



TACKLING SERIOUS AND ORGANISED CRIME – COMMISSIONERS RESPONSE TO PROVISIONS IN THE SERIOUS CRIME ACT 2015

1.0 Background

During August 2015, the Local Government Association (LGA) published a report entitled 'Tackling serious and organised crime, a local response'. The guidance outlined the important role of councils working with law enforcement partners to tackle serious and organised crime. Included within the guidance was more information about what serious and organised crime looked like, how it impacted on local communities, suggested roles and responsibilities for councils, case studies of local approaches and recommended questions to ask and check local understanding of the prevalence and impact of serious and organised crime. A copy of the full report is attached as Appendix A.

The original document suggested a number of questions which different partner agencies should be asking themselves and discussions have taken place between the PCC, OPCC and relevant partners, however; this document is based around those pertinent to the role of PCC.

2.0 Questions and responses:

What is the police and crime commissioner's (PCCs) estimate of the threat of serious and organised crime in the force area?

We know that many of the Organised Crime Group (OCG's) operating in our Region are sophisticated in their actions and often involved in more than one crime type. Common combinations of criminality involves drug activity, money laundering, organised theft and violent crime.

Modern Day Slavery remains a significant threat facing West Yorkshire Police and our communities. A report compiled early in 2015, by the Yorkshire and Humber Police Region, stated that of all crime types, the threat and risk posed by Modern Day Slavery is the greatest of all. Similarly sexual exploitation (inclusive of Child Sexual Exploitation) is now the most prevalent form of Exploitation in West Yorkshire, closely followed by forced labour.

From the work completed to date, it is readily acknowledged that the identification and support of victims, the pursuit and prosecution of offenders, requires a partnership response from within the police, local authorities, health and third sector organisations playing a key role.

Following on from the PCC making Human Trafficking a priority within the Police and Crime Plan, January 2015 saw the implementation of a dedicated Human Trafficking unit within West Yorkshire Police aimed at addressing this issue by setting in place partnership networks, raising awareness, increasing intelligence and ultimately, mainstreaming Human Trafficking investigations into district policing. It is however accepted that as resources are dedicated to the investigation, identified offences are likely to increase.

Equally fraud in all aspects technology enabled or otherwise continues to be a threat to our communities. The links between OCG's and their professional enablers are not yet fully understood

however this is an area of vulnerability for the OCG also. Identification of professional enablers is a key intelligence requirement which could open up opportunities for disruption of multiple OCG's through the removal of these key individuals. Improved awareness of POCA at all levels of investigation through the force and criminal justice partners will lead to better performance meaning more funds can be fed back into the community and operational policing.

The identification of people using the internet as a means of sharing indecent images of children (IIOC) poses some significant operational challenges. The volume of work in this area has more than doubled in the last 12 months as a result of the development of new technology by Child Exploitation and Online Protection centre (CEOP) which remotely identifies indecent images shared between perpetrator computers. As a result West Yorkshire Police have reconfigured their approach to deal with the extra demand. A dedicated research team for abusive images is now sited within Force Intelligence. All IIOC investigations are now conducted by staff within District Safeguarding Units and overseen by the Safeguarding Governance Unit.

Has a Serious and Organised Crime Local Profile been produced and has this been developed with partners?

The Force have taken the decision to have a Serious Organised Crime (SOC) Local Profile for each District. The Home Office have provided guidance in this respect suggesting smaller Forces may have a force level profile whilst larger ones have District based profiles. The SOC profiles will feed into the Strategic Intelligence assessment each year. The profiles were compiled by the senior analysts for each District in collaboration with partnership analysts. They detail the serious organised crime issues for each Partnership Working Area (PWA). The first iterations were completed in September 2015 with a refresh due in March 2016.

The SOC profiles are intended to act as a stimulus for discussion and action by police and partners to tackle the threat posed by organised crime groups. This currently takes the form of newly introduced Local Disruption Boards chaired by the organised crime Detective Chief Inspector for that District.

In January 2016 The Director of Intelligence (DOI) conducted reality checking focus groups with each District to determine progress and partnership buy in with the SOC profiles. It was recognised that whilst partnership data had been used in compiling the profiles all Districts need to do more to promote the profiles with partners.

