across West Yorkshire and nationally.
- ✓ We will work as closely together as possible to deliver integrated, joined up services.

Preventing crime



Mark Burns-Williamson discussing preventing crime with Neighbourhood Officers in Bradford

One of the key ways of reducing crime and anti-social behaviour, reducing threats and risks and supporting victims of crime, is to take steps to ensure crime is prevented in the first place and that local areas are made safer. We need to make this everyone's business, whether it be by installing extra security at your home or business, increasing lighting, or carrying a personal alarm. It is important to have a conversation across society to reduce the underlying risk of crime in our communities.

- ✓ I will ensure that crime prevention is at the forefront of efforts to reduce the opportunity for acquisitive crime (such as burglary and car crime), violent crime, business crime and anti-social behaviour.

Establish how to check people are feeling safe

Our shared outcome is that communities are not only safer to be in, but feel safer too. Communities have told me that while the majority of you currently feel safe, feelings of safety vary depending on location, time of the day or evening and who you are.

- ✓ I want communities in West Yorkshire to feel safer as well as be safer. But currently there is no way of checking that people are actually feeling safer. So over the next 12 months, I will find the best way to establish that those people I have been elected to represent, feel safe. I will make sure this measure is reliable and reflects how people in communities actually feel. I will then be able to check the work of the police and our partners is ensuring people have the ability to live their own lives without the fear of crime preventing them from doing so.

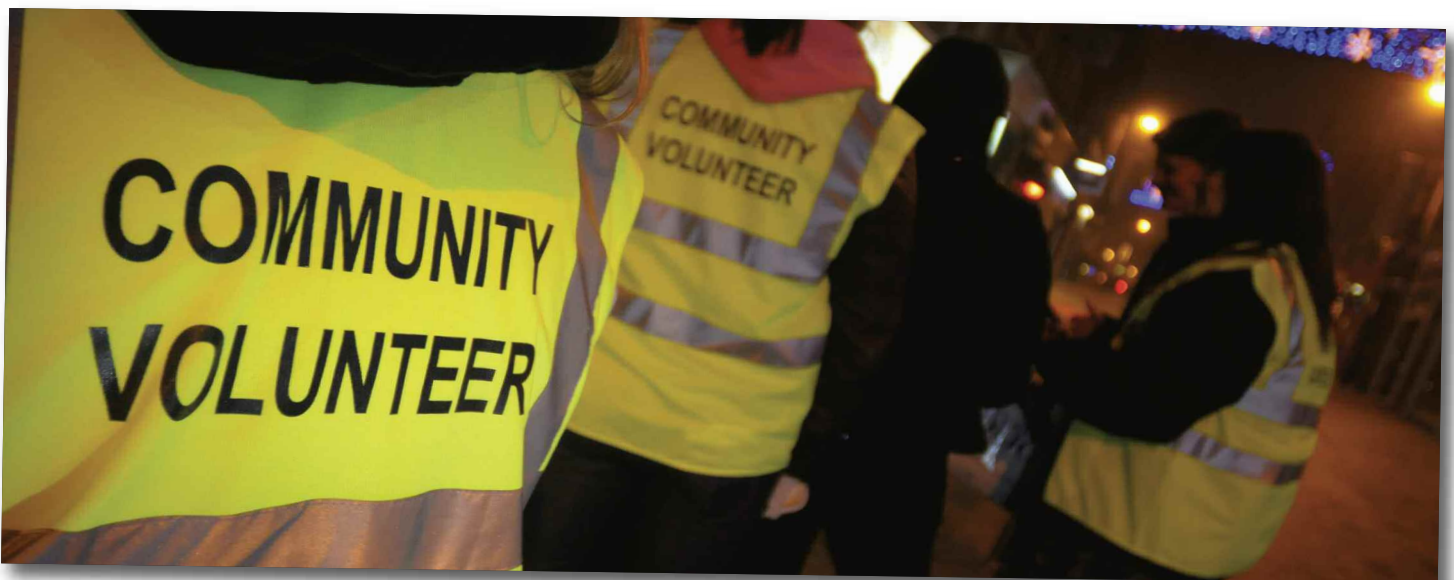
Crime and re-offending is reduced

During my election campaign I promised to be tough on crime. While crime figures suggest an improvement in many types of crime there are some crimes that remain an ongoing concern, either because numbers are still high, or because communities and partners have identified them as a problem now and going forward. I also promised to be tough on the causes of crime. In a tough

economic climate levels of crime often go up as people lose jobs and people struggle to make ends meet and feel forced to turn to crime. Communities recognise this link and have told me that, while social issues such as poverty and unemployment are the root causes of crime⁴, the majority of people in poverty are law abiding and also find it most difficult to recover when they are

victims. While crime levels do not appear to be increasing at the moment, there is a danger that changes to the welfare system and housing reform will have a big impact on how much money families have, which could lead to increases in crime including crimes associated with illegal lending. Partner agencies have expressed particular concern around this.

- ✓ I will work in partnership with those who represent and work with those in poverty and who are socially excluded in West Yorkshire and support efforts to change communities in the long term with the greatest problems.



⁴ Listening to you first campaign 2012/13

I want to make communities safer by tackling all forms of crime, however specific crime areas that have been identified as priorities are as follows:

Reducing burglary

Burglary is a real concern for communities across West Yorkshire. The invasion of people's personal space and the theft of personal, all too often, irreplaceable belongings at the least is an experience that makes people feel extremely vulnerable even in their own homes. Burglary can blight lives. People are aware of the areas where burglary

happens most, and fear of becoming a victim and the priority it has for them increases in those areas⁵. While the police and partners have worked hard to reduce the number of burglaries here and there have been some significant successes, communities in West Yorkshire still suffer from burglary more than other similar areas in the country,

especially Leeds and Bradford. This is not acceptable. Because burglary makes all people feel vulnerable these high crime rates need to be reduced. People should expect the police to be there when they need them, expect a proper response and expect measures to be put in place to prevent further such crimes being committed.

- ✓ I want the risk of domestic burglary in West Yorkshire to be reduced. I have set the police and partners a target for performance to be better than the most similar forces and partnerships⁶ in England and Wales.

