

Annual Report 2021 - 22
West Yorkshire Combined Authority
Policing and Crime Team

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Headline Achievements

- Publishing the Mayor's first Police and Crime Plan. Our key strategic document for policing and community safety, which spells out our commitment to building a safe, just, and inclusive West Yorkshire, with special focus on crime prevention through early intervention, and the safety of women and girls.
- Transforming the provision of support services for the victims of domestic and sexual abuse through a major extension of our West Yorkshire network of independent domestic and sexual violence advisers.
- Hosting a major partnership event on transitional safeguarding, and building partner collaboration throughout the year to deliver impactful safeguarding campaigns.
- Launching a West Yorkshire-wide call for evidence to hear the 'lived experience' of victims of violence perpetrated against women and girls.
- Supporting West Yorkshire Police's step forward in tackling abusive culture by recognising incidents of misogyny and misandry.
- Removing 452 weapons from the streets of West Yorkshire through the targeted work of Operation Jemlock and our Violence Reduction Unit.
- Continuing to strengthen the West Yorkshire Anti-Slavery Network's ability to influence and inform the local and national debate on this hidden form of exploitation.
- Tackling road safety and vehicle crime, and creating safer places in the night-time economy through the *Safer Streets* and *Safety of Women at Night* Funds.
- Funding an impressive portfolio of projects across our districts through the Violence Reduction Unit. Work which combines early intervention and diversion strategies with leading research on the factors contributing to serious violence.
- Supporting a whole-system approach to drug misuse and drug crime through Project ADDER.
- Working with our Youth Advisory Group to support research into young people's experience of serious and organised crime.

Introduction from the Mayor of West Yorkshire, Tracy Brabin

Welcome to the Policing and Crime Team's Annual Report for 2021/22.

2021/22 has been a year of unprecedented challenges and opportunities.

The year includes the story of our release from the restrictions placed on us all during the Covid pandemic, and the achievements of the incredible vaccination programme which has allowed us to work, shop, socialise, and enjoy life in a way which we had all taken for granted.

For the Policing and Crime team at the West Yorkshire Combined Authority, it has also been a year of great change in making the transition from the Office of the Police and Crime Commissioner to the Combined Authority, under the stewardship of the Deputy Mayor for Policing and Crime, Alison Lowe OBE.

This Annual Report for 2021/22 reviews many of the highlights and achievements of this first year working within the Combined Authority; work which has included a major extension to the provision of support for victims of domestic and sexual violence; an extensive programme of community focused (and in some cases, co-produced) early intervention projects under the Violence Reduction Unit; and targeted projects to create safer neighbourhoods before, and after, dark.

The launch of my first Police and Crime Plan represents a major landmark during the past twelve months. Published on 10th March 2022 to coincide with the celebrations for International Women's Day, the Plan sets the strategic context for our work over the next three years. It was developed with input from the biggest ever public consultation on what West Yorkshire residents felt our priorities for community safety should be.

The new Plan sets out our ambition to pursue four strategic priorities:

- Supporting Victims and Witnesses and Improving Criminal Justice Outcomes,
- Keeping People Safe and Building Resilience,
- Safer Places and Thriving Communities,
- Responding to Multiple and Complex Needs.

Further, the Plan establishes three 'cross-cutting themes' of equality, diversity and inclusion; early intervention and prevention; and the safety of women and girls. Each will underpin our work within these priority areas.

Development of the Plan in the year ahead will include the production of four complementary sub-strategies which will describe our proposals for the delivery of the four priorities, and will include a specific strategy to guide our work on women and girls' safety.

The successful delivery of the objectives of these documents will call for collaboration across a spectrum of partners, not simply the police and local authorities.

We want to inspire partners in public, health, community, and academic sectors, all of whom have a role to play in building a safe, just, and inclusive West Yorkshire.

This report details a selection of some of the projects and services we have led on or have contributed to over the past year, and which we hope can inspire the whole systems approach to crime prevention and law enforcement which will deliver this shared goal.

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Supporting Victims and Witnesses and Improving Criminal Justice Outcomes

To achieve the priorities and outcomes in the Police and Crime Plan, the Combined Authority commissions a number of different providers to help with the delivery of important services. Chief amongst these are the services which help the victims of crime to recover from the harm they have suffered.