All Districts have now held Local Disruption Boards where Lead Responsible Officers (usually PWA Inspectors or Sergeants) for specific OCGs talk about interventions and future plans. Bradford are well advanced in this respect with other Districts following their lead.

Leeds District have a relatively small number of organised crime groups compared to the size of the City. Bradford, Wakefield and Calderdale provided good evidence of effective ownership of organised crime groups and PWA Inspectors could evidence joined up working with partners to tackle serious crime particularly through the use of the GAIN network (Government Agency Intelligence Network).

The DOI invited DCI Shane Roberts from the Home Office to review the SOC and Organised Crime Group Management process across the Force. He was generally complimentary of our processes and the presentation of the profiles. He identified some areas to improve upon to do with partnership involvement and accountability action plans.

Each District will receive written feedback regarding their processes for marketing the SOC profile, partnership engagement and their management of organised crime groups.

Based on your assessment/Local Profile, is serious and organised crime included as a priority in the Police and Crime Plan? If not, why?

One of the outcomes in the Police and Crime Plan is that local, regional and national; threats, risks and harm are tackled. This covers all threats facing us including fighting serious and major crime, and

responding to national threats. Work around these priorities is concentrated largely on supporting the various specialist units for the region such as the North East Counter Terrorism Unit and the Regional Organised Crime Unit. Local CSPs have also been supported in their efforts to tackle serious and organised crime as directed by the Police and Crime Plan and their local action plans, examples of such work include joint operations around gangs and awareness raising across organizations.

What structures has the PCC put in place to coordinate multi-agency approaches to tackling OCGs?

In November 2014, the West Yorkshire Anti-Trafficking Network (WYATN) was established jointly between the PCC and Hope for Justice (a non-government organization) specializing in supporting victims of Human Trafficking and modern day slavery). The network continues to meet on a bi-monthly basis. With an Independent Chair, the Network continues to bring together both statutory and non-statutory bodies to ensure a coordinated approach. Many of the original actions set by the network have now been progressed, including training of more than 3,000 police officers and staff. A number of events have been staged by the network across the West Yorkshire area, aimed at helping victims of trafficking and promoting combative measures against offenders. In September 2015, a full day event at the West Yorkshire Police training school, brought together partner agencies from all five districts. The exercise gauged their collective response to a developing scenario around Modern Day Slavery and the mass recovery of victims. The success of the event underlined the great inroads that have been made in the previous 12 months. It was also key to identifying gaps that still exist in service provision.

The police also hold quarterly meetings with partners during which our existing organised crime groups (OCGs) are discussed. There are action plans connected with these groups along the 4 P's principles: Prevent – to stop people becoming members or supporting OCGs, Protect – to strengthen our protection against organised crime, Pursue – to stop organised criminals and Prepare – to mitigate the impact of OCGs. "Responsible officers" are accountable for the action plans allocated to them. So for example, an NPT Inspector maybe a responsible officer who then feeds any multi-agency intelligence or action. To date, partners involved have been Trading Standards, NCA, HMRC and UKBA. There are also tri-weekly tasking meetings involving statutory and voluntary partners but serious and organised crime is not an agenda item per se although related activities are discussed for example drugs.

To tackle serious and organised crime, and to ensure police investigators have the cutting edge tools and technologies to detect emerging crime trends, WyFi (West Yorkshire For Innovation – OPCC) have become a primary police partner in project ePOOLICE (early Pursuit against Organised crime using environmental scanning, the Law and IntelligenCE systems). ePOOLICE is a three year research project funded by the European Commission 7th Framework Programme security themed research, designed to meet the requirement of 'Developing an efficient and effective environmental scanning system as part of the early warning system for the detection of emerging organised crime threats.' ePOOLICE seeks to;

- Identify end-user needs and requirements by sharing tools and processes used in assessing emerging organised crime threats
- Develop an efficient and effective environmental scanning system as part of an early warning system, defining processes for the identification and prioritisation of indicators
- Develop dynamic scenarios based on end-user needs and requirements to validate real-world performance
- Evaluate trends and factors driving 'future crime' in order to identify potential 'weak signals' in emerging organised crime trends

Is there a Local Profile and multi-agency action plan in place? If not, when is this likely to be completed?

Districts need to use their Serious Organised Crime profile and the recommendations contained within it to draw up partnership action plans to address the recommendations within the profile. This is a relatively new process which is just being embedded.

