

## Police and Crime Commissioner Needs Assessment

### Executive summary

To be done once assessment completed.

### Process/methodology

The needs assessment was compiled during November 2012.

Information was gathered from a range of sources, including crime figures, perception and satisfaction data, consultation/research, performance information, force and partner strategic assessments (and joint strategic needs assessments), partner priorities, resourcing, Strategic Policing Requirement, Her Majesty's Inspectorate of Constabulary (HMIC) inspections and other environmental scanning from the past 12 months. A list of the sources of information used is attached at Appendix A.

A summary was produced of key/relevant findings from each source of information. Key points were then drawn out and inserted into the needs assessment, grouped by the shared outcome framework headings which had been developed and agreed with partner agencies (see Appendix B for the shared outcomes framework). Where information did not fit neatly into the outcomes a new theme was created (resourcing and involving communities).

### Context of West Yorkshire

West Yorkshire comprises of five unitary areas or districts; Bradford, Calderdale, Kirklees, Leeds and Wakefield. At a local level it is comprised of 48 Neighbourhood Policing Team areas, 126 council ward areas and 244 local areas.

In the last five years total recorded crime in West Yorkshire has reduced by almost 70,000 crimes per annum (a reduction of 29%). Despite this, in comparison with our Most Similar Forces (MSF) and nationally it has the second highest rate of recorded crime per 1,000 population overall. In part this high rate is due to similarly high rates for burglary, vehicle crime and other theft. The overall detection rate for crime currently stands at 25.3%, a 0.9 percentage point improvement on 12 months ago and in general the overall detection rates across the categories of crime are either stable or improving. The overall detection rate is below the national average and the third lowest in the MSF. Deteriorations in detection rates for serious sexual offences and domestic violence related offences were observed this year following a previous period of stability.

Sub-national population projections suggest the population will grow by around 18% in England over the next 20 years. Populations in Leeds and Bradford are expected to grow in excess of 27%. This increase may impact on policing in terms of increased demand for service and crime levels. Increases to the 10-14 year age group are

expected across West Yorkshire but will be particularly apparent in Leeds. Preventing young people engaging in anti-social or criminal behaviour will therefore be important to prevent significant increases in demand and increases in crime and ASB. Aging populations are predicted to increase which may impact on fear of crime and levels of crime against older populations. The Black and Minority Ethnic (BME) population is increasing and for West Yorkshire as a whole is higher than the UK average. Some wards in Bradford and one ward in Calderdale have a BME population of over 50%. Population growth across West Yorkshire is likely to be diverse and may lead to new emerging communities, which may in turn impact on community tensions and cohesion.

Unemployment has increased across West Yorkshire with Bradford, Wakefield and Kirklees particularly affected. In addition high levels of deprivation are observed in many areas with 39 out of 48 Neighbourhood Policing Team areas having at least one Lower Super Output Area (LSOA) in the top 10% economic deprivation index. At a national level there has been some evidence to suggest the gap between successful and struggling regions is set to widen. Given the links between deprivation and crime this might impact on crime levels. In addition Welfare Reform such as capping of benefits and a move from weekly to monthly payments coupled with the economic down turn may cause an increase in acquisitive crime. Certain crime types such as commercial burglary, theft from shop and make off without payment offences are now showing a gradual increase in West Yorkshire.

There are some clear risk factors for offending according to national research. The level of mental illness amongst prisoners is high with 90% having one mental health issue. Around half of Probation Service users have a personality disorder in comparison with 10% of the general population. In addition 7.5% of Probation Service users have medically diagnosed learning disabilities and literacy problems affect roughly 32% of users. Poor basic skills are more prevalent in Probation Service users than the general population. Alcohol and drug dependency are often significant factors in offending in addition to unemployment. National research shows that of the 160,000 children who have a parent in prison, around 60% are likely to go on and offend themselves.

**Joint Strategic Needs Assessments (JSNAs)**

Studying the information provided in JSNAs – which are produced within each district area – highlights some potential district specific issues which may have an impact on crime and reoffending, anti-social behaviour, threats, harm and risks and resourcing in future years.

