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Office of the
**Police & Crime
Commissioner**
West Yorkshire



**WEST YORKSHIRE
POLICE**

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24 November 2016

Sir Tom Winsor
Her Majesty's Chief Inspector of Constabulary
6th Floor
Globe House
89 Ecclestone Square
London
SW1V 1PN

Dear Sir Tom

HMIC's Annual Assessment Response

In response to your letter around the annual assessment of policing, the PCC and the Chief Constable of West Yorkshire Police have taken the opportunity to consult with their teams to help inform your preparation of the annual assessment planned for spring 2017. These responses are attached.

The police service has faced many challenges in 2016 and over the year we welcome the annual assessment as a way of stepping back to better understand where we responded well and where we could learn and improve going forward.

Kind regards

Mark Burns-Williamson OBE
Police and Crime Commissioner West Yorkshire

Dee Collins QPM
Chief Constable

Police and Crime Commissioner response:

21 November 2016



Dear Sir Tom

I am writing in response to your recent correspondence dated 26 October 2016 requesting advice and assistance in your preparation of the annual assessment of policing planned for spring 2017. You have asked for input specifically around four key questions, with additional input around the proposed inspection programme for 2017/18, so I will structure my response around these:

a) The most significant issues and difficulties which I feel the police service has faced nationally in 2016 are mainly linked to the challenge of providing a sufficient level of service to the public in the face of the ongoing legacy of severe funding cuts and increasing complex demand. As you are aware the cuts to policing have inevitably resulted in reduced staffing (roughly 2000 officers and staff in West Yorks), resources and capacity to respond to the needs of our public. In addition to this, these needs are ever changing, with increases being seen in much more complicated crime types such as modern slavery, child sexual exploitation and cyber-crime for example. Responding to these changes in our demand effectively often requires changes to practice and processes as well as the dynamic realignment our resources, this is no small task for PCCs, Chief Constables and the police service, especially when we consider how much is at stake if we get it wrong or mistakes are made.

A further difficulty relating to demand is the additional pressure placed on the police service as other partners have seen their funding cut even more dramatically. This is perhaps most evident when the issues of mental health and missing people are considered. Both of these challenges require a partnership approach and cannot be left to any one organisation, however, as the capacity of our partners diminishes as we have seen with a reduction in "out of hours" services from other agencies or bed spaces in places of safety, more and more is left to the police to deal with regardless of whether they are the most suitable agency to deal with the needs of the individuals involved.

Cuts to police funding have also impacted our own ability to problem solve and intervene early on. Protecting neighbourhood policing has been a key priority for me, however, unavoidably, we cannot provide the same levels of frontline policing as we once could. Whilst we have justifiably realigned our resources into safeguarding and protecting the vulnerable, this has resulted in a reduced capacity to problem solve in our neighbourhoods around issues such as anti-social behaviour and volume crime. This is particularly evident as we see many Youth Service activities cut back and disappear altogether leading to more young people being disengaged from positive projects.

Other significant issues in 2016 which are not directly linked to the funding cuts have included the changing threat of terrorism, sadly we have seen numerous tragic attacks around the world and although I am confident in the police service's ability to respond to such an attack in the UK, the preparation needed to maintain this position is a challenge in itself. Political events of the last year have also brought difficulties, the murder of Jo Cox MP here in West Yorkshire and following Brexit we saw a reported rise in hate crimes. Whilst immigration brings diversity to our communities which should be welcomed it also brings with it challenges around community cohesion. On a more practical level, policing people with different cultures, languages and potential vulnerabilities can also place additional pressures on the service particularly when trying to support victims of crimes to the best standards and the most appropriate ways.