All Districts and Departments do however have well established Tactical Tasking Coordination Group meetings that follow specific cycles to meet the needs of the District. These are usually every two to four weeks. Each tasking meeting has a 'Tactical Intelligence Assessment' which is a document detailing the key issue in terms of threat harm and risk for the District. Partners attend these meetings or their views are represented by PWA Inspectors. Each meeting generates a list of actions with an allocated action owner expected to provide updates on progress at the next meeting

Does the Local Profile and multi-agency plan have a Prevent focus?

Whilst the SOC local profile does make reference to the Prevent strategy and follows the same "four Ps" structure, there is not specific focus in this assessment on preventing violent extremism. This area is covered separately through the Counter Terrorism Local Profiles which are created for each district and shared at the appropriate level across partner agencies. Due to the complex and interconnected nature of organised crime and extremist activity, all organisations involved work closely with each other to ensure that any cross overs are addressed.

What training is available for police officers on serious and organised crime?

Training across all aspects that impact on serious and organised crime such as drugs, firearms together with the emerging threats of cyber and human trafficking. These elements have seen subject focused training for example training of all Police Officers and staff in the issues surrounding Human Trafficking has been achieved via an E-Learning package and other bespoke training. This mandatory package aimed at raising awareness to all staff, regardless of role, has now been withdrawn to be replaced by an updated version, but at closure had registered 7,400 completions by Police Officers and staff. The updated package on Modern Slavery has been devised reflecting the immense changes that have taken place recently in this high threat business area. A case for this training to be made mandatory has recently been submitted, a national steer in relation to this is being sought.

In addition to this an estimated 3,000 officers/staff identified as being in key roles have received the partnership training delivered in partnership by Hope for Justice and West Yorkshire Police. Further training by the force team has continued via presentations on courses at the Force training school, aimed at improving awareness of the subject and the quality of investigations. All investigator courses run by the centre have training on human trafficking and modern day slavery including new legislation. Similar inputs have been delivered across the five districts to partner staff. A full programme of further training is planned to be rolled out in 2016, including the explorer programme.

The increase in the amount of intelligence being obtained around Modern Day Slavery must be seen as an indicator of the increased awareness of the subject by both police and partnership staff, but also the threat that remains from this area of business:

Time period	Number of intelligence reports
1 st Jan 2015 – 31 st Oct 2015	637
1 st Jan 2014 – 31 st Dec 2014	346
1 st Jan 2014 – 31 st Oct 2014	247

This shows a year on year increase of 158%

A number of approaches to Cyber Crime Training have been taken to ensure everyone working at all levels of investigation and specialisms are captured. Cyber Crime training is also being embedded into existing training courses to ensure the workforce is ready to deal with all

- NCALT Cyber Crime Responders E Learning Courses provided by the College of Policing.
- Mainstream Cyber Crime Training (MCCT) - a national product that has been delivered under licence until recently – the College of Policing have recently introduced e-learning packages to replace this course.
- Initial Police Learning and Development Programme (IPLDP) – this is the foundation course for new officers that includes the content of the MCCT course above.
- Initial Crime Investigators Development Programme (ICIDP) – this covers the MCCT course as part of the programme.
- Open Source Intelligence Level 2 (OSI) - a national product that has been delivered under licence.
- Digital Media Investigator (DMI) – a national product that we are the regional training provider for.
- Bespoke Inputs – there have been some short workshops and training sessions for specialist departments where requested.

Also there is generic training built into all aspects of investigation for officers and staff that includes the core doctrine of investigation through to more specialised responses which require additional expertise including for specialist officers working at the higher levels of investigation including disruption and prevention. The creation of a dedicated Cyber Crime Team within WYP in 2015 is also helping to drive up awareness and standards across the force, supported and invested in by the PCC.

What services are available for victims of serious and organised crime? What specialist support is available to those who have suffered significantly as a result of serious and organised crime?

All victims of crime have access to crime prevention advice from the initial contact with the police which then opens up a myriad of services which includes,

- Technical equipment such as personal alarms, motion activated cameras through to covert cameras capturing such criminality. These are assessed on a case by case basis and can include other more sophisticated equipment.
- Victim Support with referrals through when requested, including Help for Victims website and signposting.
- Local District Partnerships providing support and guidance around locally identified SOC.
- Force led response provided by Protective Services Crime which provide overt high level investigation and covert complex investigations supported by Protective Services Ops.