Wakefield JSNA	<ul style="list-style-type: none"> <li>• By 2031 the number of older people is expected to have grown by over 50%. Some older people will become vulnerable to poor health and social outcomes.</li> <li>• Demand for mental health services is likely to increase as a result of unemployment, personal debt, home repossession and other consequences of the recession. Poor mental</li> </ul>
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	wellbeing will undermine an individual's self-belief and their ability to engage with services.
Leeds JSNA	<ul style="list-style-type: none"> <li>• Detrimental effects of deprivation fall disproportionately on certain communities and populations in Leeds, and there are over 150,000 people living in Leeds that rank amongst the most deprived 10% in England.</li> <li>• Higher levels of poor mental health and wellbeing and mental illness are inextricably linked with deprivation.</li> <li>• Unemployment and the economic downturn are having an impact on mental health across the city and not just in deprived areas.</li> <li>• At the end of March 2011, 1,444 children and young people were in care in Leeds. This represents a rate of 95.1 per 10,000 compared to the England rate of 59 per 10,000.</li> </ul>
Calderdale JSNA	<ul style="list-style-type: none"> <li>• Calderdale's economy is performing well however there is a high level of vulnerability due to its dependence on the manufacturing and financial services sector.</li> <li>• Overall education standards are improving in line with England. However there is still a gap between the most and least deprived areas of Calderdale.</li> <li>• In 2010, 22.5% of 0-4 year olds were living in workless households (2,940).</li> </ul>

The JSNAs for Bradford and Kirklees have not yet been analysed, this will be followed up to ensure salient points are captured within this needs assessment.

## Analysis

### COMMUNITIES IN WEST YORKSHIRE ARE SAFER AND FEEL SAFER

#### PCC manifesto pledge

- Be tough on crime, and tough on the causes of crime

Feedback from public consultation, partner and force strategic assessments and environmental scanning reveal the following specific themes:

<b>Vulnerability</b>	<ul style="list-style-type: none"> <li>• There was high correlation of feelings of safety during the day across event respondents (between 94-96%) but after dark this is more varied, with fresher students feeling the least safe (46%) and older respondents feeling most safe (73%).</li> <li>• Safety was the fifth highest issue when local residents told us the issues that matter in their local area (WY 8.7%, ranging from 5.6% in Calderdale to 10.3% in Wakefield)</li> <li>• 52% of students feel they are more vulnerable to crime because they are a student, with those from Leeds considering</li> </ul>
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	<ul style="list-style-type: none"> <li>themselves more vulnerable than elsewhere.</li> <li>46% of businesses felt that business crime is a problem.</li> </ul>
<b>Visible policing</b>	<ul style="list-style-type: none"> <li>We are told by students that visible patrols would help make them feel safer, while businesses feel it is the most effective option for reducing crime.</li> <li>The availability of police officers and staff was also the top concern for our budget survey respondents.</li> <li>Despite the budget cuts, satisfaction with visible patrol remains stable, and people do not seem to be noticing any changes to the levels of patrol.</li> </ul>
<b>Community cohesion</b>	

## CRIME AND RE-OFFENDING IS REDUCED

### PCC manifesto/campaign pledges

- Be tough on crime, and tough on the causes of crime
  - Work in partnership with local people and local organisations to tackle and prevent crime
- Hate crime
  - Extend and improve hate crime reporting centres
- Domestic violence / violence against women

### Performance

Reviewing performance information around crime and disorder types highlights some achievements, with many crime types showing an improvement over time across West Yorkshire, and performing in line with or better than peers and improving especially in Kirklees, Leeds and Wakefield. In terms of current Policing Plan targets, the level of acquisitive crime, burglary dwelling and serious violent crime (off target in Calderdale) is reducing over time and on target.

Particular performance issues, feedback from public consultation, partner and force strategic assessments and environmental scanning reveal the following specific themes:

<b>Reducing crime and reoffending</b>	<ul style="list-style-type: none"> <li>This was the top priority for respondents to the criminal justice survey.</li> <li>A perception that reoffending rates were too high was one of the issues most cited as affecting confidence in the system.</li> <li>The reoffending rate in West Yorkshire for the 12 months to September 2010 was 28%, ranging from 26% in Calderdale to 30% in Leeds.</li> </ul>
<b>Property crime</b>	<ul style="list-style-type: none"> <li>Across events and surveys, property crime (especially burglary) was one of the top priorities or concerns for respondents, both the general public and businesses.</li> <li>Burglary (domestic and commercial) was the sixth highest issue that</li> </ul>