Tackling hate crime

A hate crime is a criminal offence which is perceived by the victim or any other person as being motivated by prejudice or hate, in particular motivated by the victims sexual orientation, religion or faith, race, gender-identity or whether they have a disability. This is a real problem in West Yorkshire as it is elsewhere in the country. Hate crime should not be tolerated in any of its forms as nobody should feel threatened or be a victim of crime because of who they are. Where there are threats or victims they should rightly expect the police to take their report seriously and all partners should work together to ensure that it is dealt with appropriately. Organisations representing people who are at risk or have been a victim of hate

crime have expressed serious concerns about how people can report hate crime and how it is dealt with once it is reported. Responses to my Listening to You First survey - which included a specific question regarding hate crime - showed that those who felt threatened or had been attacked

were more likely to be female, disabled, gay/lesbian, Muslim or from an ethnic minority background. A quarter of respondents thought hate crime could be challenged through education and addressing reporting issues was also key⁴.



⁴ Listening to you first campaign 2012/13

⁵ Police and Crime Commissioner Public Perception Survey 2012

⁶ A list of most similar forces and partnerships can be found in the needs assessment published at www.west-yorkshire.gov.uk



'Living our lives in safety' Disability Hate crime event in Leeds

I will use my position as elected representative to bring people together with partners to tackle all forms of hate crime building towards:

- ✓ Ensuring people understand and are aware of what hate crime is, how it can be reported, and how they can help.
- ✓ People who experience or witness hate crime feeling able to come forward to report it, ensuring that they are supported in a way that best meets their needs.
- ✓ Being assured that people can go to individuals and organisations they trust and that reported hate crime is dealt with appropriately, while reinforcing the message that it is not acceptable in any form.

Protecting people from violent and serious crimes

Despite there being relatively low levels of serious violent crime in West Yorkshire, violent crime is of real concern to communities, especially younger people⁵ and all people in all our communities need to feel assured that they are as safe as they can be from such serious crimes.

There are many forms of violent and serious crimes and in all instances those who are at most risk and therefore the most vulnerable need to be protected

and people who are victims of any violent or serious crime need to be provided with the right support from when they need it, for instance such as in the case of rape. There are certain forms of serious and violent crime, including Child Sex Exploitation (CSE) and domestic violence, that are of particular concern to people and partners across West Yorkshire as they are nationally.

Women are at more risk than men from crimes like domestic

violence. Abuse in the home can often be hidden but can have far reaching effects, especially where it happens again and again to the same people. Because of its seriousness and the implications it can have for victims' and children's health and wellbeing, protecting those in most danger is rightly a focus for those involved in policing, community safety and health. Domestic abuse should not be tolerated by anyone who is a victim or knows someone who is a victim of such a serious crime.

4 Listening to you first campaign 2012/13

5 Police and Crime Commissioner Public Perception Survey 2012

I will work with partners to:

- ✓ Encourage people suffering from domestic abuse to come forward and report what is happening to them.
- ✓ Provide the support they need to feel safe and stay safe.
- ✓ Explore new ways to better tackle domestic abuse and people being repeatedly attacked by their partners, especially to help those at high risk of being a repeat victim.
- ✓ Make sure the right support is available for victims of sexual violence and that the right reassurance is given and action taken.
- ✓ Introduce new projects aimed at preventing and dealing with domestic and sexual violence, and stalking.
- ✓ I will work with fellow Police and Crime Commissioners - and internationally - to tackle issues such as trafficking and forced marriage.

With regards Child Sexual Exploitation, by groups and gangs in particular, there is a clear need for every agency with responsibility for children across West Yorkshire to take a collective approach to tackle this serious problem. Police and partners need to be signed up to a fully joined up

approach and here we need the right services, the necessary resources, where and when they are needed and a long term commitment to work together to protect victims and tackle organised networks of perpetrators across the county. To secure this, I will hold a summit

in the coming months to bring together those partners and stakeholders from across West Yorkshire to facilitate the discussion and explore new ways of working towards keeping our most vulnerable children safe.

- ✓ I will work with partners to make children, wherever they are, safer from those who exploit vulnerable young people, identifying and punishing those in groups and gangs sexually exploiting children.

Preventing attacks on workers

Whether you work in a local corner shop, a larger business or you work for a public sector agency such as the National Health Service or the Police, all workers, no matter where you work, should expect to go about their jobs without the fear of

violence being used against them. I will lobby for changes to the law to ensure not just those in public service, but anyone who serves the public, receives the same enhanced protection against attacks at work.

- ✓ I will work with trade unions, business people and other relevant partners in West Yorkshire to ensure that people at work are and feel protected.



Officer and PCSO on patrol at a supermarket in Batley

Reducing re-offending

Crime can often be committed by a relatively small number of people and many communities know who those people are. One of the ways to reduce crime is to stop those people who keep committing crimes from doing it again. These repeat offenders are the ones who often cause the most harm to our communities, and their behaviour needs to be addressed. People have told me that reducing re-offending is a top concern for them, and that the

perception that offenders continue to commit crimes affects communities' confidence in the criminal justice system⁸. People also told me that tougher consequences, better education and opportunities were important ways of tackling crime⁴. Community safety and criminal justice agencies recognise that tackling re-offending needs to be sharply focused in on and so do I. I have therefore set out in this Plan my intent to reduce the

re-offending of those who cause harm to our communities, both adults and young people. There is currently a national consultation around the provision of services to rehabilitate those who keep committing crimes, which may change how these services are delivered and by whom in the future, and if there is an attempt to break the system apart I will work with partners to seek to keep it together to deliver the best outcomes for West Yorkshire.

Young people contributing to society and playing by the rules

When I asked communities how crime and anti-social behaviour could be tackled people told me that opportunities for young people, such as after school clubs, activities, and education were important. People also said parents and families taking their responsibilities seriously is key⁴. Local partners have identified that taking early action and stopping young people getting into trouble in the first place is critical in helping young people to develop well, have healthy and safe lives, and to deter them from crime in the long run. The police service has an important role in the

education system, and the interaction between young people and the police at an early age is of real importance, both in terms of building relationships with young people and also with other organisations such as schools. By building relationships with young people on neutral territory - such as school grounds - the police are not seen as 'the enemy' but as public servants delivering for all communities. Done in the right way, individual members of the force can become role models for young people and in turn those young people can become role models themselves.