The Ministry of Justice grant funding for the Local Commissioning of Victims' Support Services for West Yorkshire was £4.1m for 2021-2022. The key aim and objective of the funding is to provide dedicated emotional and practical support services for victims of crime to help them cope and, as far as possible recover.

The Policing and Crime Team's Commissioning Strategy sets out the principles and framework we use to ensure that all commissioning decisions are undertaken openly and transparently and are informed and supported by evidence.

We currently fund 106 different providers and have a total of six contracts and 140 grants in place across West Yorkshire to deliver our funded services. The role of the third sector (voluntary, community, faith-based and social enterprise organisations) is very important in the delivery of many of our commissioned services. Wherever possible we ensure that this potential is maximised by supporting the Third Sector to develop solutions in line with the Police and Crime Plan.

Extending West Yorkshire's ISVA/IDVA Provision

In February 2021 the Ministry of Justice (MoJ) announced they would provide a two-year funding package for Independent Sexual Violence Advisers (ISVA) and Independent Domestic Abuse Advisers (IDVA) services in England and Wales.

IDVAs and ISVAs work to provide tailored and specialist assistance for those who have experienced domestic abuse and sexual violence. IDVA/ISVAs support victims and their families at a time when they may feel scared, confused, and uncertain about the next steps to take after a violent incident. IDVAs and ISVAs can help to make plans to keep victims safe, support a victims' journey in the criminal justice system, or signpost victims to specialist support services.

Working with partners, we were able to secure £1,012,553 of MoJ funding for 2021/22, and an indicative £1,106,408 for 2022/23. This funding has helped to deliver a transformation in victim support across our districts by allowing recruitment equivalent to 25 new full-time posts, including:

- 8.2 New ISVAs
- 2 New Child and Young Person's ISVAs
- 17.2 New IDVAs
- 3 New Child and Young Person's IDVAs
- 1 New IDVA Advocacy

During the year, the MoJ announced additional one-year funding to support male victims and survivors of Domestic Abuse and Sexual Violence nationwide. Following a bidding process, the Combined Authority was allocated a total of £350,748 to support specialist services for male victims.

The West Yorkshire Victim Support Service

West Yorkshire's core victims' provision is commissioned from national charity *Victim Support*. Their Victim Referral, Assessment and Local Support services are run from three West Yorkshire hubs in Leeds, Shipley and Wakefield, with additional bases in Bradford, Halifax and Huddersfield. In 2021/22, the West Yorkshire service received over 82,000 referrals, 90% of which had been referred through the victims' contact with West Yorkshire Police.

Over one half of these referrals were identified as needing enhanced support, including cases of domestic abuse, sexual violence, hate crime and crimes against children and young people.

Support for victims of domestic abuse accounts for a substantial proportion of Victim Support's caseload, with over 1,000 referrals per month during 21/22. Support for victims of other violent crimes also show similar referral volumes.

Restorative Justice

The Combined Authority funded Restorative Solutions service has also had a successful year. Following a reduction in activity during the Covid-affected 20/21 period, the service grew to receive 7,000 referrals in 21/22, leading to 1,500 'restorative conversations' between victim and offender. 97% of victims, and 97% of offenders have recorded that they have been either 'satisfied' or 'very satisfied' with the service.

Preventing Domestic Abuse through the CARA Programme

The West Yorkshire Domestic and Sexual Abuse Strategy was published in 2017, and led to the establishment of a new programme of intervention for first time/standard risk perpetrators of domestic abuse. An initial two-year pilot programme was then followed by the award of a two-year contract to Restorative Solutions CIC to June 2022.

CARA (Cautions and Relationship Abuse) is designed to break the cycle of domestic abuse at an early stage by educating and holding offenders to account for their actions. The service is run by Restorative Solutions in conjunction with the Hampton Trust.

The programme has developed to become one of the most comprehensive CARA projects in the country, and one of only two areas to deliver all four types of workshops (male and female, and intimate and non-intimate). West Yorkshire was the only area nationally to continue face-to-face workshops without pause throughout the pandemic.

