



## WEST YORKSHIRE POLICE AND CRIME PANEL

20 December 2019

### Performance Update – Serious Violence

#### Introduction

This report aims to provide an overview of activity against delivery of the Police and Crime Plan. Each Police and Crime Panel meeting will focus on one priority from the Plan, looking at the five areas identified below. Additional briefing papers will be provided where applicable however this summary will pull together key information from the briefing papers under the relevant sections.

#### Background/Context

Protecting people from violent and serious crimes has been a priority of the PCC since first being elected in 2012. Below is the narrative from the PCC's refreshed Police and Crime Plan 2016-2021 on 'Major Threats and Serious Violence':

*"We play an important role in the response to major threats to public safety, including organised crime, terrorism, serious violence and the use of weapons such as knives and guns. Organised crime, serious violence and the use of weapons, are often linked and we must all work to protect, educate and divert people away from these crime types. I will continue to oversee and support the response to major threats and serious violence provided by our regional teams, local partners and neighbourhood police teams in identifying and preventing major threats and serious violence within our communities."*

This update primarily focuses on the activity specifically through the police 'surge' activity and the Violence Reduction Unit.

#### Progress and Key Challenges

December 2017 – Grant round of the Partnership Executive Group Innovation Fund held, with 2 successful submissions with a focus on youth violence. One from Kirklees Youth Offending Service for a research project on social media use as a trigger for serious violence and West Yorkshire Police for a gang deterrent project in schools. The research commenced in September 2019 to coincide with the academic year and is expected to conclude in January 2020. The second being from West Yorkshire Police to secure match funding for the GANGs intervention programme from RJ Lifeskills Ltd to be delivered in schools during 2018 and 2019.

April 2018 – Government's Serious Violence Strategy is published centred on the 4 main themes of:

- Tackling county lines and misuse of drugs
- Early intervention and prevention
- Supporting communities and local partnerships
- Law enforcement and the criminal justice response

May 2018 - Programme Precision, the serious and organised crime strategy for West Yorkshire was launched. It set out a collaborative response to the threat of serious and

organised crime with the vision, 'to build a highly effect pan West Yorkshire partnership, to work together to make West Yorkshire a hostile environment to those who seek to exploit our communities to benefit from all forms of organised crime. Focusing our efforts on identifying and protecting those vulnerable to organised crime, supporting and protecting our communities.'

July 2018 – The Police and Crime Commissioner for West Yorkshire appointed as the lead on the Association of Police and Crime Commissioners (APCC) Serious Violence Task and Finish Group and subsequently a seat on the Home Office Serious Violence Task Force. Whilst in his term as Chair of the APCC.

November 2018 – Announcement that West Yorkshire had been awarded £1,121,395 from the national Early Intervention Youth Fund (EIYF) co-ordinated through the OPCC. Panel received update papers on this in April 2019 and September 2019. This programme of work will conclude at the end of March 2020.

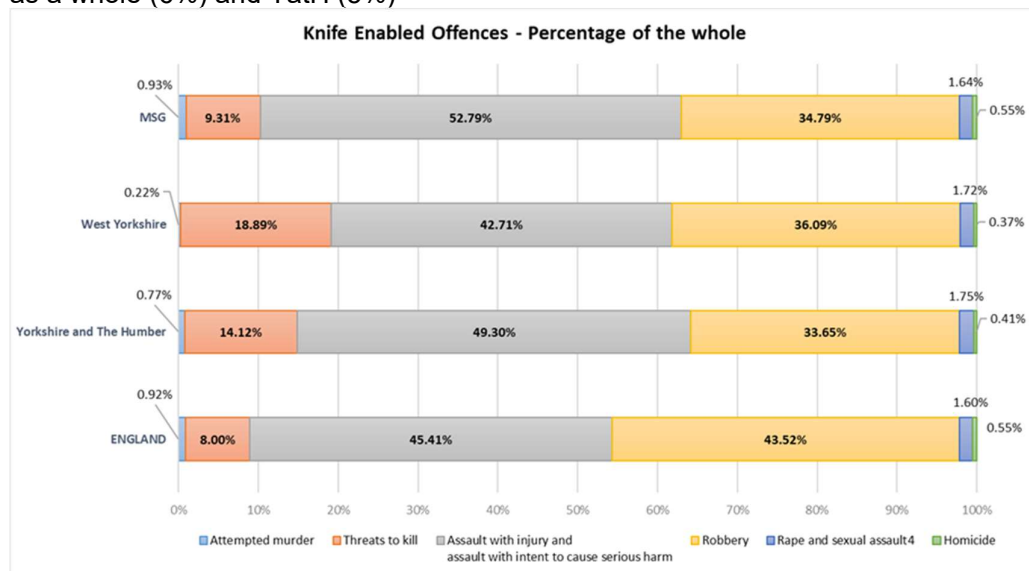
The Home Office appointed evaluators Ecorys, have now shared their plans with each Community Safety Partnership and commenced collection of data and evidence during November. They intend to engage with professionals across the three levels of management, operational and practitioner but also young people and their families involved in the ongoing outreach work.