	<p>mattered to local residents (WY 8.2%, ranging from 5.1% in Calderdale to 10.0% in Leeds).</p> <ul style="list-style-type: none"> <li>• Serious acquisitive crime as a whole; domestic burglary (as a whole, less attempts, attempted and distraction offences); vehicle crime (including theft from a vehicle); theft and handling stolen goods; other theft and handling; improving over time but worse than peers.</li> <li>• Domestic burglary (as a whole, less attempts and distraction) and serious acquisitive crime improving over time but worse than peers in Bradford.</li> <li>• Domestic burglary (as a whole and attempted) improving over time but worse than peers in Kirklees.</li> <li>• Serious acquisitive crime as a whole; domestic burglary (as a whole, less attempts and attempted); other burglary (less attempts); other theft and handling; improving over time but worse than peers.</li> <li>• However robbery is improving over time and in line with peers.</li> </ul>
<b><i>Violent crime</i></b>	<ul style="list-style-type: none"> <li>• Across events violent crime was one of the top priorities or concerns for respondents, especially for younger respondents.</li> <li>• Other violence – better than peers but deteriorating over time (have queried this with Performance Review).</li> <li>• Assault without injury in Bradford.</li> <li>• Other violence better than peers but deteriorating over time in Bradford, Calderdale and Leeds.</li> <li>• Other violence in line with peers but deteriorating over time in Wakefield.</li> </ul>
<b><i>Drugs and alcohol</i></b>	<ul style="list-style-type: none"> <li>• Across events and surveys, drugs and alcohol was one of the top priorities for respondents, especially for younger respondents.</li> <li>• The third highest issue that local residents told us mattered to them across all districts was drug dealing/taking (WY 13.8%, ranging from 10.8% in Kirklees to 20.1% in Bradford).</li> <li>• Other drug offences are in line with peers but deteriorating over time in Calderdale.</li> <li>• An alcohol strategy has been developed with specific issues, see page 7 for more details.</li> </ul>
<b><i>Serious and organised crime</i></b>	<ul style="list-style-type: none"> <li>• Across events and surveys, serious and organised crime was one of the top priorities for respondents, especially for older respondents and those attending targeted events such as the gay pride events.</li> </ul>
<b><i>Business crime</i></b>	<ul style="list-style-type: none"> <li>• 46% of businesses felt that business crime is a problem.</li> </ul>
<b><i>Hate crime</i></b>	<ul style="list-style-type: none"> <li>• Increases in faith (+47.8%) and disability (+169.1%) hate crime from 2010 to 2011.</li> <li>• Decreases in overall hate crime (-6.8%) and hate crime associated with race (-11.6%), sexual orientation (-15.3%).</li> <li>• Sample sizes too small for transgender hate crime and anti-semitism.</li> <li>• A hate crime action plan has been developed by the Home Office, see page 7 for more details.</li> </ul>
<b><i>Domestic abuse</i></b>	<ul style="list-style-type: none"> <li>• The domestic violence repeat victimisation rate is off target and increasing over time, however there have been recording issues with</li> </ul>

	<p>this indicator.</p> <ul style="list-style-type: none"> <li>• The Government’s plans for reform of the Criminal Justice System highlights a focus on tackling domestic violence</li> </ul>
<b>Serious sexual offences</b>	<ul style="list-style-type: none"> <li>• Rape - deteriorating over time but in line with peers.</li> <li>• The sanction detection rate for serious sexual offences has reduced over time and is off target (off target in Bradford, Kirklees and Leeds).</li> </ul>
<b>Child sexual exploitation</b>	
<b>Intervention</b>	<ul style="list-style-type: none"> <li>• Wakefield JSNA - early intervention in a child’s life so they enter school with good social, emotional and physical health can help to prevent criminal behaviour (especially violent behaviour) and drug and alcohol misuse.</li> <li>• Leeds JSNA – adequate interventions will be provided from an early age, preventing certain behaviours, raising aspirations and making sure young people leaving school are able to progress to some form of education, employment or training.</li> </ul>
<b>All crime</b>	<ul style="list-style-type: none"> <li>• Worse than peers but improving over time.</li> </ul>
<b>Fraud and forgery</b>	<ul style="list-style-type: none"> <li>• Cheque/credit card fraud – deteriorating over time but in line with peers.</li> <li>• Cheque/credit card fraud in line with peers but deteriorating over time in Wakefield.</li> <li>• Fraud and forgery in line with peers but deteriorating over time in Bradford.</li> </ul>
<b>Harassment</b>	<ul style="list-style-type: none"> <li>• Better than peers but deteriorating over time in Leeds.</li> </ul>

### **Business crime**

Business crime is a crime type that is often neglected when reviewing crime figures, and attempts at consulting with businesses in the recent past have not proved very successful at a local level. Therefore there is some reliance on national business representative agencies to provide information on the needs of businesses. An analysis of the key documents released around business crime in the last couple of years reveals the following:

- Businesses cover a variety of sectors and similarly crimes against them vary. At the present time there are problems for those involved in policing and community safety to both understand the full extent of the problems of all crimes against businesses. Overall the themes that derive from our recent review of relevant literature include:
  - Engaging with businesses
  - Involvement in setting priorities
  - Understanding business crime fully
  - Ensuring the police are recording and tackling business crime for all sectors, not just retail
- A problem profile for business crime was commissioned during the summer. Due to the problems of recording the full range of business crimes the profile has focused on the following – commercial robbery, commercial burglaries, theft from shop and making off

- without payment. Key findings are considered within the force Strategic Assessment.
- For retail crimes it was recognised by two agencies representing businesses that crime should be included in the assessments of Community Safety Partnerships and if assessed as necessary also in their Partnership Plans. Improving recording systems and processes was highlighted as a possible national response so that more informed information can be gained on the extent of business crimes, the associated costs and impact.
  - Working with Neighbourhood Policing Teams at the local level was seen as a positive response to prevention and reduction of some business crime types.

**Supplementary information around themes**

<p><b><i>Drugs and alcohol</i></b></p>	<p>Alcohol Strategy</p> <ul style="list-style-type: none"> <li>• 44% of violent crimes are alcohol related.</li> <li>• PCCs need to work collaboratively with other local leaders to develop common causes on a range of crime and health issues and achieve the most effective community safety and criminal justice outcomes for communities.</li> <li>• Important role of senior clinical, police and local authority leadership in promoting active use of intelligence to target policing and tackle problem premises.</li> <li>• Proactive visible policing is vital to managing the night time economy. The late night levy will empower local areas to make those businesses that sell alcohol between 0.00 and 6.00am contribute towards the cost of policing and wider local authority action (70% goes to the PCC).</li> <li>• Police forces are encouraged to consider the option of placing police officers in A&amp;E departments using late night levy funds to support such a role.</li> </ul>
<p><b><i>Hate crime</i></b></p>	<p>Government’s plan to tackle hate crime</p> <ul style="list-style-type: none"> <li>• The plan is based on three core principle: preventing hate crime; increasing reporting and access to support; and improving the operational response to hate crimes.</li> <li>• Government to work with police forces, councils and housing providers to improve handling of public calls about anti-social behaviour, to identify possible hate crime and victims at risk.</li> </ul>
<p><b><i>Social issues</i></b></p>	<p>Social justice: transforming lives</p> <ul style="list-style-type: none"> <li>• Prevent disadvantaged children from coming into contact with gangs or the youth justice system.</li> <li>• New approach to tackling the problems of gang and serious youth violence.</li> <li>• Support for those young people at risk of committing crime – involvement of local voluntary and community sector projects is key in delivering this.</li> <li>• Support vulnerable women offenders by supporting women’s community services which focus on re-offending and wider social justice outcomes including drug and alcohol treatment.</li> <li>• Clear end goals needed for those facing drug and alcohol dependency.</li> <li>• Preventing disadvantaged people with mental health conditions falling into cycles of offending and anti-social behaviour.</li> <li>• Improving the early identification of mental health issues in offenders and ensuring people can access appropriate support and diversion services</li> </ul>

	<p>(liaison and diversion services available in police custody suites and courts by 2014).</p> <ul style="list-style-type: none"> <li>• Providing continued support for programmes which focus on drug using offenders and involve early targeting and referral to treatment and recovery interventions at all stages of the criminal justice system.</li> </ul>
<b>Serious sexual offences</b>	<p><b>Rape investigation and prosecution Joint report between HMIC and HMCPSP</b></p> <ul style="list-style-type: none"> <li>• The overarching finding from the inspection – ‘Rapists could be convicted more quickly and successfully if the police and the Crown Prosecution Service made better use of available intelligence’.</li> <li>• It was recommended that forces should initially consider every ‘stranger’ rape to be part of a pattern of serial offending, so that investigating officers consider the wider links to other crimes.</li> <li>• Increased awareness of the facilities for accessing information on foreign rape intelligence and conviction information to access this intelligence could be instrumental in identifying serial and repeat offenders earlier.</li> <li>• Rape problem profiles should be relevant and up to date.</li> <li>• Sexual Assault Referral Centres (SARCs) are multi-agency and require joint local resourcing and management to be effective.</li> </ul>

#### ANTI-SOCIAL BEHAVIOUR IS REDUCED

##### PCC manifesto pledges:

- Back strong and swift action on anti-social behaviour
  - Guarantee response to anti-social behaviour within 24 hours

Performance against the Policing Plan shows perceptions of ASB are reducing over time, with only 12.8% of respondents believing that ASB has increased over the last 12 months.