Specifically there is more focussed attention driven by the PCC around such issues as modern slavery where victims often require specialist support. This need has driven the development of the West Yorkshire Anti-Trafficking Modern Slavery Network, which in turn has led to the development of a national network launched by the PCC at the Homer Office earlier in January 2016. This network has statutory bodies working with non-government organisations to provide consistent and effective response.

The formation of the anti-trafficking network not only aims to support victims but provides the police with the appropriate forum for sharing intelligence, best practice and understanding of this under reported crime that is often misunderstood to such a degree some victims do not realise that they are victims. There are many non-government organisations and statutory partners that have historically

worked in isolation around the country. The forum gives these organisations the opportunity to work together whilst providing the best possible response to victims, educating and training those that are likely to be in a position to identify victims and to signpost them in the right direction.

This work has meant that we have people across West Yorkshire that have one aim; the protection and identification of victims. The training and partnership that have developed were tested through a table top exercise hosted by West Yorkshire Police and attended by a wide variety of people engaged in the anti-trafficking network including health professionals, emergency planning, police, local authority and charities. This also ensured the sharing of good practice and identifying gaps in our response.

Following this we are working with the Home Office on a pilot to provide a more effective response to victims through the National Referral Mechanism (NRM) with more local engagement identified through the anti-trafficking network. Again, this has led to co-operation across the five districts that make up West Yorkshire and the myriad of organisations that really has not been seen before. It is not one size fits all but a framework driven by a common belief.

Do we have a community engagement strategy to raise awareness about the risks and harm of serious and organised crime?

The community impact of Modern Day Slavery (Human Trafficking) and associated safeguarding issues cannot be underestimated and all communities in West Yorkshire rightly require assurances. West Yorkshire Police has committed to continue to work with partners to make victims a priority, wherever they are, to ensure they are safe from those who exploit them. A further aim is to identify and punish individuals and Organised Crime Groups who exploit victims and to monitor the number of victims protected from harm across the range of Serious and Organised Crime areas.

Each district has senior leaders that attend and chair a number of community engagement groups that review the data and information from the police and partners in that includes many aspects of serious and organised crime.

What use is being made of proceeds of crime legislation to deny organised crime groups the benefits of their criminality?

WYP has a coordinated response to utilising POCA to tackle Serious and Organise Crime. Every Level 2 operation by Protective Services Crime has a Financial Investigator (based within the Economic Crime Unit) attached to it at the beginning of the operation to ensure money laundering offences are considered and to maximise asset recovery opportunities. This includes the use of proactive investigative tools such as account monitoring orders working alongside surveillance teams.

In addition to the Financial Investigators, the investigation teams at the Economic Crime Unit are dedicated to tackling serious fraud, money laundering, bribery and corruption. One of the ECU's main objectives is to target professional enablers (solicitors, accountants, financial advisors) who are assisting a number of organised crime groups. This also includes targeting businesses which are laundering money on behalf of organised crime groups (car dealerships for example).

The Economic Crime Unit has a team of forensic accountants, the use of which is paramount to dismantling organised crime through financial investigation. The use of forensic accountants has been particularly useful on recent human trafficking operations.

On a District Level, each District has its own Proceeds of Crime Team who assist District Investigations with money laundering investigations and asset recovery investigations. Both Bradford and Leeds Districts now have Serious and Organised Crime Syndicates which link in with the

Proceeds of Crime Teams to ensure money laundering and asset recovery are considered at the start of every investigation.

In the financial year 2014/15 West Yorkshire Police denied criminals over £7.8m utilising the Proceeds of Crime Act. Not only cash but a wide range of assets were seized including a villa in Malta which had been paid for with the proceeds of cannabis importation and armed robbery. The focus on POCA has been a key focus of the PCC since being elected establishing the Safer Communities Fund (SCF) ensuring more than £1.2m has been distributed to approximately 250 Community groups and organisations across West Yorkshire. A similar amount has also been put back into operational policing and the PCC has continued to Lobby Government regarding the current legislation which still sees 50% of POCA funding returned to Central Government.