January 2019 – Amendments to the Offensive Weapons Bill announced by the Home Office, including the introduction of Knife Crime Prevention Orders. These orders would make anybody found to be carrying knives subject to conditions which would limit their ability to commit knife crime.

**Statistics from the Office of National Statistics 2018/19 - Knife enabled offences**

*Police recorded knife and sharp instrument offences data are submitted via an additional special collection. Proportions of offences involving the use of a knife or sharp instrument are calculated based on figures submitted in this special collection. Other offences exist that are not counted that may include the use of a knife or sharp instrument. The special collection only uses the following categories of crimes Attempted murder, threats to kill, Assault with injury and assault with intent to cause serious harm, Robbery, Rape and sexual assault and Homicide*

Overall there were 2,674 offences from the **special collection** that involved a **knife in West Yorkshire**. This is 6% of all offences. This ratio is consistent across both England as a whole (6%) and Yath (5%)



(Figures obtained from the Office of National Statistics)

Having compared the percentages for total serious offences (within the special collection) that involve a knife, for West Yorkshire and all police forces in the MSG, the range lies between 4-8%, with West Yorkshire at 5%. When looking at the percentage of robbery offences that involve a knife the range within the MSG is 22-27% with West Yorkshire at 25%.

April 2019 – As one of eighteen police force areas across England and Wales, funding for operational surge activity awarded to West Yorkshire Police by the Home Office to tackle Serious Violent Crime and knife crime.

The Home Office stipulated that the additional funding had to be spent focussing on the four key areas listed below:

- 1. Hot Spot areas : Prevention and Enforcement**
- 2. Individuals and groups : Intelligence and Targeting**
- 3. Investigative response : Description of activities and outputs**
- 4. Equipment and technology : description of investment to build capability**

Under the title of Operation Jemlock, West Yorkshire Police have undertaken the below 3 phases of activity:

#### **Phase One**

Initial surge of resources and the deployment of additional officers into all five districts from April until mid-May 2019. This activity was done in partnership with Neighbourhood Policing Teams to ensure community reassurance.

#### **Phase Two**

From May to the beginning of July 2019, involved a continued high visibility presence in targeted areas by the daily serials of eight officers on the East and eight on the West of the force. This was complimented by increased investigative capacity, night time economy uplift and pro-active robbery deployments.

#### **Phase Three**

Operation Jemlock continues to provide WYP with a dedicated, highly visible and community presence. The focus has been on budgetary accuracy and delivery under the two generic categories of **Enforcement** and **Investigations**.

**Enforcement** - categorised as NPT led operations, hotspot patrols, Night Time Economy initiatives

**Investigations** - categorised as Interview teams, 'robbery car', forensics, phone downloads

The deployment is focused on:

- Intelligence – led high visibility patrols in high SVC areas
- Disruption activities utilising appropriate stop and search
- Targeting SVC offenders wanted for outstanding offences
- Responding to live time incidents of serious violence.

