

Needs Assessment 2019/2020

WEST YORKSHIRE OFFICE OF THE POLICE AND CRIME
COMMISSIONER
RESEARCH AND DELIVERY TEAM

Draft

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Introduction

The Police and Crime Commissioner (PCC) is responsible for setting the direction of policing and reflecting the community safety priorities of West Yorkshire. He also has a responsibility for the response to crime within West Yorkshire, as well as for victim's services and overseeing the local criminal justice system. The plans for each of these areas are published in the Police and Crime Plan.

The Police and Crime Plan 2016-21 reflects this responsibility in the four outcomes; tackle crime and anti-social behaviour, safeguard vulnerable people, make sure criminal justice works for communities, and support victims and witnesses. This Needs Assessment looks at these four outcomes and makes suggestions and recommendations based on the evaluation of each topic.

This Needs Assessment also forms part of the current commissioning process for the PCC. The following ten principles will be applied to the commissioning process within West Yorkshire. The principles set out how the PCC will manage the whole commissioning process either as a single commissioner of goods and services, or in any collaborative or joint arrangements with partners. The PCC will ensure that:

1. Outcomes for users will be at the heart of the strategic commissioning process, which will be community and victim focussed.
2. All commissioning will be in support of the Police and Crime Plan outcomes which will be clear and measurable.
3. We will **understand the needs and priorities of our communities**, now and in the future and clearly specify our requirements.
4. Commissioning needs will be **evidence based**.
5. Wherever possible commissioning will be undertaken on a West Yorkshire-wide basis.
6. All services procured must represent value for money.
7. Furthering equality and diversity will be a key focus of the commissioning process.
8. Wherever appropriate multi-year contracts will be awarded.
9. The commissioning process will support local regeneration where possible.
10. The commissioning process will champion social values.
11. We will measure whether or not outcomes have been delivered and hold our providers to account seeking feedback from service users, communities and providers, in order to review the effectiveness of the commissioning process in meeting local needs.

This Needs Assessment will provide the understanding of the needs and priorities of the communities and ensure that commissioning is evidence based.

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The current commissioning process can be accessed via the PCC's website. The current provision looks at:

- **Local Commissioning of Victims' Support Services Fund**
Each year the Ministry of Justice gives a grant to Police and Crime Commissioners to provide support services for victims of crime and to deliver restorative justice. There is also an indicative allocation within that grant for the provision of specialist services for child sexual abuse victims.
- **Community Safety Fund**
Historically the Home Office gave a specific grant to local community safety partners. This was later allocated to PCCs and ring fenced, and then became part of the PCC's core grant, and no longer ring fenced. With West Yorkshire the PCC has always supported Community Safety Partnerships (and others) through the use of this fund.
- **Partnership Executive Group and the Community Safety Fund Reserve**
The PCC has set aside £1 million each for both the above groups in order that recommendations made around more efficient and effective working can be supported.

In addition to those services currently commissioned, other considerations are as follows:

- Drugs, alcohol and substance abuse.
- Reducing re-offending
- Safeguarding vulnerable people including children and young people
- Further developing the support available to victims and witnesses
- Recommendations from the PCC's partnerships

The needs analysis looks at the current evidence in West Yorkshire with regard to these different areas and suggests where future commissioning could take place and where further research is required to inform the process.

Summary Findings

Crime and Anti-Social Behaviour

Serious Violent Crime: The Violence Reduction Unit

Six measures were agreed in the application for funding to the Home Office, three were measures common to all Violence Reduction Unit's (VRU's) and three were adopted by West Yorkshire. They were as follows:

Common Measures

Hospital Admissions for Assault with a sharp object	Increased by 13%
Knife enabled Serious Violence	Decreased by 12%
Non Domestic Homicides	Increased by 32%

West Yorkshire Measures

Personal Robbery	Increased by 5.8%
All Crime committed against Young People	Not available
Youth Crime Survey	With VRU to initiate

There is a disconnect between young population and high areas of deprivation in Bradford (which should indicate a higher vulnerability to above offences) but lower instances of serious violence and hospital admissions in the area. These measures and the Bradford anomaly should be included in the VRU Needs Assessment

Other Crime and ASB

Cyber Crime / Fraud – Cyber enabled offences increased by 6.7% and Fraud by 14%. This is a potential outcome measure for the new Government policing board.

Burglary – reduced by -7.6% against MSG average reduction of -6%. Continues to have the highest count per 1000 population but getting closer to other MSG forces although still apart from the most similar group) MSG average. This is also a potential outcome measure.

Drug Trafficking - increased by 17.8% and the outcome rate has increased. Drug seizures have increased by 14% but when compared with population is lower than many in MSG.

Killed and Seriously Injured (KSI) - there has been a 7% reduction in the 12 months to June. This has included improvements in all types of severity.

Anti-social Behaviour - continuing decreasing trend, possibly due to crime recording and/or increase in online offending showing an increases in malicious communications.

Safeguarding Vulnerable Persons

Domestic Homicides have reduced from 6 to 4 and are now only 10% of all homicides. Whilst overall homicides have risen, domestic homicides have fallen.

Domestic Incidents have reduced in the past year after a period of dramatic increase. The numbers of repeat victims and suspects have increased, which underlines the need for targeted support and intervention programmes.

West Yorkshire has the highest number of offences recorded per 1000 population in the MSG for **Rape and Serious Sexual Offences**. Outcome rates have **dropped** to less than half of where they were three years ago; 6.6% for SSO and 4.1% for rape.

Recorded **Hate Incidents** in West Yorkshire have increased by 3.7% to 8,214 in the last 12 months (to September 2019) compared with 7,922 in the previous 12 months. Race hate incidents account for 70.8% of recorded incidents.

User Voice Survey 2019 – Vulnerabilities highlighted in a survey of prison inmates

Addiction – 93%

Mental Health – 86%

Housing – 83%

Education – 70%

Drugs and Alcohol

The apparent rise in cocaine production, crack purity and crack usage led to a commitment in the Government's 2018 Serious Violence Strategy to understand the reasons behind it.

Opiate and crack use is directly linked to acquisitive crime. West Yorkshire has seen an estimated rise of 5.5% (886) opiate and crack cocaine users, but West Yorkshire has lower than average seizures of crack cocaine.

The latest prevalence estimates (16/17) show that Calderdale has a large growth in numbers of OCUs (**Opiate and Crack Users**) since 2010/11, with an estimated rise of 28.5% (to 1,433). Wakefield also saw an estimated 9% rise (to 3,016) and Leeds a 6.4% rise (to 5,550). Wakefield (14.06 per 1000) and Bradford (14.01 per 1000) have the **highest rates per 1000 population of OCUs** in West Yorkshire. The English average is 8.85 per 1000.

The increase in people coming into treatment with crack and cocaine problems is likely to be related to a surge in global cocaine production

Supporting Victims and Witnesses

Increase in **victim based crime** within West Yorkshire – an additional 15,000 victims in the last 12 months.

- 10% increase in victim based crime for Kirklees District.
- Increases in rape, robbery and violence without injury.

Further understanding is needed on the impact of harm on victims (Cambridge Harm Index) – Rape, violence with injury, burglary residential, violence without injury, other sexual offences and robbery.

Greater understanding of universal, specialist and targeted victim service provision needed.

Victim satisfaction – **BME victims** continue to be less satisfied than white victims with a gap of 9.5%.

Greater emphasis on **victims and victim service provision** across the criminal justice system at both a national and local level including:

- HM Government's Victims Strategy, NPCC Victims Strategy and proposed 'Victims' Law'.
- OPCC Supporting People Harmed by Crime: West Yorkshire's Victims and Witnesses Strategy 2019-21, and the West Yorkshire Police 'Victims Journey' review.

A **gap analysis** is required of commissioned victims' services required to ensure consistency of service across West Yorkshire.

Criminal Justice

Accommodation: finding appropriate accommodation for prison-leavers has always been challenging. Third Sector organisations play a key role, but navigators to them are in short supply; one navigator (WI-FI) is close to contract end.

Employment post-release: a crowded marketplace of support agencies would benefit from a standard operating process to eliminate competition and service duplication.

Mental health and substance misuse: Partners have made progress in maintaining the 'continuity of care' through the gate. A disparate network of Third Sector navigators needs support to help sustain prison-leavers in community health care. Our growing understanding of Adverse Childhood Experiences could point to a need for greater counselling provision in custody and the community.

Young People: this assessment highlights a lack of access to mental health care (CAMHS) and the challenges post-16 for young people who are disengaged from education but unable to access apprenticeships. Both issues could leave a young person vulnerable to criminal exploiters.

Female Offenders: this document highlights the need for a central co-ordinator to manage the new IOM-style enhanced support project for repeat female offenders.

Other: this assessment also highlights the ongoing probation service reform, that CJ partner data-sharing protocols are yet to be fully established, and that WYP's 'detective gap' is above the national average when investigative demand is predicted to increase.

Social & Economic Indicators and Public Opinion

Population and Migration

The current ONS estimate for West Yorkshire's population is 2.32m people (2018). This figure is projected to increase by a further 60,000 people by 2025 (a 2.7% increase against a projected 3.9% increase in the UK as a whole). Within specific age groups, the 15-19 year old group is set to record the greatest increase up to 2025, growing by 13%.

West Yorkshire's population is estimated to have increased by over 100,000 people since 2008. Wakefield has seen the greatest population increase over this period (+6.7%), followed by Kirklees and Leeds (+6.5 and +6.4%).

Bradford has the youngest age profile of the West Yorkshire districts; 29% of Bradford's residents are under the age of 20. In contrast, 23% of Wakefield's population is under 20 yrs.

	Population estimate 2018	% change
Bradford	537,173	+5.9%
Calderdale	210,082	+4.5%
Kirklees	438,727	+6.5%
Leeds	789,194	+6.4%
Wakefield	345,038	+6.7%
West Yorkshire	2,320,214	+6.2%
UK	66,435,550	+7.5%

Annual reports from Leeds-based *Migration Yorkshire* provide detailed estimates on the **volume of new arrivals** arriving in West Yorkshire from overseas, calculated through analysis of new National Insurance and GP registrations, alongside the ONS's mid-year population estimates.

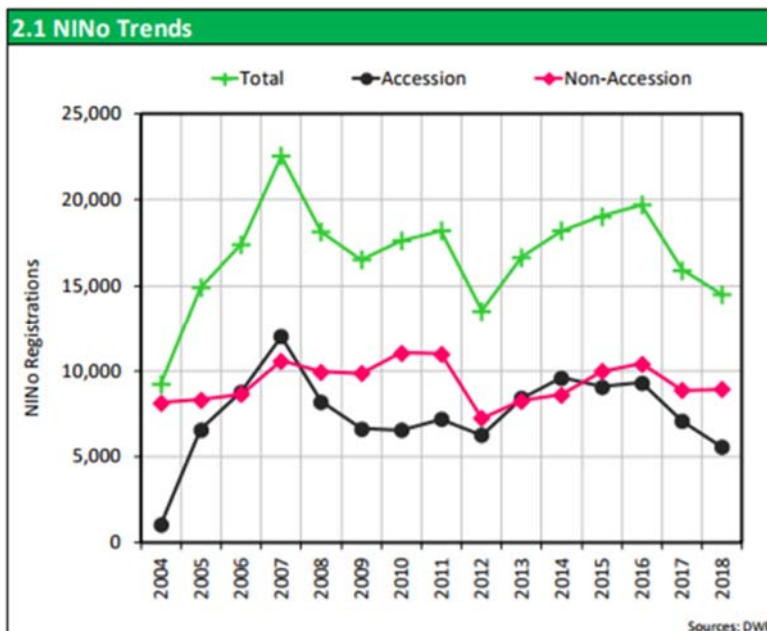
The headline details on the diversity of the West Yorkshire population produced by Migration Yorkshire in 2019 are:

- 7% of the West Yorkshire population is non-British. This figure has been slowly increasing over time. Bradford has the highest proportion at 9% whilst Calderdale has the lowest proportion at 4%.
- 12% of the population was born outside the UK. The highest proportion is found in Bradford at 16%; the lowest in Wakefield at 6%.
- Around 89,900 pupils at school in West Yorkshire have a first language that is not English. This is equivalent to 26% of primary pupils and 20% of secondary pupils. Bradford has by far the highest proportions for both ages [41% and 33% respectively] in contrast to Wakefield which has the lowest [11% and 8%].
- 26% of new births in the West Yorkshire are to mothers who were themselves born outside the UK; a slowly rising trend. The proportion of births to migrant mothers is highest in Bradford [34%], and lowest in Calderdale and Wakefield [both 17%]. The most common region of origin of migrant mothers was Asia, accounting for 13% of births in West Yorkshire.

Economic Migration

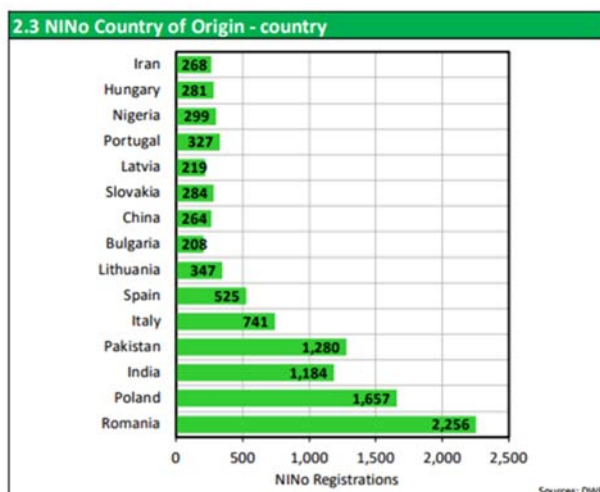
The overall number of new migrant workers arriving in West Yorkshire in 2018 was around 14,600; a fall of roughly 1,500 compared to the previous year. This was mainly due to a fall in the number of arrivals from EU accession states (2004 and 2007 EU expansion to Eastern Europe). Leeds and Bradford receive the greatest numbers of arriving workers.

- The level of workers from non-accession countries remains higher than the accession group, with 8,930 arriving in 2018 - a small increase compared with the previous year. The top countries of origin are Pakistan and India. Arrivals from Pakistan most frequently settle in Bradford and Kirklees, while arrivals from India tend to settle in Leeds.
- The number of new migrant workers from EU accession countries fell by around 1,510 to 5,560 arrivals in 2018. Romanian and Polish migrants continue to be the most frequent accession state arrivals. Romanians most commonly settle in Leeds, while Poles are found in greatest numbers in Wakefield.



Migration into West Yorkshire (as measured by new National Insurance registrations) has generally shown an increase of between 15,000 and 20,000 people per year between 2005 and 2018. Registrations crossed over the 20,000 people mark in 2007 when Romania and Bulgaria joined the EU.

Data from the last two years shows a decline in the volume of migrants from EU accession states.



The top country of origin overall in 2018 was Romania with 2,256 arrivals (3,027 in 2017), ahead of Poland, Pakistan, and India.

Other migrant nationalities not featured on the chart include Eritrea [238 arrivals], France [216], Greece [205], Iraq [204], Czech Republic [199], Vietnam [166], Germany [155] and Australia [150].

Deprivation

The 2019 English Indices of Deprivation (IoD; produced by the Ministry of Housing, Communities and Local Government) places Bradford just outside the top 10% of local authorities experiencing the greatest degree of deprivation.

The intensity of deprivation in Leeds in Bradford is illustrated by the IoD's measure of the proportion of small neighbourhood areas (LSOAs) which are within the 10% most deprived in England. In Bradford the figure is 33% (the 11th highest amongst English local authorities), and in Leeds 24% (33rd highest in the ranking).

The indices' assessment of crime levels in local authority areas (a measure of the level of recorded burglary, theft, criminal damage, and violent offences) saw all West Yorkshire districts record increasing crime relative to other local authorities in England, however CDI-related recording improvements will be playing a part in this apparent worsening of crime in the county.

English Indices of Deprivation, 2019		
	Deprivation: Overall Rank*	Crime Rank*
Bradford	13 th ↑	3 rd ↑
Calderdale	66 th	24 th ↑
Kirklees	83 rd ↓	39 th ↑
Leeds	55 th	18 th ↑
Wakefield	54 th	32 th ↑
*Placing in the list of 152 English local authority areas, with 1 being the most deprived		
Note: the red arrows signify the district moving up the ranking of local authorities, i.e. becoming relatively more deprived than other areas.		

Since the previous edition of the IoD (2015), Bradford has moved up the ranking (suggesting the district has become more deprived relative to other parts of the country), whilst Kirklees has moved down the ranking.

The OPCC Safer Communities Fund

The PCC's Safer Communities Fund (SCF) has been supporting the vital work of West Yorkshire voluntary and community groups, charities, and community safety partners since 2014. Groups can apply for grants up to the value of £5,000 for local level projects which support the objectives of the Police and Crime Plan. Over 600 projects have been supported since SCF Grant Round 1.

The Safer Communities Fund is financed from monies recovered by West Yorkshire Police under the Proceeds of Crime Act (POCA).

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During 2019, we have analysed the distribution of grants between Grant Rounds 10 and 15 (Jan. 2017 – Dec. 2018). During this time, 269 projects were awarded grants totalling £1.16m.

The geographic distribution of the grants does give us some sense of locations with specific needs in West Yorkshire.

As shown in the table, Armley, Manningham, and Newsome were the top wards in terms of grant value in Leeds, Bradford, and Kirklees districts (respectively). In Wakefield, the leading ward by grant value was Wakefield North (city centre and Flansahw), and in Calderdale, Park ward (Halifax city centre west) received the largest amount in the district.

Areas which we would identify as having a higher degree of deprivation (when referring to the Government's Indices of Deprivation [2015]) such as Manningham, Gipton & Harehills, and Bowling & Barkerend feature in the table of those areas receiving the biggest share of funding.

Leading wards by value of total SCF funding, GR 10-15			
Ward	No. of projects	Total value	District
Armley	16	£37,865	Leeds
Gipton and Harehills	12	£35,552	Leeds
Hunslet & Riverside	16	£34,953	Leeds
Manningham	11	£27,959	Bradford
Newsome	12	£26,916	Kirklees
City	9	£24,957	Bradford
Chapel Allerton	8	£24,428	Leeds
Beeston and Holbeck	10	£24,000	Leeds
Dalton	15	£23,935	Kirklees
Dewsbury East	12	£23,517	Kirklees
Dewsbury South	10	£22,599	Kirklees
Crosland Moor & Netherton	12	£22,568	Kirklees
Bowling and Barkerend	14	£22,557	Bradford
Wakefield North	5	£22,233	Wakefield
Eccleshill	9	£19,701	Bradford

Grant applicants were asked to state which of the four Police and Crime Plan 'Outcomes' their project addressed. One project could be designed to tackle more than one outcome.

At West Yorkshire level, roughly three quarters of projects sit under the 'Tackling Crime and Anti-Social Behaviour' or 'Safeguarding Vulnerable People' outcomes.

Looking at the specific Police and Crime Plan priorities which projects aim to address, over half (54%) of the 269 SCF supported projects said that addressing community cohesion was one of the targets for their work. Other Police and Crime Plan priorities which were frequently cited were tackling Mental Health, Drug & Alcohol misuse, and Domestic Abuse. The surprise in these results is that topics such as burglary

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and road safety (which the Your Views survey records as being of significant community interest) feature in fewer than 10% of SCF grants over the period.

Police & Crime Plan Priorities Addressed by SCF Projects, GR 10-15			
Community cohesion	54%	Radicalisation	10%
Mental health	32%	Road safety	8%
Drug and alcohol misuse	25%	Burglary	7%
Domestic abuse	22%	Honour based abuse	7%
Hate crime	16%	Cyber crime	7%
Major threats / serious violence	12%	Human trafficking and modern slavery	6%
Child sexual abuse	11%	Missing people	6%
Sexual abuse	11%	Strategic Policing Requirement	2%

Public Opinion: the PCC's Your Views Survey and OPCC Casework

The PCC's Your Views Survey is the successor to the longstanding Public Perception Survey. Your Views currently attracts in the region of 13,000 responses per year, and whilst the survey does struggle to attract sufficient responses from younger people and members of BAME communities, it represents a significant measure of public opinion on community safety and local policing.

Key trends the survey is recording in 2019 have been:

- The proportion of Your Views respondents who feel safe in their neighbourhood (78%) is stabilising after a fall in positive scoring during 2018. However, Leeds, Wakefield and Kirklees have continued to record reductions in residents' sense of safety over the past twelve months.
- Burglary, dangerous driving, and drug taking/dealing remain the main issues people are concerned about in their neighbourhood. Between Q1 and Q2, concerns about drugs, hate crime, violent crime, and dangerous driving showed significant increases.
- 38.6% of West Yorkshire respondents say they feel the police do a good job in their neighbourhood. The same result has been returned in each quarter of 2019, breaking the trend of declining satisfaction recorded in 2018.
- Satisfaction with local policing is strongest in Leeds, but in Kirklees and Wakefield the proportion who feel that the police are doing a good job in their district has fallen by 5 and 4 percentage points (respectively) over the last twelve months.
- The proportion of respondents who give the overall work of CSPs a positive rating declined during 2018, but 2019's results are showing a small improvement in scoring.
- However, in Kirklees, just 30% of respondents are confident the CSP will prevent crime and ASB. This proportion has fallen by six percentage points over the past year. In contrast, Calderdale respondents who said they were confident the CSP would keep them safe moved over the 60% mark for the first time in Q2 2019/20.

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- Calderdale and Bradford are seeing improved scoring for our measure of community cohesion. The proportion of residents in Calderdale who feel that people in their neighbourhood get on well together has increased by 7 percentage points since September last year, with Bradford reporting a 3 percentage point increase.

The survey asks residents to cite what they feel is the key community safety issue which concerns them in their neighbourhood. The responses show a surprising degree of variation between districts.

Burglary is the key topic for residents of our major cities, Leeds and Bradford.

Drug dealing/taking is the key issue in Kirklees, but also a concern in Bradford and Calderdale.

ASB is the main topic of concern in Wakefield

Road safety is a concern throughout all districts, but particularly in Wakefield and Calderdale.

Key Community Safety Issues in Districts, Year to June 19 (% of district responses)

Bradford		Kirklees		Wakefield	
Burglary	16.9%	Drug dealing / taking	15.4%	ASB	15.7%
Drug dealing / taking	16.2%	Road safety - speeding	12.6%	Road safety - general	12.7%
Road safety - speeding	13.2%	Burglary	12.0%	Road safety - speeding	12.2%

Calderdale		Leeds	
Road safety - speeding	14.6%	Burglary	18.1%
Drug dealing / taking	14.6%	Road safety - speeding	13.2%
Burglary	14.1%	ASB	12.3%

The OPCC is contacted regularly by members of the public with a wide range of queries, complaints, and requests for assistance which are dealt with as 'casework'. Approximately 80 new cases are received every month, and are actioned by a small team of OPCC staff.

Casework topics show a close link to the type of themes which the Your Views Survey identifies. In 2018/19, road safety concerns, drugs, and ASB featured in the 5 most common issues raised through casework.

	<i>Most Common Casework Topic</i>
1	Dissatisfaction with WYP's response to an incident
2	Traffic issues: dangerous driving and inconsiderate parking
3	Complaints about WYP officers or staff
4	Drug dealing/taking in community
5	ASB – particularly linked to young people

Economic Forecasts and Brexit

With so much of the nature of the UK's future relationship with the EU still to be decided, economic forecasts for the impact of Brexit can only be read as 'best guesses'. The government's own analysis published in November 2018 predicted a shrinking of the economy over the next 15 years. The Bank of England released their own forecasts as part of the government's analysis, with the economic impact over the next five years ranging from a 1.75% increase (if the current UK-EU trading arrangements stay in place), to 7.75% decrease in GDP should a "disorderly no-deal Brexit" occur (their worst-case scenario of WTO trading arrangements and severe disruption at customs checking points). The Bank has since revised down these figures as preparations have been made throughout 2019 to mitigate for a no-deal scenario.

Economic shocks tend to be felt most intensely in areas of the country with weaker economies and lower productivity per head. In West Yorkshire's case, our figure for GVA per head of £23,856 places the county in the middle of the league table of 41 economic areas (broadly aligned to English county areas) in the UK. At local level, Leeds is dominant in terms of GVA per head (£33,247), with Bradford (£17,651) placed in the bottom 20% of national economic areas.

As one component of the (as yet) unspecified future relationship with Europe, the continuity of UK/European law enforcement protocols remains unclear post-Brexit. Areas current co-operation which commentators have identified as under threat include the relationship with Europol, operation of the European Arrest Warrant, and access to the European Criminal Records Information System.

Summary:

Responses to the PCC's Your Views survey record that over three-quarters of West Yorkshire's residents feel safe in their neighbourhood, although there is recent evidence of increasing concerns about burglary and drug use and supply in communities. General anxiety about the degree of crime in neighbourhoods also increased in 2018. Road safety remains a key concerns across the districts.

Although the past two years have seen a fall in the number of people from Eastern Europe migrating to work in West Yorkshire, at least 6,000 migrants from Romania, Poland, Pakistan, and India registered for National Insurance in West Yorkshire in 2018.

As there is often a link between areas of economic deprivation and people's increased experience of crime, so it is a concern that deprivation in Bradford (as measured by the government's Indices of Deprivation) appears to be intensifying. Residents in the district are also potentially most vulnerable from any economic downturn inspired by a problematic UK departure from the European Union.

Based on the GVA (B) measure; latest figures from the ONS, to 2018
. <https://www.bbc.co.uk/news/uk-45561527> 'No-deal Brexit 'could make policing harder'

Needs Analysis – Tackle Crime and Anti-Social Behaviour

Articulation of Need

For many years the Police recording of Crime and Anti-Social Behaviour was used to evidence the effectiveness of policing in the forces across the country. Comparisons across crime types and incidents were relatively simple and significant decreases were experienced across the country.

This changed in 2014 when a report from the Office of National Statistics (ONS) found that police recorded crime did not meet the standards required for designation as national statistics. Since then, there has been an increased focus on improving recording practices, (hereafter called Crime Data Integrity [CDI]) which has led to a greater proportion of crimes being recorded by the police. For this reason, an increase in the number of crimes recorded by the police does not necessarily mean the level of crime has increased.

All Forces have now been inspected with regard to CDI and in 2019 West Yorkshire received an 'Outstanding' grading for crime recording. Although crime numbers remains an important part to evidence the Force's effectiveness, there are other measures which are now used to also shed light on the current position.

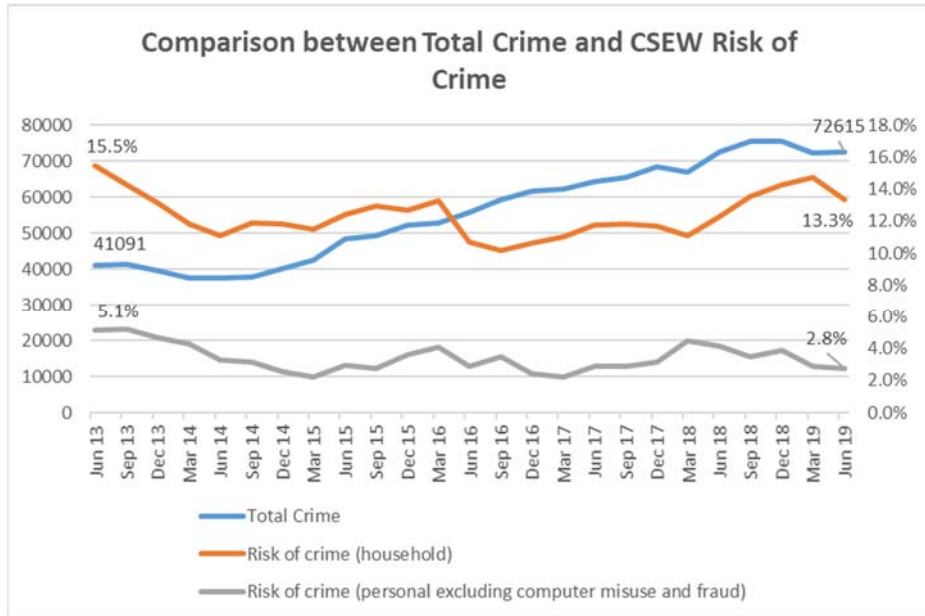
One of these is the Crime Survey of England and Wales (CSEW). This is a face-to-face survey where residents are asked about their experiences of a selected range of offences in the previous 12 months.