Anti-social behaviour and issues identified	<ul style="list-style-type: none"> <li>• Across events and surveys, anti-social behaviour and other local level issues (such as traffic and cleanliness issues) was one of the top priorities for respondents, especially for older respondents.</li> <li>• Public Perception Survey responses show that ASB/nuisance behaviour featured highly when local residents told us the issues that matter in their local area. The top issue across all districts was traffic issues followed by general cleanliness issues. Young people hanging around the streets and causing a nuisance was the fourth highest issue.</li> <li>• Despite this only 13% of perception survey respondents perceive there to have been an increase in the level of anti-social behaviour.</li> </ul>
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HMIC found that there remains a perception within the force that ASB is an issue for Neighbourhood Policing Team (NPT) staff, rather than for response and investigative staff. The force does not have a plan for how it will tackle ASB, or a framework that would allow it to monitor how it responds to and manages incidents. The force does not always exploit functionality which allows it to identify repeat or vulnerable victims.

A Home Office White Paper relating to more effective responses to anti-social behaviour states professionals should be given the tools they need to protect victims effectively and that this should be a priority. Additionally tackling the drivers of anti-social behaviour such as alcohol consumption, drug use and addressing the problems caused by the 120,000 most troubled families should be a further priority.

HMIC found there is now a more consistent analysis of the nature and extent of the ASB problem in West Yorkshire and that partner agencies now regard ASB as part of their core business and work effectively together to resolve issues.

**VICTIMS AND WITNESSES ARE SUPPORTED**

**Five Promises signed up to:**

1. To be open and accountable to victims and witnesses, seeking out and acting on their views
2. Ensure that victims and witnesses get the high quality help and support they need, when they need it
3. Make the police more victim focused and more effective at meeting their needs
4. Give victims and witnesses an effective voice in the wider criminal justice system
5. Constantly work to develop new ways of delivering justice for victims

Agencies involved in the criminal justice system and delivering services to victims have identified the following priorities for the coming year:

Local Criminal Justice Board priorities	To be populated.
Police priorities	To be populated.

Performance against the Policing Plan shows the force is on target for the overall satisfaction rate of service users (86.7%) and of BME service users (82.6%). Performance is off target for overall satisfaction of white service users (86.3%).

Analysis of consultation and key reports reveals the following themes:

<p><b>How you see the police reflects your experience of contact</b></p>	<ul style="list-style-type: none"> <li>• At events, people told us that the main reason they had contact with the police was because they had been a victim or had experience of a crime or incident. Victim satisfaction is at an all time high (87%) and feedback around the professionalism and attitude of staff helping victims is particularly positive (98% satisfied with their manner and attitude). 38% of victims had a better opinion of the police after contact with them, with only 7% saying they had a worse opinion.</li> </ul>
<p><b>Meeting the needs of victims of crime</b></p>	<ul style="list-style-type: none"> <li>• Despite there being high victim satisfaction with the police, feedback from the recent criminal justice survey shows that many people feel that the balance between the rights of the victim and the rights of the offender is biased towards the offender (only 19% agreed the balance was correct).</li> <li>• There is a proposal from Government for victim services to be targeted at victims of serious crime, the most persistently targeted and the most vulnerable with the Government working to identify the best mechanism for assessing need at all stages, and who will be responsible for conducting needs assessments. All agencies and individuals involved in providing services to victims need to focus on and prioritise need. In addition the Government feels it is a priority for the PCC to take into account the needs of victims of hate crime.</li> <li>• Meeting the needs of victims of crime was the third highest priority of respondents to the criminal justice survey for the criminal justice system, but was consistent across all groups of people who responded.</li> <li>• The Victim Services Advocate Study found that victims must be valued from the outset and their needs identified and catered for. Partners must work effectively together in respect of sharing information and working collaboratively in order to best meet the needs of victims. In order to identify the types of service that will be of benefit to victims, opportunities must be sought to consult with them and ensure their views are duly considered and used to influence change and inform decision making in respect of developments and commissioning intentions.</li> <li>• Support for victims will be funded as far as possible by offenders and revenue from victims surcharge will be increased.</li> <li>• Responses from the Criminal Justice Survey show where victims of crime express the least satisfaction with the police is around being kept informed of what is going on with their case (78%), with some victims wanting more frequent updates and some victims reporting they were having to chase the police before any update is received (only 74% said they were provided updates without asking for them). This is, however, improving over time.</li> <li>• The Victim Services Advocate Study also found many victims consider that they were not kept informed about their case, by the police. It is important to consult victims about their expectations, as</li> </ul>