September 2019 - national week of action through Operation Sceptre, which was overseen and driven by Operation Jemlock. Activities during the week included collaboration with Leeds United Football Club and their Premier League KICKS Campaign, test purchase operations, knife sweeps and arrest enquiries. This operation using Ops Support resources and resulted in 9 arrests, 14 vehicles seizures, 35 traffic offences reported and the deployment of the knife arch.

October 2019 - widespread media coverage on local TV news and the WYP social media accounts when the operation surpassed the 1000 arrest mark.

To date Jemlock has resulted in an additional 21,000 hours of high visibility prevention and enforcement activity.

There has been a review of the performance structure, which informs the way that WYP are able to monitor closely the effectiveness of their activity. Whilst there are many sources of data for the purposes of measuring SVC and knife enabled offences, the position at this time shows:

Overall robbery is down **263** offences across West Yorkshire. The targeted approach through Operation Jemlock has focused on the areas of Bradford, Leeds and Kirklees as these have been identified as volume crime areas for this type of offence.

The below table shows the reduction/increase in robbery incidents during April – November 2019 against April – November 2018 on a West Yorkshire:

Recorded Crime	Period	ALL Robbery	Robbery of Business	Robbery of Personal Property
West Yorkshire	Apr - Nov 2018	2565	276	2289
	Apr - Nov 2019	2302	219	2083
	Change	-263	-57	-206
	%	-10.3%	-20.7%	-9.0%

The below table shows the change figure April – November 2019 against April – November 2018 in each of the districts:

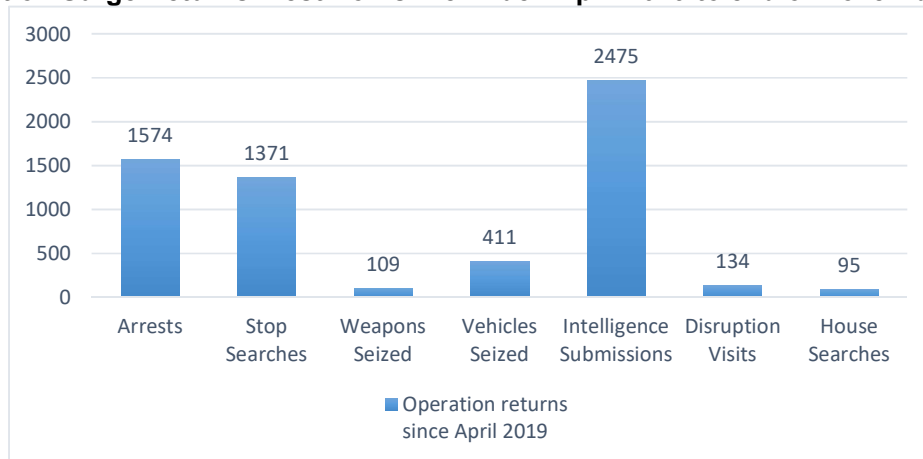
	Bradford	Calderdale	Kirklees	Leeds	Wakefield	Total
Operation Jemlock Targetted area	-71		-81	-107		-259
Non-Operation Jemlock Targetted area		-14			10	-4

The positive outcome rate for robbery since April '19 is up to 12.4% - an increase of 2.7% from the same period last year.

Knife enabled crime is down **190** offences force wide which equates to a reduction of **12.3%**

- April – Oct 2018 1548
- April – Oct 2019 1358

#### Operation Surge Returns West Yorkshire Wide - April 2019 to end of November 2019



June 2019 and confirmed in October 2019 - West Yorkshire received £3.37m for the establishment of a Violence Reduction Unit (VRU) through Home Office central funding to help target and tackle violent crime up to the end of March 2020 (Panel received a paper on this during September 2019).

A number of requirements were placed on this funding including that a minimum of 20% had to be spent on interventions to support young people and the completion of 2 mandatory products:

- A Strategic Needs Assessment (previously referred to as a Problem Profile);
- A Response Strategy.