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On the whole I feel that West Yorkshire Police in particular have responded well to the challenges faced in 2016. HMIC graded the service as GOOD in its latest Effectiveness PEEL inspection and I am confident that the hard work of the workforce will continue to pay off. I have continually worked with the Chief Constable to ensure that resources are being aligned to the areas of most need, and am confident in our understanding of demand which is heavily based on analysis at tactical, operational and strategic levels threats. Work to overcome these challenges is ongoing and my new Police and Crime Plan will provide further direction to the Chief Constable, police and partners on how we can overcome these issues together. In response to the issues, Missing People has featured as a specific priority in the Plan for the first time, as has Community Cohesion, and Radicalisation, existing priorities such as the Strategic Policing Requirement and Mental Health will continue. Over the next month my office will be working in consultation with the police and key partners to develop "priority plans" around these areas which will aim to focus our collective efforts on overcoming the challenges and ultimately keeping the public of West Yorkshire safe and feeling safe which is the overarching vision of the Police and Crime Plan.

b) There are a number of things that I feel that West Yorkshire Police does well in, many of which have been noted in previous HMIC inspections. A few key successes that I would like to draw your attention to include; meeting the different elements of the Strategic Policing Requirements, prioritising vulnerability, improving crime data integrity/recording and the recruitment strategy.

I feel confident in West Yorkshire Police's ability to meet its obligations under the Strategic Policing Requirement in particular its response to Serious Organised Crime (SOC), major incidents and large scale public disorder. As the lead force for the North East Counter Terrorism Unit and Regional Organised Crime Unit (and NPAS nationally as the lead Force and PCC delivering the service), we are in a fortunate position to be able to draw on the expertise and support of other forces whilst providing the direction and oversight needed to keep the region safe. West Yorkshire Police and indeed these units have been praised by HMIC in previous inspections and I expect these achievements to continue into 2017. Our policing of the Tour-de-France and subsequent Tour-de-Yorkshire, have evidence our ability to provide an excellent service to a large number of people with limited resources and I am proud of the way that we worked (with many others, including volunteers) to help make these events a great success. Whilst I share concerns around the police service's ability as a whole to respond to the sheer volume of cyber-crime and indeed cyber- attacks, given the difficulties linked to attracting and retaining qualified staff within the public sector, I do feel reassured that our cyber-crime unit has been praised and cited as using best practice on numerous occasions nationally. This along with effective initiatives relating to digital policing are great successes for our police service and are something I will continue to support and continually review going forward.

West Yorkshire Police were graded as REQUIRES IMPROVEMENT in the 2015 PEEL Effectiveness, and whilst the 2016 result is not yet know, I am pleased with our response to this report and am confident that the necessary changes have been made. Safeguarding and vulnerability have become a key focus across West Yorkshire Police at all levels and all points of contact with the public, this is due to the hard work and commitment of the workforce to embed this priority. Safeguarding the vulnerable will remain a key outcome in my new Police and Crime Plan and I will continue to bring partners together to ensure that vulnerable individuals are identified, protected and supported by all agencies in West Yorkshire.

Improving Crime Data Integrity has in itself been a continuous challenge for the police service nationally over the past two years. This is an area that West Yorkshire Police has dedicated a considerable amount of resource and time in rectifying, and you have previously commented on the progress made here personally. I regularly challenge the Chief Constable on this work as it is crucial that the public of West Yorkshire can trust the crime statistics being provided to them and am largely

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satisfied with their efforts thus far. That said, I do feel that as HMIC move through the second round of Crime Data Integrity inspections, it must be reported on in a responsible and constructive manner which acknowledges the impact that making these improvements potentially has on the wider service delivery and keeps a focus on only making the changes which will benefit our victims of crime, whilst at the same time trying to achieve a level playing field across Forces in terms of compliance standards and progress.

Areas which I feel that the police service could improve on relate largely to the challenges highlighted above; more needs to be done to encourage partnership working, and at times we perhaps need to be more robust regarding the level of involvement that they play in achieving our joint outcomes, at other times this will come down to establishing better processes for information sharing which is always a key issue. Working together is a theme throughout my new Police and Crime Plan and I have ensured that there are delivery mechanisms in place for how we will better work together around each of our shared priority areas.

c) Building on the points made above, I think that police services should be looking to involve partners more in joint working processes around our key challenges. This would be particularly beneficial around priorities such as road safety, mental health, missing people, criminal justice and radicalisation.