	<p>such ensuring they feel valued within the context of criminal justice. Victims have rights in accordance with the Victims Code of Practice and organisations must ensure that their staff are meeting these obligations.</p> <ul style="list-style-type: none"> <li>• The Government is to work with criminal justice agencies, the judiciary and defence lawyers to develop an improved system through which businesses can explain the impact of crime</li> </ul>
<b>Commissioning</b>	<ul style="list-style-type: none"> <li>• The Government has proposed a mixed model of local and national commissioning for victim services and the introduction of an outcomes based commissioning framework based on the overarching outcomes of supporting victims to cope with the immediate impacts of crime and recover from the harm experienced.</li> <li>• Responsibility for the bulk of local services will be devolved to PCCs while the Ministry of Justice will be responsible for commissioning services nationally (low volume high impact crimes).</li> <li>• The Victims Services Advocate Study suggested that support services for victims need to be reviewed based on victim consultations and it will be important to ensure that those in receipt of funding, are held to account in respect of both outcomes and quality of service.</li> </ul>

### **LOCAL, REGIONAL AND NATIONAL THREATS, RISKS AND HARM ARE TACKLED**

An assessment of the local threats, risks and harm is conducted at a local force level in the form of the strategic assessment. At a regional level there is not a formal assessment of threats, risks and harm. The National Crime Agency is responsible for the national threat assessment and the SPR is the link from local, to regional, to national.

Partner priorities	To be populated.
Police priorities	To be populated.
<b>National Crime Agency</b>	Will tackle organised crime, defend borders, fight fraud and cyber crime, and protect children and young people. The national threat assessment of serious organised and complex crime will be produced by the NCA using intelligence gathered by the NCA and other law enforcement agencies. The NCA will operate in collaboration not isolation and will have specialist operational capabilities that add value to those in police forces and other law enforcement partners connecting activity from the local to international. The NCA will be fully operational by 2013 with some elements being operational sooner.
<b>Strategic Policing Requirement</b>	Sets out what in the Home Secretary's view are the national threats that the police must address and the national policing capabilities required to counter those national threats. These extend beyond force boundaries. The threats in the SPR are around organised crime, terrorism, public order, civil emergencies and a major cyber incident. PCCs will be central to the delivery of the SPR,

	reflecting the SPR in their local planning and resource decisions, and holding their chief officers to account for having regard to it. At a regional level, the four forces in the Yorkshire and Humber region are working together to collaborate on a number of areas, some of which fall within the SPR. The SPR may be revised at any time to reflect assessments of threat, harm and risk.
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**CRIMINAL JUSTICE SYSTEM IS EFFECTIVE AND EFFICIENT**

- PCC manifesto pledges:
- Preserve operational independence of the police
    - Protect the police from political interference
  - Stop and search
    - Must be intelligence led
    - Review stop and search policies

Analysis of consultation, partner priorities and other key documents reveals the following themes:

<p><b>How you see the police reflects your experience of contact</b></p>	<ul style="list-style-type: none"> <li>• At events, broadly positive responses were received when asked if the police were helpful, fair and trustworthy. Older respondents were the most positive, while those attending targeted events such as the gay pride events were less positive.</li> <li>• School children – of whom 48% had experienced stop or stop and search - were even less positive than other groups although their opinions are improving over time.</li> </ul>
<p><b>Experience of stop and stop and search is disproportionate</b></p>	<ul style="list-style-type: none"> <li>• School children from Bradford, males, those with disabilities and those from a BME background reported more experience of stop and stop and search than others.</li> <li>• Whilst only 29% of school children claim to have been stopped more than once, experience of multiple stops was prevalent for those from Bradford, those from a BME background or those with a disability.</li> <li>• The consultation findings above are echoed in the force stop and search statistics which relate to 12 months to August 12. Over 42,000 stop and searches were undertaken in West Yorkshire. 54% of these were undertaken using the power of Section 1 PACE, 46% were undertaken under section 23 of the Misuse of Drugs Act 1971 and 0.3% were conducted under Section 60 of the Criminal Justice Public Order Act.</li> <li>• The majority of all ‘stop and searches’ took place with people aged between 20-29 whilst the 16-19 age group were most likely to be subject to a stop and search than any of the other age groups. Males and those from a BME background were much more likely to be subjected to a stop and search. Over one third of people stopped under the misuse of drugs act were from an</li> </ul>