The CSEW is considered the most reliable indicator for long-term trends, particularly for the more common types of crime experienced by the general population. In comparison with police recorded crime, it is unaffected by changes in reporting rates or police activity and it includes crimes that do not come to the attention of the police.

The CSEW does not cover crimes against businesses or those not resident in households (for example, short-term visitors, or people living in institutions – such as care homes). It also excludes homicides and crimes that are termed "victimless", such as possession of drugs. The CSEW is not well-suited to measuring trends in some of the more harmful crimes that occur in relatively low volumes. This is because estimates of less frequently-occurring crime types can be subject to substantial variability from one time period to another, making it difficult to interpret short-term trends. It therefore important to use both sources of data to look at the current picture in West Yorkshire.

The CSEW has a measure that looks at whether the risk of crime to a person or to the household has increased or decreased – this is independent of the Police crime statistics and is believed to be a good indicator as to whether there is an actual increase in crime or if the increases seen are due to other factors such as recording methods. CSEW started recording these measures in March 2013, and the most recent figures are to June 2019.

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Data from CSEW [link to data](#)

The graph shows that although overall crime recording has increased by 76.7% (comparing the quarter to June 2019 with the quarter to June 2013), the risk of household crime has decreased by 2.2% and the risk of personal crime has decreased by 2.3%. Although overall there has been a decrease in both risks, the risk of household crime has seen increases since March 18 which has only recently showing a downward trend.

It is important that crime figures should be viewed in the light of these indicators as the indications from government are that policing will again be scrutinised, using measures such as these. With the government announcement of an extra 20,000 police officers to be recruited in the next 3 years a national policing board has been set up to oversee the process and part of this will be an extra layer of scrutiny.

The following table looks at the analysis by the CSEW with regard to all crime in England and Wales and then it is compared to the current picture in West Yorkshire Police, in order to extrapolate those areas that could be exerting the upward trend seen in the risk indicators.

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Crime Type	Figures for year ending June 2019 compared to year ending June 2018	Points to note	West Yorkshire Police rolling 12 months to Sept 19 compared with 12 months to Sept 18
Computer misuse	<p>No change in computer misuse offences as estimated by CSEW, although there was a 27% decrease in “computer viruses”.</p>	<p>The CSEW is the best source for measuring the volume of computer misuse offences as it captures offences that go unreported. However, as computer misuse is a recent addition to the CSEW and only limited time series data are available, caution must be taken in interpreting early trends.</p>	<p>WYP records crimes that are either Cyber enabled or Cyber dependant.</p> <p>Agreed that CSEW is the best source.</p>
Criminal damage and arson	<p>No change in overall criminal damage and arson estimated by the CSEW (1,082,000 offences).</p>	<p>Police recorded criminal damage and arson offences have seen little change in the last year (3% decrease to 568,131 offences).</p>	<p>WYP has seen a decrease in these offences down 6%.</p>
Fraud	<p>The CSEW estimated a 15% increase in fraud offences (to 3,863,000 offences).</p> <p>This increase is driven mainly by increases in bank and credit account fraud (17%, to 2,666,000 offences) and “other fraud” (183%, to 188,000 offences).</p>	<p>The CSEW provides the best indication of the volume of fraud offences experienced by individuals as it captures the more frequent lower-harm cases that are likely to go unreported to the authorities.</p> <p>However, as fraud is a recent addition to the CSEW and only limited time series data are available, caution must be taken in interpreting early trends.</p>	<p>Fraud and forgery offences are reported to Action Fraud and gives only a partial picture of the true nature of fraud.</p>
Homicide	<p>There was a 5% decrease in police recorded homicide offences (from 719 to 681 offences).</p> <p>There was a 14% decrease in police recorded homicides involving a knife or sharp instrument (287 to 248 offences).</p>	<p>Trends in homicide can be affected by events with multiple homicide victims, such as the recorded victims of Harold Shipman. No such events occurred in the year ending June 2018 or June 2019.</p>	<p>Homicides have increased from 30 to 38 – a 27% increase.</p> <p>Homicides involving a knife or sharp instrument have increased by 200% (from 4 to 12).</p>

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Crime Type	Figures for year ending June 2019 compared to year ending June 2018	Points to note	West Yorkshire Police rolling 12 months to Sept 19 compared with 12 months to Sept 18
Public order offences	Police recorded public order offences increased by 9% (to 445,945 offences).	A large part of this increase is likely to reflect improvements to recording practices. For example, incidents that may have previously been recorded as an anti-social behaviour incident may now be recorded as a public order offence. It is also possible that genuine increases in public disorder may also have contributed to the rise.	Similar picture in WYP with a 15% increase in offences. Much of the increase is due to CDI and changes in recording with regard to Harassment but it is believed there are some genuine areas of increase.
Robbery	Police recorded robbery offences saw an 11% increase (to 88,177 offences).	This increase is likely to reflect some real change in these crimes. Recording improvements are likely to have contributed, but the impact is thought to be less pronounced than for some other crime types. The CSEW does not provide a robust measure of short-term trends in robbery as it is a relatively low-volume crime. The offence of robbery involves theft (or attempted theft) with the use or threat of force. However, it forms a standalone category, separate from theft.	Robbery increases are slowing in West Yorkshire - overall robbery is up 7% . The breakdown shows that Business robbery is up by 10% and personal robbery is up by 6%.
Sexual offences	According to the CSEW, there was no change in the proportion of adults who experienced sexual assaults in the year ending March 2019 (2.9%) compared with the previous year (2.7%). Over the longer-term, there was a rise in sexual assault estimated by the survey over the past five years, with the latest estimate	Given the different factors affecting the reporting and recording of these offences, the police figures do not provide a reliable measure of current trends. The CSEW is the better source of victimisation data on sexual offences.	Sexual Offences have increased by 2% to Sept 19 in comparison to Sept 2018 (188 Offences). Current statistics show that 50.8% of the sexual offences were recorded against children . (To be discussed in the Safeguarding section.)

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Crime Type	Figures for year ending June 2019 compared to year ending June 2018	Points to note	West Yorkshire Police rolling 12 months to Sept 19 compared with 12 months to Sept 18
	returning to levels similar to those around a decade ago.	But this is only adult related data as offences against children are not measured as part of the CSEW.	
Theft	No change in overall theft offences estimated by the CSEW (3,690,000 offences) in the latest year.	The CSEW provides the better indication of overall trends in theft offences. It better captures more minor thefts, such as from outside a dwelling, which are less likely to be reported to the police.	Overall theft offences are down by 6% .
	Vehicle offences recorded by the police increased by 3% to 469,915. This was mainly the result of increases in “theft or unauthorised taking of a motor vehicle” (7%, to 115,777) and “theft from a vehicle” (2%, to 284,225).	However, police recorded crime data can help identify short-term changes in individual offences. Vehicle offences and burglary offences are thought to be generally well-reported by victims and well-recorded by the police.	Vehicle Offences are down by 8% in West Yorkshire.
	Burglary offences recorded by the police saw a 4% decrease to 417,416, driven mainly by decreases in “residential burglary” (5%, to 291,816).		Overall Burglary has reduced by 8% with an 8% drop in residential burglary and a 6% drop in business and community burglary.
	There was a 10% increase in “theft from a person” offences recorded by the police, to 109,096.	Additionally, as with “robbery”, “theft from the person” is also a low-volume crime Therefore, CSEW estimates are prone to greater fluctuations than estimates for more frequently occurring offences. Although this offence is prone to changes in recording practices, the police recorded data can	Theft from person has increased by 2% in West Yorkshire.

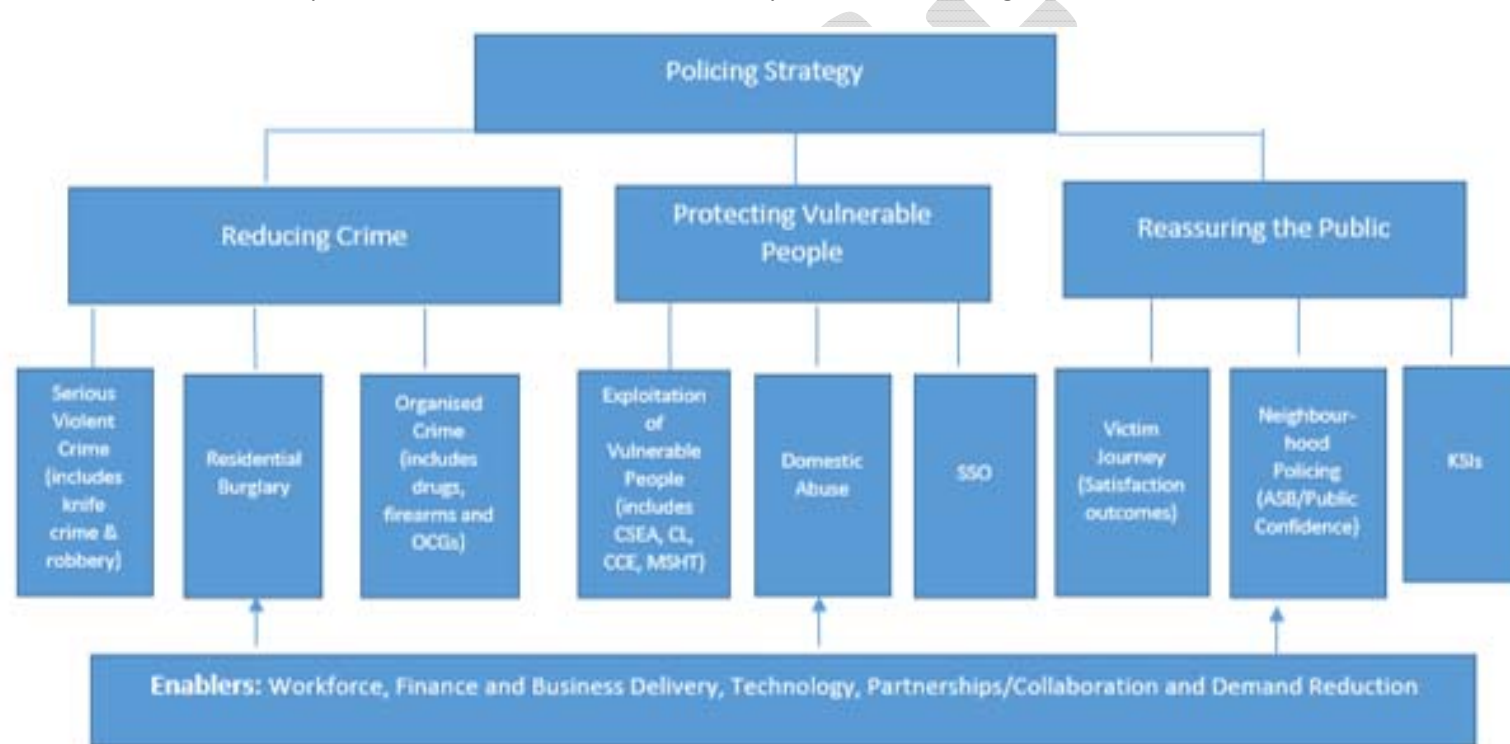
Needs Assessment 2019/2020

Crime Type	Figures for year ending June 2019 compared to year ending June 2018	Points to note	West Yorkshire Police rolling 12 months to Sept 19 compared with 12 months to Sept 18
		often be a better measure of short-term trends than CSEW.	
Violence	No change in overall violent offences estimated by the CSEW (1,327,000 offences).	The CSEW provides the better indication of overall trends in violent crime, providing a good measure of the more common but less harmful offences.	Increase in overall violent crime figures of 15% .
	Police recorded offences involving firearms saw a 4% increase (to 6,734 offences), driven by rises in offences involving weapons such as stun guns, CS gas and pepper spray, partly reflecting improvements in identifying these cases.	Some uncertainty over drivers but likely that current trend reflect real changes in crime levels. Recording changes may also be a factor.	West Yorkshire has seen a decrease in total recorded offences (498 vs 474) a decrease of 4.8% . But violent crime involving a firearm has risen by 39.5% (from 124 to 173 offences).
	Police recorded offences involving a knife or sharp instrument increased by 7% (to 44,076 offences). This figure excludes Greater Manchester Police (GMP). The rate of increase has fallen from 14% in the year ending June 2018.	GMP have changed their methodology after identifying an undercount of crimes involving a knife or sharp instrument. Data for GMP are not comparable over this time period. Including GMP, there were 47,513 knife or sharp instrument offences. It is possible that recording improvements in other forces have also contributed to the increase.	West Yorkshire has seen a decrease in knife or sharp instrument offences of 7.5% , there were 2688 up to Sept 2018 and 2487 up to Sept 2019.

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The West Yorkshire Police Policing Strategy is currently being revised and updated. The diagram below shows:

- The Chief Constable's three Policing Purposes
- Annual Risk areas for prioritisation in each area as defined by the current Strategic Assessment.



The category of Protecting Vulnerable people will be discussed in the Safeguarding section of this report alongside Human Trafficking and Modern Slavery and County Lines. The detail behind the other areas will follow with a link to the above and the CSEW.

Serious Violent Crime

The Serious Violence Strategy was released by the Home Office in April 2018 and set out the Government's response to serious violence which focussed on knife crime, gun crime and homicide.

In the summer of 2018 the Home Office released funds to 18 areas which had the highest serious violent crime problem. These monies were allocated based hospital admissions for assault with a sharp object.

As part of the VRU funding bid, a series of common measures were outlined to track progress and West Yorkshire agreed on some further measures, the data in this section looks at both the common statistical measures for all VRUs and the extra measures that were added by West Yorkshire. These are:

Common Measures

VRUs will be required to track progress against common, statistical success measures. These measures have been selected in recognition of the VRU core function and to ensure focus within the VRUs activities on the reduction of violent crime in public spaces. These success measures are as follows:

- Reduction in **hospital admissions** for assaults with a knife or sharp object and especially among those victims aged under 25;
- Reduction in **knife-enabled serious violence** and especially among those victims aged under 25, based on police recorded crime data;
- Reduction in all **non-domestic homicides** and especially among those victims aged under 25 involving knives.

West Yorkshire Measures

In addition to the common success measures, West Yorkshire intend to add the following to gauge long-term progress of both the central VRU and the district hubs.

A reduction in **Personal Robbery offences** where a knife is used will be a high-level success measure for West Yorkshire. This is especially where the victim is under 25 and/or the perpetrator is under 25. The inclusion of this measure will bring a focus to this type of offence, especially in the districts where this is common.

A further measure will be **all crime committed against young people**.

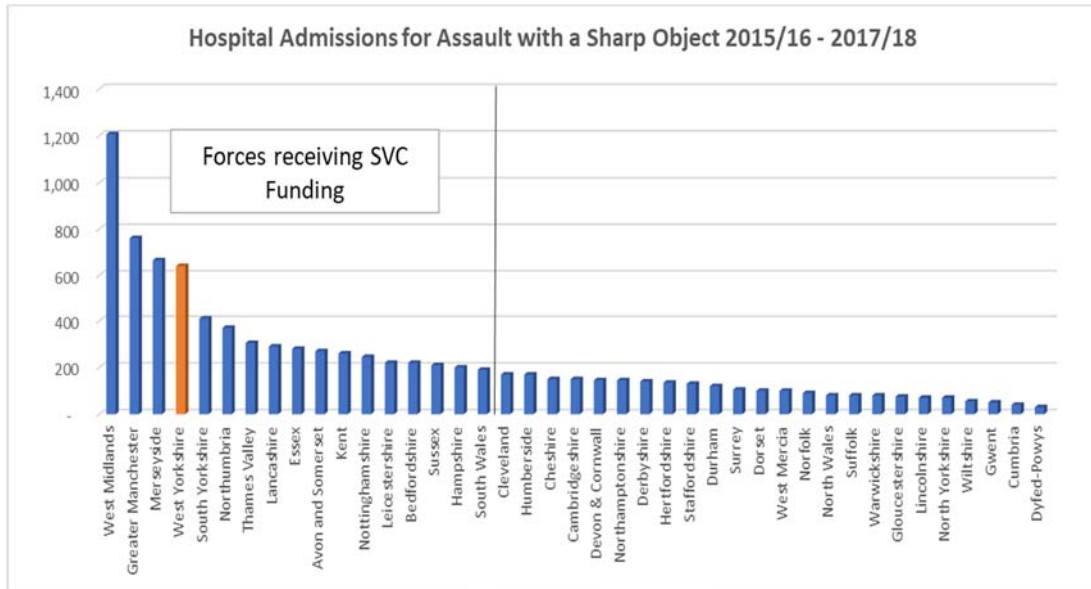
This measure will ensure that there is a spotlight on the harm that is being caused to our young people and will give areas the detailed understanding of not just the high harm crimes that affect 1% of the population but all of the crimes against this vulnerable age group.

Alongside this measure will be a **Youth Crime survey** which is distributed as part of the communications strategy. This will ensure that the voice of the victim is heard and that providers are considering the needs of young people in shaping interventions.

Hospital Admissions

The data used to decide on the VRU funding ratio was that of Finalised Admission Episodes where the external cause code was ‘Assault with Sharp Object’.

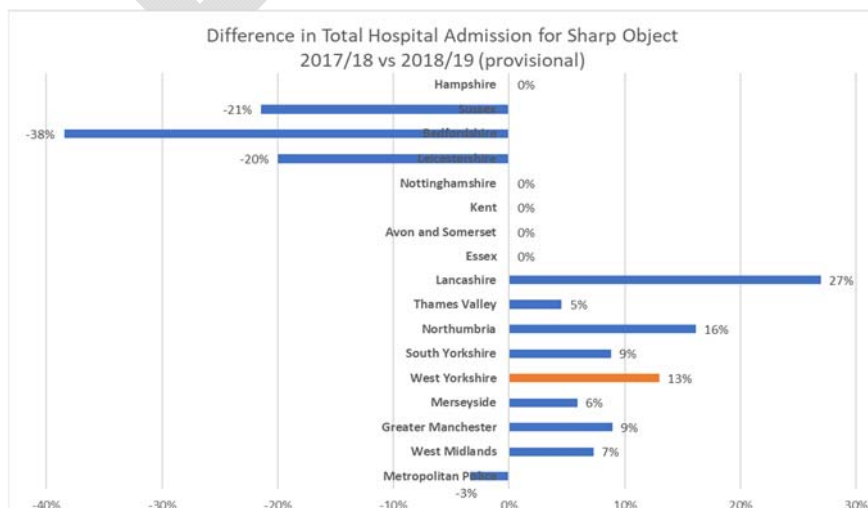
This gave the following scenario:



For the period in question (i.e. 2015/16 – 2017/18) there were 645 admission in West Yorkshire in the 5 districts. The data for this year shows a 13% increase for West Yorkshire and the distribution is as follows:

Totals	2015-16	2016-17	2017-18	Grand Total	% of total
Bradford	55	35	40	130	20.2%
Calderdale	10	15	15	40	6.2%
Kirklees	35	55	55	145	22.5%
Leeds	85	75	105	265	41.1%
Wakefield	20	20	25	65	10.1%
W Yorks	205	200	240	645	

	2018-19	% of total
Bradford	45	17.0%
Calderdale	20	7.5%
Kirklees	60	22.6%
Leeds	110	41.5%
Wakefield	30	11.3%
W Yorks	265	



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This data shows that for the last year West Yorkshire saw a 13% increase in admissions and this was the largest of the top 5 forces which means that West Yorkshire are now ahead of Merseyside in the overall total position and the third highest overall.

Under 25 Age Group

The above data is for all admissions, whereas the funding has specifically targeted youths which are classified as 'under 25'. The normal data with regard to hospital admissions under this category breaks down age into 10 year categories – i.e. 10-19, 20-29 which makes it impossible to pull out those aged 24 and under. In order to inform the SVC funding, there has been some new data provided which breaks these admissions down into below 25 and above 25 age groups.

Not all data is included in the age breakdown – the percentage varies between areas.

Metropolitan Police	100.3%
West Midlands	98.8%
Greater Manchester	89.5%
Merseyside	74.4%
West Yorkshire	82.0%
South Yorkshire	54.9%

The table shows the percentage of the totals from the original funding list which could be broken down into the age groups. This could be seen as a method to determine how accurate the hospital data is. The Metropolitan area of London and West Midlands area shows a high percentage of compliance with Manchester and West Yorkshire in the 80-90% area and Merseyside and South Yorkshire

show less compliance.

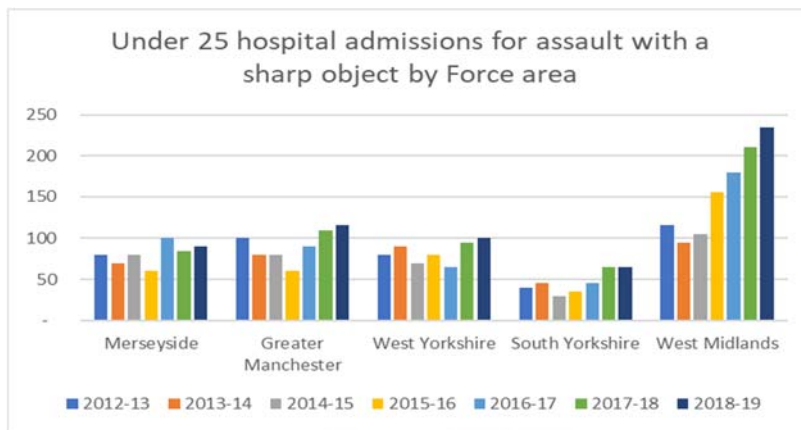
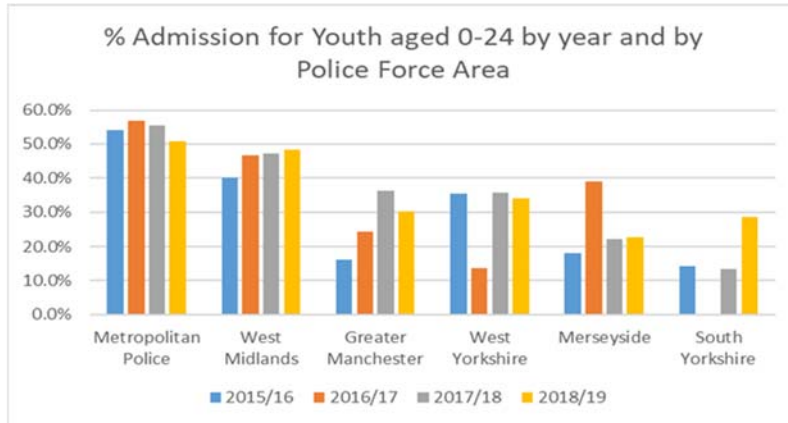
The following is the actual breakdown of the data – along with a comparison between last year and this year.

Police Force Area Name	Age	2015/16 - 2017/18	%	2017/18	%	2018/19	%
Metropolitan Police	0 - 24	1,840	55.5%	665	55.4%	585	50.9%
Metropolitan Police	25+	1,475	44.5%	535	44.6%	565	49.1%
West Midlands	0 - 24	535	45.0%	215	47.3%	225	48.4%
West Midlands	25+	655	55.0%	240	52.7%	240	51.6%
Greater Manchester	0 - 24	185	27.2%	105	36.2%	95	30.2%
Greater Manchester	25+	495	72.8%	185	63.8%	220	69.8%
Merseyside	0 - 24	140	28.3%	40	22.2%	50	22.7%
Merseyside	25+	355	71.7%	140	77.8%	170	77.3%
West Yorkshire	0 - 24	155	29.5%	75	35.7%	85	34.0%
West Yorkshire	25+	370	70.5%	135	64.3%	165	66.0%
South Yorkshire	0 - 24	20	8.9%	10	13.3%	30	28.6%
South Yorkshire	25+	205	91.1%	65	86.7%	75	71.4%

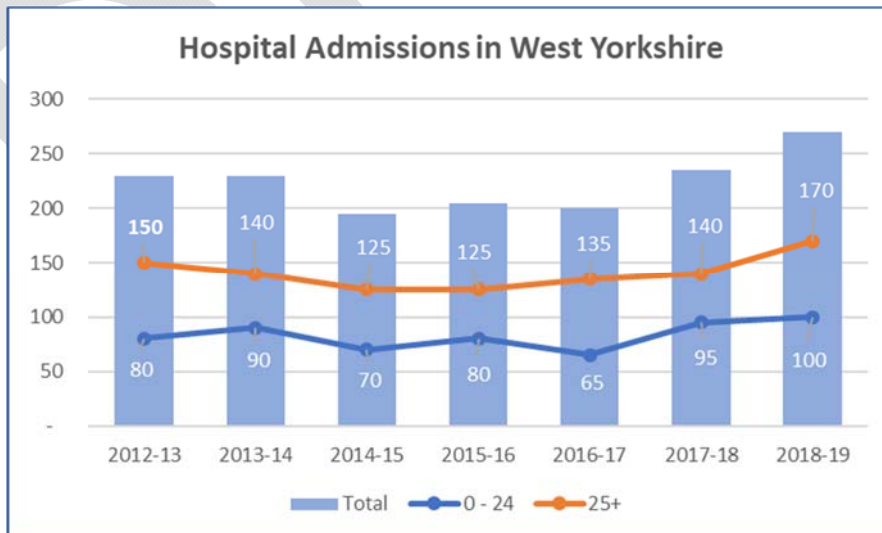
For the years in question and for this last year, the Metropolitan Police Service shows more youths than adults being admitted. The figures for West Midlands are very similar although adults are just higher in this area. The picture changes as the hospitals further north are include. In Greater Manchester and West Yorkshire are similar with Adults in the 60-70% and youths in the 30-40% ranges. Merseyside sits in in the 70-80% adult bracket whereas South Yorkshire shows 90% versus 10% for the original data (although the low compliance may explain this and the most recent year is closer to Merseyside).

This indicates that the problems with youth admission in hospital is not as prevalent in the north as it is in the south. The data goes back to 2015/16 and a review of this data shows that the above has been true for the whole time period although the percentage of youth admissions in Metropolitan area of London are declining whereas they are increasing in other areas.

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West Yorkshire has seen an increase in this metric, both for Under 25s and for over 25s but it is in the over 25 category where the increase is highest.



Knife-enabled Serious Violence

ONS Selected Knife Offences	Oct17 - Sept 18	Oct 18 - Sept 19	% Difference
Attempted Murder	6	11	83.3%
Threats to Kill	499	447	-10.4%
Assault with injury and Assault with intent to cause Serious Harm	1219	1065	-12.6%
Robbery	938	911	-2.9%
Rape and Sexual Assault	50	44	-12.0%
Homicide	5	10	100.0%
Grand Total	2717	2488	-8.4%

There has been a -8.4% reduction in Knife enabled crime when comparing the last 12 months with the 12 months before, but this decrease has not been seen across all categories.