To better respond to future challenges, our police service needs to ensure that the workforce is well trained and equipped appropriately to meet the changing demands. This is not limited to better training around emerging threats and practices, but also includes the use of technology and innovative solutions. This is also intrinsically linked to our ability as a service to get "upstream" of problems and intervene at the earliest opportunity. As the cuts took hold, unfortunately one of the first areas of our police service to reduce was frontline and neighbourhood policing, this has consequently also reduced our ability to problem solve at local level. My new Police and Crime Plan puts prevention and early intervention forward as a crucial delivery mechanism for my office, the police and partners, and I will continue to ensure that this work is promoted to ensure that we can better serve our public and reduce future demand as we attempt to rebuild and develop our neighbourhood policing model.

I also feel strongly that the police service nationally needs to be speaking with one voice and with a consistent message. This is not necessarily limited to police services and PCCs but would also require the backing of the Home Office and Police Federation. It is crucial that if we are to protect our services and thus our public, we are clear on our national objectives and are working together to articulate these on the national stage.

d) Despite the successes outlined above I feel that the police service is under real pressure to respond to the changing face of criminality. Using the example made earlier; cyber-crime often develops at a much faster pace than police services can respond to, this is in large due to the limitations that the public sector often has on salaries and benefits packages which at present cannot compete with the private sector. In addition to this I think that there are vast inconsistencies across the different police services with regards to how each is equipped to respond to different emerging crime types. Human Trafficking and Modern Slavery is an area which I have led on nationally and West Yorkshire Police has driven forward with, however the same cannot be said for all other police services. Whilst increasing resources would not provide the complete solution to these problems, it would allow police services to focus efforts in a much more proactive and focused way based on evidence of best practice and innovative options.

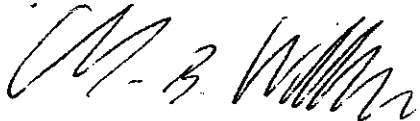
I hope that this response has answered the questions set out. In your letter I note that you have also asked for suggestions for the 2017/18 inspection programme; given the challenges outlined above I think it would be remiss of HMIC not to inspect on the issues of Missing People and supporting those

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with Mental Health problems. I would urge that HMIC consider carrying out joint inspections on these issues with other relevant bodies such as Ofsted to ensure that any recommendations and guidance takes into account the vital need for a holistic partnership approach. I would also welcome inspections into our regional working practices particularly around counter terrorism and regional organised crime as this is an area where I see potential for improvements going forward.

Thank you for taking the time to consider this response, if you have any queries or would like to discuss any element of it in more detail, please do not hesitate to contact me.

Best wishes,

A handwritten signature in black ink, appearing to read 'M. Burns-Williamson', written in a cursive style.

Mark Burns-Williamson
West Yorkshire PCC

**Chief Constable response:
21 November 2016**



Sir Thomas Winsor

In response to your letter around the annual assessment of policing, I took the opportunity to ask senior leaders for their views to shape the West Yorkshire Police response to your five questions which are detailed below.

1) What are the most significant issues and difficulties which have faced the police service in England and Wales in 2016 and how well has the service responded to them?

The most significant issue and difficulty facing the police service over the last year has been the ability to respond to the continuing increased demand in high risk/high harm areas such as child sexual exploitation and abuse, missing persons and mental health, within the context of reduced resources over the last CSR period (equating to around 2000 less staff in West Yorkshire). These complex areas also require the commitment and resourcing from partners and there is real concern, that the ongoing reductions in partners' budgets as a result of CSR15 may lead to an element of partnership retreat, when clearly in line with the National Policing Vision there is a need for better join-up/integration in order to tackle these joint problems more holistically. There is therefore a need to hold all partners to account for their responsibilities around the safeguarding of both vulnerable children and adults. Within West Yorkshire we have responded well to these threats, realigning resources into safeguarding to ensure we are focusing on these areas of greatest threat, harm and risk. We predict that unless we work even more closely with partners to address the risk factors for these safeguarding issues, then these threats will remain long term unresolved issues. We also predict that issues such as CSEA and Human Trafficking, as well as areas such as Honour Based Abuse will continue to increase, because as a service we do not yet fully understand the full extent and nature of the problem.