	ethnic background, this is more than double the rate reported for Section 1 PACE.
<b>Confidence</b>	<ul style="list-style-type: none"> <li>• Responses from the Public Perception Survey show confidence in the police is at an all time high with 55.4% of respondents now saying that the police are doing an excellent or good job and 69% of respondents to the criminal justice survey expressing confidence that the police are effective at catching criminals. At a district level Calderdale and Leeds are not currently meeting their targets around improving confidence in the police.</li> <li>• Despite the budget cuts, satisfaction with visible patrol – a key driver of public confidence - remains stable, and people do not seem to be noticing any changes to the level of patrol.</li> <li>• 47% of respondents to the business crime survey were confident that the police were dealing with the issues most important to their business while 53% were confident the police understood the issues most important to them.</li> <li>• Confidence that the criminal justice system as a whole is effective is low (26%) while confidence that it is fair stands at 48%. Lack of confidence was linked to high reoffending rates, issues around sentencing, and often media influenced.</li> <li>• An HMIC inspection found only limited arrangements at a senior level to secure the quality of incident and crime data. As a result, there were variable standards around recording crimes and incidents in a consistent and accurate manner. Staff’s skills and awareness of their responsibilities in this area were insufficiently established to help secure incident and crime data quality, and the audit and quality assurance processes in use to identify issues and take action were superficial. This could affect public confidence in crime recording and crime figures.</li> </ul>
<b>Sentencing</b>	<ul style="list-style-type: none"> <li>• Dealing with offenders appropriately was the second highest priority for respondents to the criminal justice survey. It was also one of the issues most cited as affecting peoples confidence that the system was effective and fair. Businesses believe that tougher sentencing is effective in reducing crime.</li> </ul>
<b>Partnership approach</b>	<ul style="list-style-type: none"> <li>• There will be a reciprocal duty to co-operate between PCCs and criminal justice organisations, requiring them to make arrangements for the provision of an efficient and effective criminal justice system.</li> <li>• PCCs will need to work collaboratively with other local leaders to develop common causes on a range of crime and health issues and achieve the most effective community safety and criminal justice outcomes for communities.</li> <li>• The Government is to work with Local Criminal Justice Boards to identify opportunities for supporting projects which aim to improve understanding of the circumstances and motivations of hate crime offenders.</li> </ul>
<b>Criminal Justice Service</b>	<ul style="list-style-type: none"> <li>• The Government plans to reform the Criminal Justice System.</li> </ul>

<p><b>priorities and reform</b></p>	<p>Each criminal justice agency will remain responsible for setting its own priorities and the operational independence and impartiality of the judiciary and prosecutors will be preserved.</p> <ul style="list-style-type: none"> <li>• The Government will focus on exploring payment by results especially around rewarding providers for helping clients stop offending and become drug or alcohol free.</li> <li>• A 'Justice Test' will be introduced for police officers to enable them to assess whether an out-of-court sanctions would be appropriate. Police and Crime Commissioners may be interested in oversight of out of court sanctions.</li> <li>• Kirklees is a pilot area for the introduction of Neighbourhood Justice Panels – a partnership between local agencies and the local community to address anti-social behaviour and low level offending. A priority for the force is increasing the use of neighbourhood justice.</li> <li>• The police and local partners will be given faster and more flexible powers to tackle local problems. The Government is exploring the benefit of an additional discretionary power for PCSOs to enter licensed premises to support the enforcement of licensing locally.</li> <li>• The Conditional Caution scheme will focus on lower level offences such as drunk and disorderly, criminal damage and public disorder.</li> </ul>
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**RESOURCING**

**PCC manifesto/campaign pledges:**

- Stand against cuts of over 800 police officers in West Yorkshire
  - Stand against the Governments 20% cuts to policing
- Keep police on the beat, not hand it over to private companies
- Protecting neighbourhood and frontline policing
- Keeping all proceeds of crime here in West Yorkshire
  - Put money from proceeds of crime back into the community

The main sources of evidence for resourcing issues comes from the police force's Strategic Assessment, HMICs value for money profiles and public consultation.

Public consultation tells us the following:

- The availability of police officers and staff was the top concern for our budget survey respondents.
- The public have sympathy with this austere time.
  - Responses to the budget survey suggest that the public understand how much the police budget has been affected by the current financial climate and have some sympathy with this.
  - 65% of those surveyed agree that the police offer value for money,

and 72% were prepared to pay 2.6% or more extra on their policing precept (although this varied according to age, gender and ethnicity).

The police force has indicated priorities which relate to resources, which can be seen as two separate themes:

Collaboration	
Internal change	

### Value for Money Profiles

Once a year HMIC releases value for money profiles for each police force, which combines planned expenditure for 2012/13, a snap-shot of people in the organisation as at 31 March 2012, and also crime and user satisfaction data for 2011/12. All forces in England and Wales (except the Metropolitan Police) are compared, as well as most similar forces, and are designed to prompt police forces to review resource allocation decisions. The table below summarises those areas which are higher or lower than the national or similar force averages.