Following an assessment process conducted by colleagues from the OPCC, 35 interventions have been funded totalling £2,039,000. This represents approximately 60% of the VRU grant, far above minimum expectations. Attached as Appendix A is a list of the interventions and the funding allocated. Delivery of these interventions is underway and the first monitoring reports are due at the beginning of January. Each district has been aligned to a Programme Delivery Manager within the VRU who will not only monitor performance but provide support to ensure the identified outcomes of each project are achieved, learning is shared and effective data, qualitative and quantitative is collected.

All projects funded by the VRU were proposed by local partners; some are expansions of existing initiatives that work well, others are new, innovative developments. There are clear links between the early intervention work through the EIYF and the aims and objectives of the VRU. As a result some of the money granted is being used to increase capacity or expand programmes being delivered under the EIYF, such as 'Breaking the Cycle' in Bradford and 'Bobby in Theatre' in Kirklees.

Other intervention examples include:

- "Communicate to Educate" which is being delivered by Wakefield Youth Justice Services and focuses on improving the communications skills of young people at risk of serious violence, together with the delivery of training to practitioners on the "desistance" model of interventions with young people at risk.
- In Calderdale a multi-disciplinary team is working with young people to a campaign to utilise traditional and social media to promote messages about the risks and impact of violence and about positive opportunities to avoid violence.
- In Kirklees a programme of interventions with school age young people use a number of mechanisms to assist them in avoiding gang activity and violence. Some of these activities are universal, while others are targeted on particular at risk groups. Approaches employed include theatre in education, mentoring, and "street first aid" sessions.
- Bradford is expanding a number of services to provide "navigator" support to young people with substance misuse and complex needs; a specialist young person's IDVA service to support those who have experienced domestic abuse and is expanding its programme of work with young people at risk of gang-related activity.
- In Leeds a number of community based initiatives are being implemented to provide vulnerable young people with positive alternatives to gang related activities. These are being delivered with third sector partners, Leeds United Community Foundation, local schools (including alternative provision) and a community empowerment project.

A number of initiatives are being delivered by partner organisations with a West Yorkshire-wide footprint. Examples of these are initiatives to develop services in custody suites and in prisons. These offer tailored support to young people at risk of serious violence on first

contact with custody services and provide focused interventions, with the support of third sector partners, with prisoners at risk of escalating violent offending.

Three districts are trialling interventions with the support of colleagues in acute NHS Trusts in five accident & emergency or trauma centres. These “navigator” initiatives are intended to identify and engage with patients at risk of involvement in serious violence and support their progress along service pathways to address underlying risk factors. It is intended that learning from these trials will inform the development of similar services across West Yorkshire.

The key measures of success as set by the Home Office for both the VRU and the police surge activity are below:

- a reduction in **hospital admissions for assaults with a knife or sharp object** and especially among those victims aged under 25
- a reduction in **knife-enabled serious violence** and especially among those victims aged under 25
- a reduction in all **non-domestic homicides** and especially among those victims aged under 25 involving knives.

The work of the VRU needs to compliment the enforcement programme of work of Operation Jemlock and also the partnership approach through Programme Precision. Staff in West Yorkshire also learning from the approach being taken to implement other Violence Reduction Units across England and Wales, and the delivery from these units.

A joint communication and engagement strategy for the VRU has been drafted. As part of this key links are being made with other communication groups and leads across West Yorkshire to ensure effective join up and consistency of messaging. It is the intention to develop a regular communication from the VRU that can be shared with key stakeholders; including strategic boards and Elected Members. Work is also currently underway for a launch of the VRU during January, which will provide an opportunity to showcase some of the intervention programmes.

July 2019 – Joint West Yorkshire OPCC and Home Office Serious Violence Strategy Engagement Event took place in Leeds. This was one of a number of events held across England and Wales following publication of the strategy. The aim being to raise awareness of the strategy, its key messages and actions, identification of local partnership action that can be taken to tackle serious violence and to provide the opportunity to network and share best practice. Over 100 people from across West Yorkshire and surrounding areas, representing statutory organisations and the voluntary community sector attended.