There has been an increase in such offences as attempted murder and homicide

Assault with intent to cause serious harm has decreased over this period by 12.0%.

The assault with intent to cause serious harm decreases vary district by district - see following table.

District	12m to Sept 18	12m to Sept 19	% Difference	12m to Sept 19 % of whole	% Population	Difference
BD	126	100	-20.6%	20.4%	23.2%	-2.8%
CD	43	37	-14.0%	7.6%	9.1%	-1.5%
KD	124	101	-18.5%	20.6%	18.9%	1.7%
LD	205	195	-4.9%	39.8%	34.0%	5.8%
WD	59	57	-3.4%	11.6%	14.8%	-3.1%
Grand Total	557	490	-12.0%			

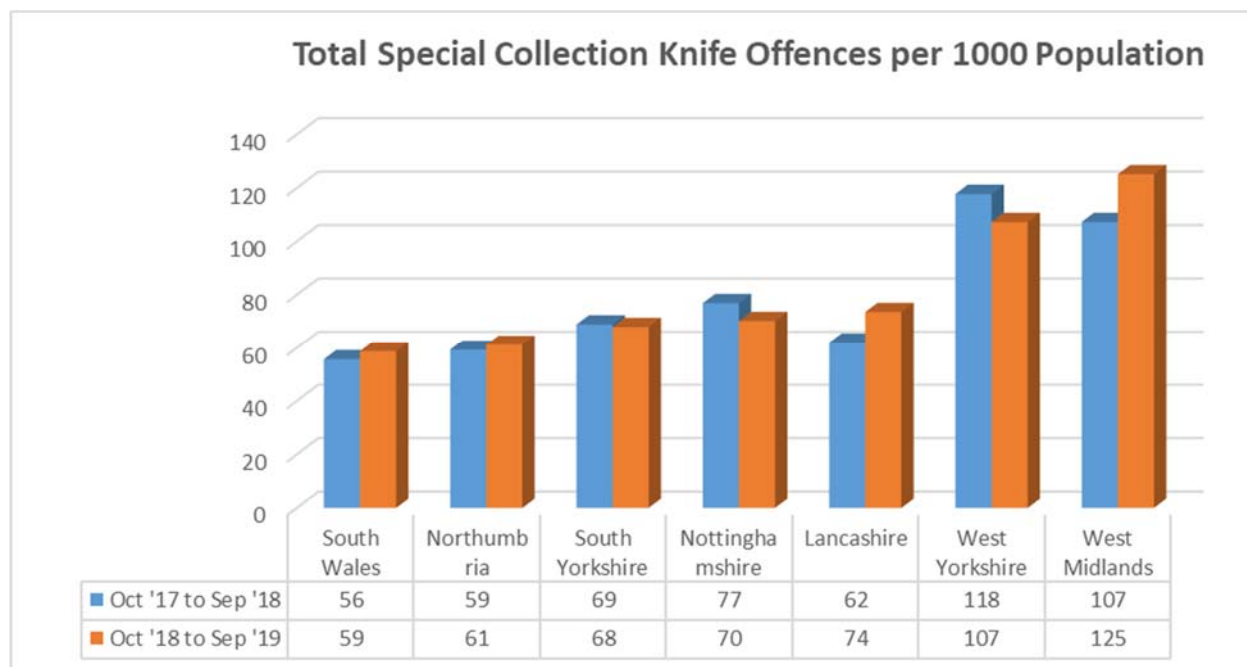
Although overall offences dropped by 12%, Bradford saw the highest decrease followed by Kirklees. This means that in comparison with percentage of population in each district, Bradford has the lowest count of serious knife crime in its area and Leeds has the highest.

The percentage of the whole for these offences corresponds to hospital admissions for knife or sharp object external cause with Leeds having the highest number followed by Kirklees and then Bradford and if this is compared with the population numbers then we see that Bradford has a smaller percentage of the offences that its population would suggest in both categories (i.e. hospital admissions and serious knife offences) and Leeds and Kirklees (especially Leeds) have a higher percentage than their population would suggest.

Although overall knife enable serious violent crime has reduced by 12%, the offences which show the age of the victim have declined by 7.0% although in 6% of the cases, the age of the victim is not known.

Victim Age	Oct 17 - Sept 18	Oct 18 - Sept 19	% Difference
Under 25	199	185	-7.0%
Over 25	298	277	-7.0%
Not recorded	60	28	-53.3%
Grand Total	557	490	-12.0%

The latest release from the ONS with regard to knife crime has data for all forces up to June 2019. Police recorded knife and sharp instrument offences data are submitted via an additional special collection.



Following the implementation of a new IT system in July 2019, Greater Manchester Police have been unable to supply data for the quarter July to September so are not included in the MSG

In comparison with the other forces in the MSG, [Click here for HMICFRS explanation of MSG \(most similar groups\)](#) West Yorkshire has a high number of crimes per 1000 residents, but lower than West Midlands.

In England and Wales as a whole, there has been a 7% increase in offences with knife enabled assault with intent to cause serious harm rising by 2%, and robbery rising by 10% overall the only category to see a decrease was with regard to homicides – and this has dropped by 13%

In West Yorkshire the picture is different, in that knife enabled serious violence decreased by 12 % but knife enabled homicide has risen by 200%.

Homicide

The number of Homicides in West Yorkshire has risen by 19.4% (6 offences). The majority of these (89.2%) were non-domestic homicides which have risen by 32%.

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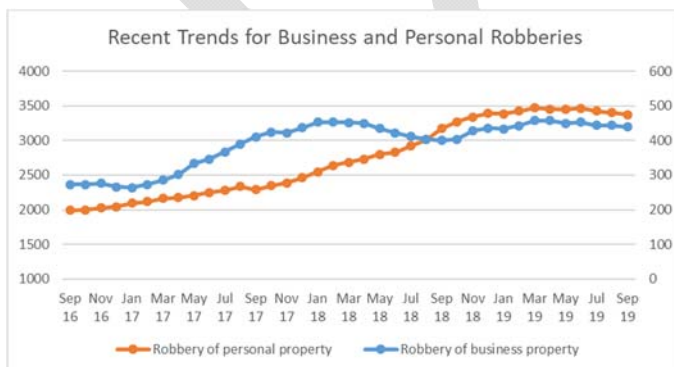


With regard to knife enabled homicides, England and Wales have seen a decrease in offences of 13%, but West Yorkshire has seen a rise in such offences from 4 in 2017-18 to 12 in 2018/19 - an increase of 200%.

Although numbers for these offences are small, the rise in knife enabled offences is a concern as is the increase in knife enabled attempt murder, which has risen 83.3%, from 6 offences in Sept 18 to 11 offences in September 19.

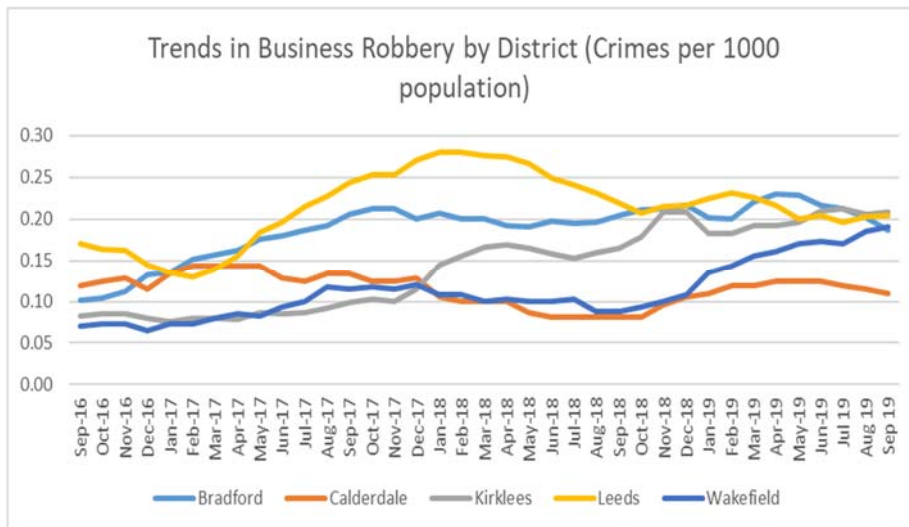
Robbery

In Sept 2018, Business robbery was on the decrease in West Yorkshire and Personal robbery was on a steady upward trajectory. Over the past 12 months, business robbery saw a slight increase earlier in the year which has now stabilised and personal robbery stabilised at the beginning of the year and is now showing signs of decreasing.

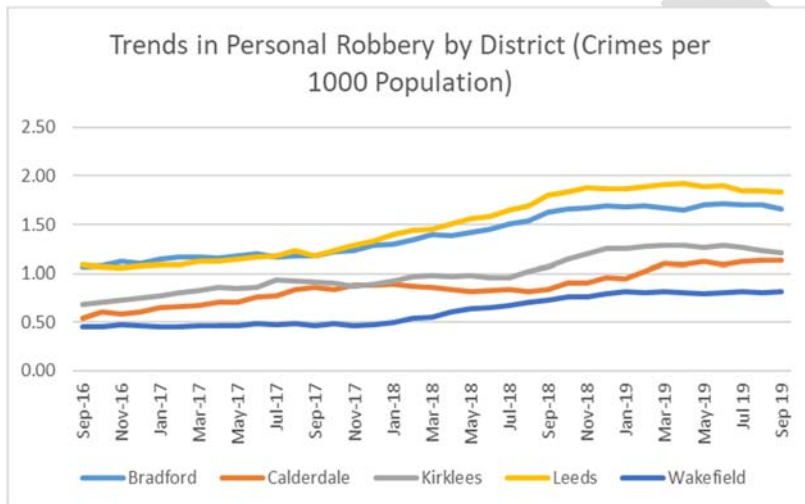


Overall personal robbery has increased by 5.8% in comparison to this time last year and business robbery has increased by 11.1%.

These trends are not true of all districts, and the following graphs look at Business and Personal robbery in each district and notes the differences therein.



The increases in Business robberies last year was mostly influenced by the number in Leeds, but the most recent increases have been led by Kirklees and Wakefield with these areas still increasing, whereas Bradford and Calderdale are decreasing and Leeds has stabilised.



With personal robbery, the upward momentum was seen in each district in 2017/18 and has now levelled out in each area for 2018/19.

With regard to knife enabled offences, figures show that 24% of robbery offences were knife enabled, compared with 23% in England and Wales and is the third highest in the MSG with only Northumbria and South Wales showing a higher percentage.

In West Yorkshire, knife enabled offences dropped by -7.0% in Sept 2019 in comparison with Sept 2018, but knife enabled business offences rose by 27.3% in the same period.

Previously neither Personal nor Business robberies were in the top 15 for MoRile, but in the most recent assessment business robbery came 15th, highlighting the increasing trend this year.

With regard to victims, for personal robbery 40.2% were aged under 25 and this is a 2.0% increase with regard to the same time last year.

All Crime Committed Against Young People

12 month period	Prev 12m	Last 12m	% Change	% of total
Recorded Crime - victim under 25				
Homicide (non domestic)				
Total Recorded	5	9	80.0%	29.0%
Firearms				
Total Recorded	152	152	-	32.10%
Violence (excl air weapons)	63	89	41.3%	51.4%
Violence (s1. firearm/shotgun)	18	30	66.7%	40.0%
Crime involving knife / sharp instrument (serious offences)				
Total Recorded	995	912	-8.3%	36.7%
Attempt murder	1	4	300.0%	40.0%
Threats to Kill	125	108	-13.6%	23.8%
Assault with injury	240	212	-11.7%	36.7%
Section 18 wounding	182	169	-7.1%	34.5%
Robbery	416	398	-4.3%	43.6%
Positive outcome rates	16.50%	15.50%	-6.1%	5.7%
Section 18 Wounding (all)				
Total Recorded	643	617	-4.0%	32.6%
Robbery				
Total recorded	1381	1405	1.7%	36.9%
Personal robbery	1329	1355	2.0%	40.2%
Business robbery	52	50	-3.8%	11.4%
Activities - Nominal under 25				
Arrests				
Possession of weapons	612	701	14.5%	42.0%
Crime involving firearms	195	162	-16.9%	49.8%
Crime involving knives etc	682	557	-18.3%	42.4%
Stop and Search				
Total stop and search	4120	5774	40.1%	48.2%
Offensive weapon	506	854	68.8%	52.8%
Object seized (any type)	58	88	51.7%	48.6%
Positive outcome rates	84	165	96.4%	52.4%

32% of all firearms offences were against young people with an increase in violent offences.

Knife enabled crime has dropped by 8.3% overall with decreases in all categories apart from attempt murder.

Section 18 wounding has fallen by 4% with young people making up 32.6% of the victims and robbery has increased by 1.7% with young people making up 36.9% of all robbery victims.

Arrests have increased for young people and associated crime categories have fallen and there has been an increase in all metrics for stop and search of which young people make up nearly 50% of the nominals stopped.

Serious Violent Crime Conclusion and Gap Analysis

Although there has been some reductions in crimes involving firearms and knives, the increase in non-domestic homicides and robbery gives cause for concern alongside the continued rise in hospital admissions.

Recent research shows the connection between young people and serious violence especially in the areas of highest deprivation. Bradford has the highest percentage of young people in its council area in comparison with the rest of England and Wales and also has some of the highest areas of deprivation, and yet shows a lower percentage of serious violence and hospital admissions in comparison to other areas in West Yorkshire

It is therefore suggested that the Violence Reduction Unit Problem Profile should re-examine the drivers of serious violence, as data in West Yorkshire does not match with what is seen as the normal drivers of this type of offence elsewhere.

Other Priority Crimes from the Police and Crime Plan

Cyber Crime and Fraud

99% of cyber-crime is cyber enabled and continues to fall into three main categories: Harassment/Unwanted contact, Sexual/Indecent reports and Fraud.

Cyber enabled offences have increased in the past 12 months by 6.7% with offences reaching 12,135 in the 12 months to September.

The majority are Harassment/Unwanted contact offences, predominantly involving malicious communications. Analysis shows that the groups considered most at risk of these types of offences were female, aged between 16-36 years. A significant proportion of these are domestic related offences

A recent downturn in sexual/indecent cyber related offences has been reported and it is believed that increased awareness and education particularly in respect of minors sharing images of themselves is a contributory factor.

The proliferation of technology and the increasing prevalence of the online world is facilitating a broad range of crimes, including fraud, drugs and the use of the dark web. 78% of adults and 95% of teenagers use a smart phone, fuelling more persistent on-line activity and therefore more potential crime. In addition, most investigations now involve some digital footprint, which means a greater investment in digital investigative capabilities.

According to the most recent data from the ONS, there were 8,260 reports of fraud in West Yorkshire, which is an increase of 14% when compared to the previous year.

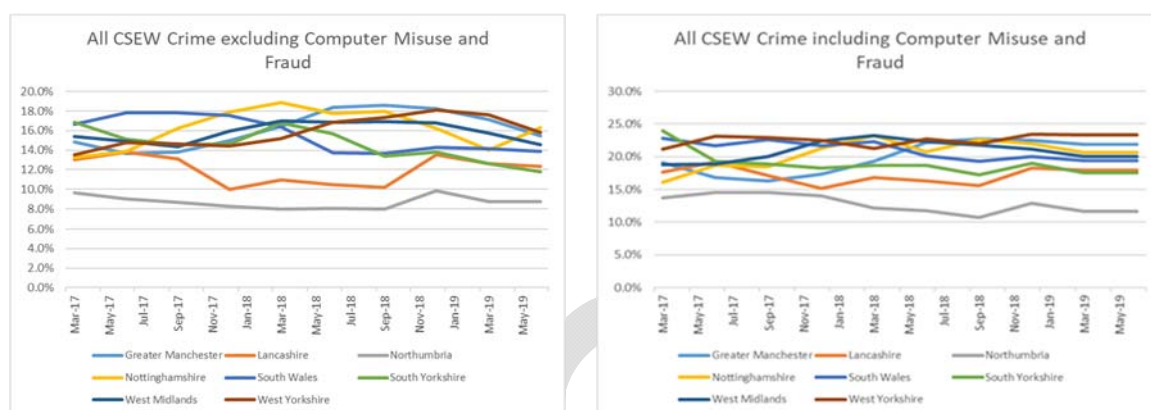
According to data from the assessment hub, the top three reported crime types in 2019 are, Abuse of position of trust, Mandate Fraud and Corporate Employee Fraud

There still remains difficulty in obtaining any kind of reliable information from Action Fraud and there is a current backlog of 6-8 weeks to review reports and this inhibits the identification of

trends and threats in West Yorkshire it is believed that 60% of the online fraud has been wrongly categorised.

The CSEW provides the best indication of the volume of fraud offences experienced by individuals as it captures the more frequent lower-harm cases that are likely to go unreported to the authorities. Fraud and computer misuse statistics have now been formally assessed by the Office for Statistics Regulation against the Code of Practice for Statistics and were awarded National Statistics status in March 2018.

With regard to CSEW crime – West Yorkshire has recently shown a decrease in all CSEW crime and have moved from 8th (out of 8) down to 7th (please see chart below)



But when Computer Misuse and Fraud is included in the graph then West Yorkshire is still 8th and no closer to any of its neighbours

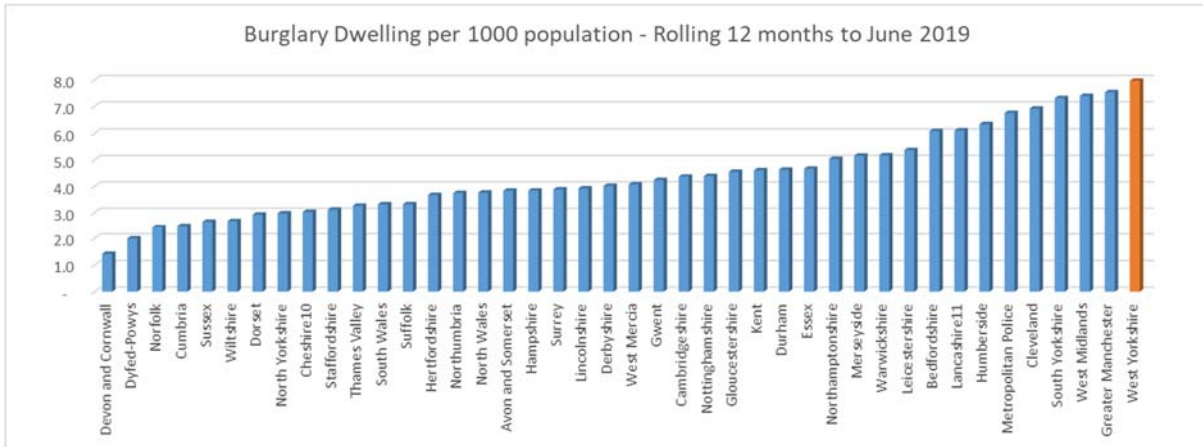
The Morile assessment for the police ranked fraud as 16th, cyber dependent crime as 32nd and Cyber enabled crime as 35th.

Fraud and cyber-crime are potential outcome measure for the Home Office as part of their development of a number of indicators to assess police performance (as a result of the uplift in policing). It is therefore likely to receive more Home Office/National Policing Board focus in the future.

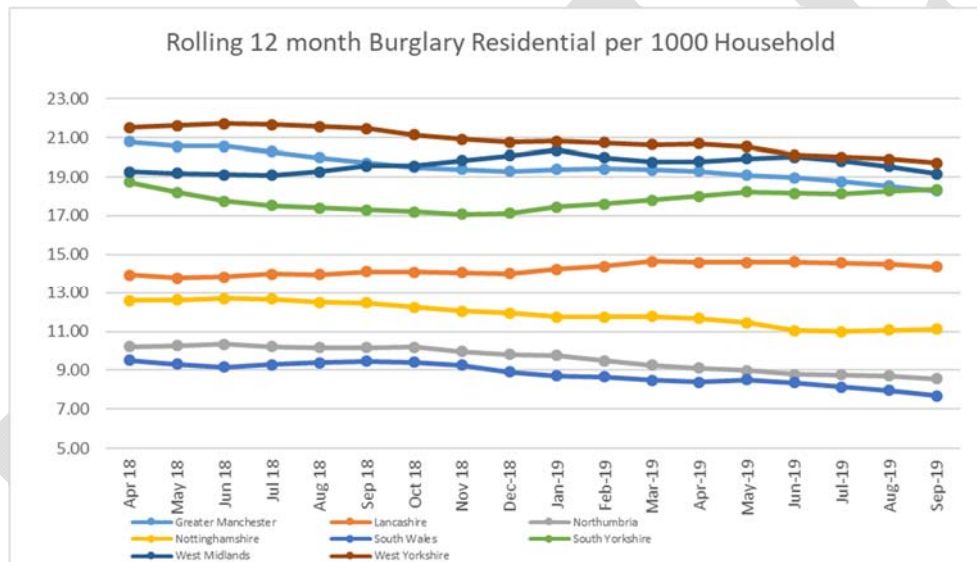
Burglary

In April 2017 the categories for burglary changed and since this time any structure on a premises (such as a shed or a garage) will be included in Residential Burglaries. Community and public expectations around burglary are high; this is currently on a reducing trend (7.6%) which is a greater reduction than the MSG average of 6%. The current position in the country (i.e. number of burglaries per 1000 population) attracts both national and local media attention.

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As Burglaries are on a reducing trend, West Yorkshire is now closer to its neighbours in the MSG that it was at this time last year, but many are also on a reducing trend so it is unclear if the position in the MSG will change in the near future.



Residential burglary is a potential outcome measure for the Home Office as part of their development of a number of indicators to assess police performance (as a result of the uplift in policing). It is therefore likely to receive more Home Office/National Policing Board focus in the future.

Drug Trafficking

Drug Trafficking is a key concern for communities which requires a multi-agency response and is influenced by public expectations.

Offences have increased by 17.8% in the past 12 months and a further increase of 11% has been reported in the 6 months since April 2019.

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The outcome rate in the past 12 months at 42% is higher than the previous year (36%) and the volume of outcomes 1-8 has increased.

Drugs continues to be the main driver of most Organised Crime and this is true of West Yorkshire.

Drug Trafficking shows the highest crime rate in the MSG but the 3rd lowest outcome rate.

There were 6,046 seizures of controlled drugs in West Yorkshire in 2018/19 which is a 14% increase on last year. This is higher than the average increase for England (11%) but lower than the increase for Yorkshire and the Humber (18%) this is mostly because of the increase in South Yorkshire which saw a 26% increase on the previous year.

The below table looks at drug seizures per million 1 population by drug class, type and police force area, 2018/19

Police force region or authority	All drugs ³	Class A drugs								Class B drugs			
		Cocaine	Crack	Ecstasy	Heroin	LSD	Methadone	Morphine	Other class A	Total Class A	Cannabis	Total Class B	Total Class C
England and Wales average³	2,439	282	111	46	141	3	7	3	15	524	1,744	1,848	64
England	2,402	277	112	44	136	3	7	3	13	513	1,724	1,824	57
Yorkshire and The Humber Region	2,457	262	93	49	112	2	8	2	10	475	1,637	1,773	74
Greater Manchester	1,903	249	55	46	105	1	4	2	4	398	1,301	1,408	49
Lancashire	631	89	37	5	49	1	-00	-00	-00	152	445	485	13
Northumbria	3,226	535	51	93	185	2	18	11	31	842	1,725	2,021	214
Nottinghamshire	2,948	447	94	78	116	3	1	-00	23	677	1,942	2,395	47
South Yorkshire	3,028	336	137	68	106	4	9	4	22	619	1,979	2,253	63
South Wales	3,173	400	157	78	295	4	12	5	86	887	2,059	2,313	297
West Yorkshire	2,606	297	75	48	105	3	9	3	3	500	1,885	1,988	62
West Midlands	1,911	263	93	11	123	1	2	0	4	444	1,460	1,536	19

The total drug seizures in West Yorkshire per million population were higher than the average for England and Wales and the Yorkshire and the Humber region but lower than most of the MSG. Seizures for Class A was higher than Yorkshire and the Humber but lower than England and Wales and lower than most of the MSG. Class B seizures were higher than both England and Wales and Yorkshire and the Humber but lower than most in the MSG and Class C was only higher than the average for England.

West Yorkshire drug seizures have increased, but for all types are not at the levels seen across many of our MSG comparison area, although higher than West Midlands and Greater Manchester

Increases in drug offences are deemed to relate to proactivity and will need prioritising to bring to the levels of others in the MSG.

Killed or Seriously Injured in Road Accidents – (KSI)

The most recent ONS figures (rolling 12 months to June provisional estimates) show that there has been a 7% reduction in the number of Killed or Seriously Injured in road accidents in West Yorkshire. Those killed have reduced by one in comparison to the same period last year and those seriously injured has reduced by 62. This is compared to a slight increase (not statistically significant) for the whole of Great Britain.

The impact of this crime is substantial even though most are not fatal and this can have a long-term financial impact on the victim. Community and public expectation are high as this is a key priority according to the public perception survey, but requires a partnership approach.

Needs Assessment 2019/2020

Force Area	Killed	KSI	Slight	All
Hampshire	53	1043	3721	4764
Sussex	47	1014	4021	5035
West Midlands	54	1013	6286	7299
South Yorkshire	54	924	2301	3225
Kent	54	887	5113	6000
Lancashire	54	879	3531	4410
Devon and Cornwall	55	873	3785	4658
Essex	45	842	2977	3819
West Yorkshire	65	828	4132	4960
Surrey	27	811	3165	3976

This figure puts us at 9 out of the top ten for this metric (not including the Met) and is a 5 place improvement on last year when we were fourth.

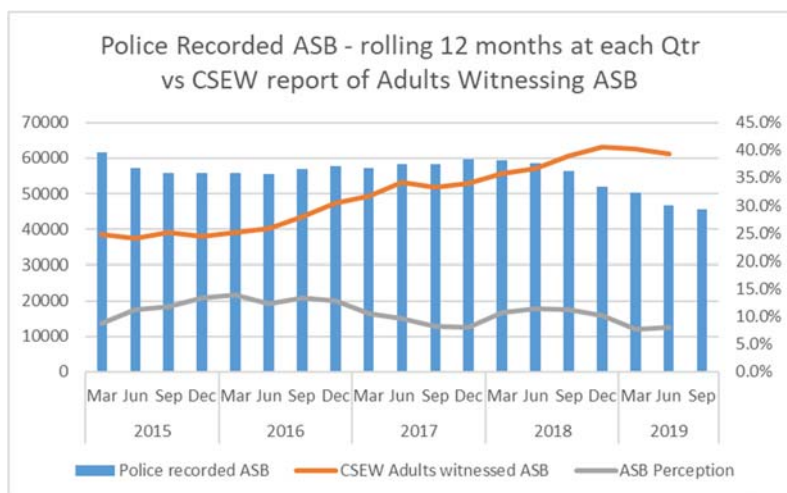
West Yorkshire has seen one of the biggest improvements overall for all types of severity (i.e. KSI and slight) with only Greater Manchester surpassing the decrease (top ten decreases shown in table).