Banner painting project run by 'Positive Futures'

- ✓ I will work with communities and organisations such as schools and the voluntary sector to open up opportunities for young people that will put them on a path away from anti-social behaviour or crime and are supported.

⁴ Listening to you first campaign 2012/13
⁸ Criminal justice survey 2012

Recognising business crime

Thriving businesses are a key feature of any healthy community. If we are to improve people's lives and create jobs in West Yorkshire we need local businesses to do well. Many businesses I have spoken to have told me that business crime is a problem for them⁹. National research suggests that business crime is often neglected when looking at crime numbers, because there is no

agreed definition of what 'business crime' actually looks like. As a result there is often a focus on crime involving shops while the rest of the business sector can be neglected. In addition there are hidden crimes associated with businesses such as fraud and forgery and black market trading. This means that the full extent of the crime and anti-social behaviour problems

suffered by businesses is not known. In turn this means that I cannot consider the full impact of crime on businesses when I consider my budget and Plan. I also recognise that businesses may have different needs from the wider community and may need us to work with them in different ways to find out their views and what is important to them.

I will work with business people and partners in West Yorkshire to:

- ✓ Agree a definition for business crime, a definition that can be implemented locally to allow the police and partners to identify the real impact of all types of crime experienced by businesses.
- ✓ Make sure that I consult with local businesses in a way that is meaningful and useful and that will allow local businesses to have a say in decision making.
- ✓ Seek opportunities for working with businesses and other public sector services to reduce the impact of economic crime.



Mark Burns-Williamson meeting with local construction worker employed building state of the art facilities for West Yorkshire Police

Anti-social behaviour is reduced

Time and time again when I speak to people in communities in West Yorkshire I hear about the impact that anti-social behaviour has on their general quality of life, especially for older people. Despite improving perceptions around levels of anti-social

behaviour this clearly remains a priority for communities and partner agencies such as the police, councils and housing providers that recognise and experience the impact anti-social behaviour can have. I pledged, during my campaign, to tackle

anti-social behaviour and support all those who work in local areas and can help, do help, and are there when you need them. Services should work together as closely as possible to deliver a joined up and integrated service.

Look at new Anti-Social Behaviour powers

- ✓ The draft Anti-Social Behaviour Bill asks Parliament to change the powers to tackle anti-social behaviour. I believe the proposed 'community trigger' threatens to weaken the powers already available and I will work with local MPs to try to influence and change the Government's proposals.
- ✓ If this is not successful, I will work with partners to implement the powers in a way that is most appropriate and meaningful for the communities of West Yorkshire.

How do we know that communities are happy with the response they are receiving from agencies around the anti-social behaviour issues that matter? Currently the police contact a sample of people who have reported anti-social behaviour to ask them how it was dealt with and through a regular survey I ask communities about the specific anti-social behaviour problems they experience in their local area. Later in this Plan, I set out my intention to monitor the views people share with us to ensure the service provided is improving and that levels of anti-social behaviour in local areas are not ruining people's quality of life. It is important to understand whether the response to anti-social behaviour by the police and by partners is adequate and deals with the problem.



Mark Burns-Williamson on patrol with neighbourhood beat officers in Halifax

Experience of Anti-Social Behaviour

- ✓ I will identify the best way to check that services provided in communities to tackle anti-social behaviour are dealing with the problem in the right way at the right time when people need them.

Victims and witnesses are supported

Victims need to come first. When thinking back to the time when they were growing up, or over the course of their family and working lives, many people in West Yorkshire have been affected by crime at some point. They haven't always felt supported or put first, especially those from a minority ethnic background⁴. Victims from minority ethnic groups in the community are often least satisfied with the police despite there being high victim satisfaction overall, although this is improving¹⁰. I have also been told

that many people feel that the balance between the rights of the victim and the rights of the offender is biased towards the offender⁸. Meeting the needs of victims of crime is consistently a priority for people, no matter who you are or what background you are from⁸. It is also a priority for local criminal justice partners like the Probation and Crown Prosecution Services. We need to look to a more innovative and integrated approach to the services we provide and we need to work together better to ensure

victims always feel they come first.

Those affected by crime the most, the victims and the witnesses, should be listened to and be supported in a joined up way by the agencies involved in helping to bring offenders to justice. They should be provided with the support they need to allow them to cope with and recover from the effects of their experience and to be safe and to feel safe into the future.

Keeping victim and witness promises

I have made five promises to victims and witnesses. I will work with partners to see how we can fulfil these promises to:

- ✓ Be open and accountable to victims and witnesses, seeking out and acting on their views.
- ✓ Make sure victims and witnesses get the high quality help and support they need, when they need it.
- ✓ Make the police more victim focused and be more effective in meeting victims' needs.
- ✓ Give victims and witnesses an effective voice in the wider criminal justice system.
- ✓ Constantly work to develop new ways of delivering justice for victims.

It is also important for those who cause harm to communities to put right some of the damage they have done and to be seen to do so. This 'restorative justice' must only be used where it is appropriate but it can be very effective and justice should be seen to be done by the victims involved.

Support use of victims getting justice by those who commit crimes agreeing to put right what they have done

- ✓ I will learn from the work being undertaken in West Yorkshire to tackle both crime and anti-social behaviour with people who have committed crimes, putting right the damage they have done.
- ✓ I will learn from the neighbourhood resolution pilots being undertaken in our communities that use restorative justice - which involves dealing with the needs of victims involved - and, if successful, will consider expanding this approach.

4 Listening to you first campaign 2012/13

8 Criminal justice survey 2012

10 West Yorkshire Police User Satisfaction Survey 2012

Local, regional and national threats, risks and harm are tackled

Aside from what has been set out so far in this plan, there are underlying issues that cause

threat, risk and harm to communities that need to be tackled. There is a need for us to

work better together to tackle the most serious challenges that cut across our communities.