Whilst we understand the importance of Inquiries into Child Sexual Abuse (e.g. Saville, the Jay Inquiry) this has resulted in a significant number of non-recent investigations being undertaken and these continue to increase. We have responded well to this challenge by the establishment of teams to investigate, but this has to be balanced with the investigation into live CSEA cases, where children are currently at risk and resourcing is a fundamental issue. It is important that the service learns the lessons from the past, but large scale Inquiries can lead to apportioning blame, being backward looking and being unable to deal with current demand.

A consequence of both austerity (i.e. the reduction of police officer/staff numbers) and the need to align resources to tackle safeguarding threats, has been the disinvestment in neighbourhood policing and community engagement. We value the whole ethos of neighbourhood policing and recognise that investment in prevention, early intervention and problem solving can in the long-term reduce crime, anti-social behaviour and demand, as well as increasing community cohesion and improving confidence in policing. However, forces have had to make difficult decisions about the allocation of reducing resources on the basis of threat, harm and risk. Such difficult decisions have also led to the increase in a number of volume crime areas such as burglary and vehicle crime. The service faces a

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challenge in balancing threat harm and risk (such as safeguarding and serious and organised crime) with the issues that matter most to communities, often reflected in Police and Crime Plans around anti-social behaviour, police visibility, road safety and volume crime.

Serious crime and the threat of terrorism remain significant issues and challenges. The organised crime threats of drugs and firearms remain inextricably linked but other types of organised crime present challenges and are linked to safeguarding such as modern slavery and sexual exploitation. Terrorism is a very real threat and one which presents significant challenges. The vote to leave the European Union had an immediate impact on hate crime in West Yorkshire although levels soon stabilised. However, there are more long-term implications as a result of the vote, for example in relation to community cohesion and policing generally.

The 'protection of police budgets' in the CSR 2015, was welcomed, but the short notice switch from expecting up to 40% cuts to single figure cuts meant a very rapid change to large scale recruitment. This has been extremely challenging as time needs investing to support, train and mentor the recruits within a context of unprecedented demand surge. As the Force has been unable to recruit for a number of years, the influx of around 600 new Police Officers by March 2017 will mean that by April 2017, 15% of constables will have less than one-years' experience and by 2018 it will be 25%. It is encouraging however, that the positive action taken throughout our recruitment process is leading to a more diverse and representative workforce. Our challenge is to ensure that our new recruits have the skills and capabilities the service needs to tackle new and future crime threats.

2) What do you consider the service does especially well and in what respects should it improve?

The recent HMIC Effectiveness Inspection was very complimentary around how West Yorkshire deals with its SPR requirements and how we deal with serious crime and organised crime. We acknowledge that new types of organised crime such as Human Trafficking, CSEA and Cyber Crime are areas where we do have some knowledge gaps and capacity/capability issues, but these (in particular cyber-crime) are issues for the police service nationally. The Force has been recognised for the innovative work being undertaken around both human trafficking and cyber-crime.

The Force is leading and delivering in some key critical business areas such as NPAS, Regional Organised Crime, Scientific Support and NECTU. The policing of the Tour-de-France and Tour-de-Yorkshire, were areas of great success which also had a positive effect on community engagement. The Force has been positive about realigning resources to address safeguarding threats and we are now dealing with vulnerability issues well as recognised by HMIC in the recent Effectiveness Inspection.

As an emergency service the police is good at coping with the difficulties faced such as demand surges, crises or taking the lead where partners cannot respond. This does not always work to the advantage of the service as the local or national perception can be that policing is resilient and that it can manage increased demand, reduction in resources and issues which traditionally are not the responsibility of the police (e.g. dealing with people with mental health issues). Other public services such as the NHS and Ambulance Service have been able to connect with the public about the pressures facing the service, but the police service has seemed reluctant to do this.