Police force area	Comparison with 2018			
	Killed	KSI	Slight	All
Greater Manchester	9	-196	-756	-952
West Yorkshire	-1	-62	-805	-867
Surrey	-10	59	-567	-508
Kent	-8	41	-433	-392
Hertfordshire	4	6	-382	-376
Devon and Cornwall	-16	9	-371	-362
South Yorkshire	13	45	-361	-316
Essex	12	-48	-260	-308
Cheshire	28	13	-304	-291
Staffordshire	-3	36	-323	-287

Anti-Social Behaviour

Anti-Social Behaviour (ASB) reports to the Police are currently on a decreasing trend, Current ASB figures for the Police show a rolling 12 month total of 45,628 incidents a year (a 19% reduction compared to the preceding 12 months).

The ASB perception as part of the CSEW was on a reducing trend from September 2016, but this changed in December 2017 when ASB numbers started to decrease and the perception of ASB began to increase, although this has seen a decrease recently. The CSEW reports WYP residents as having the 5th lowest perception of ASB in the MSG.



The CSEW also reports on the numbers of adults that have witnessed ASB in the West Yorkshire area. This metric has been on an increasing trend since December 2015 and has only recently seen a slight decrease. As this decrease coincides with a similar decrease at this point last year, it is not clear if this is an actual decrease or just a yearly cycle.

ASB incidents are reported in various ways, but West Yorkshire Police relies on the numbers from their incident system to give their recorded ASB figures. The Force has the second lowest rate of ASB in the MSG, but some of the reductions in ASB may be as a result of crime recording given the increase in public order offences and violence without injury. In addition, there could also be a shift in offending in terms of online ASB offences such as malicious communications

Current Service Provision

With regard to crime and disorder the main monies are distributed to the CSPs in order to tackle crime and disorder in their area. At district level, the PCC is committed to building on the work of the five well established community safety partnership (CSPs) in Bradford, Calderdale, Kirklees, Leeds and Wakefield. Each undertakes a joint needs assessment every year, and agrees a crime and disorder strategy to address the issues identified in the assessment. The work is the joint responsibility of all CSP partners with local authorities and the police often taking the lead. Other public services are also “co-operating authorities”, sitting on the CSP and playing their part. Each of West Yorkshire districts has distinct needs and patterns of provision; it makes sense for some decisions about commissioning and accountability to be taken at that level.

As well as the reduction in funding in the Police service, many CSP’s have also been impacted by reductions in funding to the various local authorities. For each area this has exhibited in different ways from losing analytical support to reduction in funding across services such as alcohol and drug rehabilitation.

Road Safety - monies to both Calderdale and Bradford have been used to target anti-social use of vehicles on the road, whether this be with regard to enforcement of speed limits or seizing vehicles due to having no tax or insurance.

On 9 April 2018, the Government published its Serious Violence Strategy setting out an ambitious programme of work to respond to increases in knife crime, gun crime and homicide. The Strategy places an emphasis on early intervention and prevention and aims to tackle the root causes of violence and prevent young people from getting involved in crime in the first place. On 13 March 2019 the Chancellor announced a £100m Serious Violence Fund for use during the 19/20 financial

year to tackle serious violence £35m from the Fund has been assigned to establish, or build on existing, Violence Reduction Units

West Yorkshire was allocated 3.7m of funding for the 19/20 financial year and this is being replicated in 2020/21.

Evidence Base

The serious violent crime strategy from the government was clear on the evidence base that it used for the recommendations, it talks about the strong links between serious violent crime and drugs and the related harm and exploitation from county lines the next point was with regard to Early Intervention. This was supported by the Early Intervention Youth fund from which projects will be funded in West Yorkshire, partnerships and communities were considered as a vital part of this work and to compliment the work with criminal justice and the law enforcement response.

It is acknowledged that Early Intervention has the strongest evidence for reducing violent behaviour, but this is not an immediate fix and the results may not be seen for many years (such as the interventions with families of preschool children) so these type of prevention would require long term funding to make any difference.

The College of Policing has constructed a 'What Works' toolkit – this is to give an indication of the current research and a review of how strong the evidence is.

Needs Analysis – Safeguarding Vulnerable People

Articulation of Need

The strategic risks as identified by the Police and Crime Plan and the Police’s MoRiLE assessment (that will be covered by this chapter) include child sexual exploitation and abuse (CSEA), criminal exploitation of children/vulnerable adults, domestic abuse, sexual offences, registered sex offenders, modern slavery and human trafficking and county lines. Also included are missing people and mental health as high volume areas.

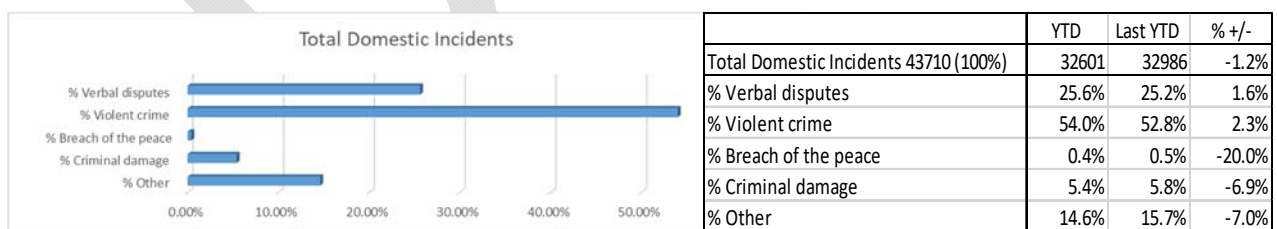
Domestic Abuse

Domestic Homicides

Homicides overall have increased in West Yorkshire, but domestic homicides (DH) have decreased over the past 12 months. In the 12 months up to Sept 2018 there were 6 DHs (19.4% of all homicides in West Yorkshire) – in the 12 months to Sept 19 this has fallen to 4 (now 10.8% of all homicides). West Yorkshire has gone from 17th out of the 43 forces with regard to DH per 1000 population to 28th.

Domestic Abuse

After a period of increase, domestic incidents have decreased slightly in the period April – September 19 in comparison with the same time last year.



Whilst the number of overall incidents has stabilised, the Force is increasingly recording more domestic abuse as crime. 77% of all domestic incidents are now recorded as a crime, compared to 60% two years ago, which means the workload continues to increase. Whilst according to the ONS, the Force has the second highest rate of domestic abuse, there is still likely to be hidden demand that the Force is not yet aware of (in particular around older victims and BME victims). Once new legislation is passed and a Domestic Abuse Commissioner is in post, there is likely to be increased focus and scrutiny in this area as well as a new definition, which could widen what is included as Domestic Abuse. New powers are also likely to increase demand in this area, which over the last two FMSs has been identified as the most

Needs Assessment 2019/2020

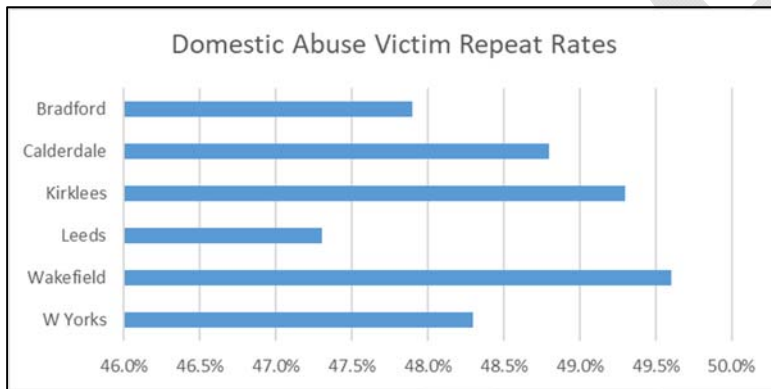
significant demand pressure facing the Force. Due to the impact on victims, volume and capacity issues, Domestic Abuse ranked 11th in MoRiLE.

With regard to domestic offences, the CSEW says the following:

In the year ending June 2019, there was an increase in the total number of domestic abuse-related offences recorded by the police (up 17% to 743,999). This rising trend is thought to reflect factors related to reporting and recording and does not provide a reliable indication of current trends.

In comparison, figures from a self-completion module in the CSEW have shown little change in the prevalence of domestic abuse in recent years. However, the cumulative effect of these changes has resulted in a small, significantly lower prevalence for the year ending March 2019 (6.3%) compared with the year ending March 2005 (8.9%). This indicates a gradual, longer-term downward trend

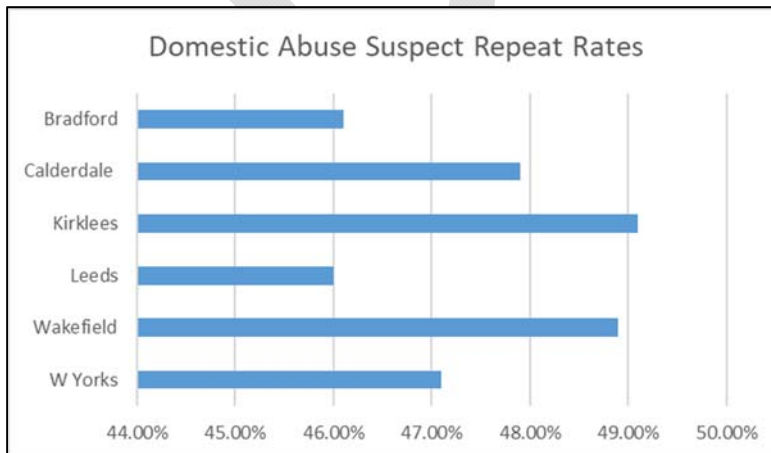
The findings from the CSEW would seem to indicate that the emphasis for domestic abuse should be on the victims that are now coming forward and working with the perpetrators, rather than on the actual numbers themselves.



	YTD	Last YTD	% +/-
Bradford	47.9%	47.4%	0.5%
Calderdale	48.8%	46.3%	2.6%
Kirklees	49.3%	46.6%	2.7%
Leeds	47.3%	48.2%	-0.9%
Wakefield	49.6%	48.4%	1.2%
W Yorks	48.3%	47.6%	0.6%

Repeat Victim rates have stabilised with only a 0.6% increase across West Yorkshire in the period Apr – Sept 2019 in comparison to the same time period in 2018.

Victims will be discussed further in the victim section.



	YTD	Last YTD	% +/-
Bradford	46.1%	45.4%	0.7%
Calderdale	47.9%	45.6%	2.3%
Kirklees	49.1%	45.8%	3.3%
Leeds	46.0%	46.4%	-0.4%
Wakefield	48.9%	48.2%	0.7%
W Yorks	47.1%	46.2%	0.9%

Repeat Suspect rates have increased slightly with only a 0.9% increase across West Yorkshire in the period Apr – Sept 2019 in comparison to the same time period in 2018.

With regard to working with Perpetrators

The College of Policing review of perpetrator programmes shows that perpetrators who were first time offenders or who had not attended similar programmes before were more likely to report significant differences from the control group than perpetrators with previous convictions. These findings suggest that motivation enhancement may be particularly useful for offenders who have yet to recognise a need to change, and may facilitate programme compliance which they would otherwise not demonstrate.

A paper for Police Scotland highlighted the possible risks of perpetrator programmes:

- Perpetrator programmes offer hope to women that their violent / abusive partner can change – which can sometimes lead to bad decision making with regard to their own risk
- Perpetrators can use their attendance on a perpetrator programme to further manipulate or control their partners and others
- Therefore, perpetrator programmes should never be run in isolation. They should always be integrated with specialist, pro-active, associated women’s services.
- These services can help off-set some of the risks mentioned above by helping women to:
 - develop realistic expectations about their partners’ behaviour change;
 - monitor the degree to which their partner is changing and make decisions accordingly;
 - assess risk and safety plan.

Based on the above data, a programme that deals with first time offenders (i.e. those that received out of court disposals (OoCD) for first time offences) would have the best affect. The following data looks at the numbers of OoCD with a domestic flag for the whole of 2018.

Month	Date 1st Outcome
Jan	63
Feb	62
Mar	64
Apr	54
May	66
Jun	51
Jul	47
Aug	44
Sep	52
Oct	60
Nov	55
Dec	44
Grand Total	662

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Of these 646 had victim data attached – the others were where the victim was either not identified, or (in the case of Criminal Damage) was identified as the company that owned the property.

The following information is based on the 646 crimes that have a clear victim.

Offence District	Offence Number
Bradford	90
Calderdale	42
Kirklees	88
Leeds	263
Wakefield	158
Out of Force	5
Grand Total	646

Victim District	Count
Bradford	87
Calderdale	35
Kirklees	73
Leeds	208
Wakefield	131
Out of Force	6
Unknown	1
Blanks	94
Grand Total	635

Self Defined Ethnicity	Count
A1. ASIAN - INDIAN	3
A2. ASIAN - PAKISTANI	15
A3. ASIAN - BANGLADESHI	2
A9. ANY OTHER ASIAN BACKGROUND	2
B1. BLACK CARIBBEAN	1
B2. BLACK AFRICAN	5
M1. WHITE & BLACK CARIBBEAN	2
M3. WHITE & ASIAN	2
NS. NOT STATED	148
O9. ANY OTHER ETHNIC GROUP	2
W1. WHITE BRITISH	301
W2. WHITE IRISH	3
W9. ANY OTHER WHITE BACKGROUND	10
(blank)	150
Grand Total	646

Crime Category	Number
Burglary - residential	4
Criminal damage	174
Criminal Damage (Threaten)	9
Non-crime	11
Other sexual offences	2
Other theft	16
Harassment/Affray	14
Theft from motor vehicle	1
Theft from the person	1
Theft of motor vehicle	1
Violence with injury	150
Violence without injury	263
Grand Total	646

Age at Offence Date	F	M	Grand Total
0-9	1	2	3
10-19	38	15	53
20-29	151	45	196
30-39	109	37	146
40-49	85	41	126
50-59	57	18	75
60-69	17	10	27
70-79	4	4	8
80-90	1		1
Grand Total	463	172	635

The search for Offenders shows that there are 626 unique offenders – the number is lower than the victims due to the possibility that one crime episode may result in more than one crime recorded due to the one crime one victim rule. The offender data is therefore based on the 626 offenders.

Intimate relationships

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Relationship to Victim	F	M	(blank)	Grand Total
Family	54	143		197
Intimate Partner / ex partner	104	309	2	415
Not known	3	11		14
Grand Total	161	463	2	626

Ages of perpetrators (male and female)

Age and gender of victims is already available (see below).

The below is based on the 626 offenders:

Age at Offence Date	F	M	(blank)	Grand Total
10-19	23	60		83
20-29	52	157		209
30-39	37	112		149
40-49	30	77	1	108
50-59	15	39	1	55
60-69	1	15		16
70-80	2	3		5
(blank)	1			1
Grand Total	161	463	2	626

This area of work is monitored by the Domestic and Sexual Abuse Board – and is recommended as a high risk area for prioritisation.

The 2018 OPCC review of Domestic Offences recommended as follows:

Establishing a robust data and performance management system is key to enabling other areas of work to progress including:

- **Developing funding applications**
- **Identifying needs, including of minority groups**
- **Understanding impact of services including IDVAs**
- **Developing shared baselines and performance management frameworks**
- **Providing the evidence base for future commissioning**

To facilitate this, a Domestic and Sexual Abuse analysts group has been formed and this is developing the shared baseline and performance management framework for the Domestic and Sexual Abuse Board

The first Dashboard is about to be presented to the Domestic and Sexual Abuse board – this breaks down the data for both Domestic and Sexual Abuse.

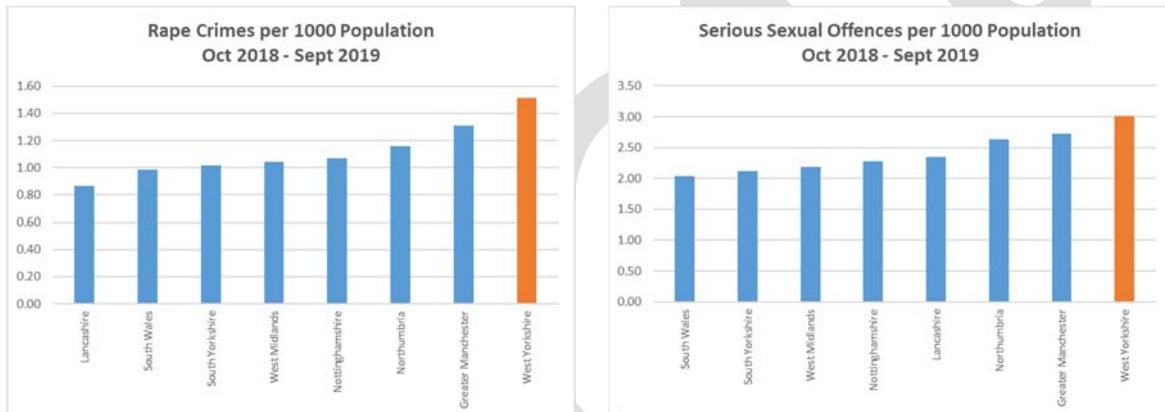
Sexual Offences

Serious Sexual Offences numbered 6,958 in the twelve months to Sept 2019 in comparison with 6,740 in the previous 12 months, an increase of 218 (3%).

In the same time period, rapes increased from 3,011 to 3,498 an increase of 487 (16%).

With regard to the MSG, the average for Serious Sexual Offences did not change and West Yorkshire stayed top in the MSG and declined two places to 2nd in the England and Wales ranking.

With regard to Rape, there was an increase of 1% on average across the MSG meaning that we fell one place to top in the MSG ranking and two places to 2nd in England and Wales ranking.

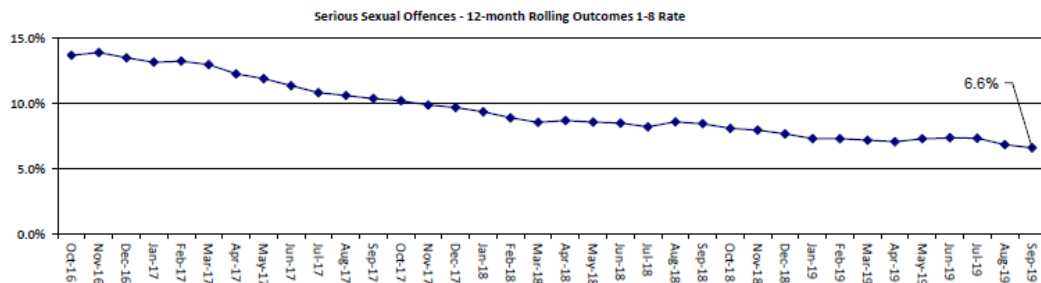


The picture for this year so far has changed slightly with a 1.7% decrease in offences when comparing April – September 2018 with April to September 19.

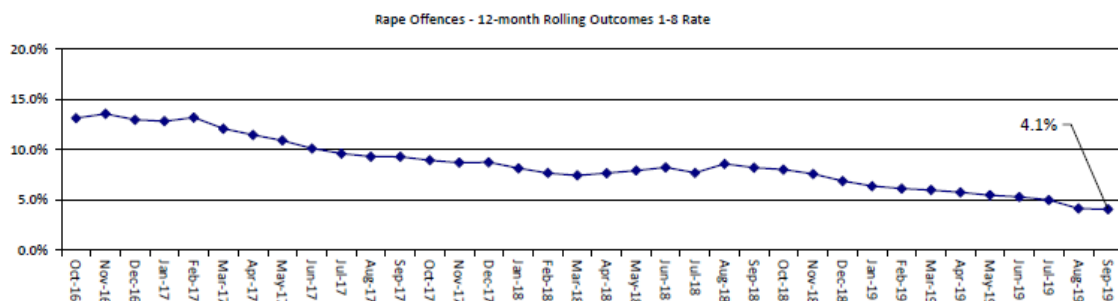
Needs Assessment 2019/2020

Recorded Offences YTD - Serious Sexual Offences	Apr - Sept 2018	Apr - Sept 2019	% Difference
Sexual assault on a female aged 13 and over	932	788	-15.5%
Sexual assault on a female child under 13	176	156	-11.4%
Sexual assault on Female	1108	944	-14.8%
Sexual assault on a male aged 13 and over	170	165	-2.9%
Sexual assault on a male child under 13	82	41	-50.0%
Sexual assault on Male	252	206	-18.3%
Rape of a female aged 16 and over	965	1080	11.9%
Rape of a female child under 16	247	226	-8.5%
Rape of a female child under 13	149	136	-8.7%
Rape of a female - multiple undefined offenders		24	
Rape of a Female	1361	1442	6.0%
Rape of a male aged 16 and over	66	90	36.4%
Rape of a male child under 16	21	23	9.5%
Rape of a male child under 13	81	81	0.0%
Rape of a male - multiple undefined offenders		7	
Rape of a Male	168	194	15.5%
Sexual activity involving a child under 13	368	391	6.3%
Causing sexual activity without consent	37	52	40.5%
Sexual activity etc with a person with a mental disorder	6	7	16.7%
Abuse of children through prostitution and pornography	58	34	-41.4%
Trafficking for sexual exploitation	0	0	
Total	3358	3301	-1.7%

The outcome rates for both Serious Sexual Offences and Rape are falling.



Outcome rates for Serious Sexual Offences have fallen from a high in Oct 16 of 14.2% to a current figure of 6.6%.



Similarly, rape outcomes have fallen from a high of 13.8% in Nov 16 to the current rate of 4.1%.

This area of work is monitored by the Domestic and Sexual Abuse Board – and is recommended as a high-risk area for prioritisation. This area of work is currently being looked at as part of an Independent Review of Sexual Abuse and Sexual Violence Services which will inform with regard to any gaps going forward.

Child Sexual Abuse / Child Sexual Exploitation

Child Sexual Abuse (CSA) and Child Sexual Exploitation (CSE) feature highly in the risk areas for West Yorkshire Police.

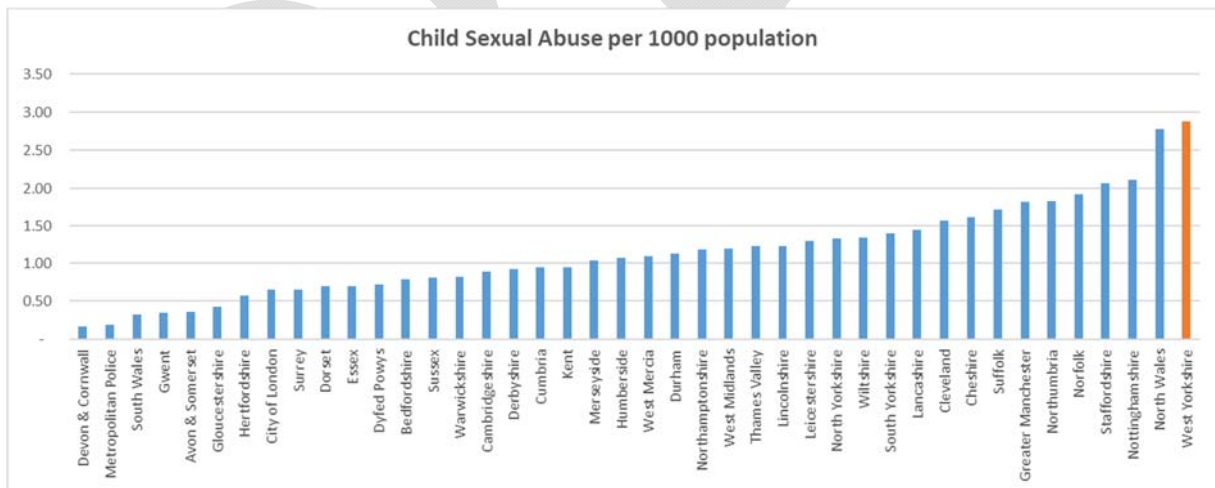
50.8% of all current sexual offences had a child victim and is seen as an area of high risk for West Yorkshire.

The volume of CSEA has increased by 0.8% to 6,492 in the last 12 months (to September 2019) compared with 6,441 in the previous 12 months.

There has been a slight reduction in the number of CSEA offences flagged as CSE (from 12.6% or 812 offences in 2018 to 11% or 711 offences in 2019).

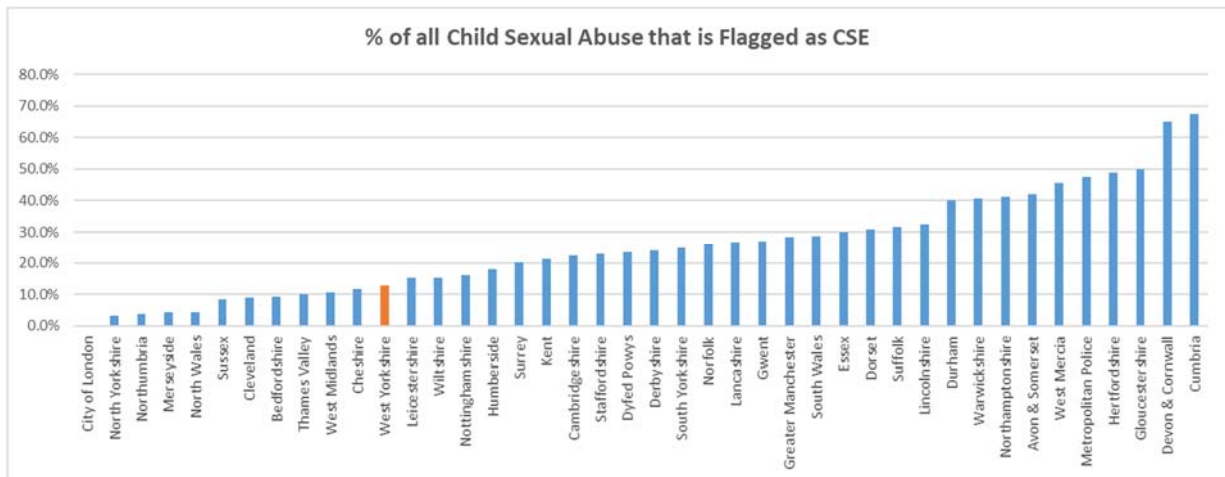
The office of national statistics has put together some experimental statistics with regard to CSA and CSE offences across all Police forces – this data shows that in the year to March 2019 there were 6,644 offences in West Yorkshire and of these 853 were flagged as CSE which is in general agreement with the figures quoted above. This means that over 85% of the sexual offences committed against children were not CSE.

Using the data from the ONS it shows West Yorkshire as having the highest number of CSA offences and this is also true when this is extrapolated into crimes per 1000 population.



When looking at the percentage of CSEA that is flagged as CSE, West Yorkshire has a lower percentage than many areas.

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The Force states that comparison with other forces is not applicable for this measure. Differences in recording and reporting practices makes benchmarking unreliable.

Almost a third (30%) of CSA offences were non-recent and this was over half (54%) for CSE offences.

Non recent CSE continues to present demand pressures. Around 54% of CSE investigations are non-recent offences, which has a significant impact in terms of capacity to investigate non-recent alongside those cases that present a live-time risk.

For all CSA, where the self-defined ethnicity (SDE) was recorded, almost three quarters (73%) of suspects were recorded as White British (identical to the previous 12 months) and 14% were recorded as Asian Pakistani compared to 12% in the previous 12 months. Almost half the suspects (48%) did not have an SDE recorded.

The ethnicity profile of CSE-flagged offenders has changed since the previous 12 months. Where an SDE was recorded, White British offenders accounted for 38% (2017/18 – 48%) and Asian Pakistani offenders accounted for 45% (2017/18 – 31%).

This area of work is monitored by the Domestic and Sexual Abuse Board – and is recommended as a high risk area for prioritisation. This area of work is currently being looked at as part of an Independent Review of Sexual Abuse and Sexual Violence Services which will inform with regard to any gaps going forward.