Tackling and treating drug and alcohol addiction

Substance abuse, the use of drugs and misuse of alcohol, are key drivers for many crimes and anti-social behaviour and this is recognised by communities⁴. Many of you have told me what a worry it is for you, especially younger people^{5,7}. Police and partners can prove that there are strong links between drugs,

particularly class A drugs (such as heroin and cocaine) and organised crime. However, society is constantly changing and we are seeing a shift from problems around such drug use to problems from cannabis use and so-called 'legal highs'. Not only does the abuse of drugs and alcohol cause crime, both low level and serious

crime, but it can also cause serious harm to people's health and wellbeing and life chances. To their families and to the wider communities they live in. As these problems cause such harm across communities we need collective action and a collective response to these causes and consequences of crime.

- ✓ I will work with partners to get a better understanding the serious problems that exist in our communities around drugs and alcohol.
- ✓ With partners I will work towards reducing the harm caused to individuals, families and communities through the abuse of drugs and alcohol.
- ✓ I will lobby government to update the policies and laws that exist around drugs to reflect the rapidly changing problem we are facing such as legal highs.



Mark Burns-Williamson finding out about services for people with addictions in Wakefield (left) and Huddersfield (right)

Reaching out to people with mental health issues, missing and vulnerable people

Across West Yorkshire there are significant risks around services provided for vulnerable people, especially those with mental health issues and those who go missing from home. Recognised best practice is already being drawn upon around the size and scale of the challenges this brings to communities. It is clearly a concern for me that those in our communities who are most vulnerable are dealt with in the best way and that they get help and support. Mental health more widely is a challenge for agencies working to keep people safe and

support them in looking after themselves. With mental health being one of the four acknowledged triggers for crime, coupled with different levels of resources across West Yorkshire for mental health provision, more needs to be done to understand the issues and challenges for community safety, criminal justice and health agencies around those with mental health issues. Resources need to be prioritised and practices integrated to deliver a new way of working and a more effective and efficient service for individuals who are in need.



- ✓ I will work with the police and other partners to review the need for services around places of safety for those with mental health issues, missing persons, and appropriate adults for children and vulnerable adults.
- ✓ I will work with partners to improve our understanding of the issues around mental health, community safety and the criminal justice system and put in place better systems to deal with those issues.

Fighting serious and major crime

Visible uniformed policing can tackle many forms of crime and offending but there are some types of crime that need a different response. There are many agencies that work together to keep people in West Yorkshire safe and protecting the public from serious harm is a major part of policing and partner working.

The number of people acting together to commit serious crime, and the links these groups have to drugs, guns, financial crime (such as fraud and forgery) and, in some cases, sexually exploiting children make this a key threat. The management of dangerous offenders is also a threat, and

partnership working is key to addressing this. Those we have engaged with at events say that serious and organised crime is a top concern⁵ and the Government is working with police and crime commissioners to agree how we will work with the new National Crime Agency.

- ✓ I will work with the police and other agencies to ensure the threats posed locally and nationally by organised crime groups are tackled in the most effective and efficient way to minimise serious harm in our communities.

4 Listening to you first campaign 2012/13
7 Summer and targeted events 2012

5 Police and Crime Commissioner Public Perception Survey 2012

Collaborating, delivering in partnership and responding to national threats

Some threats and risks can only be dealt with effectively by drawing together the resources and expertise of people regionally or across the country. Good examples are counter-terrorism work, activity to tackle serious organised crime and people who use the internet to commit crimes against people and businesses. While you may not always see the impact locally of work undertaken by the police and partners at a national level, it does not mean

that this work is not keeping you safe locally. West Yorkshire is well equipped and experienced in tackling many of these aspects of policing and others often rely on us to help them.

The Strategic Policing Requirement sets out what, in the Home Secretary's view, are the national threats that the police and partners must address. The threats are organised crime, terrorism and extremism, public

order, civil emergencies and a major cyber incident. It also sets out the resources and skills police force's need in order to fulfil their obligations under it. My role is to ensure I consider this requirement when setting priorities and when considering resource decisions for West Yorkshire Police, to ensure that we are in a position to make an effective contribution as part of the wider police service should the need arise.

- ✓ When it comes to policing and crime, no single organisation is big enough or wealthy enough to go it alone. I will consider all realistic options for collaborating with others to ensure better value for the people of West Yorkshire, and to seek strong public sector delivery of those services.
- ✓ I will make sure that major crime which impacts nationally and locally on the public of West Yorkshire is tackled.
- ✓ I will make sure that we have the right resources and people to tackle national threats such as terrorism, serious public disorder, organised crime, major cyber incidents and civil emergencies. I will work with local authorities and planning agencies to make sure we are prepared for the national risks, threats and harm set out by the Home Secretary in the Strategic Policing Requirement.



Criminal Justice System is effective and efficient

The criminal justice system is made up of several agencies including the police, Court Service, Youth Offending and Probation Services, the Crown Prosecution Service and prisons. While some people have concerns that police and crime commissioners might threaten the independence of some criminal justice partners, I take the view

that almost everything in criminal justice is inter-dependent – which means we all have to work together. Just as I have no intention of interfering with the independent exercise of police powers, neither do I intend to trespass into the independence of the prosecution and courts services. The criminal justice system is an important tool for

making communities safer. If the system works then people should be deterred from committing crime, witnesses and victims will have a real voice in the process and will be supported, while those who cause the most harm or persistently offend will be dealt with appropriately.

- ✓ I will work in partnership with criminal justice agencies to achieve the outcomes people expect for their communities particularly for victims of crime.

Creating confidence

If the criminal justice system works efficiently and effectively but also in a way that's fair then communities should have confidence in it as a whole. If people have confidence in the system then they are more likely to report incidents of crime and anti-social behaviour, come forward as a witness, and co-operate and engage with the agencies involved. I intend to monitor the confidence that people in West Yorkshire have in the criminal justice system, and this is set out later in the Plan.