The Home Office allocated an additional £750k between 2020 – 2023 for specific domestic abuse perpetrator programmes in West Yorkshire. Each of these programmes required a level of match funding from the provider and the Combined Authority. Funded projects include:

- WomenCentre - Early Intervention and Adaptive Behaviour Change Programme.
- West Yorkshire Police – purchase of GPS tags
- Kirklees Council and Yorkshire Children's Centre – Kirklees Dads programme. A project to build fathers' parenting and co-parenting skills.
- Restorative Solutions CIC - Restore Families. An adolescent to parent/carer domestic abuse programme.
- Yorkshire Children Centre - Recognise Reflect Change (RRC). Targeting male perpetrators of domestic abuse and also addressing stalking behaviours.

Finally, the MoJ has announced a multiyear settlement for victim services running to the end of 2024/25. This announcement is in response to the volume of feedback from Mayors and PCCs and the victim support sector about the challenges short-term investment causes. Multi-year funding will allow victim support services, and those commissioning them, to invest in building capacity and strengthen the resilience of services.

The Local Criminal Justice Board (LCJB)

The Combined Authority's input to **the local criminal justice system** extends beyond our oversight of local policing, to encompass a series of strategic boards and forums which bring partners together to collaborate on local and national issues. Together, we work to co-ordinate the effort across West Yorkshire to meet the objectives of our Police & Crime Plan in delivering criminal justice, reducing reoffending, and supporting victims.

2021/22 was defined by the ongoing work to maintain normal court processes in the wake of the Covid pandemic, which presented unprecedented challenges in managing court backlogs and providing appropriate care for victims and witnesses. The Combined Authority helped support much of this work through the Deputy Mayor for Policing and Crime's chairing of the LCJB and its Victim and Witness sub-group.

Locally and nationally, the courts system remained in a phase of recovery during the early stages of the year, and the LCJB met frequently to help co-ordinate and review partners' work to improve the progress of existing and new cases within the system. The severe restrictions on social contact in the early stages of the pandemic naturally acted as barrier to cases reaching court, and also impacted on the workload of the WYP Witness Care Unit. At one stage Witness Care experienced a caseload almost double that of the pre-Covid norm.

By the end of the financial year, in the Magistrates Court the backlog of cases waiting to achieve a first hearing returned to a level consistent with 'business as usual' pre-Covid, and the focus switched to progressing trials to completion. Subsequently, the volume of work within the Magistrates Court has visibly reduced.

In the Crown Court, Covid restrictions slowed the progress of cases to the point that the MoJ placed no restrictions on sitting days in the Upper Court. Despite this, returning the volume of cases to pre-Covid levels is proving challenging. Leeds University's Cloth Hall venue has continued to be used as a 'Nightingale Court' during the year to help increase capacity within the Crown Court system.

The revised Victims' Code came into force in April 2021, and the LCJB plays an important role in ensuring that criminal justice agencies such as the police, courts and Crown Prosecution Service (CPS) provide a minimum level of service to the victims of crime consistent with the Code's 12 victims' rights. West Yorkshire LCJB partners undertook a self-assessment to inform the Ministry of Justice on our local delivery in the lead up to the publishing of the draft Victims Bill in May 2022.

The Code is expected to be enshrined in law in the spring of 2023. Partners within the LCJB are working to determine the most efficient and purposeful way to monitor compliance with the code.

Our public consultation for the new Police and Crime Plan highlighted that people's trust in the criminal justice system is linked to a desire to see the victims of crime get the outcome they deserve in court. For many victims of crime, seeking justice can be an unacceptably slow, stressful and frustrating experience.

The MoJ have launched a Criminal Justice System (CJS) Delivery Data Dashboard to help build a greater understanding of the criminal justice system's performance, and provide an opportunity for greater openness and transparency. Overall, the ambition is to increase confidence in the criminal justice system locally and nationally, and identify best practice in service delivery. In the year ahead, partners in West Yorkshire will monitor the feedback collected through the dashboard through our LCJB.

Supporting Victims in the Criminal Justice System

Section 28 of the Youth Justice and Criminal Evidence Act enables the recording of evidence and cross-examination prior to trial. West Yorkshire is at the leading edge in the development of the remote video facilities which promote the use of Section 28 evidence.

In the past year, the DMPC has asked all criminal justice partners engaged with the LCJB's Victim and Witness Group to review and extend their use of video live links. Three video-link sites are now available in West Yorkshire to help victims to provide evidence to court. Located in Calderdale, Leeds, and Wakefield, these facilities particularly help victims of domestic and sexual abuse.