Missing People

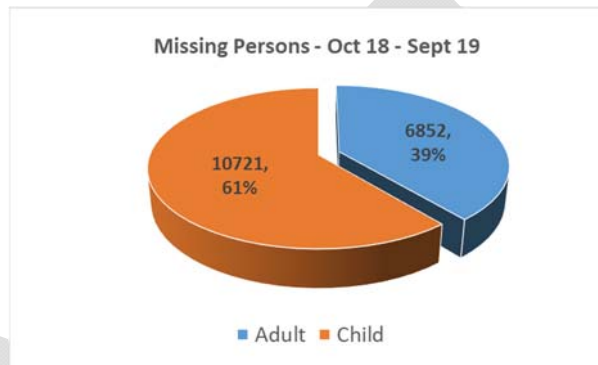
Missing persons ('mispers') has been on a steady downward trend over the last two years and is predicted to further reduce. However, this still presents a significant demand pressure for the Force in particular high risk Mispers (which account for around 27% child Mispers and 37% adults), which require more sophisticated investigations and the use of telecoms etc. There are also links with other aspects of vulnerability such as CSEA (as a fifth of all child Misper occurrences involved a child at risk of CSEA), mental health (primarily in relation to adults) and CCE (as risk factors such as missing and being in care are particular risk factors offenders seek to exploit).

Needs Assessment 2019/2020



High risk Mispers have actually increased this year to date (Apr – Sept 2019 in comparison with Apr – Sept 2018).

Currently 61% of the incidents are with regard to children under 18 at the date of going missing.



Although the number of missing occurrences are higher for children than adults, there are actually less missing children due to the number that are repeat occurrences. Only 15.9% of adults are repeats whereas this increases to 36.8% for children.

Overall there were 9083 persons that went missing over the year – this comprised of 5159 adults and 3904 children and 48 with no age attached.

For children 186 have had over 10 occurrences of missing in the last 12 months and 8 have had over 40 occurrences in the year. The presents a high drain on police resources and is constantly reviewed by districts and the central Safeguarding team.

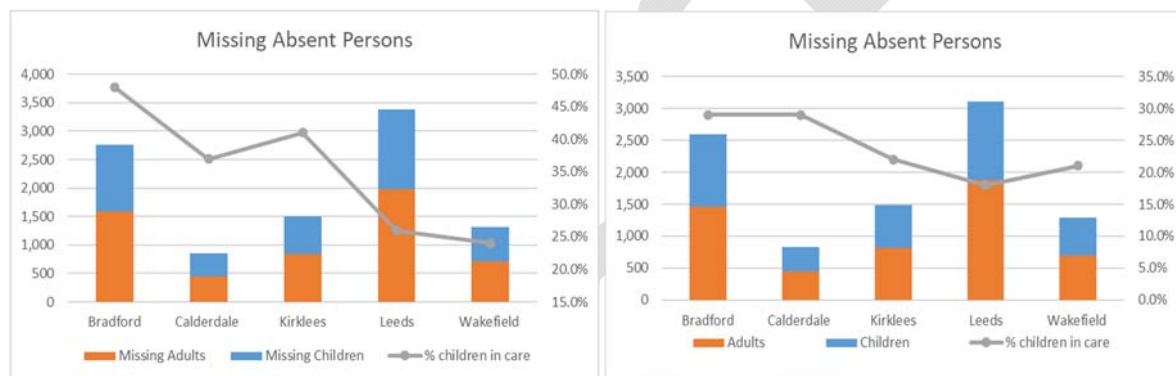
<i>Last 12m:</i>	Children	Adults	[No age]	Total
People with 1 Occ	2466	4340	44	6829
People with 2-4 Occs	946	725	3	1665
People with 5-10 Occs	306	76		382
People with 11-20 Occs	129	14	1	146
People with 21-30 Occs	38	3		40
People with 31-40 Occs	11	1		13
People with >40 Occs	8			8
Total People with Repeat Occurrences	1438	819	4	2254
Total People	3904	5159	48	9083
% People with Repeat Occs	36.8%	15.9%	8.3%	24.8%
Average Occurrences/Persons	2.7	1.3	1.3	1.9

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With regard to the occurrences linked to children, the percentage of girls has increased from 49.1% in the previous 12 months and now 50.5%, meaning that this year more girls were missing than boys of those children in care, there has been a decrease in girls with a CSE risk from 60.3% previously to 52.0% currently.

With regard to children missing from Care, 23% of all missing children were missing from care in 12 months to Sept 2019 which is a decrease in comparison with the same time last year when 37.0% were missing from care.

Over the year the picture has changed for those missing from care, showing the work with social care agencies is producing positive outcomes. At this point last year (Sept 2018) there was a large disparity between districts with regards to the percentage of children missing that were from a care setting whereas the most recent figures (Sept 2019) show a clear change



This continues to be a key priority in the Police and Crime Plan although only scores as 38 out of 39 on the MoRiLE matrix. The Police and Crime Plan priority is particularly targeted at Children in Care and the percentage of repeat missing children.

Modern Slavery and Human Trafficking

Modern Slavery and Human Trafficking (MSHT) features high in the MoRiLE scores for the police due to the long term psychological impact of these crimes (due to long term control) and also the physical and financial impact. The number of offences has increased by 242 offences comparing the 12 months to September 2019 to the previous 12 months (76.3% increase).

Of the occurrences recorded, offences were classified predominately as 'Arrange or facilitate travel of another person with a view to exploitation', followed by 'Hold a person in slavery or servitude'. A quarter of offences occurred in Bradford, followed by 22.9% in Leeds and 17.8% in Calderdale

There is a connection between offenders and victims. In the cases where a relationship with the victim was recorded, 77% knew the victim, with 75.6% being an acquaintance to the victim.

West Yorkshire Police is one of the highest referrers of Potential Victims of Trafficking to the National Referral Mechanism (NRM) with significant increases over the last few years. The National Referral

Needs Assessment 2019/2020

Mechanism is a framework for identifying victims of human trafficking or modern slavery and ensuring they receive the appropriate support.

On 29 April 2019 the Home Office assumed responsibility for all areas of the NRM, including referrals, decision making and data collection

The data given is evolving, but the current quarter shows the following picture

Police	Adult (exploited as)	Minor (exploited as)	Grand Total
Metropolitan Police Service	36	32	68
West Midlands Police	38	7	45
Thames Valley Police	22	21	43
Leicestershire Police	21	19	40
Sussex Police	11	18	29
West Yorkshire Police	21	5	26
Wiltshire Police	9	13	22
Kent Police	6	15	21
Lancashire Constabulary	9	12	21
Greater Manchester Police	9	10	19

On top of the 26 referrals from West Yorkshire Police, there were also referrals from 4 of the local authorities in the area.

First responder	Adult (exploited as)	Minor (exploited as)	Grand Total
Bradford MDC	3	0	3
Calderdale MBC	1	1	2
Kirklees	0	2	2
Leeds City	1	6	7

There were also referrals received from:

- Home Office Immigration Enforcement
- Migrant Help
- Salvation Army
- UK Border Force
- UK Visas and Immigration

Overall West Yorkshire Police have received 79 referrals in the quarter.

This data highlights the complex nature of the victims referred via the NRM and hence the ranking of 6th in Morile

Part of the increase in modern slavery is believed to be due to increased awareness and focus on the exploitation of children and vulnerable adults, linked in particular to county lines, but also other offences such as organised acquisitive crime.

Criminal exploitation of children and vulnerable adults

In September 2018 the Home Office produced a document with regard to criminal exploitation of children and vulnerable adults – County Lines ([link here](#))

A further report in Nov 18 ([link here](#)) talks about the need for agencies to learn from the mistakes made with regard to CSE offences in order to respond to criminal exploitation.

County lines is just part of the overall picture of criminal exploitation, but has recently gained prominence in the national media. It has long term implications with significant capacity and capability issues.

The second report is looking at children, but there are also vulnerable adults involved in similar exploitation. The summary of this report is as follows:

- lessons must be learned from past sexual exploitation cases
- all children, not just the most vulnerable, are at risk of criminal exploitation
- agencies should not underestimate the risk of criminal exploitation in their areas
- children should be seen as victims, not perpetrators
- awareness-raising is crucial in preventing criminal exploitation

This is recognised as a partnership issue with all agencies needing to ‘get the basics right’. This involves making sure that there are clear systems in place at the ‘front door’ of services that first come into contact with children, so that children at risk are identified and receive a prompt and appropriate response.

The inspectorates call for a ‘culture shift’, so that front line staff both recognise the signs of criminal exploitation, and see children as victims despite their apparent offending behaviour.

NCA assessment, identifies the links between serious violence, street level drugs-based criminality and exploitation of vulnerable people.

- West Yorkshire is primarily an exporting force.
- Drugs supplied in county lines activity are primarily Heroin, Crack Cocaine and Cannabis.

The traditional methods of beginning a social care intervention and assessing social care involvement, for example, is the child safe at home, don’t always apply to teenagers vulnerable to exploitation, as the risk of violence in other areas of their life is significant. There is need for deepened partnership working to provide innovative approaches not only preventing involvement in exploitation but contextual safeguarding around those already vulnerable, for example, embedding social workers with schools to be proactive, rather than waiting for referrals from a third agency.

Drug dealers and those who wish to groom children use sophisticated methods to exploit children and young people. Improved data sharing, not only within agencies in the same force area but also but police and social care departments across the country, is required.

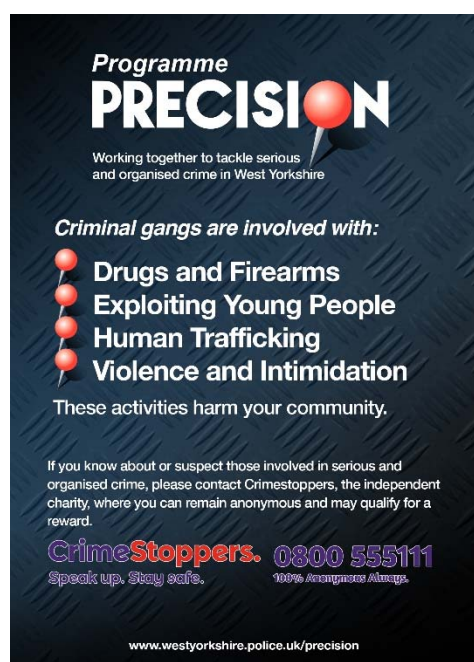
Presence of identified need at end of Children’s Social Care Assessment 2016/17 to 2018/19

Needs Assessment 2019/2020

Local Authority Area	No. featuring gangs			No. featuring trafficking			No. featuring sexual abuse			No. featuring CSE			No. featuring going/being missing		
	2018/19	2017/18	2016/17	2018/19	2017/18	2016/17	2018/19	2017/18	2016/17	2018/19	2017/18	2016/17	2018/19	2017/18	2016/17
Yorkshire & Humber	680	490	300	290	270	150	4,430	3,950	3,370	1,980	2,050	1,620	1,400	1,520	1,070
West Yorkshire	277	187	161	137	112	65	2,152	1,866	1,892	1,071	925	945	637	633	561
Bradford	92	74	59	66	69	39	408	403	304	414	387	351	272	295	241
Calderdale	31	22	33	10	x	x	373	310	258	141	93	79	66	45	64
Kirklees	111	66	47	21	21	16	146	305	262	150	138	162	118	144	122
Leeds	43	25	22	33	22	10	709	700	883	235	284	300	121	133	113
Wakefield	c	0	0	7	0	0	516	148	185	131	23	53	60	16	21

On 7th October 2019 there was a National County Lines Intensification week where there was the opportunity to put extra focus and resources into tackling County Lines activity, identify areas for improvement, protect the vulnerable and arrest criminals.

This was linked in with Programme Precision which is a West Yorkshire collaborative response to the threat of Serious and Organised Crime (SOC) which includes WYP, partners and the general public, all with the joint purpose to ensure our communities can become a safer place to live, work and visit. Crimes committed under County Line activity are serious and organised, including (and not exhaustive of) possession/use of firearms, drug supply, Child Criminal Exploitation (CCE) and/or Child Sexual Exploitation (CSE), Human Trafficking and Modern Slavery (HT & MS) and economic crime.



**Programme
PRECISION**

Working together to tackle serious and organised crime in West Yorkshire

Criminal gangs are involved with:

- Drugs and Firearms
- Exploiting Young People
- Human Trafficking
- Violence and Intimidation

These activities harm your community.

If you know about or suspect those involved in serious and organised crime, please contact Crimestoppers, the independent charity, where you can remain anonymous and may qualify for a reward.

Crimestoppers. 0300 555111
Speak up. Stay safe. 100% Anonymous Always.

www.westyorkshire.police.uk/precision

Drugs and Alcohol

Introduction

The PCC aims to ensure a shared West Yorkshire approach to addressing the challenges caused by drug and alcohol misuse, so that services are better integrated, supporting better outcomes across mental and physical health, criminal justice, housing, and employment and skills.

People who misuse drugs or alcohol are at an increased risk of physical and mental health issues and social issues, such as insecure housing, unemployment and involvement in crime. Children can suffer significantly where there is antenatal and parental drug and/or alcohol misuse, resulting in long term health problems into adulthood.

Acquisitive crime such as theft and burglary are also directly linked to substance misuse, as offenders often commit offences to fund their substance misuse. Drug testing in custody supports the aim of reducing offending and increases the number of individuals accessing appropriate treatment interventions. Adult offenders are drug tested in police custody, and any who test positive for opiate, crack cocaine or cocaine use are then assessed by cell based drug workers who then provide access to treatment access in the community.

Whilst the aim is to prevent or reduce drug and alcohol misuse, the PCC recognises that some people are unable or unwilling to stop using drugs and/or alcohol. Therefore, a harm reduction approach is also required, which aims to reduce the harms associated with the use of drugs and alcohol.

National Treatment Trends 2018/19

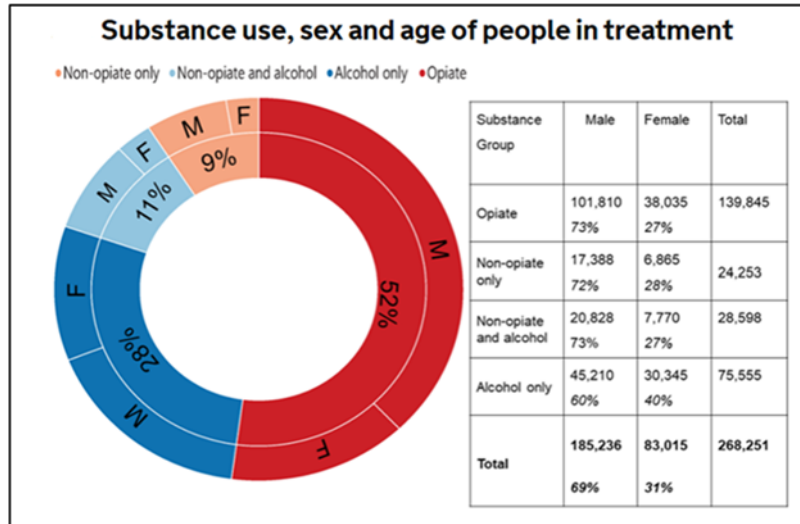
The number of people in contact with the treatment system nationally for opiate use remained stable compared to 2017/18, falling by 1% (141,189 to 139,845). Opiate use still represents the largest proportion in treatment (52%). Those in treatment for alcohol alone also remained stable at 75,555. This follows large year-on-year declines from a peak of 91,651 in 2013/14.

Following on from the last 2 years, there has been a continued rise in the number of adults starting treatment in the year 18/19 with crack cocaine problems. While this increase is not as steep as previous years, those starting treatment with crack problems has increased 32% since 2013/14.

People starting treatment in the year saying they had problems with powder cocaine also increased in 2018 to 2019 (17,796 to 20,084). These increases in people coming to treatment with crack and cocaine problems are likely to be related to a surge in global cocaine production. This surge has lowered prices and increased purity. There have also been changes in distribution and supply, such as 'county lines' drug dealing operations.

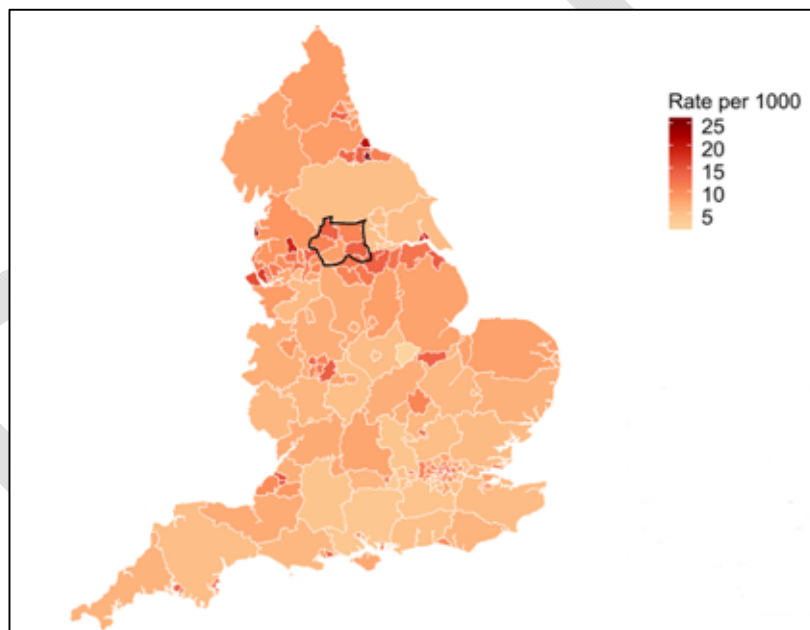
There was an increase in the number of adults entering treatment in 2018 to 2019 for problems with new psychoactive substances (NPS) (1,223 to 1,363, or 11%).

The below diagram sets out the national treatment picture by substance use, sex and age of people in treatment.



The number of opiate and crack users (OCUs) varies across England, ranging from 2 people per thousand of the population to 26 people per thousand, with many of the highest prevalence rates in the north of England.

Map of Opiate and Crack Use prevalence per thousand adults by Local Authority 2017 to 2018



The proportion of opiate users who are not in treatment has continued to rise from 40.8% in 2014 to 2015 to 46.4% in 2018 to 2019. The proportion of crack users who are not in treatment is 40.3%.

Opiate and crack use is also strongly linked to deprivation. 58% of people in treatment for crack and 57% of those in treatment for opiates are living in areas ranked in the 30% most deprived areas.

West Yorkshire OCU Prevalence Estimates

Local authority	2010-11			2016-17				Difference between 2010-11 and 2016-17		
	Opiate & Crack Use Prevalence	Lower bound 95% Conf. Interval	Upper bound 95% Conf. Interval	Opiate & Crack Use Prevalence	Lower bound 95% CI	Upper bound 95% CI	Rate per thousand	Diff.	Lower bound 95% Conf. Interval	Upper bound 95% Conf. Interval
West Yorkshire	16,121	13,667	18,742	17,007	13,482	20,918	11.57	886	-185	2,176
Bradford	4,683	4,001	5,382	4,710	3,675	5,691	14.01	27	-326	579
Calderdale	1,115	1,036	1,268	1,433	1,048	1,834	10.80	318	12	566
Kirklees	2,341	2,205	2,538	2,298	2,101	2,729	8.29	-43	-104	191
Leeds	5,215	4,104	6,336	5,550	4,062	6,953	10.68	335	-42	617
Wakefield	2,767	2,321	3,218	3,016	2,596	3,711	14.06	249	275	493

- West Yorkshire has seen an estimated rise of 5.5% (886) opiate and crack cocaine users between 2010/11 and 2016/17.
- Calderdale has a large growth in volume numbers of OCUs since 2010/11, with an estimated rise of 28.5% (318 opiate and crack users). Wakefield also saw an estimated 9% rise and Leeds a 6.4% rise.
- Wakefield (14.06 per 1000) and Bradford (14.01 per 1000) have the highest rates per 1000 population.
- Bradford and Kirklees OCU estimates remain stable, though Bradford (14.01%) is the highest rate per 1000 population in West Yorkshire and Kirklees (8.29%) is the lowest.

Crack Cocaine & Serious Violence

The apparent rise in cocaine production, crack purity and crack usage led to a commitment in the Government's 2018 Serious Violence Strategy to try to understand the reasons behind it. In the same year, Public Health England and the Home Office undertook an investigation through interviews and focus groups with drug treatment workers, service users and police officers in 6 different local authority areas.

The investigation has also found several issues which might have led to the rise in crack use. These include the following:

Crack is more widely available now. All groups who were interviewed said that crack was more widely available than in the past, with a ready supply from dealers and fast delivery one person described as "quicker than a pizza".

Crack is also more affordable. Interviewees thought that crack was being sold in smaller quantities than before to make it more affordable to users, although there were mixed views about whether the actual price per 'rock' had dropped.

Drug dealers are aggressively marketing crack. It is being heavily pushed by dealers to existing heroin users because they have found that dependent crack and heroin users tend to spend more on drugs than people dependent on heroin alone.

Less stigma for using crack. Some interviewees thought that the stigma of using crack had declined in recent years, although the reason for this wasn't clear.

A perceived lack of police focus on drugs. Some interviewees said that there were fewer police on the streets, and there appeared to be less capacity to target drug dealers or people carrying small amounts of drugs.

All these issues point to a need for good, well-supported local treatment systems that can respond to both the increasing numbers and specific needs of crack users.

West Yorkshire Alcohol Dependency Estimates

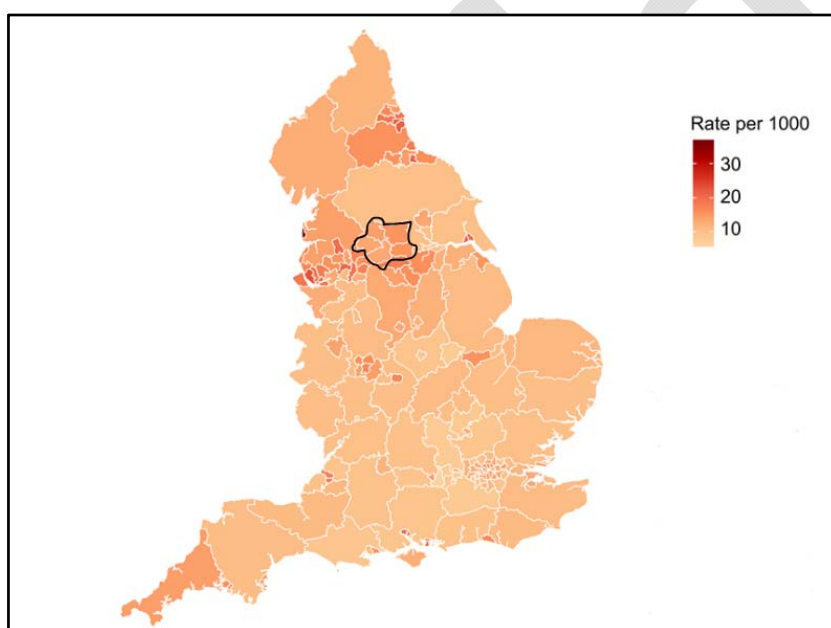
Area	Estimated number of adults with alcohol dependency 2010/11	Rate per hundred of the adult population 2010/11	Estimated number of adults with alcohol dependency 2017/18	Rate per hundred of the adult population 2017/18
England	580,972	1.41	586,780	1.34
West Yorkshire	27,291	1.54	27,084	1.50
Bradford	6,009	1.57	5,958	1.52
Calderdale	2,235	1.42	2,288	1.40
Kirklees	4,495	1.42	4,656	1.38
Leeds	10,230	1.58	9,870	1.60
Wakefield	4,322	1.68	4,312	1.60

Figures produced by University of Sheffield in association with Public Health England

<https://www.gov.uk/government/publications/alcohol-dependence-prevalence-in-england>

- West Yorkshire rate (1.50 per hundred) remains higher than the English average, with all five districts higher than the English average, however the figure has reduced from 2010/11.
- Leeds was the only district to see its number of adults with alcohol dependency increase between 2010/11 and 2016/17.
- Wakefield, together with Leeds, has the highest rates (1.60 per hundred) and Kirklees has the lowest (1.38 per hundred).

Map of Alcohol Dependency prevalence per thousand adults by Local Authority 2017 to 2018



Similar to the opiate and crack prevalence rates, the higher prevalence rates are concentrated in the north of England. Nearly half of alcohol only clients in treatment (47%) were living in areas ranked in the 30% most deprived areas.

Local Intelligence

Leeds Drugs and Alcohol Assessment Key Highlights

A significant amount of crime in Leeds is linked to drug and alcohol misuse, either through people committing crime to fund drug and alcohol use, or through behaviours associated with the use of drugs and alcohol, for example, street drinking and street drug use.

- 12% of service users starting drug & alcohol treatment were referred from a criminal justice source.
- Drug and alcohol problems are becoming increasingly complex. For example, there are more cases of poly-drug use, people often have co-occurring conditions such as mental health issues alongside their addiction.
- Of children in Leeds coming into care, a significant number are from families where the parents misuse drugs and/or alcohol. Self-reporting of drug and alcohol use by children shows usage has dropped over the past few years.
- There is an increase in numbers and visibility of vulnerable people involved in street based activities, including people who are rough sleeping, begging and street based sex working, who have complex needs and require intensive support. Drug litter such as syringes, needles and foil is a growing issue across the city.
- Synthetic Cannabinoid Receptor Agonists – SCRAAs (which includes ‘Spice’) are increasingly used in specific populations, including prisoners, rough sleepers and vulnerable young people, and despite the change in law, are having a negative impact across the city, with significant issues occurring in prisons and parts of the city centre.
- There has been a national rise in drug related deaths and locally we have seen a larger proportion of men dying prematurely from drug and alcohol misuse, particularly in deprived areas. There has also been a significant increase in the number of women dying, and at a younger age, because of their alcohol misuse in Leeds.
- A new cohort of younger (18-25 year olds) heroin users has recently been identified, many of whom are new drug users (which increases the risk of harm).

Bradford Drugs and Alcohol Assessment Key Highlights

- In 2017/18, 2,775 people were in structured treatment, of which 2,208 were opiate users (80%). Similar with the national picture, a high proportion of people accessing treatment services continue to misuse substances.
- In 2017/18 2,067 people using local needle exchange services reported opiate use, of which 63% also reported engaging with structured treatment services.
- The total number of drug tests conducted in police custody continues to improve following a further change to the local drug testing criteria. The total number of tests carried out in Bradford in 2017/18 was 1,669 compared to 890 in 2014/15. There is now a more targeted approach to drug testing and this is reflected in the positive testing rate of 58%.

Recent assessment data from Kirklees, Calderdale and Wakefield was unavailable at time of publishing.

Emerging Threats

Fentanyl-related deaths in the UK have been steadily growing, there were at least 135 in 2017, compared with eight in 2008, and Carfentanil has been identified in an increasing number of drug deaths. Fentanyl is a licensed medicine first used as an anaesthetic and painkiller in 1963. It is 50 to 100 times more potent than morphine, with one of its analogues, Carfentanil, being 100 times as therapeutically potent as fentanyl and is only legally used in veterinary application, such as sedating large animals. With only very small volumes needed to produce many thousands of street doses, these substances are easy to conceal and transport, representing a challenge for law enforcement and customs.

Fentanyl distribution and associated overdoses have been episodic in the UK, resulting from individuals obtaining and distributing materials via the internet. In 2017, the National Crime Agency reported heroin containing fentanyl seized in Yorkshire. There was also a heroin-related death in April 2017 in which carfentanil was identified at post-mortem. Targeted testing in the North East of England found that apparent heroin-related deaths involved fentanyls.