A key challenge is ensuring delivery outcomes against the objectives set locally and nationally within the short timeframe. To meet monitoring requirements imposed centrally there is also an increased need to carefully monitor all spend and ensure constant tracking of financials In order to maximise the funding that has been made available to West Yorkshire in line with the submissions made to the Home Office.

Current funding has only been awarded over a short term period and in order to facilitate real change, sustained longer term funding is crucial, which is why the PCC has continued to argue for budgets that are guaranteed for at least a three year period. The perceived links to the reduction in youth services, increased school exclusions and the rise in violent crime are additional factors to consider when looking at sustained support and funding for enforcement, youth work, intervention and prevention programmes.

Whilst government focus is currently on those 25 years and under, in West Yorkshire it is important to recognise the prevalence of serious violence committed by those over 25 and also across the breadth of issues within the definition of serious violence, not limited to

knife crime. Especially as hospital data does show that youth admission in hospitals is not as prevalent in the North of England as it is in the South.

### Working with WYP and Partners

*The Community Outcome Meetings (COM) between the Chief Constable and the Police and Crime Commissioner focus on important policing and community safety issues which are of a high public interest. The aim is to offer greater transparency to communities on how the PCC holds the Chief Constable to account on these important issues.*

During 2019 there has been reports on Serious Violence at the Community Outcomes Meeting in February and October.

Across the two meetings discussion and questions from the PCC focused on the below areas:

- WYP Serious and Violent Crime strategy and associated actions plans
- District based approaches and support for communities
- Opportunities through the Police Reform Transformation Fund
- Mapping through the Early Intervention Youth Fund
- Use of knife arches
- Consideration for Trauma Informed Practice and ACEs (Adverse Childhood Experiences)

The reports and minutes are published on the PCC's website.

### Aims and Future Delivery

The Op Jemlock Hub is to be co – located with the Violence Reduction Unit from January, once the VRU move to their permanent base. The intention is to maximise integration with the VRU in order that we are able to contribute to and compliment the longer-term violence reduction projects undertaken through the work of the unit.

Next steps for the VRU include:

- Exploring all opportunities to ensure sufficient resource within the VRU
- Development and implementation of a programme of engagement, consultation and feedback events across West Yorkshire
- Implementation of effective governance arrangements with a clear Terms of Reference
- Ensuring all funded programmes are supported to deliver in line with expectations outlined in the grant agreements

It is intended that the draft needs assessment from the VRU will be produced by the middle of January, following further development this will then be submitted to the Home Office at the end of March. The draft document will inform locality based engagement and consultation events required to co-produce our response strategy.

The needs assessment will also include insight gleaned from the engagement events, case studies, narratives and issues from communities, and information on what exists across West Yorkshire and any identified gaps.

Improving the support provided to victims, as well as witnesses, close relatives and friends who may be traumatised by what has happened to them, is a high priority for the VRU and work is ongoing with Victims Support and Restorative Solutions to pull resources from both into the VRU.

The umbrella of 'serious violence' relates to a number of issues overseen by a range of district level and West Yorkshire boards including safeguarding, exploitation, reducing re-offending, domestic and sexual violence and abuse and substance misuse. There needs

to be cross-partner consideration for all these issues collectively and in isolation where appropriate.

Discussions within the OPCC, VRU and with key partners have identified the potential for governance arrangements that are able to strategically connect these issues with the intention of achieving better overall outcomes through reducing duplication, making better use of resources and identifying opportunities for system change. A discussion paper was presented at the Partnership Executive Group in December, which looked at proposed arrangements going forward to pull all the different strands of work together. Following partner discussion the options are now being considered.

As we have seen elsewhere VRU's are an important step forward in formulating a better collective understanding and response, but violence in all its forms is a long-term challenge and the PCC has called for sustained investment to be confirmed over at least the next 3-5-year period.

