



WEST YORKSHIRE POLICE AND CRIME PANEL

17 July 2020

Serious Violence Update

1. Purpose

- 1.1 Provide members of the West Yorkshire Police and Crime Panel with an update on the work of the West Yorkshire Violence Reduction Unit and Surge funded activity from West Yorkshire Police. Previous updates have been considered at the September and December 2019 Police and Crime Panel meetings.

2. Background:

- 2.1 In June 2019, the PCC for West Yorkshire received £3.37m for the establishment of a Violence Reduction Unit (VRU) through Home Office central funding to work with all relevant agencies to support a multi-agency, public health, long-term approach to preventing and tackling serious violence. The Home Office confirmed funding for 2020/21 at the end of December 2019 with a further allocation of £3.37m to West Yorkshire VRU.
- 2.2 West Yorkshire Police (WYP) were awarded £4.02m in April 2019, as one of eighteen police force areas to receive additional funding to tackle serious violent crime and knife crime. This funding was to facilitate a 'surge' in deployment of officer and tactics to reduce incidents of serious violence, with an emphasis on knife enabled violence involving young people under the age of 25. Operation Jemlock was established to utilise this funding. In April 2020, a further £2.63m was allocated to West Yorkshire Police for 2020/21.
- 2.3 Both allocations of funding for 2020/21 were subject to a joint application process to the Home Office during April 2020 as outlined in Section 4 of this report.

3. Mandated Deliverables

- 3.1 During 2019/20 the VRU were mandated to submit two products to the Home Office by the end of March 2019:
- i. A West Yorkshire action plan/response strategy for violence prevention
 - ii. A Problem Profile/Needs Assessment that informs strategic and operational decision making

West Yorkshire VRU Needs Assessment

- 3.2 The needs assessment sets out in detail the current knowledge about serious violence and its causes in West Yorkshire. The document also outlines identified gaps in knowledge that the VRU will seek to address with partners and it makes recommendations to address identified need in West Yorkshire.

- 3.3 The Needs Assessment provides a comprehensive overview that will be updated on an ongoing basis, with a focus on the following key areas:
- What do we know about violence in West Yorkshire?
 - What are the most prevalent types of serious violence within West Yorkshire?
 - Who is most affected by serious violence? – Both offenders and victims.
 - When are occurrences of serious violent crime most likely to occur?
 - Where – in relation to West Yorkshire, what areas are ‘hotspots’ for serious violence occurring?

- 3.4 Based on identified need the Needs Assessment makes a number of recommendations with consideration for local, place based need and suggested activity based on tertiary, primary and secondary prevention methods.

West Yorkshire VRU Response Strategy

- 3.5 The Response Strategy sets out the partnership vision for tackling serious violence in West Yorkshire. Drawing upon the information and data set out within the Needs Assessment, with the following clear vision for West Yorkshire:

‘Across West Yorkshire, we will work together to prevent violence and to reduce its harmful impact.

We will do this by strengthening our partnerships, working with our communities, developing our understanding of the causes of violence and delivering interventions that make a lasting difference.’

- 3.6 The strategy outlines this partnership approach, bringing together a pooled resource of skills and data with the aim of developing an evidenced based flexible and innovative response to preventing and addressing violence. This will be underpinned by a sustainable whole family and system approach of collaboration, co-production, consistency, coordination, co-operation, and communication.

- 3.7 Identified priorities for the VRU and its partners in 2020/21 include:

- Empowering communities and building resilience
- Infrastructure and partnership development
- Identify and support those at risk
- Links with enforcement.

4. Delivery Initiatives 2019/20

- 4.1 In the period up to 31st March 2020, the VRU had worked with OPCC colleagues to commission 35 local violence reduction interventions. These included local place based interventions commissioned in each of the five West Yorkshire Local Authority areas and a number of larger interventions with a “footprint” across West Yorkshire. Overall the VRU invested 73.7% of its income in delivery interventions, working with statutory partners, national and smaller local Voluntary, Community and Social Enterprise (VCSE) groups and organisations.
- 4.2 Monitoring and evaluations reports for the VRU funded interventions show that in excess of 16,000 young people under 25 have been reached in the 5 months since the programme began. These numbers would be higher if it were not for the impact of COVID-19 during the final month of the funding period, which significantly reduced

opportunities for one-to-one work and caused group work programmes to cease operation.

- 4.3 Alongside formal reporting processes, the VRU Engagement Lead organised a number of focus groups with young people between January – March with the aim of gathering the opinions of young people. A variety of case studies have also been collected, providing further evidence of the positive impact these interventions and projects have made on the lives of young people across West Yorkshire. These, with a number of independent evaluations commissioned by specific projects as part of their funding allocations have fed into the Response Strategy and are being used to inform delivery for 2020/21.