Recommendations

- 1) Treatment is cost-effective, with every £1 spent yielding a £2.50 saving on the social costs, including reducing crime. Ensure strong local partnerships that have linkages between treatment, prevention and the criminal justice system, to make sure that opiate and crack users, and other vulnerable people, are getting the support they need.
- 2) Improve the links from the criminal justice system into treatment services, for example through greater availability of arrest referral schemes and improved monitoring of drug rehabilitation requirements.
- 3) Statutory and non-statutory partners with responsibilities relating to substance misuse should share local intelligence relating to the presence of new substances/trends, and boost the capacity of police forensic testing and NHS establishments.

Source Data

<https://www.gov.uk/government/publications/substance-misuse-treatment-for-adults-statistics-2018-to-2019/adult-substance-misuse-treatment-statistics-2018-to-2019-report>

<https://www.gov.uk/government/publications/substance-misuse-treatment-for-adults-statistics-2018-to-2019/adult-substance-misuse-treatment-statistics-2018-to-2019-report>

<https://www.gov.uk/government/publications/alcohol-dependence-prevalence-in-england>

Mental Health

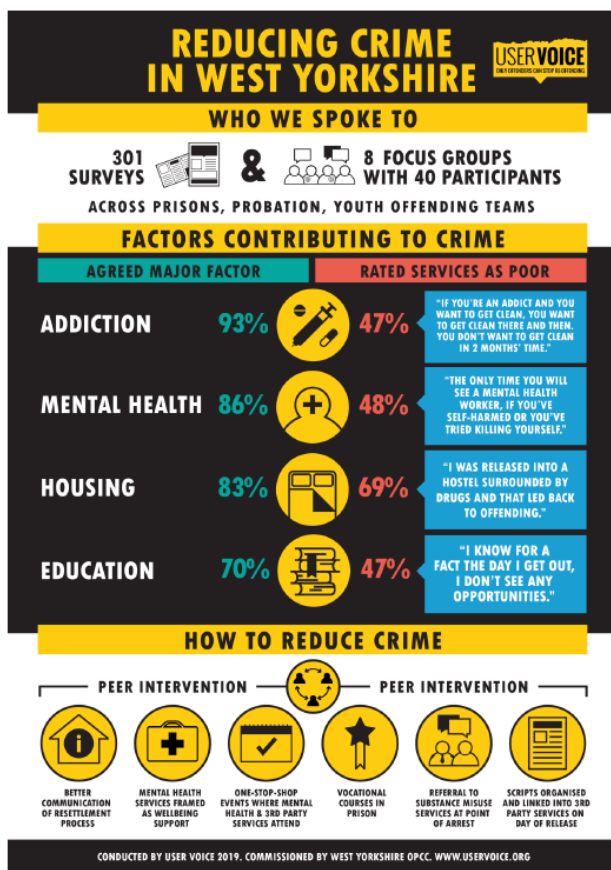
This appears as a volume issue under MoRile with 22,244 incidents where mental health factors were involved, with an increasing trend growing by 12%.

The Police and Crime Act, made several changes to the Mental Health Act of 1983 and this has continued to be a positive driver to improve services for those suffering with a mental health crisis. Consultation with a Mental Health practitioner before detaining someone under the Mental Health Act is now mandatory. It also completely rules out the use of police cells for children and specifies very exceptional circumstances for the detention of adults in police cells.

There is a significant amount of work is ongoing to better manage mental health demand including the use of Mental Health Hub Nurses in dealing with mental health calls. Significant progress has also been made in reducing the number of s136 police detentions which now account for only 1% of all s136 cases.

The OPCC commissioned a survey between January and October 2019 by User Voice, looking to understand the views and experiences of the survey users in order to reduce crime in West Yorkshire

In summary:



Mental health ranked second in terms of community and prison survey respondents agreeing that it was a major factor contributing to offending and reoffending with 83.6% of community participants and 89.3% from participants in prison.

There was unanimous agreement among focus group participants that mental health issues were directly linked to offending; with the sheer number of individuals in prison who experienced mental health issues clearly demonstrating the link.

"In prison there is a massive increase in mental illness, so it must be linked to crime or they wouldn't be there." (Male NPS Service user)

For both community and prison respondents the most common response was that they felt mental health services were available but they rated those services as poor.

The extended waiting times to see mental health services, both in the community and prison, was regarded as a major factor contributing to offending and reoffending.

A service user explained that it was such a big step for individuals to accept that they needed support, that once that decision was reached, support needed to be available immediately or an individual could end up changing their mind and disengaging.

"I don't think it is the referrals, I think it's more the waiting times. It's a very big thing, once you've taken that first step and you said, 'yes, I have a problem, I need help.' From that point you need it straight away because then if you are waiting there's two things you end up doing; one, you end up backing off or two; you're going to end up doing something that could be harmful to you or to someone else. Yeah, I think it's more waiting times." (Female NPS Service user)

The link between offending and mental health will be discussed further in the Criminal Justice section of this Needs Assessment – this is a priority of the Police and Crime plan and is discussed regularly at the Criminal Justice and Mental Health Forum.

Hate Crime

What is a Hate Incident? A Hate Incident is any incident reported which is perceived by the victim or any other person, to be motivated by a hostility or prejudice based on a person's disability, race, religion, sexual orientation or gender identity. Hate Incidents consists of both Hate Crimes and Hate Non-Crimes (Incident reports which do not have sufficient evidence to record a crime).

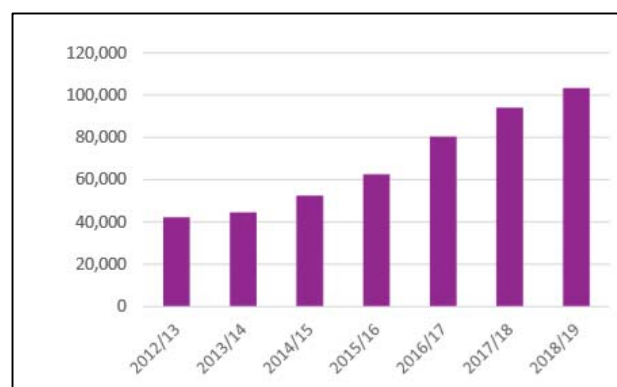
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National Trends

NPCC's National Gold Group, established to mitigate the risks of hate crime and community tensions linked to the ongoing political situation (mainly EU Exit), has observed over autumn 2019 elevated levels of hate crime in general, and an increase in crimes that contain language which is considered to be directly linked to political divisions.

In 2018/19, recorded hate crime by the police in England and Wales, increased by 10 per cent to 103,379. This continues the upward trend in recent years with the number of hate crimes recorded by the police having more than doubled since 2012/13 (from 42,255 to 103,379 offences)

Recorded Hate Crime England & Wales 2012/13 to 2018/19



Needs Assessment 2019/2020

- While increases in hate crime over the last five years have been mainly driven by improvements in crime recording by the police, there has been spikes in hate crime following certain events such as the EU Referendum and the terrorist attacks in 2017.
- The majority of hate crimes nationally were race hate crimes, accounting for around three-quarters of offences (76%; 78,991 offences).

West Yorkshire Hate Crime Trends

Similar to the national picture, Hate Crime continues to see increases in reporting, with this being the continued long term trend. Over the last five years the rolling 12 months total has increased nearly every month up until May 2019. The short term trend over the last six months is more stable with only a slight downward direction.

Administrative changes in relation to Force crime recording processes has resulted in an increased likelihood of a crime being recorded following an incident report to the Police. Furthermore, the force has made improvements to how information about hate incidents is recorded. A number of sub-categories for the recording of faith and disability hate crimes are being introduced to get a better understanding of the impact of national and international events on local communities and improve and target services for victims.

West Yorkshire Hate Incident Reporting Oct 2018 to September 2019 by Hate Incident Strand

Hate Incident Strand	Incidents
Race	5773
Faith	434
Disability	907
Sexual Orientation	946
Transphobic	226

- Hate incidents have increased by 3.7% to 8,214 in the last 12 months (to September 2019) compared with 7,922 in the previous 12 months.
- Race hate incidents continue to account for the most hate incidents at 70.8%. This is followed by Sexual Orientation (11.5%), Disability (11.1%), Faith (5.6%) and Transgender (2.7%).
- All hate strands have seen an increase compared to the previous 12 months with the exception of Faith incidents. Transgender incidents had the largest proportional increase of 49%, followed by a 9.1% increase for Disability incidents, 6.9% increase for Sexual Orientation incidents and 2.3% increase for Race incidents.
- 52% of all Hate incidents in the last 12 months relate to harassment, 21.5% to violence without injury, 8% to public order and 4.9% to criminal damage.
- Hate Crime is increasing in Leeds and the CSP are monitoring tensions as there is concern that communities are not as harmonious as they have been. Hate crime is also a priority area for Wakefield CSP. Reporting is increasing, however there is no evidence to suggest that there are community tensions.

- The majority of suspects are male (66.2%). Across all strands, between 20-30% of suspects are children under the age of 16. In terms of victims, 55.3% are male and the majority are under 50 (24.9% aged 31-40 years 21.5% aged 21-30 years and 19.5% aged 41-50).

Hate Crime Third Party Reporting

The third party reporting landscape across West Yorkshire is mixed. Currently, all 5 district local authorities have their own hate crime strategy, and all 5 force areas have a lead Hate Crime co-ordinator, however, there is not a consistent approach across the county.

Wakefield and Safer Leeds commission the charity Stop Hate UK (SHUK) to promote their third party reporting line in their districts. Kirklees have a training contract with SHUK that supports the promotion of the mobile app, however, the extent to which any third party reporting mechanism is promoted in Calderdale and Bradford is currently a gap. In addition, there is mixed promotion of national reporting lines such as Tell Mama (aimed at tackling Islamophobia), and SHUK's under 18 helpline, "Call Hate Out".

Stop Hate UK provide quarterly data reports to the two partner districts in West Yorkshire, Wakefield and Leeds. Leeds has been the location for recorded 189 incidents and Wakefield had recorded 43 between April 2018 and September 2019.

The key trends over the last 6 quarters are:

- Race based hate crime comprise the majority of reports
- Verbal abuse, threatening behaviour and harassment

Recommendation:

PCC to consider pursuing a countywide strategy for Hate Crime through co-ordinating West Yorkshire's 5 districts. This will support consistency of third party reporting across the county and ensure a minimum standard of service.

Current Service Provision

Domestic Abuse

Each district in West Yorkshire Police has a unit dedicated to Domestic Abuse offences. There is also a partnership hub in each district that deals with domestic offences on a daily basis. Although these hubs mostly deal with high and medium risk domestic offences, the throughput is under constant scrutiny due to the numbers that are dealt with.

Each district is also linked in to Operation Encompass which is the notification to local schools of overnight domestic offences when a child has been involved. There is a dedicated unit in each council which receives automatic notifications from the police and informs the appropriate school before the start of the school day. Going forward this is being discussed by the Domestic and Sexual abuse Analyst group, looking at how to link these notifications when a child is involved in a Domestic in one district and attends school in a different district.

Domestic Violence Protection Orders (DVPOs): The bid to the Violence against Women and Girls (VAWG) funding has led to the creation of a dedicated police staff team to professionalise the practice and provide greater efficiency in one centralised team serving the whole Force - the funding for the 'whole systems approach' that led to the formation of this team has now finished and the DVPO team has become 'business as usual' for West Yorkshire Police

After significant training and some successful convictions, the use of the Controlling and Coercive Behaviour: legislation is increasing as officers become more aware and competent with use. Additional training has also been completed across the Force which includes controlling and coercive legislation, DASH risk assessment, the approach to non-engaging victims and encouraging evidence-led prosecutions.

CSA and CSE

CSE has been a high priority in the Police for the last years and as a result each area has a dedicated unit that deals with CSE. There are regular meetings in each area with partners to discuss risk levels for persons that have come to notice by any partner and this informs police practise. The results of this meeting are then transferred onto Police systems and the individuals involved flagged for officer awareness

For large operations there are dedicated units at each district that deal with these offences and dedicated Investigating Officers which are moved to wherever the need is greatest. This is all overseen by the Strategic Safeguarding Board and regularly audited by senior leaders in this group.

Missing Persons

The CSE flagging has a direct impact on Missing persons as this will reflect in the risk levels assigned if a CSE flagged person goes missing. As well as responding to each missing incident, there are missing co-ordinators at each district that work with partner agencies. Each incident is scrutinised to ensure that lessons are learnt and that any children are flagged with social care.

Modern Slavery and Human Trafficking

In 2014, through the West Yorkshire for Innovation (WYFI) team, The PCC secured £200,000 from the Ministry of Justice to set up a West Yorkshire Anti Trafficking and Modern Slavery Network. The network meets quarterly covers all five districts – Leeds, Bradford, Wakefield, Kirklees and Calderdale.

The Modern Slavery Police Transformation Programme was launched on 1st April 2017 and is delivering a more robust, consistent and cohesive response by law enforcement and partnership networks. The West Yorkshire PCC is represented on the Strategic Oversight Board for this programme to support partnership involvement and ensure that this innovation has a maximum positive impact on all our communities, reducing harm and exploitation.

West Yorkshire now has a regional co-ordinator in place as well as a regional analyst, to provide support to the Region and the force team whilst sharing best practice at a national level. We have also recruited a dedicated Partnership and Training officer for Modern Day Slavery who is now not only delivering training to frontline officers to increase awareness of the issues but also to partners and representing the force at a national level.

Criminal exploitation of children and vulnerable adults

This is a new area of work and one that needs to be built upon. The document that highlighted this to agencies was produced as an addendum to the 'Time to listen' report on CSE and missing (see CSE evidence base) and suggests the type of work that should be undertaken.

Sexual Offences

There is a current commissioned review of Sexual Offences taking place which is due to report to the OPCC in January 2020.

Needs Analysis – Supporting Victims and Witnesses

Introduction: Impact of crime on victims

Everyone is different and therefore crime will affect an individual in different ways. Any changes in how a victim feels could be a result of the traumatic experience they have been through.

One of the things that can make a crime hard to cope with is knowing that another person did it deliberately. Unlike an accident or illness, people who commit a crime intend to cause some sort of harm.

The effects of crime can last for a long time, and it does not depend on how 'serious' the crime was. Some people cope really well with the most horrific crimes while others can be very distressed by a more minor incident.

After experiencing a crime, people may find that:

- They feel angry, upset or experience other strong emotions.
- Sometimes people feel quite normal for a while and then things may suddenly start to fall apart.
- Others might have physical symptoms, such as lack of sleep or feeling ill.
- Many victims blame themselves or feel too embarrassed to come forward and get help.
- Some may develop long-term problems such as depression or anxiety-related illness.
- While the short-term effects of crime can be severe, most people do not suffer any long-term harm. Occasionally, people do develop long-term problems, such as depression or anxiety-related illnesses, and a few people have a severe, long-lasting reaction after a crime, known as post-traumatic stress disorder (PTSD).

How victims react to a crime will also depend on:

- The type of crime.
- The degree to which the victim feels powerless and vulnerable. This can be even more difficult to deal with if the crime is repeated or ongoing, which is often the case with domestic abuse or racial harassment. It is also a big issue for hate crimes when victims know they have been singled out because of who they are.
- Whether victim knew the person who committed the crime.
- The support victims get (or don't get) from their family, friends, the police and other people around them.

It should also be noted also that people around a victim, such as family and friends, are also likely to be affected. They might experience similar emotions to the victims, as well as concern for the victim. However, some victims find that others around them expect them to just 'get over it'.

(Source <https://www.victimsupport.org.uk/help-and-support/coping-crime/how-can-crime-affect-you> adapted)

Given the impact on victims of crime it is essential that any support services bear in mind the ambition of the Police and Crime Commissioner for West Yorkshire:

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- to continue to be open to all victims regardless of when the crime occurred or the nature of the crime itself;
- be available for self-referral and by any other agency so that support can be provided to those close to a victim;
- be available to victims who do not report the crime incident to the police;
- And that a postcode lottery is not a determining factor – all services should be available throughout West Yorkshire.

Gap:

Victims' awareness of services is key to feeling informed about support is available to them. Officers involved with the delivery of victim services should work closely with the community engagement and communications officers to jointly target key messages on the services available to victims throughout West Yorkshire.

Crime and Victims in West Yorkshire

Overview

West Yorkshire Police (WYP) serve approximately 2.3 million people living in one of the five metropolitan districts of Bradford, Calderdale, Kirklees, Leeds and Wakefield. The physical area covers some 2000 square kilometres or 780 square miles. The force area is very varied combining busy cities and towns with quiet villages and picturesque rural locations. The population is equally diverse representing a range of ethnic cultural and economic backgrounds.

For this reason, policing is delivered from five separate police districts which are coterminous with the local authority boundaries. There are also teams of specialist police and support staff personnel based at WYP headquarters and at various other locations around the force.

Crime Figures

For many years, the police recording of crime and Anti-Social Behaviour was used to evidence the effectiveness of policing in the forces across the country. Comparisons across crime types and incidents were relatively simple and significant decreases were experienced across the country.

This changed in 2014 when a report from the Office of National Statistics (ONS) found that police recorded crime did not meet the standards required for designation as 'national statistics'. Since then, there has been an increased focus on improving recording practices, which has led to a greater proportion of crimes being recorded by the police. West Yorkshire Police was assessed by HMICFRS in their Crime Data Integrity Inspection in May 2019 as 'outstanding' stating the force, "*had made substantial progress to achieve a high standard of crime-recording accuracy. Victims are at the forefront of the force's crime-recording arrangements.*"

We found:

- *officers and staff understand the importance of crime-recording;*
- *a comprehensive training programme for officers and staff;*
- *effective supervisory and governance arrangements help to sustain improvements;*

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- *a comprehensive feedback system, so officers and staff who make errors can learn the correct requirements for their future crime-recording decisions; and*
- *The force crime registrar (FCR) and his deputy are highly visible, accessible and actively promote good crime-recording standards across the force."*

Crime statistics released by the ONS show that crime has risen in West Yorkshire by 4.1% in the 12 months to September 2019 in comparison to the 12 months previous. This is in comparison with the most similar force (MSF) average of 1.3% increase over the same period.

The ONS separates those crimes which are victim related from those which are not, and for the same time period, the increase in victim related crime was 2.8% an increase of 6,717. Due to the way crimes are counted (i.e. total crimes calculated and any crime not recorded in the time period then removed) the actual numbers committed in the time period are slightly different, but within 0.2% of the total.

The following table shows the difference between the two years broken down by Crime Type.

17 Offence breakdown	Oct 2017 - Sept 18	Oct 2018 - Sept 19	Difference	% change
Arson	1903	1639	-264	-13.9%
Bicycle theft	2586	2022	-564	-21.8%
Burglary - business and community	7042	6608	-434	-6.2%
Burglary - residential	19606	17915	-1691	-8.6%
Criminal damage	30240	28647	-1593	-5.3%
Homicide	31	37	6	19.4%
Other sexual offences	5407	5129	-278	-5.1%
Other theft	25858	24684	-1174	-4.5%
Rape	3082	3597	515	16.7%
Robbery	3582	3794	212	5.9%
Shoplifting	18988	18176	-812	-4.3%
Theft from motor vehicle	14342	13452	-890	-6.2%
Theft from the person	4173	4251	78	1.9%
Theft of motor vehicle	5684	5675	-9	-0.2%
Vehicle interference	4430	3359	-1071	-24.2%
Violence with injury	28773	28049	-724	-2.5%
Violence without injury	66543	81482	14939	22.5%
Grand Total	242270	248516	6246	2.6%

The main increases in victim related crimes is in the category of Violence without injury and the next highest numerical increase is for Rape although the highest percentage increase in the category of homicide.

Recommendation:

Further consideration should be made to the commissioning of victim services in relation to violence without injury. The increase shows approximately 15,000 additional victims in the last 12 months. We should ensure that commissioned services have enough capacity to deal with such a substantial increase.

A review of more specialist victim services is also required to ensure that the necessary provision for highly harm crimes such as rape is provided across West Yorkshire.

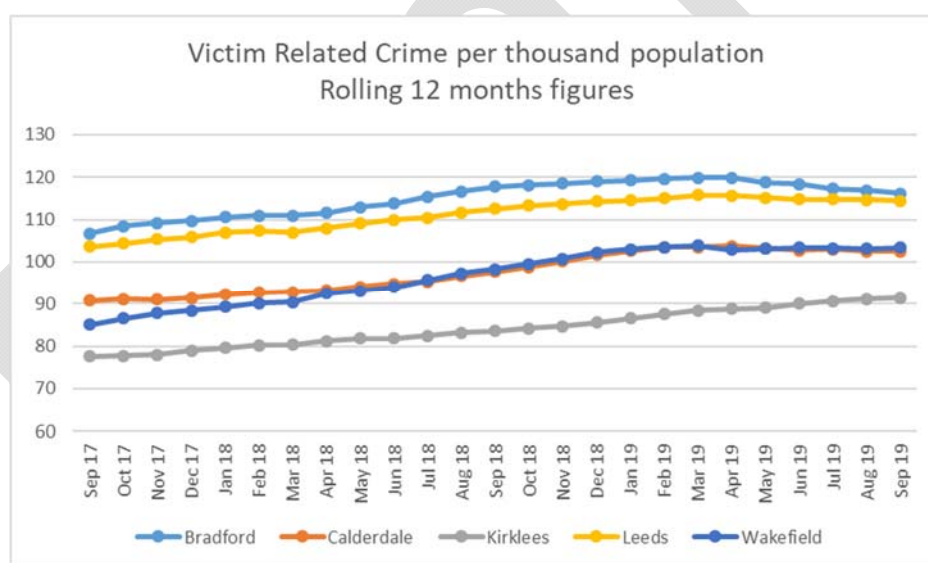
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District	Oct 2017 - Sept 18	Oct 2018 - Sept 19	Difference	% change
Bradford	62690	61866	-824	-1.3%
Calderdale	20454	21286	832	4.1%
Kirklees	36517	39855	3338	9.1%
Leeds	88318	89629	1311	1.5%
Wakefield	33473	35080	1607	4.8%
Out of Force	724	793	69	
Unknown	94	7	-87	
Grand Total	242270	248516	6246	2.6%

The only district to see a decrease in victim related crime in this period was Bradford, but the 824 decrease in this area was eclipsed by the increase in Calderdale District (832 crimes) the area with the highest increase was Kirklees which saw an almost 10% increase in victim related crime.

Recommendation:

With a rise of almost 10% in victim based crimes in Kirklees District, we should ensure that victims' services in the district can deal with the increased demand.



All areas in West Yorkshire have seen a rise in Victim Related Crime over the past 2 years and the recent decrease in Bradford has now brought the area in line with its closest neighbour Leeds. Both Calderdale and Wakefield have very similar figures, but Kirklees has still the lowest ratio for victim related crime, even with the most recent increases.

When looking at Ward figures, when sorting by the actual number of crimes, Leeds has seven in the top 10 wards.

With regard to crime harm – the Victim based crimes with the most collective harm in 2018-19 was Rape followed by Violence with injury and Residential Burglaries. Although both Violence with injury and Residential Burglary have decreased in 2018-19, they still comprise about 20% of the overall crime harm each with the increase in rape bringing the combined total for these offences to just over 65% of the overall crime harm.

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When compared to 2017-18, the increase in Violence without Injury has culminated in it overtaking the collective harm from other sexual offences and the decrease in arson offences means this has gone from being above Theft from Motor Vehicle to below.

Offence Type	Total Crime Harm 2017-18	Total Crime Harm 2018-19	Crime Harm Difference	% of the whole
Rape	9524177.35	11098172.47	1573995.12	25.9%
Violence with injury	9166972.03	8942850.22	-224121.80	20.9%
Burglary - residential	8926106.08	8112327.39	-813778.69	18.9%
Violence without injury	3141872.50	3848122.49	706249.99	9.0%
Other sexual offences	3300197.29	3147794.53	-152402.76	7.4%
Robbery	2671169.54	2829262.21	158092.67	6.6%
Other theft	1284826.22	1325705.85	40879.63	3.1%
Burglary - business and community	838674.29	797616.43	-41057.86	1.9%
Theft of motor vehicle	668599.45	670501.94	1902.49	1.6%
Theft from motor vehicle	482434.26	452496.56	-29937.70	1.1%
Arson	522208.87	431627.01	-90581.86	1.0%
Theft from the person	357358.77	364038.37	6679.60	0.9%
Homicide	247342.59	295215.34	47872.76	0.7%
Shoplifting	246322.22	235788.53	-10533.69	0.6%
Criminal damage	203324.02	192596.05	-10727.97	0.4%
Vehicle interference	51610.51	39133.11	-12477.39	0.1%
Bicycle theft	41380.39	32355.44	-9024.96	0.1%
Grand Total	41674576.38	42815603.95	1141027.58	100.0%

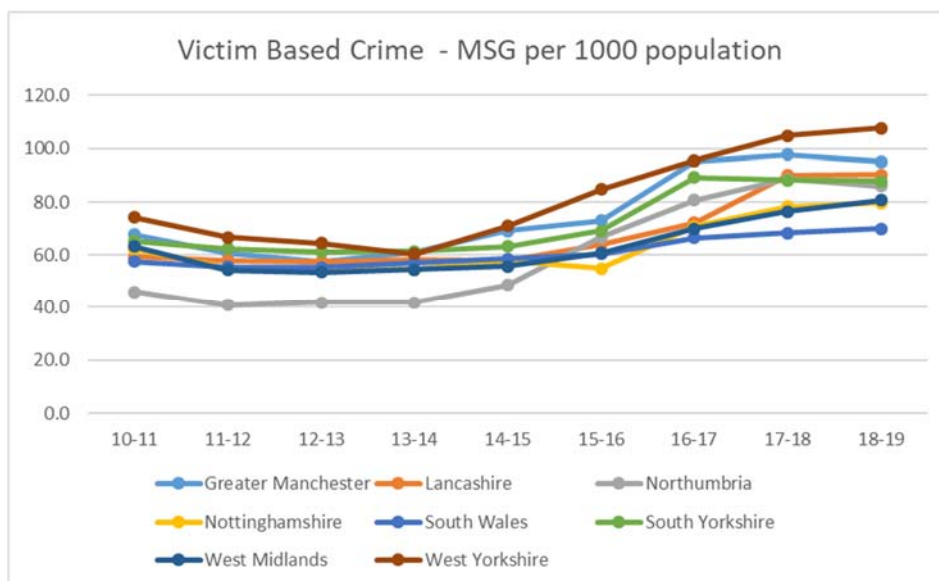
Recommendation:

Further analysis of OPCC victim commissioned services is needed to ensure that there is an understanding of the harm of crimes and the impact to victims, and that appropriate service provision is provided to ensure universal, specialist and targeted provision for victims.

One of the main drawbacks for using Victim related crime as per the ONS definition is that Public Order Offences are not included in the search. As Harassment forms part of Public Order then a number of victims here have not been included in the above calculations.

However, the main benefit of using this data set is that the figures are comparable with other areas. Current data shows that West Yorkshire has consistently had the highest numerator for this category and this is increasing (please note the data for Greater Manchester is a proxy figure for the last 3 months due to crime recording issues)

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Repeat Victimization

An increase in the number of crimes reported also causes a rise in the number of repeat victims. ONS took a detailed look at this area and reported that approximately 15% of the victims of crimes were repeat victims – this rises for such offences as violence without injury (25%) and is lower for such offences as theft from person (6%) and vehicle related theft (12%). This means that for the 234,694 victim related crime there were approximately 200,000 individual victims of crime.