Stop and search is an issue that is often talked about, as I heard during my election campaign. Many young people spoken to told me that they have been stopped, or stopped and searched, by the police. Some groups experienced being stopped, or stopped and searched more than others, especially those with disabilities, those in Bradford or those from a minority ethnic background¹¹. The

recorded figures for stop and search also show minority ethnic people were more likely to be stopped and searched. When asked about their opinions of the police the same group of young people were more negative than other groups¹¹. This suggests that your experience of stop and

search contact with the police affects how you see them. The impact of stop and search on communities - real or perceived - can be significant. As such it should only be applied where it is operationally necessary, within due process and used appropriately.



Barbara Petchey, Deputy Chief Crown Prosecutor for West and North Yorkshire, Mark Burns-Williamson and Martin Goldman, Chief Crown Prosecutor for Yorkshire and the Humber

¹¹ Schools events 2011/12



Mark Burns-Williamson discussing with young people their policing and crime concerns

- ✓ With the police I will ensure stop and search activity is used appropriately, proportionately and when necessary to do so, working with communities to assess the impact this activity has had on them and better explain why.

Ensuring integrity

Our police officers and staff work tirelessly to protect the people of West Yorkshire. They are some of the bravest and most committed people of any public service. However, in the past a small minority of officers have let themselves, their colleagues and their communities down. In the past some officers and staff have failed to behave as we would

expect them to, and the culture of the force has not always been as open and responsive as people would expect. I will lobby for a national complaints body more fit for purpose and locally work with the Chief Constable to improve the processes by which we monitor and manage integrity and professional conduct. The Police Reform and Social Responsibility

Act 2011 introduced changes to the police complaints system to make sure that complaints are handled as soon as possible by the right people. I know that, even in the most professional and hard-working organisations, things will sometimes go wrong and my focus is on putting things right.



- ✓ I will scrutinise complaints against the police and, wherever possible, aim to help put things right.
- ✓ I will actively engage in the consultation around how complaints are dealt with independently, in a national body or otherwise.
- ✓ I will set up an independent review of police conduct and standards.

Communities are listened to

Listening to you first

Engaging with the communities we serve is of vital importance in making sure that together we best meet the needs and concerns of the people we serve. Engaging with people in their communities is the key principle that partners identified as being important for services that they are being paid to provide. For me to address the concerns that matter to communities, give communities a voice, and be accountable to the public I serve I need to listen to

you first and understand your issues and your concerns and those of your families in your communities.

On taking office I launched my 'Listening to You First' campaign as I wanted to hear about your experiences, what mattered most to you, and your ideas for tackling crime and anti-social behaviour. More than 2,000 of you completed my survey and many more of you took the opportunity to speak to

me as I was out and about in communities. I have considered your feedback in detail when setting priorities in this Plan, as to me it should be a Plan for the people of West Yorkshire, reflecting what is important to you. While I acknowledge that there are some very diverse communities within the county, and that local areas can differ significantly not only in the people who live there but also the problems they face, the opinions, views and experiences you have expressed to me as part of this campaign have shown a strong agreement between people in different areas on the issues which really matter. I welcome any more thoughts and concerns - one way you can send them to me is through my website www.westyorkshire-pcc.gov.uk

Until the elections for police and crime commissioners in November 2012 - and arguably during and beyond - many people were not aware of my role or what it involves. Appendix A sets out the role of police and crime commissioners.



Mark Burns-Williamson meeting people as part of Community Action Support Against Crime (CASAC) Leeds

- ✓ I will spend as much of my time as possible listening to the people of West Yorkshire, visiting neighbourhoods, holding surgeries and listening to a wide range of groups about their experiences and what matters to them.
- ✓ I will expect our Chief Constable and his team to also consult widely.
- ✓ I will work with communities on key issues affecting them and put their needs first when making decisions.
- ✓ I will use my staff at the Office of the Police and Crime Commissioner to help me to gather people's views, allowing me to hear the voices of more of the people I have been elected to serve.
- ✓ I will share what the majority and minority views are on the issues the people of West Yorkshire care about, and then make decisions with communities taking these views into account.
- ✓ Above all else, I will continue to **listen to you first**.

During my election campaign I made the pledge to involve young people and minority groups, whose voices are often not heard by public bodies. I am working

with young people across West Yorkshire to set up a youth advisory group and I have run a consultation event exploring the issues around hate crime to

inform this plan. I consulted with young people and minority groups on questions to put to candidates in the recruitment of the Chief Constable.

I have made five promises to young people. I will work with partners and young people to see how I can fulfil these promises, which are to:

- ✓ Make myself accessible to young people and provide appropriate ways for young people to express their concerns to me (e.g. face-to-face surgeries, social media, e-petitions).
- ✓ Treat all young people as citizens, valuing their interests and opinions as much as any other group in the community.
- ✓ Provide an equal platform for all members of the community, including minorities and those who are marginalised.
- ✓ Establish a way of meaningful representation of young people's views by creating, for example a young advisory panel.
- ✓ Use my influence as Police and Crime Commissioner to support the police to engage positively with all young people.



Young people involved in 'Positive Futures' projects, funded this year by the Office of the Police and Crime Commissioner

What resources will help us to achieve our objectives?

Funding

West Yorkshire Police is heavily dependent on government funds, as around only a fifth of the budget of £420m is paid for locally through the police council tax precept. During my campaign I made a pledge to stand against government cuts, keep the police on the beat and not hand police service delivery over to private companies. These remain important principles and communities have told me that the visibility and availability of officers and staff is a top concern for them⁴. I am committed to protecting frontline operational policing, but there has inevitably been a reduction in the size of the force since 2010 when the government's spending review was implemented. We need to identify the best way to work with communities at the neighbourhood level. The people you rely on to keep you safe

where you live need to work together as one team and we need to develop the best way to make this work in each and every area across West Yorkshire. I have been pleased to see a commitment from each of your local councils (Bradford, Calderdale, Kirklees, Leeds and Wakefield) to continue to part fund police community support officers for the next 12 months and beyond where possible, despite also being in a difficult funding position.