Partner Workshop and Official Launch

- 4.4 During January 2020 a workshop was attended by approximately 100 delegates made up of existing delivery partners and representatives from other local interventions aimed at working with young people to tackle serious violence. Following an opening address by the PCC, colleagues from the West Yorkshire and Harrogate Health Care Partnership, Wakefield Youth Justice Service and St Giles Trust led presentations on the public health approach to tackling serious violence and A&E/Trauma Centre hospital based interventions looking at local delivery and supporting evidence from other areas. In group discussion, attendees were asked to consider the key issues and challenges, opportunities that could be progressed through the VRU, how existing local work could be supported by the VRU and how the issues could be tackled differently by both the VRU and partners.
- 4.5 A formal launch of the WY VRU took place in Leeds on 5 March with almost 200 people registered to attend. The agenda included presentations from key partners including the Chief Constable for West Yorkshire Police and Helen Christmas from Public Health England, alongside a showcase of delivery partners and funded interventions. These included 'Breaking the Cycle' from Bradford Youth Service, 'Drop the Knife for a Better Life' at Sunnyvale Fishery and Outdoor Activity Centre, the 'SOS+ Second Chance' project from St Giles Trust, 'Premier League Kicks' from the Leeds United Foundation and Corpus Christi School and a spoken word piece from Lived Experience. Market place style stalls were also available for partners to advertise their services and throughout the event questions were collected for a Panel Session before the event close.

5. Violence Reduction Unit and Police Surge Funding Application to the Home Office 2020/21

- 5.1 The West Yorkshire VRU and the WYP Surge Team submitted a joint 2020/21 funding application to the Home Office at the beginning of April 2020. Verbal confirmation from the Home Office that both the Operation Jemlock and VRU proposals had been approved was received during May and a formal grant agreement followed during June.
- 5.2 The application sets out the operational and strategic approaches that the VRU and its partners will take in order to meet the duties set by the Home Office. It also addresses the priority areas set out in the response strategy and the recommendations of the needs assessment. These plans include:
- Strategic/operational ways of working for the VRU;
 - VRU approaches to engagement with communities and young people;
 - short and long term success measures and how these will be measured;
 - how learning will be shared locally and nationally;

- describes approaches to achieve sustainability;
- and details how the VRU will work with an independent evaluation partner and commission a local evaluation.

5.3 The delivery plan within the application sets out the high level spend on infrastructure, staffing, Knowledge Hub activity, engagement and delivery interventions. During 2020/21, the VRU projects that 54% of the budget will be invested in local and West Yorkshire wide interventions.

6. Current Delivery 2020/21

6.1 Informed by the Needs Assessment and Response Strategy, a number of existing interventions were identified for continued delivery initially through Quarters 1 and 2 of 2020/21. These include:

- West Yorkshire wide – A&E based interventions in Bradford/Leeds/Wakefield and Liaison and Diversion/St Giles Trust Custody Diversion Project
- Bradford – Young Person's IDVA Service
- Calderdale – Drop the Knife for a Better Life
- Kirklees –Yorkshire Mentoring, Reach Out
- Leeds – St Giles SOS+ and DVA Specialist in Police Control Room
- Wakefield – Communicate to Educate

6.2 During April 2020, the WY VRU and the West Yorkshire and Harrogate Health Care Partnership established a Covid -19 Response Network with the aim of supporting partners to share learning and practice, develop strategies and maintain delivery where possible and to address the changing needs in relations to violent crime. The priority of the network was to ensure the communities of West Yorkshire could access the support they needed to remain and feel safe during the pandemic. This network has been meeting on a monthly basis and are now looking at ways to build the work of the network into existing work streams as business as normal.

7. Funding for Community Safety Partnerships 2020/21

7.1 The application submitted to the Home Office, included a proportion of funding for Community Safety Partnerships (CSP) to commission locality based early intervention initiatives to support their own local plans.

7.2 An application process has been developed for CSPs to complete, which sets out their intended delivery during this financial year, how this aligns with the VRU Needs Assessment and Response strategy and the outcomes they plan to deliver against. These applications will be considered during early July, with funding allocated later that month.

8. Development of Thematic Delivery Programmes

8.1 Based on the findings of the Needs Assessment, four thematic work streams are being developed to address particular issues that are likely to increase the risk of a young person engaging in serious violence. The four themes and associated interventions are:

Development of the West Yorkshire hospital navigator programme.

This will build on work undertaken in three districts to date to develop a county-wide programme of navigator services and to undertake detailed evaluation through the Knowledge Hub to build a business case for potential future NHS funding. It is intended to roll out this approach to all five trusts using a coordinated delivery model that allows for appropriate local variation.

West Yorkshire Responses to Domestic Violence and Abuse Programme will be a new service to develop interventions to respond to domestic violence and abuse with a particular focus on young people who witness or experience domestic abuse. The specification for this will incorporate elements of programmes tested in year one of the VRU.