Progress has been made over the year in promoting greater use of these facilities by the local criminal justice system, through a Local Implementation Team who have

been tasked to increase the use of Section 28 evidence. The remote site at the Sexual Assault Referral Centre (SARC) in Leeds has a particular role to play in this respect.

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Keeping People Safe and Building Resilience

During the year we were able to take further steps to safeguard vulnerable people in our communities through joint work with partners across West Yorkshire. We contribute to several partnership forums which aim to bring organisations together to build a consistent approach on safeguarding topics, and lead on campaigns which raise public awareness of important issues, highlighting dangers, and signposting individuals to support.

The **West Yorkshire Children's Risk and Vulnerability Strategic Group** brings local safeguarding leads together to share information and develop collaboration across West Yorkshire in safeguarding children and developing contextual safeguarding responses.

The group led a focused partnership review of 'Transitional Safeguarding' – an approach to children's safety which aims to break away from the binary child/adult approach which can be taken in some safeguarding and child health and wellbeing services.

Transitional Safeguarding's approach is to ask all those organisations involved in services for children and adults to consider how they might work together to support people at the key life stage of moving from the jurisdiction of children's to adults' social care services.

In November, we discussed this issue at the 'Building the Bridge' event (one of our biggest online events of the year), which was opened by the Mayor. At the session, local and national experts came together to share best practice and examine in detail the issues faced by young people who may be vulnerable to exploitation as they transition into adulthood.

The **West Yorkshire Safeguarding Communications Group** has continued to work collaboratively during the year to produce some excellent campaigns to help build awareness of safeguarding issues, and help to protect people from harm. Two examples are the campaigns against adolescent to parent abuse, and money laundering, both of which ran during 2021/22.

Launched to coincide with the '16 Days of Action Against Domestic Abuse', the 'Talk to Someone' campaign encouraged young people to seek help before their problems escalated into anger and violence directed at a parent or carer. The campaign involved graphics produced by the West Yorkshire Police Design Team, in conjunction with the Combined Authority and the Leeds Safeguarding Children Partnership, to ensure that the messaging and imagery was appropriate and appealed to the target audience. The campaign was promoted via a dedicated webpage and social media advertising on Facebook. In its first weeks, 1,153 people viewed the campaign webpage.

One learning point taken from the project has been that during its research phase, the project team struggled to find an organisation in the region that could provide appropriate support to young people who needed help in this area. Awareness of this gap in local service provision has been an important secondary output from the campaign.

[Talk to Someone | West Yorkshire Police](#)

Money Mules Snapchat advertising

West Yorkshire Police and Leeds Safeguarding Children Partnership worked together to produce a Snapchat campaign, using fake adverts which imitated those used by offenders to lure young people into money laundering.

So-called 'money mules' transfer stolen money on behalf of members of criminal gangs involved with drug dealing, human trafficking, grooming, and County Lines offences. Criminals often target vulnerable people or students who may be susceptible to offers of quick cash in return for little work. Snapchat users who clicked on the advertisement were instead directed to information on the West Yorkshire Police website, which explained how criminals target young people to launder the profits of crimes.

The first phase of the campaign targeted young people aged 13 to 17, but the second phase was then expanded to include university age students, who are one of the most common victims of this crime. This project was supported by the Mayor's Safer Communities Fund, and generated 25,719 Snapchat 'swipe ups', which took people through to the West Yorkshire Police webpage. Analytics data showed that once people had linked through to police's crime prevention information, they spent just under three minutes reading the information.

[Want to earn £1000 in 20 minutes? | West Yorkshire Police](#)

The annual West Yorkshire Safeguarding Week successfully ran once again. Each of the five West Yorkshire districts collaborated to run an extended programme of local and regional events to raise awareness and understanding of a wide variety of safeguarding topics relating to children and adults at risk.

Statutory authorities, the Third Sector, communities, and individuals came together to demonstrate the strength of commitment to keeping people safe across all of West Yorkshire.