Those in the police are rightly concerned about the impact of budget cuts on the services they provide; they will need to be smarter with the money they spend to reduce this impact and I will ensure public money is spent as efficiently as possible. I have lobbied the Home Secretary and the Policing Minister for a fairer

deal for West Yorkshire and I will continue to do so. The government believes that we need to work harder to make more efficiencies but substantial savings have already been made and with partners including those involved in providing this plan also facing substantial cuts to their budgets there is less money available for policing and fewer resources to support community safety in these tough times. But that still leaves a gap in the funding. Everything possible has been done to protect frontline delivery of policing, with the bulk of the savings coming from the back office and support functions, but the police simply can't afford to continue to recruit police officers without some extra help from you. Full details of my budget can be found at www.westyorkshire-pcc.gov.uk

- ✓ I will lobby Government for adequate funding nationally for policing and a fairer share of the total funds available for West Yorkshire, otherwise it will become more and more difficult to keep people safe and feeling safe.
- ✓ With cuts being made to the funding given to me for policing, community safety and other vital services, I need to identify areas where savings can be made and also identify new sources of income and funding such as support from businesses through the late night levy. I will work with the police and partners to find money through other sources, making sure we use our assets to best effect and generating income through new ways of working. I will try, wherever possible, to reduce the impact of funding cuts on frontline policing so important for communities in West Yorkshire.
- ✓ I am committed to keeping neighbourhoods safe by funding and supporting services devolved to the local level, which can act and change what happens on your street to prevent and tackle anti-social behaviour and crime.

Staffing

Owing to the level of government cuts I have taken the difficult decision to raise the police council tax by 3.8% to make sure we can continue to recruit police officers in 2013/14. Even so, I estimate that the strength of the force will fall from 8,606 to 8,368 during the year, with this made up of 4,957 police officers and 3,411 police staff. There will be a net loss of 106 police officers after the 44 new recruits which the increase in council tax will pay for and a loss of 132 support staff. In addition there are 519 special constables (with more to be appointed) and 265 police support volunteers.* The extra police council tax is only around a penny a day for the majority of households in West Yorkshire, but because there will need to be more budget reductions in future years it is even more important that we continue to examine everything we do to make sure it provides

value for money to all the communities in West Yorkshire. In fact I intend to explore all avenues for funding and areas to increase our income to try to lessen the impact on communities and the police, partners and staff themselves.

The Police and Crime Commissioner is the employer of all West Yorkshire Police staff who are not police officers, which is different from my own office which directly support my democratically elected role. Staff who are carrying out policing functions, like Police Community Support Officers for example, might be better employed by the Chief Constable rather than being employees of their Police and Crime Commissioner. As part of the Government's changes to introduce police and crime commissioners, the Home Secretary has asked all

commissioners to submit a plan setting out which staff should be transferred to their chief constable as the new employer. In an area the size of West Yorkshire this is a big job and I will be working closely with our new Chief Constable to make sure that our proposal meets the policing and crime needs of all our communities, and has due regard to the staff involved. I have already started preparing for this work and will be consulting widely with staff, their unions and associations and with individual groups of employees and partners. Our plan will have at its heart the values and importance of public service and ensure our Chief Constable and his team can focus on operational policing, with the right support behind them.

With the police service I will work towards:

- ✓ The workforce having the skills they need to carry out their jobs in a way that meets the needs of communities.
- ✓ Involving the community through volunteering opportunities – I will run a recruitment campaign for special constables in local areas.
- ✓ The whole workforce – including staff, officers, special constables and volunteers – being more representative of the communities that West Yorkshire Police serve.

I will ensure:

- ✓ West Yorkshire Police is a living wage employer.
- ✓ That I honour the commitment I made in signing the Police Staff Employment Charter.



PC Lisa McDonald West Yorkshire Police Employee of the Year

*These figures change monthly because of the financial and environmental picture.

Proceeds of crime

During my campaign I spoke about the Proceeds of Crime Act 2002. This Act lets us confiscate or recover the proceeds of crime from a criminal (this could be cash or property such as houses and vehicles). Half of this is kept by the Government. In some cases West Yorkshire Police gets back

50% of the amount recovered, while in other cases the police share the remaining half with the Crown Prosecution Service and Court Service. In 2011/12 the amount of money West Yorkshire Police received through such means was £2.159 million. I will encourage and support more of

this work by the relevant local agencies. Through my Listening to You First campaign, the majority of people have told me that they would support me lobbying the Government to get more, if not all, of the proceeds of crime returned to West Yorkshire⁴.

- ✓ I will lobby Government and try to get more of the money seized from criminals in West Yorkshire kept here and invested back in tackling crime.
- ✓ I will encourage and support more work by our police service and criminal justice partners to recover more assets from criminals.
- ✓ I will decide together with communities and the police how this money is spent locally.

Commissioning and grants provided to other agencies

For 2013/14 I have been given £5.29 million by the Government - a 20 per cent reduction on last year and which will continue to reduce in future - which would previously have been given directly to community safety

partnerships and other local partners. I have pledged that I will pass this money to partners, providing that it is used to fund activity that supports the outcome framework and priorities in partnership plans. The table below

shows the amount of money each district will receive to spend on tackling crime and disorder, substance misuse and youth offending/re-offending.

Amount to be passed to West Yorkshire districts for 2013/14 (£)

| | Bradford | Calderdale | Kirklees | Leeds | Wakefield | Local Policing |
|-----------------------------|-----------|------------|----------|-----------|-----------|----------------|
| Total funding for districts | 1,480,593 | 518,658 | 649,112 | 1,927,045 | 623,526 | 88,066 |
| Safer Future Communities | 5,000 | | | | | |

From next year (2014/15) I will be commissioning delivery of community safety, reducing re-offending and victim services directly. Over the next 12 months I will be working with partners to

identify the best way to do this, learning from those who know 'what works' and what doesn't. When inviting tenders and contracts I will be open, transparent, making sure bidders

are providing value for money and public accountability to the people of West Yorkshire. All details will be included on my website www.westyorkshire-pcc.gov.uk

- ✓ Achieving my community outcomes will depend on the quality of services provided by statutory and voluntary partners. This year I passed on my Community Safety Fund to partners; next year I will be focussed on making sure I have a clear offer and approach that will help me and our partners in achieving our shared aim that communities are and feel safer.