Higher than national/MSF average	Lower than national/MSF average
Relatively high number and spend on Police Community Support Officers (PCSOs).	The cost of the 999 call handling function is relatively low.
The second highest spend in the MSF in relation to non-staff costs associated with premises.	The overall detection rate for West Yorkshire is just below the expected rate.
Highest proportion of police officers nationally identified as on 'restricted duties'.	Relatively low precept, the third lowest nationally.
Whilst we have a below average proportion of overall resources allocated to support functions, a relatively high proportion of people in these functions are police officers (20% of the total) compared to the proportion nationally (17%). A similar position exists in relation to people in Communications	The number of special constables in West Yorkshire is well below the national average.
Productivity of the 999 call handling function (999 calls per FTE) is the highest nationally.	Lowest cost per head in MSG and country for Professional Standards.
Relatively high spend in relation to Surgeons, Doctors and other medical staff.	Lowest nationally for intelligence gathering.
Spend in relation to Economic Crime is the highest nationally .	Lowest nationally for incident (response) management.
Fifth highest spend nationally on Fingerprint/Internal Forensic Costs.	Less spent on specialist community liaison (second lowest in MSG).
A low proportion of Police Officer and PCSO workforce are sergeants (the lowest nationally), resulting in the highest ratio nationally for constables and PCSOs per sergeant.	
West Yorkshire receives a significantly high allocation	

of funds for national policing functions (associated with counter terrorism and other national policing requirements). Highest associated non staff costs in MSG.	
Highest other employee expenses in the MSG.	
Highest cost per head in MSG for Performance Review/Corporate Services.	
Local call centres/front desk second highest in MSG. Linked to low central communications costs.	
Second highest use of Taken into Consideration as a disposal in MSG and third highest nationally .	
High partnership income (highest in MSG, second highest nationally).	
Spend from central funding – specific grants is highest in MSG.	

HMIC attempt to identify the scope for increasing the frontline by comparing the mix of police officers and police staff in non frontline roles. This suggests that potential exists (through increased civilianisation) to save or divert £3.622m to the frontline.

A national HMIC inspection found that forces are balancing their books by cutting the workforce and reducing their spending on goods and services. The key findings by were that the front line is being protected although not preserved, the nature of the front line is changing, service to the public has largely been maintained, but there are some concerns around sustainability. HMIC reported the following for West Yorkshire:

- HMIC identified that eleven forces had a residual funding gap, but that West Yorkshire had plans to meet all requirements.
- An above average workforce reduction plan, at just over 19%.
- Having to make the third highest saving over the spending review period (at just under £100m) and plans to make over £70m of this from pay savings.
- Is making one of the largest reductions in police officers in non front line roles.
- Having the highest level of availability of police officers allocated to visible roles across all forces.
- Planning relatively few front counter reductions.
- Crime has reduced but the force has the second highest rate of crime per 1000 population.
- One of eleven forces having a statistically significant improvement in user satisfaction.
- The report concludes by identifying that West Yorkshire has a relatively high budget saving requirement, has a high rate of crime per 1000 population, a higher rate of user satisfaction and a high (projected) proportion of its workforce (both overall and police officers) in front line roles.



## INVOLVING COMMUNITIES

### PCC manifesto/campaign pledges

- Establish a community BME scrutiny panel
- Committed to engaging young people
  - Establish a youth advisory group
  - Involving young people in decision making process

Feedback from public consultation and partner strategic assessments reveal the following specific themes:

<b>Active citizens</b>	
<b>Lack of awareness</b>	<ul style="list-style-type: none"> <li>• Very few people spoken to at events were aware of the planned introduction of Police and Crime Commissioners, and this appeared to be linked to age, with only 24% of older respondents not being aware of the changes while 87% of university freshers were not aware. 51% of businesses spoken to were not aware of the changes.</li> <li>• Responses to the criminal justice survey indicated a reliance on the media for information that then helped to shape negative opinions of the system and the agencies within it. If this lack of awareness is tackled, it may increase confidence in the police and other agencies, satisfaction with the work they do and engagement with those organisations.</li> </ul>

### The PCC has signed the following youth pledge

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

<b>APPENDICES – to be added once assessment is complete</b>
A – sources of information
B – shared outcomes framework
Public perception survey breakdown of responses to Q7 (local priorities)
Upcoming HMIC inspections
Latest West Yorkshire Police performance
Most Similar Family for force/Community Safety Partnerships
Value for money outliers
Acronyms