## Resources and Funding

### Funding since 2017

During December 2017 Partnership Executive Group Innovation Funding of £147,625 was granted to Kirklees Youth Justice Service (on behalf of the 5 district Youth Justice Services) for a research project in conjunction with Huddersfield University exploring Social Media Use (SMU) as a trigger and catalyst for youth violence. This project is due to complete in January 2020. In the same grant round, £50,000 was secured for the GANGs: Get Away and Get Safe project to be run in schools across Leeds, Bradford and Kirklees, in addition to £50,000 that had been provided by West Yorkshire Police from Proceeds of Crime monies. In total 23 primary schools were visited and 3100 young people took part in the sessions.

Grant round14 of the Safer Communities Fund was launched in 2018 to tackle serious and violent crime from all angles including prevention, early intervention, diversion, protection and education, 49 groups received funding totalling £211,509.34

Grant Round 13 also provided nearly £30,000 to local community initiatives to tackle violence in West Yorkshire, including the Leeds Street Team, Street Doctors, Global Diversity Positive Action (Kirklees), and West Yorkshire Police's Knife Crime Prevention programme.

During November 2018, the PCC received £1,121,395 from the national Early Intervention Youth Fund, to deliver interventions across West Yorkshire in partnership with the five district Community Safety Partnerships and West Yorkshire Police.

During early 2019 funding of £4,020,000 provided to West Yorkshire Police by the Home Office to tackle Serious Violent Crime and knife crime. Money has been utilised to purchase the following equipment and resources:

- Eight vehicles purchased for use by the patrolling teams for maximum coverage across the force and two mobile police station vans are on order for deployment at the scene of violent crime incidents. These are to provide officers with office space also.
- Equipment for all custody suites, which gives an ability to view body – worn video footage in an interview. This will be installed fixed equipment in a select number of interview rooms that are connected up to the network for bandwidth and are secured down for safety.
- Discreet body armour and communications equipment for our Project Servator colleagues to be deployed covertly.



- Part funded the acquisition of the CSAS processing software for downloading data.
- Purchase two knife arches. These have been deployed across the force area a number of times and significant numbers of officers have recently been trained to assemble and operate the equipment for future targeted deployment for public safety and weapons targeting.

Home Office award of £3.37m to the Police and Crime Commissioner was finalised in October 2019 for creation of a Violence Reduction Unit.

Attached as Appendix B are details of all the funding allocated across England and Wales for the Early Intervention Fund 2018-19 and 2019/20 and for implementation of Violence Reduction Units.

Appendix A:

**Violence Reduction Unit Funded Interventions**

<b>Organisation</b>	<b>Project Name</b>	<b>District</b>	<b>Grant Amount £</b>
Bradford Council	A&E - Help Me	West Yorkshire	£71,215
Leeds Council	A&E Health Pathways for vulnerable people at risk of youth violence	Leeds	£137,608
Wakefield MDC	Early Intervention Initiative	West Yorkshire	£96,985
Yorkshire Ambulance Service NHS Trust	999 Academy	West Yorkshire	£158,000
Catch 22	HMP Leeds Gangs & Violence Reduction	West Yorkshire	£83,914
West Yorkshire Police	St Giles Custody Diversion	West Yorkshire	£85,582.60
West Yorkshire Police and Yorkshire Prisons Group	Prison Crime Referral team Police Prison Crime Referral	West Yorkshire	£52,400
Bradford Council	Breaking the Cycle	Bradford	£140,355
Bradford Council	MARAC Navigators	Bradford	£57,283
Bradford Council	Young Persons IDVA Service	Bradford	£29,033
Bradford Council	Fast Track ISVA and IDVA Training	Bradford	£48,000
Bradford Council	Substance Misuse and Complex Needs Navigator Service	Bradford	£14,500
Calderdale Council	Drop the knife for a better life	Calderdale	£16,563
Calderdale Council	Violence Awareness and Conflict Resolution	Calderdale	£13,000
Calderdale Council	Detached Outreach Youth Work	Calderdale	£34,000
Calderdale Council	Safer Calderdale Media Programme	Calderdale	£14,000
Calderdale Council	Safer Calderdale Schools Protocol	Calderdale	£30,000
Kirklees Council with Thinking Big CIC in partnership with	Street First Aid	Kirklees	£20,000