Development of a West Yorkshire Education Inclusion Programme to develop and provide interventions in schools, colleges and Alternative Provision to increase attendance, reduce exclusion and to work directly with young people to raise awareness of violence and to increase desistance. The work with young people will be complemented by workforce development opportunities for education staff.

The West Yorkshire Criminal Justice Programme will establish interventions in a range of community and secure settings designed to divert young people from custody or to reduce reoffending. This model will be informed by learning from year 1 and will include the ongoing partnership work with the West Yorkshire Liaison and Diversion Service.

- 8.2 Responding to victims will remain a key theme for the VRU, working with partners and communities to better understand the needs of young victims and witnesses of serious violence and to develop approaches that respond to the community impact of serious violence. Opportunities to utilise restorative approaches are also being progressed, alongside a West Yorkshire wide workforce development programme offering training and learning to partners and colleagues on topics such as trauma informed practice and Adverse Childhood Experiences (ACEs)

9. Research and Evaluation

- 9.1 In addition to participating in a national VRU evaluation, each VRU has also been required to undertake local evaluations of some aspects of its delivery and to commission research to add to the developing knowledge base. Proposals for this outlined in the application include:

- Hospital Based interventions- assessing the impact and outcomes of the delivery model (including local variations) across West Yorkshire to inform future delivery and potential business case for sustainability within the NHS.
- The impact of our workforce development programme in creating long-term sustainable change in service delivery and culture.
- What works to enable young people to remain in education

Potential research areas include:

- The role of schools, colleges and education provision in preventing serious violence, and providing safe secure spaces for vulnerable young people. This will include how best to enhance protective factors and respond to the impact of trauma and early adversity.

- The role of communities and asset based approaches in preventing violence including support to young people, reintegration of offenders and factors affecting community readiness to engage with interventions/ co-production.

10. West Yorkshire Police Surge Funded Activity – Operation Jemlock

- 10.1 The funding received by WYP during April 2019 was subject to delivery against three key measures as set by the Home Office, these measures were also applied to the funding awarded to the VRU during June 2019:
- 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.
- 10.2 It was also stipulated that the funding for ‘surge’ activity would initially be spent in four key areas:
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
- 10.3 Whilst the key measures of success are unchanged for the 2020/21 financial year, the Home Office have removed stipulation four for the key areas of spend.
- 10.4 Since the creation of Operation Jemlock, officers have been dedicated and focussed to tackle serious violent crime and have, on a daily basis carried out fundamental baseline activities such as;
- Intelligence – led high visibility patrols in high key areas
 - Disruption activities utilising appropriate stop and search
 - Targeting violent offenders wanted for outstanding offences
 - Responding to live time incidents of serious violence.
- 10.5 Resources were also put into developing intelligence to inform the deployment model, support for investigations and the capacity to process additional detainees. Equipment to assist the effectiveness of the operation was purchased such as dedicated vehicles and knife arches.
- 10.6 For the first financial year of the operation, the hard work of the teams and their wider district colleagues resulted in a reduction across all of the crime categories targeted. Between 1 April 2019 to 30 March 2020, Operation Jemlock led on delivery of the following:
- Arrests 2389
 - Stop searches 1706
 - Weapons seized 146
 - Intelligence submissions 4188

During this time period recorded crime was reduced as across:

- Knife crime down 268 offences

- Robbery down 578 offences
- Robbery with a sharp implement down 156 offences
- Hospital admissions for injuries with a knife or sharp object down 10%
- Knife – enabled serious violence down 10.1%
- Knife crime victims under 25 down 13.6%
- Non-domestic Homicides down 20.7%
- Robbery down 14.7%
- Robbery involving a sharp implement down 19.4%

When considering data on a twelve month rolling basis between 1 June 2019 and 31 May 2020 the following reductions have been recorded:

- Knife – enabled serious violence is down 12.4%
- Knife crime victims under 25 are down 17.2%
- Non-domestic Homicides are down 21.4%
- Robbery is down 20%
- Robbery involving a sharp implement is down 24.4%

11. Governance Arrangements and Oversight by the PCC

- 11.1 The PCC continues to be the Association of Police and Crime Commissioners (APCC) lead for Serious Violence, operating as the lead PCC for the APCC serious violence taskforce, working with the national taskforce to shape funding available and leading the PCC response in relation to the governments Serious Violence Strategy.
- 11.2 Executive decisions relating to the VRU are considered by the OPCC Executive Team and are subject to final agreement from the PCC.
- 11.3 The Partnership Executive Group (PEG), chaired by the PCC receives a regular strategic update on both planned and ongoing activity of the VRU and WYP Surge Team. It is through the PEG that proposals to establish a West Yorkshire Serious Violence Board are being progressed.
- 11.4 To compliment these structures, the VRU Partnership Delivery Group has been meeting on a monthly basis since Summer 2019. This multi-agency partnership group plays a key role in connecting the five districts and informing the delivery and approach of the VRU as well as linking Surge activity and delivery by the Community Safety Partnerships and other partners.