The service and West Yorkshire in particular is responding well to adopting new technology to both tackle crime and provide reassurance. This includes the roll-out of body worn camera, handheld devices and the use of social media. The service however needs to constantly keep up with new

technology both in order to be efficient and effective, but also to address the changing methods of committing crime.

3) What should the police service be doing now to ensure it can provide the best possible service to the public in the year ahead?

Integrated partnership work is critical to both successfully tackle the ongoing threats around safeguarding and to free up demand for the police. With a large proportion of our demand not 'police business' we are unable to invest in the preventative style of policing that not only the public want, but can also lead to reduced crime and anti-social behaviour, reduced demand and more cohesive and confident communities. There needs to be an honest conversation with the public about the pressures facing the police service to manage their expectations. In West Yorkshire confidence in policing is on a reducing trend and this is mainly due to issues around reduced visibility and tackling the crime and anti-social behaviour issues that matter. Partners need to be accountable for their responsibilities around safeguarding and other key threats, and the service should be thinking with one voice about how we can encourage a better response from partners, whilst also recognising the significant challenges they too face. The National Policing Vision talks about 'placed based, whole systems approaches and multi-agency teams'. This is something that needs to be progressed quickly.

It is important that the service seeks an improved funding formula and one that better reflects the significant challenges faced in Metropolitan Forces. Better funding and reduced demand would help restore some of the neighbourhood policing capacity to invest in prevention, early intervention and problem solving. However, the neighbourhood policing model needs to be re-branded so that it is not considered as just 'reassurance policing' but is clearly about managing crime in neighbourhoods, reducing demand and safeguarding communities.

With a significant recruitment drive, the service has a real opportunity to develop a diverse and representative workforce that also has the skills and capabilities to address new and emerging threats such as cyber-crime. With more crime being committed on-line, there is a real need for the service to invest more in Digital Media Investigation. All officers need to develop these skills in order to improve investigative capability.

4) How do you think the police service is facing the challenges of the changing face of criminality?

The changing face of criminality is presenting a number of challenges for the police service generally. With traditional types of crime, such as burglary, vehicle crime and shoplifting, the motivations of offenders were clearly understood but areas of safeguarding are clearly more complex for both offenders and victims. There are often interconnections between safeguarding threats which go beyond the remit of the police and require long term investment from partners. More knowledge and understanding in these areas is needed.

Cyber-crime is one of the biggest challenges faced due to its evolving nature and nationally a lack of understanding about its' true extent and nature. However, cyber-crime is a thread which runs through many areas of crime and needs to be fully understood, for example how the dark web facilitates organised crime, as well as safeguarding threats (e.g. indecent images, on-line grooming) and volume crime (such as fraud). The service needs to invest more in developing technical expertise not only to

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provide more capability around cyber but also around our approach generally to digital policing, predictive analytics and big data.

From a capability and efficiency perspective there is a real need for more collaboration across serious crime threats. Transformational fund monies are being made available to support these areas of business but a significant challenge will be to bring seven forces and PCCs together to address these threats collectively.

5) What areas should HMIC focus on as part of the Inspection Programme for 2017/18?

We strongly believe, that in order to encourage a more joined up partnership approach which is needed to address joint threats and to support the key principles in the National Policing Vision; a joint inspection programme should be developed by HMIC with other inspectorates such as Ofsted, Care Quality Commission, HMI for Prisons and Probation. Any inspections by HMIC should also consider why the police are dealing with certain issues (e.g. mental health, missing persons), as this would reveal the gaps alluded to in this response. This is not about apportioning blame but to help identify what the key issues are and to generate debate about how these need to be tackled. These issues could then be discussed during partner agencies inspections.

Clearly, we consider that inspections should be undertaken in those areas which have been identified as risks and currently these align in the main to safeguarding/vulnerability. We do see the inspections undertaken by HMIC as positive as it enables us to learn from an independent source what is working well in West Yorkshire and where we need to improve. This then helps us develop appropriate plans and actions to address these issues.

I hope you have found this response useful in the development of your annual assessment and informing the inspection programme for 2017/18.

**Dee Collins
Chief Constable
West Yorkshire Police**