Yorkshire Mentoring CIC			
Kirklees Council with Yorkshire Mentoring	Reach Out – Wrong Look, Wrong Time, Wrong Place	Kirklees	£19,860
Kirklees Council with Yorkshire Mentoring	Reach Out	Kirklees	£20,000
Kirklees Council	Bobby Theatre in Education	Kirklees	£10,975
Kirklees Council	Lets Talk, Youth Talk	Kirklees	£35,057
Kirklees Council	Going Full Circle	Kirklees	£35,057
Leeds Council	SOS + Second Chance	Leeds	£62,774
Leeds Council	PCR DV and Abuse Specialist	Leeds	£29,547
Leeds Council	Expanding Front Door Safeguarding Hub	Leeds	£59,034
Leeds Council	Nowells Youth Centre	Leeds	£185,000
Leeds Council	Expanding the Safe Project	Leeds	£43,200
Leeds Council	Premier League Kicks Burmantofts and Richmond Hill	Leeds	£30,000
Leeds Council	Evidence Based Project	Leeds	£205,000
Leeds Council	Expanding Early Help Preventative Programmes	Leeds	£76,800
Leeds Council	First Aid Equipment for Practitioners	Leeds	£20,000
Wakefield MDC	Desistence Training	Wakefield	£4,000
Wakefield MDC	Educate to Communicate	Wakefield	£54,489

Appendix B

**Serious Violence Funding for Police Force areas in England and Wales**

<b>Police Force Area</b>	<b>2018-19 EIYF</b>	<b>2019-20 EIYF</b>	<b>2019/20 Police Surge</b>	<b>2019/20 VRU</b>	<b>Total</b>
Avon and Somerset	£463,857		£1,720,000	£1,160,000	£3,343,857
Bedfordshire			£1,380,000	£880,000	£2,260,000
Cambridgeshire and Peterborough		£384,431			£384,431
Cheshire		£410,000			£410,000
Cleveland	£546,250				£546,250
Derbyshire		£417,570			£417,570
Devon and Cornwall	£528,569				£528,569
Essex	£664,000		£1,760,000	£1,160,000	£3,584,000
Gloucester		£37,964			£37,964
Greater Manchester	£1,014,500		£4,800,000	£3,370,000	£9,184,500
Hampshire	£416,829		£1,260,000	£880,000	£2,556,829
Humberside	£337,500				£337,500
Lancashire		£24,635	£1,820,000	£1,160,000	£3,004,635
Leicestershire		£347,272	£1,400,000	£880,000	£2,627,272
Kent		£527,573	£1,660,000	£1,160,000	£3,347,573
Mayor's Office for Policing and Crime	£4,164,024	£19,786			£4,183,810
Merseyside	£699,999		£4,200,000	£3,370,000	£8,269,999
Metropolitan Police			£20,840,000	£7,000,000	£27,840,000
Norfolk	£699,850				£699,850
Northamptonshire	£627,292				£627,292
Northumbria	£371,632		£2,320,000	£1,600,000	£4,291,632
Nottinghamshire		£690,877	£1,540,000	£880,000	£3,110,877
South Yorkshire	£1,245,680		£2,580,000	£1,600,000	£5,425,680
South Wales			£1,200,000		£1,200,000
Staffordshire		£392,700			£392,700
Suffolk	£890,616				£890,616
Sussex			£1,340,000	£880,000	£2,220,000
Thames Valley	£822,000		£1,940,000	£1,160,000	£3,922,000
South Wales	£1,211,542			£880,000	£2,091,542
West Midlands	£1,831,000		£7,620,000	£3,370,000	£12,821,000
<b>West Yorkshire</b>	<b>£1,121,395</b>		<b>£4,020,000</b>	<b>£3,370,000</b>	<b>£8,511,395</b>