⁴ Listening to you first campaign 2012/2013

How will we know if we are succeeding?

It is important that we know whether we are succeeding in achieving our objectives. I have agreed a small number of performance indicators: each will be monitored carefully on a regular basis (see Appendix C for the measures I will use). I have deliberately chosen to only have one target, for burglary, which reflects the importance burglary has in this county. Other indicators will be monitored to ensure an improvement is being seen over time. Performance reports will be shared with partners and placed on my public website. Any under-performance will be challenged and ways forward identified. I will make regular updates on performance available on my website.

| Indicators |
|--|
| 1. Making communities safer by tackling all forms of crime |
| 2. Reducing the risk of domestic burglary in West Yorkshire |
| 3. Reducing the re-offending of persistent criminals who cause the most harm to our communities |
| 4. Responding to reports of anti-social behaviour in a way that victims are happy with |
| 5. Responding to reports to anti-social behaviour in a way that communities are happy with |
| 6. Improving the quality of support provided to victims of crime and incidents |
| 7. Protecting those domestic abuse victims who are at most risk |
| 8. Making children safer in our communities |
| 9. Maximising the proportion of police officers engaged in operational activity |
| 10. Increase the confidence of communities by working with partners in the criminal justice system |

How will I manage performance?

- One of my key functions is to hold the Chief Constable to account for how well the police play their part in the delivery of this plan, with the Chief Constable's role being to have direction and control of operational policing and to ensure it operates efficiently and effectively.
- I will meet regularly with the Chief Constable, as I have already done since my election, to discuss important policing concerns and the progress made to deliver my Police and Crime Plan. I will ensure that the way that I hold the Chief Constable to account allows the people of West Yorkshire to see and have access to the key and important information and decisions that affect them.
- As promised I will be out and about in West Yorkshire meeting with communities, groups and partners to hear directly about the impact that the delivery of my Plan is having. As part of this I will dedicate time to holding events in each community to discuss face-to-face with the people are affected their policing and community safety concerns.
- My delivery of the Plan will be supported and scrutinised by the Police and Crime Panel and, with them, I will look at ways of how they can support me in my role.
- I will look to holding sessions locally with the Chief Constable and other senior officers which the public can attend to ask questions.
- Tackling crime, disorder, drugs and reducing re-offending is not just about policing: it involves a wide range of partners coming together and working co-operatively. Partner agencies have their own plans setting out how they intend to achieve the priorities I have set out here, both at a strategic and a local level and we will be monitoring our collective and individual progress. My office will help me to assess whether the police delivery plans have been implemented and whether their activity has helped to achieve the outcomes and priorities I have set. They will also work with other agencies to explore the impact of their activity.
- This year I have committed resources to assisting partners from my Community Safety Fund. Next year I will be looking to commissioning services directly with partners based on the needs of communities across the county. Over the next five years of this plan each partner will be assisting me in fulfilling my long term aim that people in West Yorkshire are safer and feel safer.

Appendix A - Role of Police and Crime Commissioner

The police and crime commissioner will ensure the policing needs of communities are met as effectively as possible, bringing communities closer to the police, working more effectively with partners to address the causes and consequences of crime, building confidence in the system and restoring trust. Your police and crime commissioner is your voice for your area, elected by you and accountable to you at the ballot box, with the responsibility to hold the police service in West Yorkshire to account. The main duties of a police and crime commissioner are:

- Holding the chief constable to account
- Setting and updating a police and crime plan
- Setting the force budget and the police precept in the council tax
- Engaging meaningfully with the public and communities served
- Appointing, and where necessary dismissing, the Chief Constable

PCCs are responsible for policing at a local level but also for national policing issues and there is a Strategic Policing Requirement to ensure the police for example in West Yorkshire protect the public from cross-boundary threats such as terrorism, civil emergencies, public disorder and organised crime.

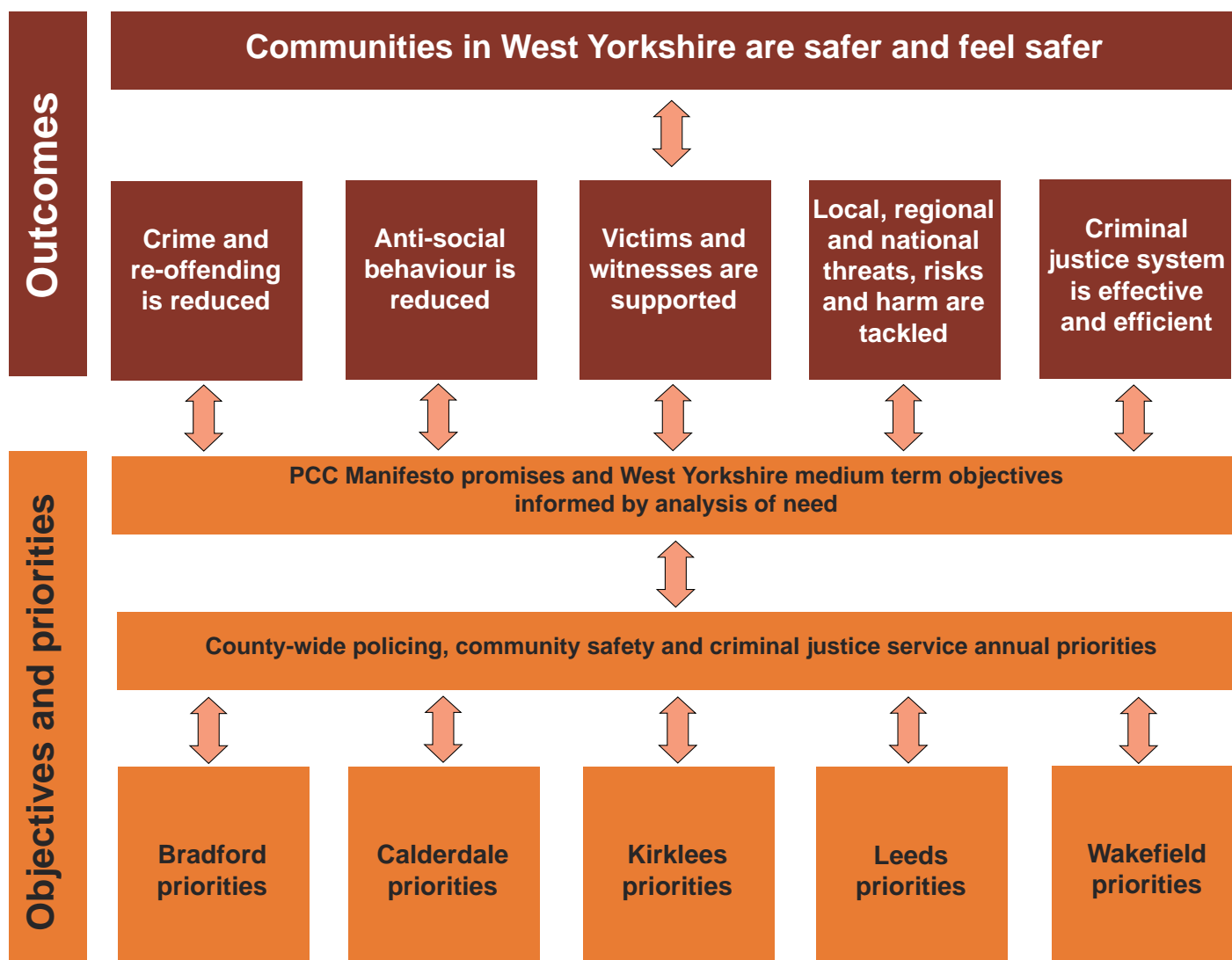
It will not be for the PCC to tell the police how to do their job - the Chief Constable continues to have operational independence and retains the direction and control of policing operations, the forces officers and staff. The PCC will hold the Chief Constable to account for the force performance and for the delivery of an effective and efficient police service within the force area.