There were 164,630 of which 39492 were repeat victims in the 12 months, giving a repeat rate of 24.0%.

Recommendation:

Better sharing of information about repeat victims is called for between victim services and Neighbourhood Policing to ensure appropriate advice and support is provided.

Other Victims

Although there have been a rise in the number of victims of crime documented by West Yorkshire Police, there are a number that still do not report crimes to the Police. The Crime Survey of England and Wales (CSEW) believes that approximately 57% of Violent Crime Victims do not report their crime to the Police (See [The nature of violent crime in England and Wales](#)) There are also the vast number of offences that are not crimes such as domestic verbal disputes (of which there were over 7,000 in the last 12 months) and victims of incidents such as Anti-social behaviour and road traffic incidents.

Recommendation:

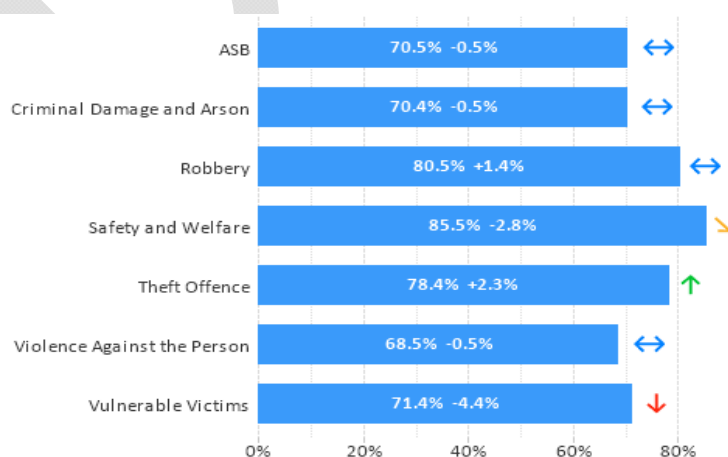
Further work in the Needs Assessment of the Violence Reduction Unit to fully and more comprehensively understand this area of underreporting in victims of violent crime.

Victim Satisfaction & Confidence

Victim Satisfaction

Up until the 31st March 2017, forces were required by the Home Office to survey victims of a limited number of crimes types to comply with the statutory Annual Data Requirement (ADR); namely Burglary, Violent crime, Vehicle crime, Hate Crime, and Domestic Abuse victims. This requirement ceased in April 2017 but was replaced with an expectation from HMRCFRS that forces will seek feedback from service users, and that the feedback will be used to inform and improve practices. A new programme for assessing victim satisfaction was introduced in April 2017 which distinguished between those crimes WYP attended and those which were dealt with by a telephone investigation. The range of victims covered by the new programme was also expanded.

- Overall satisfaction with the whole experience for the 12 months to September 2019 stands at 75% across the whole range of service users who were contacted through the victim satisfaction programme. This has remained static for a number of years against a backdrop of increased crime, a reduction in number of police officers/staff and a high level of inexperience in the workforce.
- Analysis by West Yorkshire Police shows that satisfaction is highest when an officer attends a crime/incident. The lowest Service Delivery Area for West Yorkshire Police continues to be ‘Keeping informed of progress’ of the crime at 57.5% which is also a decreasing trend with a 3.4% reduction from the previous 12 months.
- For overall satisfaction:
 - BME victims continue to be less satisfied than white victims (with a gap of 9.5%);
 - Females are more satisfied than males (gap of 4.3%);
 - Over 55 year olds are more satisfied than under 55s (gap of 7.7%);
 - Those who consider themselves to have a disability are less satisfied than those who don't (gap of 3.9%).



Recommendation:

Further work is undertaken with West Yorkshire Police to understand the gap between BAME victim satisfaction and victim satisfaction figures overall.

'Your Views' Survey – Victim Perspective

The 'Your Views' survey is conducted by the OPCC, which has a number of specific questions which relate to victims. This survey was also changed in 2017 with the addition of some additional questions.

Question 6. Have you been a victim of crime in the last 12 months?

14.7% of Your Views respondents said they had been a victim of crime in the 12 months to September '19. This figure shows small fluctuations from quarter to quarter, averaging at 14.8% over the past two years.

Question 7 & 8. Did you report this crime(s) to the police or another agency?

If a respondent had stated that they had been a victim of crime in the last 12 months, they were then asked if they had reported it to the police or another agency.

Roughly one quarter of respondents who say they have been a victim choose not to report the crime to the police or another agency. Of those people who go on to give a reason why they did not report, the proportion who say they feel it would be a waste of time, or that the police would not do anything, has grown slightly during 2019.

The Your Views Survey asks respondents to consider the effectiveness of their local community safety partners – including the police and their district CSP. The positive response to the bank of six questions we ask about these organisations' effectiveness has stabilised during 2019.

2019's results for Wakefield have shown some weakening in the positive response to our questions on CSPs' effectiveness in keeping people safe, whilst in Kirklees, just 30% of respondents are confident the CSP will prevent crime and ASB.

In Q2 the proportion of Calderdale respondents who said they were confident the CSP would keep them safe moved over the 60% mark for the first time.

In the latest data (Q2 2019/20), 50.7% of residents said they were confident that CSP partners would support victims and witnesses. This figure has remained stable in 2019 after a decline in positive scoring in 2018. Wakefield and Kirklees have recorded the largest reductions in positive scoring over this time.

Being a victim of crime: Focus on ethnicity, age and gender

Age and Gender:

Victims October 18 – September 19

For all crimes where a victim was linked with first name and surname.

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Age Group	F	M	U	Grand Total	% of Total Age Group	% Female
0-9	1217	1550	232	2999	1.2%	44.0%
10-19	15209	12491	1410	29110	11.9%	54.9%
20-29	32681	23857	1496	58034	23.7%	57.8%
30-39	29810	25394	1176	56380	23.1%	54.0%
40-49	19962	21105	847	41914	17.1%	48.6%
50-59	12661	15893	632	29186	11.9%	44.3%
60-69	5289	7504	357	13150	5.4%	41.3%
70-79	2641	3166	173	5980	2.4%	45.5%
80-89	1242	980	81	2303	0.9%	55.9%
90-99	278	133	24	435	0.2%	67.6%
100-109	8	1		9	0.0%	88.9%
(blank)	1833	2785	428	5046	2.1%	39.7%
Grand Total	122831	114859	6856	244546	100.0%	51.7%

% Female does not include where the gender is unknown.

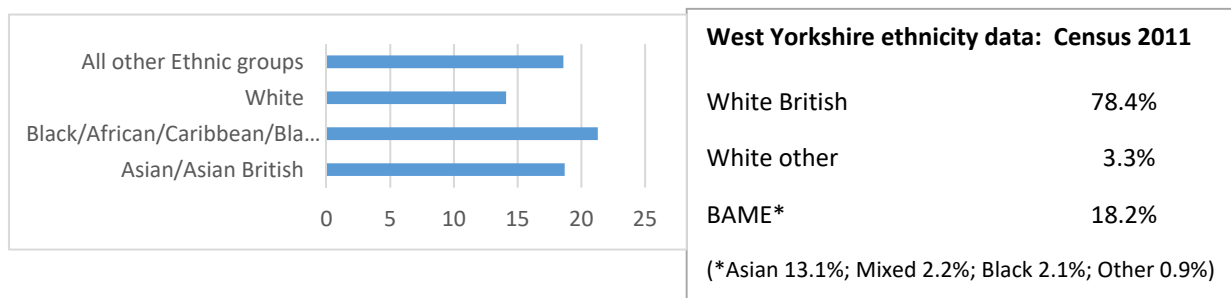
Recommendation:

Specialist victim services are provided for those who are vulnerable, particularly those under the age of 18 (approximately 13% of all victims) and those aged over the age of 65 (approximately 9% of all victims). This links with the joint HMICFRS and HMCPI report, 'The Poor Relation: Crimes against Older People', which stated, "The Police don't consistently assess the needs of victims as set out in the relevant codes of practice. The needs of victims aren't always met and the CPS aren't always given the right information to tailor the help it offered to the needs of the victim."

Crime Type	F	M	U	Grand Total
Arson	489	691	26	1206
Bicycle theft	452	1510	33	1995
Burglary - business and community	1201	2719	110	4030
Burglary - residential	8540	9908	468	18916
Criminal damage	11939	11182	438	23559
Homicide	13	16	2	31
Miscellaneous crimes against society	2433	1401	102	3936
Other sexual offences	3027	703	209	3939
Other theft	8736	8631	326	17693
Possession of drugs	8	12		20
Possession of weapons	177	486	24	687
Public order offences	14156	12680	1115	27951
Rape	1972	177	48	2197
Robbery	957	2807	153	3917
Shoplifting	631	1355	26	2012
Theft from motor vehicle	4009	8397	210	12616
Theft from the person	2423	1771	119	4313
Theft of motor vehicle	1209	3885	78	5172
Trafficking in controlled drugs	22	51	1	74
Vehicle interference	1059	1896	61	3016
Violence with injury	12703	14094	811	27608
Violence without injury	46659	30465	2496	79620
Modern Slavery	16	22		38
Grand Total	122831	114859	6856	244546

Ethnicity

Percentage of people stating they were victims of crime by ethnicity: West Yorkshire*



Source: <https://www.ethnicity-facts-figures.service.gov.uk/crime-justice-and-the-law/crime-and-reoffending/victims-of-crime/latest> (published 7 December 2018)

Note: * Data is derived from the Crime in England and Wales survey combined for the years 2014/15; 2015/16 and 2016/17

Ethnic Appearance	F	M	U	Grand Total	% of total (not including NS)
A1. ASIAN - INDIAN	707	1543	10	2260	1.8%
A2. ASIAN - PAKISTANI	4328	8092	171	12591	10.1%
A3. ASIAN - BANGLADESHI	174	382	3	559	0.4%
A9. ANY OTHER ASIAN BACKGROUND	642	1373	35	2050	1.6%
B1. BLACK CARIBBEAN	610	716	12	1338	1.1%
B2. BLACK AFRICAN	634	1079	22	1735	1.4%
B9. ANY OTHER BLACK BACKGROUND	312	375	6	693	0.6%
I1. GYPSY OR IRISH TRAVELLER	1	4		5	0.0%
M1. WHITE & BLACK CARIBBEAN	736	557	1	1294	1.0%
M2. WHITE & BLACK AFRICAN	87	80	1	168	0.1%
M3. WHITE & ASIAN	324	228	4	556	0.4%
M9. ANY OTHER MIXED BACKGROUND	328	285	8	621	0.5%
O1. CHINESE	162	124	6	292	0.2%
O9. ANY OTHER ETHNIC GROUP	324	582	15	921	0.7%
W1. WHITE BRITISH	48240	46480	833	95553	76.6%
W2. WHITE IRISH	227	290	4	521	0.4%
W9. ANY OTHER WHITE BACKGROUND	1574	1925	55	3554	2.8%
NS. NOT STATED	63421	50744	5670	119835	
Grand Total	122831	114859	6856	244546	

Victims Code, Strategy and forthcoming Victims’ Law

Code of Practice for Victims of Crime (the Victims Code)

This is a statutory document that sets out the minimum level of service victims should receive from the criminal justice system. Any services commissioned (and the PCC’s approach to commissioning services for victims and witnesses) should comply with the content of the Victims’ Code. The Victims’ Code is under review and it is anticipated that a Victims’ Law will be introduced during 2020. This should be tracked to ensure that all services are complaint. The current Code published in 2015 takes into account the European Union’s directive (The EU Victims’ Directive 2012/29) which included that

victim services should be available to all victims whether or not they have reported their crime to the police or other public authority. This is also an ambition of the PCC in West Yorkshire and all services commissioned by him are available for self-referral.

The Victims and Witnesses Group sub group of the Local Criminal Justice Board in West Yorkshire is keen to take responsibility for monitoring the Code and have attempted to do this in past, however, the tool currently used is lengthy in covering all its entitlements so the focus. Government recognise that monitoring compliance is a gap and is exploring how this can best be achieved, the Victims and Witnesses Group is awaiting further guidance.

Victims Strategy

In September 2018 a HM Government Victims Strategy¹ was presented to parliament which sets out a criminal justice system wide response to improving the support offered to victims of crime and incorporates actions from all criminal justice agencies, including the police, CPS and courts. In terms of services supporting victims, the following commitments are made:

- Increasing the availability of services through more joined up and sustainable funding
 - Spending from £31m in 2018 to £39m in 2020/21 to improve services and pathways for survivors and victims of sexual violence and abuse who seek support to and from Sexual Assault Referral Centres.
 - Develop a new delivery model for victim support services, coordinating funding across government.
 - Expand and extend support available to families bereaved by homicide, including bringing in new funding for advocacy support for families bereaved by domestic homicide.
 - Spend £8 million on interventions to ensure support is available to children who witness domestic abuse.
- Improve access to services through better integration and signposting of support services including
 - Working with the PCCs to develop a framework of support arrangement in the event of a major crime incident or terrorist attack.
 - Piloting the 'Child House' model in London, whereby multiple services are brought together in a child-friendly environment to minimise additional trauma
 - As part of the Female Offender Strategy, investing £3.5m in community provision to break the cycle of reoffending and re-victimisation
- Providing Victims with a quality service based on their Needs - including
 - Piloting the Economic Crime Victim Care Unit
 - Providing an additional £2m for Independent Child Trafficking Advocates
 - Refreshing the Hate Crime Action Plan
 - Introducing uniform standards and a new framework for SARCs.

There has been an increased focus nationally and locally around victims and witnesses with the launch of the new NPCC Strategy earlier this year to ensure consistency across forces, particularly

¹ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/746930/victim-strategy.pdf

around Victim Personal Statements, use of Registered Intermediaries and support for those seeking compensation. The Strategy seeks to act as a framework for forces to ensure a more consistent delivery of services to victims and witnesses in line with the Victim's Code of Practice, Witness Charter and cross Government Victim's Strategy. Its three key aims are to:

1. Deliver a consistent and good quality of service to victims and witnesses;
2. support vulnerable victims and witnesses through the CJS;
3. And build the confidence of victims and witnesses to report and remain engaged with the CJS.

In addition to the National Strategy, it is anticipated that in early 2020 there will be revisions to the Victims' Code to shift this from a series of entitlements to being a 'living' statement of rights. It will also take account of the phased introduction of PCCs having greater responsibility for compliance monitoring with the Code's entitlements through Local Criminal Justice Partnerships and a further consultation will be held on the proposed Victims' Law, which would enshrine into law key aspects of the revised Code.

OPCC – Supporting People Harmed by Crime

[West Yorkshire's Victims and Witnesses Strategy 2019-2021](#)

A new strategy focused on victim and witnesses is due to be launched in February 2020. The strategy has seven priorities that have been selected following consultation with key stakeholders, the Local Criminal Justice Board, the OPCC Partnership Executive Board and West Yorkshire Community Safety Partnerships.

The seven priorities are:

1. Raise awareness of the PCC's approach to supporting ALL victims and witnesses, putting people and communities at the heart of policy practice, and service development.
2. Get the initial response to victims and witnesses right first time every time.
3. Work hard to give people the support they need to cope and recover, tailored to their individual need, whether or not they pursue action through the criminal justice system.
4. Increase confidence people have in the criminal justice system and empower them to take up the different options available to them through it.
5. Address the additional vulnerabilities and complex needs that compound the barriers to coping and recovering and often result in repeat occurrences.
6. Identify and take action to fill gaps in services and achieve great consistency in West Yorkshire.
7. In all the above priorities work to ensure that the needs of children and young people are given appropriate attention.

Needs Assessment 2019/2020

PCC Commissioned Services

Since April 2015 the Ministry of Justice have provided Police and Crime Commissioners an annual grant for local victim support services. The Ministry continue to fund a small number of services nationally.

The scope of the grant aligns with the Victims' Code and sets our key crimes types for focussed specialist services. The grant also requires each PCC area to have a core referral and local support services provision for their policing area.

Victims and Witnesses Funding – Ministry of Justice (MoJ)

Project / Service	Provider	End date / funding confirmed to	District	Our outcomes	Our priorities
Core Referral and LSS	Victim Support	31 st March 2021	West Yorkshire	Support victims and witnesses	All
West Yorkshire ISVA Service	Victim Support	31 st March 2021	West Yorkshire	Support victims and witnesses, Safeguard vulnerable people	Sexual abuse
DV Services	Domestic Violence Services	31 st March 2020	Bradford	Support victims and witnesses, Safeguard vulnerable people	Domestic abuse
Support for victims of sexual violence - Core Referral	Bradford Rape Crisis Centre	31 st March 2020	Bradford	Support victims and witnesses, Safeguard vulnerable people	Sexual abuse
Jyoti Project	Bradford Rape Crisis Centre	31 st March 2020	Bradford	Safeguarding vulnerable people	Child sexual abuse
Support for victims of sexual violence - Core Referral	Leeds Rape Crisis Centre	31 st March 2020	Leeds	Support victims and witnesses, Safeguard vulnerable people	Sexual abuse
Support for victims of sexual violence - Core Referral	Kirklees and Calderdale (KCRASACC)	31 st March 2020	Kirklees and Calderdale		
Restorative Justice	Restorative Solutions	31 st March 2021	West Yorkshire	Support victims and witnesses, Make sure criminal justice works for communities	Other
IDVA	Wakefield MDC	31 st March 2020	Wakefield	Safeguard vulnerable people, Support victims and witnesses	Domestic abuse
IDVA	Kirklees MBC	31 st March 2020	Kirklees		
IDVA	Calderdale MBC	31 st March 2020	Calderdale		
IDVA	Leeds City Council	31 st March 2020	Leeds		
IDVA	Bradford MDC	31 st March 2020	Bradford		
Safe Places Membership / WY Coordinated Services	Safe Places Organisation CIC	31 st March 2020	West Yorkshire	Safeguarding vulnerable people	Hate Crime

Needs Assessment 2019/2020

Project / Service	Provider	End date / funding confirmed to	District	Our outcomes	Our priorities
Video Link to courts	Women Centre	31 st March 2020	West Yorkshire	Safeguard vulnerable people, Support victims and witnesses	
Independent Review of Services for Victims and Survivors of SA and SV	Linxs Consultancy Limited	31 st March 2020	West Yorkshire	Safeguard vulnerable people, Support victims and witnesses	Sexual abuse

Victims and Witnesses Fund

Project / Service	Provider	End date / funding confirmed to	District	Our outcomes	Our priorities
ISVA/IDVA support in custody	HMP/YOI New hall	31 st March 2020	West Yorkshire	Safeguard vulnerable people, Support victims and witnesses	Sexual abuse Domestic abuse
VAWG evaluation	Social & Market Strategic Research Ltd	31 st March 2020	West Yorkshire		

Partnership Executive Group

Only those where victim specific only elements in the 'outcomes'

Project / Service	Provider	End date / funding confirmed to	District	Our outcomes	Our priorities
Calderdale Parent Liaison Officer	PACE UK / The Borough Council of Calderdale	31 st March 2020	Calderdale	Safeguard vulnerable people	Child sexual abuse
Kirklees Parent Liaison Officer	PACE UK / Kirklees Council	31 st March 2021	Kirklees		
Wakefield Parent Liaison Officer	PACE UK / Wakefield MDC	31 st December 2021	Wakefield		
Affordable Legal Services @ Staying Put	Staying Put	30 th November 2019	West Yorkshire	Support victims and witnesses, Safeguard vulnerable people, Make sure criminal justice works for communities	Domestic abuse Honour based abuse
Domestic abuse navigator service	Wakefield MDC	31 st October 2019	Wakefield	Support victims and witnesses, Safeguard vulnerable people	Domestic abuse, Drug and alcohol misuse Honour based abuse Mental health Sexual abuse

Needs Assessment 2019/2020

Project / Service	Provider	End date / funding confirmed to	District	Our outcomes	Our priorities
Independent Chair of the West Yorkshire Child Sexual Abuse Strategy Group	Safer Futures	31 st March 2021	West Yorkshire	Support victims and witnesses Safeguard vulnerable people	Sexual abuse
West Yorkshire Financial Exploitation and Abuse Team (WYFEAT)	West Yorkshire Trading Standards	31 st March 2020	West Yorkshire	Make sure criminal justice works for communities, Safeguard vulnerable people, Tackle crime and anti-social behaviour	Cyber Crime
Mental health nurses in Leeds DCR	West Yorkshire Police	31 st March 2020	Leeds and Bradford	Safeguarding vulnerable people	All

Early Intervention Youth Fund

Project / Service	Provider	End date / funding confirmed to	District	Our outcomes	Our priorities
Breaking the Cycle	Bradford MDC	31 st March 2020	Bradford	Tackle crime and anti-social behaviour, Safeguard vulnerable people, Make sure criminal justice works for communities, Support victims and witnesses	All
Trusted Interactions	Calderdale MDC		Calderdale		
Tiered Progressions Project	Kirklees MBC		Kirklees		
Community Co-productions	Leeds City Council		Leeds		
Step up to Positive Activity	Wakefield MDC		Wakefield		
Community Outreach: Crime Prevention	West Yorkshire Police		West Yorkshire		

In June 2019, the OPCC commissioned a piece of work to independently review services to victims and survivors of sexual abuse and sexual violence. This piece of work will further inform commissioning decisions and provide assurances to fair access to specialist services for victims of sexual abuse and sexual violence across the area of West Yorkshire.

Recommendation:

Further analysis is needed across the range of victims services commissioned across West Yorkshire to ensure that services are not dependant on postcode and also to ensure that appropriate universal, specialist and targeted provision of victim services are in place tailored to both the impact of the crime and on the needs of the individual.

Needs Analysis – Criminal Justice

Reducing Reoffending

A key strategic goal in our work to reduce crime in our neighbourhoods is the task of **reducing reoffending**. This calls on the co-ordination of a range of partners, many of whom are linked through the West Yorkshire Local Criminal Justice Board (LCJB).

2019 saw the PCC launch the new West Yorkshire Reducing Reoffending Strategy, which highlights the need for early identification of those at risk; on having the right pathways to support in place; and addressing the specific needs of women in the criminal justice system. Criminal justice partners, the third sector, service users and strategic leads are among those who played a part in the creation of this document.

In recent times, this partnership's attention has been set on diverting individuals away from criminality through Out of Court Disposal and Deferred Prosecution schemes. These can allow people another chance prior to being convicted. These schemes require meaningful diversionary activity in the form of perpetrator programmes which can prompt and support an individual to reform.

For those who are convicted, the critical factors in reducing an individual's likelihood of reoffending on release from custody include:

- Access to stable accommodation
- Access to benefits
- Opportunities for employment/training
- Support for substance misuse and/or mental health issues
- Meaningful engagement within the community and a sense of purpose; the shift of personal identity from pro-offending to pro-social
- Sustained support for those suffering from trauma or Adverse Childhood Experiences (ACE) which can be a trigger to criminality; acceptance and support to tackle the root causes of criminal behaviour

We know, however, that too often offenders leave prison without these things in place. In 2016/17, 30% of adults leaving custody under CRC supervision were discharged to unsettled or unknown accommodation on their first night of release, while only 30% of offenders who were assessed as needing ongoing treatment for drugs or alcohol were successfully engaged in community-based treatment within 21 days of release from custody. We also know that only 17% of ex-offenders are in employment a year after release. For women offenders these outcomes are often even worse and can be compounded by wider issues such as experience of domestic or sexual violence.²

² Ministry of Justice Consultation document (2018); *strengthening probation, building confidence*.

Many of these issues were discussed by partners at December 2018's Reducing Reoffending workshop event coordinated by the OPCC. Since then, much work has been carried out to support prison leavers and offenders within the scope of the Reducing Reoffending Strategy. A summary of the latest initiatives and ongoing needs follows below.

Accommodation

Finding suitable accommodation for prison leavers is a crucial first step on release. Unfortunately, this step is often far from straightforward - in particular persuading social housing providers to take on ex-offenders. This is particularly pertinent for West Yorkshire with HMP Leeds now reclassified as a resettlement prison.

A 2016 joint inspection by HM Inspectorates of Probation and Prisons claimed that over two-thirds of those people on short-term sentences in England and Wales needed some support with housing prior to their release³. The same report identified that in their study of four resettlement prisons (including HMP New Hall), over half of prisoners were being released to 'no fixed abode' or to temporary accommodation *not* secured by CRCs' *Through the Gate* (TTG) services. The report went on to criticise CRC's track-record in securing accommodation for prison leavers, but identified some good practice in West Yorkshire:

"In West Yorkshire, Through the Gate staff referred many prisoners to outside organisations which appeared more able to secure accommodation for prisoners. These included drug treatment services, and West Yorkshire Finding Independence (WY-FI), a lottery funded project doing assertive outreach work with the most disadvantaged and disengaged people in the area."

The role of navigator/advocate in this transitional process cannot be over-estimated. Providing prison leavers with support from a dedicated individual is key in ensuring that they are able to sustainably engage with the services offered. Ideally all service providers would allocate a portion of their budget to fund such support, ensuring maximum take-up for their primary service.

Further, whilst many agencies can provide support, often this is for a limited period of time and not long enough to get a client through the difficult times. Very few, if any, statutory agencies are able to provide peer support or key workers with lived experience.

Integrated through the Gate (ITTG) services have now been established in West Yorkshire (for example the *Together Women* project at HMP New Hall), with an associated uplift in support staff. Whilst this reflects a substantial improvement in service provision, there are still situations where individuals fall through the cracks between the public and Third Sector services supporting the transition from custody.

User Voice is an offender rehabilitation charity who gained OPCC Partnership Executive Group funding to explore with service users how support in the criminal justice system could be made more effective.

³ <https://www.justiceinspectorates.gov.uk/cji/wp-content/uploads/sites/2/2016/09/Through-the-Gate.pdf> page 21.

Their report⁴ describes how ex-offenders' addictions can become more intense when they use substances to blot out the cold, discomfort and misery of homelessness.

Participants in the research also stated that living in a hostel exposed them to the sort of bad influences which could trigger further offending or substance misuse. Hostels often do not provide a positive exit strategy for prison leavers, and merely delay a return to life on the street. Service users said they were well aware of offenders who would re-offend in order to get back into prison and the warmth, comfort, and structure this provided.

Recommendation:

Strong TTG services can help to reduce the likelihood of reoffending in the immediate period after release by better coordination of the services which span individuals' housing, health, and benefit needs. However, 'navigators' to ensure sustainable engagement with support agencies are also in short supply, and one source (WY-FI) is close to their contract end.

A key issue is the supply of appropriate housing. Stable housing provides not only a warm and safe place to live, but the foundation for an individual's improved sense of self-worth. Life on the streets is exceptionally stressful and traumatic, as has been highlighted in recently published research by *User Voice*.

There remains a need for the OPCC and partners to devise solutions with housing providers, and support Third Sector organisations' engagement with through the gate services. Organisations with a track record of providing suitable support include St. Giles Trust, Shelter, WY-FI and Nacro, Horton Housing, and (in South Yorkshire) Roundabout.

Employment

The challenges faced by ex-offenders trying to re-enter the labour market are well known. During the span of the government's last major welfare-to-work project (the *Work Programme*), just 2% of those who achieved employment were prison leavers, despite 'through the gate' services offered by private sector service providers, and strong contract incentives to achieve employment for ex-offenders. In West Yorkshire, this translated to just 500 prison leavers entering employment over a six year period⁵.