PCCs swear an oath when they are elected to office to emphasise the significance of the role in local communities but also that PCCs are there to serve all the people they represent.

PCCs are scrutinised and supported by a Police and Crime Panel. In West Yorkshire the Panel has 14 members made up of councillors from the five local authorities together with two co-opted independent members. The Panel's main duties are:

- Reviewing Police and Crime Plans and annual reports issued by the PCC
- Agreeing or rejecting proposed police precepts
- Investigating complaints made about the PCC
- Agreeing or rejecting the appointment of a Chief Constable

Appendix B - Community outcome framework



Appendix C - Performance measures and current performance

| Indicator | Measures | Current Performance to Feb 2013 |
|--|---|--|
| 1. Making communities safer by tackling all forms of crime | Total recorded crime (Number of crimes) | 10.1% reduction ¹² (both WY and similar forces) |
| 2. Reducing the risk of domestic burglary in West Yorkshire | Recorded domestic burglary (Number of crimes) (TARGET - performance to be better than similar forces and partnerships) | 27.6% reduction ¹² (similar forces 12.1% reduction) |
| | Risk of household crime | 17.4% ¹³ |
| 3. Reducing the re-offending of criminals who cause harm to our communities | Re-offending rate for persistent offenders (adults) | 41.8% ¹⁴ |
| | Re-offending rates of adults | 26.5% ¹⁵ |
| | Re-offending rates of young people | 37.7% ¹⁵ |
| 4. Responding to reports of anti-social behaviour in a way that victims are happy with | Satisfaction with service delivery | 82.3% |
| 5. Responding to reports to anti-social behaviour in a way that communities are happy with | Proportion of residents saying anti-social behaviour has got worse over the last 12 months | 12.4% |
| 6. Improving the quality of support provided to victims of crime and incidents | Satisfaction with overall service | 87.1% |
| 7. Protecting those domestic abuse victims who are at most risk | Repeat victimisation rate for domestic abuse | 35.6% |
| 8. Making children safer in our communities | Volume of safeguarding activity undertaken | Available shortly |
| | Re-offending of sex offenders | Available 31/3/2013 |
| 9. Maximising the proportion of police officers engaged in operational activity | % of police officers in operational functions | 91.1% |
| 10. Increase the confidence of communities by working with partners in the criminal justice system | % confident that the CJS is effective | 39% ¹⁶ |
| | % confident that the CJS is fair | 60% ¹⁶ |

12 Data for the 12 months to January 2013
14 Data for the 8 months to December 2012

13 Data for the 12 months to September 2012
15 Data for the 12 months to December 2010

16 Data for the 12 months to March 2012

Acknowledgements

I would like to acknowledge all of those who have contributed very positively to my first Police and Crime Plan for West Yorkshire. This Plan sets a strategic vision for policing and community safety across the county and has rightly involved a great number of people, organisations and partners and I would like to express my thanks to all of you. I would like to thank the Office of

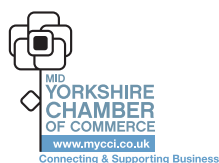
the Police and Crime Commissioner (OPCC), and Clair Hedges, Tricia Holder, Sarah Draz and Henri Murison in particular, for all their work in collating the consultation responses, pulling the information together and facilitating partners' feedback. This has been no small undertaking given the demanding timetable.

I would also like to thank the Police and Crime Plan Working Group their involvement in the production of this plan has been key. They have provided me and my office with invaluable advice, support and information needed to get this Plan right for you and for all our communities across West Yorkshire.

My special thanks go to:

Bradford Community Safety Partnership
Calderdale Community Safety Partnership
Kirklees Community Safety Partnership
Leeds Community Safety Partnership
Wakefield Community Safety Partnership
Local Criminal Justice Board
Voluntary Action Leeds
Mid Yorkshire Chambers of Commerce
Police and Crime Panel
West Yorkshire Police

Imran Hussain, Jonathan Hayes
Chris Hardern
Jean Calvert, Chris Walsh
Neil Evans
Maureen Cummings, Mel Williams, Diane Lee
Sue Hall, Colin McMahan
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Rebecca Tennyson-Mason, Jayne Sykes,
Jeffrey Bridgeman, Andrew Wright





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