In 2013, the MoJ's review of the evidence on reducing reoffending cited that "researchers have concluded that employment programmes are unlikely to be effective unless they are combined with motivational, social, health and educational support services, to help address other needs that may act as barriers to finding employment [...] The most successful elements of employment programmes appear to be: strong local partnership working; training which is related to local employment needs and opportunities; long-term funding; and long lead-in times. The most successful programmes are likely to be those which co-ordinate work before and after release from prison."⁶

⁴ User Voice, (Nov. 2019): 'Service User Involvement in OPCC Strategy Development for Reducing Crime, Offending and Reoffending in West Yorkshire'.

⁵ Work Programme statistics to June 2017, DWP.

⁶

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/243718/evidence-reduce-reoffending.pdf

Leeds based Tempus Novo is a strong example of the potential benefits of supporting prison-leavers into employment. Their Trustees Report⁷ from 2019 shows that in 2018/19, the charity placed 103 prison leavers into work, 77% of whom were still in work six months later and just two people were returned to custody. The report also highlights that there were over 700 referrals for employment support in the year, illustrating that behind this track-record of success, the unmet demand for such services is significant.

Recommendation:

Whilst accommodation and health support may be more important for prisoner leavers immediately on release, the opportunity to achieve an income will be a strong factor in reducing the likelihood of reoffending in the long-term.

Tempus Novo is a strong case study of a local organisation which has worked to successfully rehabilitate prison leavers through supported employment. There are several other agencies (one example is *Offploy*), which provide an intermediate service between offenders and employers. Each organisation offers a slightly different methodology, and each is often pitted against each other in competition for funding. Some central governance of these agents would enable a standard operating process to develop, and would eliminate counterproductive competition and service duplication.

Mental Health and Substance Misuse in the Prison System:

Both are key issues which impact on safety within prisons and reoffending post release. Official reports struggle to pin-down a precise figure for the prevalence of **mental health** issues in prisons due to the inconsistent screening of prisoners on entry to an establishment, but the House of Commons Committee of Public Accounts quoted the Institute of Psychiatry in 2017 citing that “over half of prisoners have common mental disorders, including depression, post-traumatic stress disorder and anxiety”.

Outside the prison estate, the proportion of incidents which the police attend with a mental health aspect has risen strongly over the recent past. In their Force Management Statement 2019, WYP reported a 33% increase in mental health incidents in 2018, equating to more than 5,000 additional incidents during the year. 54% of arrestees had an entry on their mental health risk assessment, and c.3% of total incidents were flagged as being associated with mental health issues.

A 2017 Select Committee report into mental health in prisons quoted that 50% of the prison population have **substance abuse** issues⁸. October 2018’s Health and Social Care Select Committee’s report on prison healthcare described the extent of the issue:

⁷ http://apps.charitycommission.gov.uk/Accounts/Ends79/0001157079_AC_20190228_E_C.PDF

⁸ <https://publications.parliament.uk/pa/cm201719/cmselect/cmpubacc/400/400.pdf>, evidence from Dr. Andrew Forrester, Consultant and Honorary Senior Lecturer in Forensic Psychiatry, Institute of Psychiatry

Needs Assessment 2019/2020

Many prisoners report having a drug problem on arrival (42% of women and 28% of men). Worryingly, 13% of men and 8% of women reported they had developed a problem with illicit drugs while in prison.⁹

In 2017/18, the results of random testing for use of psychoactive substances under the 'Ten Prisons Project' revealed that 35% of prisoners at HMP Wealstun, and 23% at HMP Leeds tested positive.¹⁰

In November 2018, a Public Health England report highlighted some of the problems in maintaining a 'continuity of care' for prison leavers after release¹¹. Issues included:

- Attendances at appointments in the community following release were low
- Only around a half of referred individuals from the prison substance misuse treatment service were received in community support services
- The client's release date was not communicated in almost a quarter of the referrals received
- There was limited opportunity to make referrals to community services, for example with unplanned releases from court
- The challenges of following-up individuals newly released from the prison were compounded by a lack of contact details for the clients, especially those with no fixed abode

In West Yorkshire, our OPCC chaired Reducing Reoffending Board meets to discuss the many partner initiatives covering the health needs of those in the criminal justice system. For example, work has commenced in Leeds under the leadership of a Specialist Registrar in Public Health (Dr. Gill Kelly) to try and ensure the join-up of health services both inside and outside of prison. The project (funded by Safer Leeds) has had some early successes, in particular building data-sharing agreements between the many agencies who are engaged with a prison leaver.

The *WY Court Screening User Group* has also started work to improve health support for service users who are moving from court to prison. This involves an advance booking-in process, so that substance users are not unnecessarily traumatized by being kept waiting for medication during their first 24 hours in custody. These two projects have been put in touch with each other by the OPCC and are now working collaboratively.

NHS partners are also awaiting the commencement of their project to develop *System 2*, which is due in 2020 and will enable the medical records system inside prisons to link-up with NHS systems outside. This will allow patients' notes to be easily transferrable, for example, enabling them to be registered with a GP prior to release, and thus maintain a continuity in support for their health conditions immediately on release.

⁹ <https://publications.parliament.uk/pa/cm201719/cmselect/cmhealth/963/963.pdf>

¹⁰ <https://www.parliament.uk/business/publications/written-questions-answers-statements/written-question/Commons/2019-06-03/258899/>

¹¹ Guidance for improving continuity of care between prison and the community:
<https://www.gov.uk/government/publications/continuity-of-care-for-prisoners-who-need-substance-misuse-treatment/guidance-for-improving-continuity-of-care-between-prison-and-the-community>

Recommendation:

Progress has been made over the past year in building the support infrastructure needed for offenders who are released from custody with a mental health condition or substance misuse issues. However, the vital role of navigator to these services is disparate across West Yorkshire - usually being a service provided by the Third Sector.

Having an individual to support service users to attend the often overwhelming timetable of post-release appointments is fundamental to ensuring that the treatment of prisoners completed prior to release is not wasted after custody ends.

It is possible that a gap exists for those with personality disorders, which are deemed to be of lower priority than those who are prescribed medication for a mental illnesses. This could account for two thirds of prison leavers who have a mental health issue. Increasing awareness of the impact of Adverse Childhood Experiences on offenders also opens up the prospect of the need for counselling services within prisons to deter prison-leavers from reoffending.

Female Offenders

The MOJ's Female Offender Strategy (June 2018), acknowledges that individuals' complex needs often underpin female offending. Females involved in crime are often the victims of abuse and exploitation themselves. For female prison leavers, support to address mental health and substance misuse (as well as any trauma suffered), needs to come before practical issues such as accommodation and benefits, and needs to commence as early as possible ahead of release.

West Yorkshire is soon to launch a project which will focus on a small cohort of females who return to HMP Newhall again and again - often on recall for minor offences. Addressing the needs of such vulnerable individuals and diverting them successfully from crime and ASB could reduce reoffending, protect individuals from harm, and lessen the impact on criminal justice partners' resources.

Partner agencies (including the police) have agreed to go beyond 'business as usual' to support these women. For example, WYP will manage cohort members using IOM (Integrated Offender Management) principles even though they would not usually meet IOM-qualifying criteria.

However, in order to ensure this extra work is not lost and that benefits can be quantified, a central co-ordinator role is required. Once the case for this role has been made and agencies understand the savings this upstream work can realise, the role should be mainstreamed and paid for through a contribution from all benefiting agencies.

Recommendation:

The past year has seen progress in partners' work to treat female service users as victims as well as offenders, with the further development of services specific to female offenders' needs. This is particularly important for those women who, when in custody, disclose that they are also the victims of domestic abuse. Addressing these needs via the improved provision of IDVA and ISVA support within the female prison estate remains a challenge, but a step forward can be taken by appointing a central co-ordinator to manage the new enhanced support for repeat offenders.

Young People:

With a shift in policy toward out of court disposals and alternative pathways to custody, the volume of West Yorkshire juvenile offenders has reduced dramatically over the past decade, falling from nearly 12,000 in 2006 to just 1,500 in 2016. The rate of reoffending in this cohort has increased from 38% in 2006, to 43% in 2016¹². In the latest data for January to December 2016, this places West Yorkshire slightly ahead of the England and Wales average (42%) and some of our comparator areas (Greater Manchester juvenile reoffending rate is 40%, South Yorkshire 32%, Lancashire 40%, and West Midlands 38%).

The transition from childhood to adulthood poses particular challenges in the context of the criminal justice system, with young people who have already had contact with the CJS moving from children to adult support services, from YOI to adult prison or to independence, without support from other agencies. This is an area which requires partners' attention, especially with regard to care leavers and those transitioning between the juvenile and adult prison estate:

- Young care leavers are presumed to be able to move into independent living and manage their lives on the day they turn 18, despite having grown-up in often traumatic and chaotic circumstances.
- An increasing number of young people are being excluded from mainstream education, are being managed by Pupil Referral Units (PRUs), or are being 'home schooled'.
- Transition from YOI to adult prison estate brings additional pressures on young people. Without appropriate support in place, there is little prospect of successful rehabilitation prior to release from custody.

At the end of 2017, the West Yorkshire Youth Offending Teams identified their priorities in response to the 2017 OPCC Needs Assessment as:

- Identifying resources for knife and weapons programmes
- Diversion schemes linked to the WYP Early Intervention Strategy
- Victim services for young people
- Funding for addressing ASB hotspot areas
- A regional approach to harmful sexual behaviours
- Funds to work in the pre-criminal arena (under 10 years old)

In this year's Needs Assessment we also want to highlight two further pressures on young people which may influence offending:

We are becoming more attuned to the **mental health needs of young-people**. In November 2018, an NHS Digital report featured in many headlines when it identified that one in eight (12.8%) 5 to 19 year olds had at least one mental disorder¹³. The 2016 Taylor Review of the Youth Justice System

¹² MOJ Proven Reoffending statistics, 2018.

¹³ <https://digital.nhs.uk/data-and-information/publications/statistical/mental-health-of-children-and-young-people-in-england/2017/2017>

also quotes a Youth Justice Board for England and Wales report which states that more than one third of children in the youth justice system have a diagnosed mental health disorder¹⁴.

Whilst liaison and diversion services will support young people within the criminal justice system, those outside need to be assured of better access to mental health services if we are to stop poor mental health becoming a factor in offending. Currently, children can have to wait many months to be assessed by child and adolescent mental health services (CAMHs), and risk losing access to CAMHs if they take-up alternative therapeutic services during this time.

Secondly, criminal justice partners are aware that **post-16 educational policy**, which was set-up in good faith, may be working against some of our most vulnerable young people. The 2008 Education and Skills Act stipulates that from 2015 a young person must stay in education or employment with training until the age of 18. However, this policy has been criticised by those who feel the options for young people who do not have the ability or desire to go on to A-Levels has been overlooked.

Maths and English at a grade C if not obtained have to be studied (or a key skills qualification) and as such vocational pathways such as apprenticeships are sometimes not an option, leaving a young person disengaged from education and without a route to legitimately earn cash. This can leave some people aged between 16 and 18 susceptible to criminality as a means to earn money.

The PCC is supporting some pioneering work by a local construction company and college where young people who are starting to disengage from school at the start of their GCSEs are introduced to the opportunities an apprenticeship can offer. However nationwide, the number of people starting apprenticeships has fallen since the introduction of the Apprenticeship Levy on businesses in 2017¹⁵, and for many, the pathways to paid vocational training are still not open for all 16 -18 year olds.

Consequently, there is a need to increase the opportunities for young people to earn money legitimately at the age of 16 so that working for criminal exploiters is not seen as a credible option. In particular, we need to explore different ways to assess people's skills and aptitudes at 16 to allow non-apprenticeship entry into trades such as those found in the construction sector.

Criminal justice partners' work to (where appropriate) divert young people away from a criminal record can be seen in a West Yorkshire pilot scheme to defer prosecution called *Chance to Change*. Usually, if there was sufficient evidence to prove an offence, an individual would be charged or given a caution. However, under *Chance to Change*, some young people are being offered a programme of diversion which will not result in a conviction.

In addition, the young person does not need to specifically admit to the offence. This option has its origins in the Lammy Review (2017) which identified that many people from BAME backgrounds will not admit guilt through mistrust of the criminal justice system.

By offering this early 'chance to change', a young person is given an opportunity to take up support and build a better future for themselves.

¹⁴https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/577105/youth-justice-review-final-report-print.pdf, quoting *Mental Health Needs And Effectiveness of Provision for Young Offenders In Custody and in the Community*, Youth Justice Board for England and Wales [2005].

¹⁵ National Audit Office report for the Dept. for Education (2019); *The Apprenticeships Programme*. <https://www.nao.org.uk/press-release/the-apprenticeships-programme/>

Recommendation:

The latest figures on reoffending rates in West Yorkshire suggest that we are generally ahead of our regional and similar force areas on the rate of youth reoffending, yet West Yorkshire is not substantially out of touch with the England & Wales average figure.

The desire to divert young people away from criminal behaviours means there is increasing focus on those people who require mental health support, who are at risk of disengagement from education and training, and those on the periphery of gangs. In the years ahead, there is likely to be an increasing need for specific frontline services (and navigators to them) for young people experiencing these issues in their teenage years and beyond.

Probation Reform

Work continues within West Yorkshire and across the Yorkshire and the Humber region to ensure a smooth transition from the CRC model to the renationalised service under the National Probation Service banner (NPS). Private and third sector providers will be commissioned to provide specific resettlement and support services to prison leavers. Partners in West Yorkshire are working through a local transition board to co-ordinate the move to the new contracts which are set to commence in April 2021.

Opportunity:

In the build-up to the commencement of the new probation services, we may want to consider how we can support West Yorkshire Third Sector organisations to become a successful component of the new NPS services.

Supporting Vulnerable Victims and Witnesses

April 2018 saw the launch of the new Appropriate Adult Service for adults and juveniles across West Yorkshire. The expectation is that there will be 2,900 clients over the year.

Recommendation:

The LCJB has heard that there is no provision within West Yorkshire of appropriate adults for *victims and witnesses* and that this holding up investigations of cases where the defendant is in custody at HMYOI Wetherby.

Criminal Justice Demand on Local Policing

West Yorkshire Police's annual Force Management Statement (FMS) describes the anticipated demand (and the resource implications) for the year ahead. 2019's FMS highlighted several issues which are relevant to meeting needs in criminal justice:

Investigative Capacity:

- WYP estimate there will be an additional 39,502 crimes per year requiring secondary investigation by 2023.
- There has been increasing demand from the large number of recent and non-recent CSE cases which has impacted on prosecution teams.
- The digital/online threat is a cross cutting issue across many types of crime and consequently Digital Forensics has been added as a new Red Risk on WYP's Strategic Risk Register. The PCC has provided funding to support the Criminal Justice Digital Delivery Team to assist with this additional workload.

WYP and the CPS:

- An increase in Safeguarding demand with more complex files, impacts on District Prosecution and Safeguarding Teams. Increased online and digital demand adds to the complexity of this work.
- Digital charging is impacting on the work of Prosecution Teams with significantly more files being sent across the interface with the Crown Prosecution Service (CPS). The Criminal Justice Digital First Programme is a 'high amber risk' on the Strategic Risk Register.
- Disclosure remains a key issue and is a 'low amber risk' on the Strategic Risk Register. Changes brought about by the National Action Plan necessitate increased workload across the Force from investigation through to file build and the ongoing review of cases.

Protecting Vulnerable People:

- Domestic abuse is an area of particular concern and is predicted to increase by 27.7% to 82,630 incidents, by March 2023. In addition, criminal exploitation of children and vulnerable adults presents a significant challenge given the connections with organised crime, violence and other areas of vulnerability such as missing people, CSEA and MSHT.
- There has been additional investment in Safeguarding, with uplift of 20 Police Staff Investigators and 30 Investigative Support Officers. Despite this, demand continues to put considerable strain on resources.

NEED:

The predicted increases in investigative demand, particularly led by safeguarding demand (for example from domestic abuse incidents), other areas of vulnerability (such as CSEA), and digital and online crime, all present challenges on resources within the criminal justice system in the years ahead.

The 2019 Force Management Statement states that WYP have a 'detective gap' at a higher level than the England and Wales average.

Data

Maximising the potential of the data which partners hold about the service users they work with remains an ongoing challenge. The Reducing Reoffending Strategy's target to "profile reoffending in West Yorkshire" highlights the ongoing ambition to understand who reoffends, how they reoffend, and what influences those who manage to desist from offending.

Recommendation:

In 2018, partners from the CRC and prison service identified that a lack of in-house analytical capacity hampered realising the full potential of the data each organisation held. A data governance consultant was hosted by the OPCC during 2019, and some progress has been made in establishing a data sharing protocol between WYP and partners. However, the wider partnership information-sharing agreement is yet to be signed-off.

Draft

Recommendations

Crime and Anti-Social Behaviour

Serious Violent Crime

Although there has been some notable decreases with regard to crimes involving firearms and knives, the increase in non-domestic homicides and robberies gives cause for concern alongside the continued rise in hospital admissions.

Recent research shows the connection between young people and serious violence, especially in the areas of highest deprivation. Bradford has the highest percentage of young people in its council area in West Yorkshire, in comparison with the rest of England and Wales, and also has some of the highest areas of deprivation, and yet shows a lower percentage of serious violence and hospital admissions in comparison to other areas in West Yorkshire.

It is therefore required that the Violence Reduction Unit Problem Profile should re-examine the drivers of serious violence, as the strategic level data in West Yorkshire does not match with what research suggests are the key drivers of this type of offence.

Cyber Crime /Fraud

There still remains difficulty in obtaining reliable information from Action Fraud and there is a current backlog of 6-8 weeks to review reports which inhibits the identification of trends and threats. In West Yorkshire it is believed that 60% of the online fraud has been wrongly categorised by Action Fraud.

Fraud and cyber-crime are potential outcome measures for the Home Office as part of their development of indicators to assess police performance (as a result of the funding uplift in policing). It is therefore likely to receive more Home Office/National Policing Board focus in the future.

Burglary

Residential burglary is also a potential outcome measure for the Home Office, so again it is likely to receive more Home Office/National Policing Board focus in the future and should continue as a high priority for West Yorkshire.

Drug Trafficking

Increases in drug offences are deemed to relate to proactivity and will need prioritising to bring to the levels of others in the MSG.

Killed or Seriously Injured in Road Collisions (KSI)

Though many collisions are not fatal, the impact of serious road collisions is substantial and this can have a long term financial impact on the victim. Community and public expectation in reducing KSI numbers are high as this is a key priority according to the public perception survey, but requires a partnership approach.

Anti-Social Behaviour

ASB incidents are reported in various ways, but West Yorkshire Police relies on the numbers from their incident system to give their recorded ASB figures. The Force has the second lowest rate of ASB in the MSG, but some of the reductions in ASB may be as a result of crime recording given the increase in

public order offences and violence without injury. Understanding this is the key to engaging partners in this arena.

Safeguarding Vulnerable Persons

Domestic Abuse

This area of work is monitored by the Domestic and Sexual Abuse Board – and is recommended as a high risk area for prioritisation.

The 2018 OPCC Review of Domestic Offences recommended as follows:

Establishing a robust data and performance management system is key to enabling other areas of work to progress including:

- Developing funding applications
- Identifying needs, including of minority groups
- Understanding impact of services including IDVAs
- Developing shared baselines and performance management frameworks
- Providing the evidence base for future commissioning

Child Sexual Abuse / Child Sexual Exploitation

Both areas of work are monitored by the Domestic and Sexual Abuse Board – and is recommended as a high risk area for prioritisation. This area of work is currently being looked at as part of an Independent Review of Sexual Abuse and Sexual Violence Services, which will inform service delivery going forward.

Missing People

This continues to be a key priority in the Police and Crime Plan, although only scores as 38 out of 39 on the MoRile matrix. Missing features as a main performance measure in the Police and Crime Plan. This is particularly targeted at children in care and the percentage of repeat missing children.

Modern Slavery and Human Trafficking

Part of the increase in modern slavery is believed to be due to increased awareness and focus on the exploitation of children and vulnerable adults, linked in particular to ‘county lines’, but also other offences such as organised acquisitive crime. Understanding this could help fill in some gaps in knowledge.

Criminal exploitation of children and vulnerable adults

This is an increasing area of focus and the learning will inform approaches going forward. There is a need to be flexible to the complexities of the crime type and as understanding increases this has the potential to expand further.

Drugs and Alcohol

Treatment is cost-effective, with every £1 spent yielding a £2.50 saving on the social costs, including reducing crime. Ensure strong local partnerships that have linkages between treatment, prevention and the criminal justice system, to make sure that opiate and crack users, and other vulnerable people, are getting the support they need.

Improve the links from the criminal justice system into treatment services, for example through greater availability of arrest referral schemes and improved monitoring of drug rehabilitation requirements.

Statutory and non-statutory partners with responsibilities relating to substance misuse should share local intelligence relating to the presence of new substances/trends, and boost the capacity of police forensic testing and NHS establishments.

Mental Health

The link between offending and mental health has been discussed in detail in the Criminal Justice section of this Needs Assessment – this is a priority of the Police and Crime plan and is discussed regularly at the Criminal Justice and Mental Health Forum.

Hate Crime

PCC to consider pursuing a countywide strategy to Hate Crime through co-ordinating five districts. This will support consistency of third party reporting across the county and ensure a minimum standard of service offer.

Supporting Victims and Witnesses

Impact of Crime on Victims

Victims' awareness of services is key to them feeling informed about support is available to them. Officers involved with the delivery of victim services should work closely with the community engagement teams and communications officers to jointly target key messages on the services available to victims throughout West Yorkshire.

Crime and Victims in West Yorkshire

Further consideration should be made to the commissioning of victim services in relation to violence without injury. The increase shows approximately 15,000 additional victims in the last 12 months. We should ensure that commissioned services have enough capacity to deal with such a substantial increase. A review of more specialist victim services is also required to ensure that the necessary provision for high harm crimes, such serious sexual offences, is provided across West Yorkshire.

With a rise of almost 10% in victim based crimes in Kirklees District. We should ensure that victims' services in the district can deal with the increased demand.

Further analysis of OPCC victim commissioned services is needed to ensure that there is an understanding of the harm of crimes and the impact on victims, and that appropriate service provision is provided to ensure universal, specialist and targeted provision for victims.

Repeat Victimisation

Better sharing of information about repeat victims is called for between victim services and Neighbourhood Policing Teams is required to ensure appropriate advice and support is provided.

Other Victims

Further work in the Needs Assessment of the Violence Reduction Unit to comprehensively understand areas of under-reporting by victims of violent crime.

West Yorkshire Police – Victim Satisfaction

Further work is undertaken with West Yorkshire Police to understand the gap between BAME victim satisfaction and victim satisfaction figures overall.

Focus on ethnicity, age and gender

Specialist victim services are provided for those who are vulnerable, particularly those under the age of 18 (approximately 13% of all victims) and those aged over the age of 65 (approximately 9% of all victims). This links with the joint HMICFRS and HMCPI report, 'The Poor Relation: Crimes against Older People', which stated, "The Police do not consistently assess the needs of victims as set out in the relevant codes of practice. The needs of victims aren't always met and the CPS aren't always given the right information to tailor the help it offered to the needs of the victim."

PCC commissioned services

Further analysis is needed across the range of victims services commissioned across West Yorkshire to ensure that services are not dependant on postcode and also to ensure that appropriate universal, specialist and targeted provision of victim services are in place tailored to both the impact of the crime and on the needs of the individual.

Criminal Justice

Reducing Reoffending

Strong TTG services can help to reduce the likelihood of reoffending in the immediate period after release by better coordination of the services which span individuals' housing, health, and benefit needs. However, 'navigators' to ensure sustainable engagement with support agencies are also in short supply, and one source (WY-FI) is close to their contract end.

A key issue is the supply of appropriate housing. Stable housing provides not only a warm and safe place to live, but the foundation for an individual's improved sense of self-worth. Life on the streets is exceptionally stressful and traumatic, as has been highlighted in recently published research by User Voice.

There remains a need for the OPCC and partners to devise solutions with housing providers, and support Third Sector organisations' engagement with through the gate services. Organisations with a track record of providing suitable support include St. Giles Trust, Shelter, WY-FI and Nacro, Horton Housing, and (in South Yorkshire) Roundabout

Employment

Whilst accommodation and health support may be more important for prisoner leavers immediately on release, the opportunity to achieve an income will be a strong factor in reducing the likelihood of reoffending in the long-term.

Tempus Novo is a strong case study of a local organisation which has worked to successfully rehabilitate prison leavers through supported employment. There are several other agencies (one example is Offploy), which provide an intermediate service between offenders and employers. Each organisation offers a slightly different methodology, and each is often pitted against each other in competition for funding. Some central governance of these agents would enable a standard operating process to develop, and would eliminate counterproductive competition and service duplication.

Mental health and substance misuse in the prison system

Progress has been made over the past year in building the support infrastructure needed for offenders who are released from custody with a mental health condition or substance misuse issues. However, the vital role of navigator to these services is disparate across West Yorkshire - usually being a service provided by the Third Sector.

Having an individual to support service users to attend the often overwhelming timetable of post-release appointments is fundamental to ensuring that the treatment of prisoners completed prior to release is not wasted after custody ends.

It is possible that a gap exists for those with personality disorders, which are deemed to be of lower priority than those who are prescribed medication for a mental illnesses. This could account for two thirds of prison leavers who have a mental health issue. Increasing awareness of the impact of Adverse Childhood Experiences on offenders also opens up the prospect of the need for counselling services within prisons to deter prison-leavers from reoffending

Female Offenders

The past year has seen progress in partners' work to treat female service users as victims as well as offenders, with the further development of services specific to female offenders' needs. This is particularly important for those women who, when in custody, disclose that they are also the victims of domestic abuse. Addressing these needs via the improved provision of IDVA and ISVA support within the female prison estate remains a challenge, but a step forward can be taken by appointing a central co-ordinator to manage the new enhanced support for repeat offenders.

Young People:

The latest figures on reoffending rates in West Yorkshire suggest that we are generally ahead of our regional and similar force areas on the rate of youth reoffending, yet West Yorkshire is not substantially out of touch with the England & Wales average figure.

The desire to divert young people away from criminal behaviours means there is increasing focus on those people who require mental health support, who are at risk of disengagement from education and training, and those on the periphery of gangs. In the years ahead, there is likely to be an increasing need for specific frontline services (and navigators to them) for young people experiencing these issues in their teenage years and beyond.

Probation reform

Opportunity: In the build-up to the commencement of the new probation services, we may want to consider how we can support West Yorkshire Third Sector organisations to become a successful component of the new NPS services

Supporting Vulnerable Victims and Witnesses

The LCJB has heard that there is no provision within West Yorkshire of appropriate adults for victims and witnesses and that this holding up investigations of cases where the defendant is in custody at HMYOI Wetherby.

Criminal Justice Demand on Local Policing

The predicted increases in investigative demand, particularly led by safeguarding demand (for example from domestic abuse incidents), other areas of vulnerability (such as CSEA), and digital and online crime, all present challenges on resources within the criminal justice system in the years ahead.

The 2019 Force Management Statement states that WYP have a 'detective gap' at a higher level than the England and Wales average.

Data

In 2018, partners from the CRC and prison service identified that a lack of in-house analytical capacity hampered realising the full potential of the data each organisation held. A data governance consultant was hosted by the OPCC during 2019, and some progress has been made in establishing a data sharing protocol between WYP and partners. However, the wider partnership information-sharing agreement is yet to be signed-off

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