The **West Yorkshire Anti-Slavery Partnership** chaired by the Deputy Mayor for Policing and Crime (DMPC), continues to grow in numbers and it is pleasing to see a number of local and national businesses joining the partnership to strengthen our collective response to slavery and trafficking. The Independent Anti-Slavery Commissioner (IASC) Dame Sara Thornton attended the meeting in June 2021 to provide her support and update the partnership on her work in at the national scale.

The Commissioner referenced her support for this meeting in her own IASC Annual Report.

The DMPC met with the Head of the Home Office Modern Slavery Unit in December 2021 and convened a meeting with national Police and Crime Commissioners and other key stakeholders to discuss the impact of upcoming legislation and the Government's Modern Slavery Strategy. Concerns were expressed on the potential impacts on victims from the proposals within the Nationality and Borders Bill.

The Safety of Women and Girls

The issue of the safety of women and girls developed to be one of the major themes in policing during 2021/22. Very sadly, the impetus behind the raised profile of violence perpetrated against women and girls can often be when news of shocking incidents come to our attention. Never more so was this the case than in 2021.

At the time it seemed like a threshold had been passed; that violence like this should not be allowed to happen again. As time has passed, our anger about those murders has given way to a recognition that only a change in culture will beat the gender inequality and subconscious biases which have developed over generations, and upon which violence against women is often founded.

In response, Mayor Brabin initiated a 'local conversation' on issues such as stalking, domestic abuse, sexual offences, honour-based abuse, misogyny, and safety in public spaces. In August, the Mayor made a call for evidence to partners and individuals in West Yorkshire to help us understand how we can bring about the behavioural change needed to influence attitudes towards women and girls, and help tackle these issues head on.

The call for evidence was followed by an online roundtable event held with over one hundred and thirty delegates in September 2021. Mayor Brabin and the DMPC led the session in discussing the local and national dimensions of the debate.

In attendance were representatives from the police, local authorities, health, education, and Third Sectors, as well as those supporting and advocating for women and girls across our communities. Shared testimony from delegates provided a powerful reminder of the major impact violence and abuse has on its survivors.

Engagement such as the roundtable event has informed the drafting of the Mayor's first Police and Crime Plan for West Yorkshire. The Mayor has pledged do everything in her power to keep women and girls safe, and this document sets out our vision for a whole systems approach, and embeds the factors which can influence that change (such as a commitment to Diversity Equality and Inclusion and Early Intervention and Prevention), as cross-cutting themes which will provide the foundations of our work for the next three years.

West Yorkshire already has a range of specialist services in place which address violence against women and girls, for example our Sexual Assault Referral Centre (SARC), our domestic abuse perpetrator programme (CARA), and the network of

IDVA and ISVAs throughout our districts. As this report details, many of these services were further extended during 2021/22.

Ultimately, the insights gained on local women's lived experience of gender-based violence through 2021's special engagement and consultation events will shape the content of our new Safety of Women and Girls Strategy, which will be published later in 2022/23.

In December 2021, an important milestone was reached in realising the Mayor's pledge to place the safety of women and girls at the heart of her work when West Yorkshire Police became one of the few police services nationwide making the step to **record instances of misogyny** as part of their work to tackle hate crime.

This means that when people feel they have been the target of a hate crime, the police will record whether the victim feels the incident was motivated by their sex. This is an important step in our work to build a safer West Yorkshire for women and girls by tackling misogynistic comments which can in time build to become the platform for more serious offences. This initiative was mirrored by the recording of misandry (prejudice targeted against men) alongside misogyny, recognising that thousands of men are also subject to domestic abuse each year.

Recording misogyny and misandry is a positive step in identifying and investigating hate and violent incidents fully, and which gives victims the confidence that investigations will be carried out with all the information to hand.

Action Against Stalking

In 80 per cent of cases of stalking the victim is female. Stalking is a pattern of behaviour that is fixated, obsessive, unwanted and repeated. It can take many forms and can be carried out online as well as in person.

To help raise awareness of the problem, in October 2021 the Mayor and West Yorkshire Police jointly launched a campaign to help address some of the misconceptions about stalking, and offer guidance to victims on how to seek help. In 2020/21 there were 4,751 incidents of stalking reported to West Yorkshire Police, with nearly 12 per cent of these offences classed as cyber-crimes. In over 90 per cent of these cases, the alleged perpetrator was a partner, ex-partner, or family member of the victim.

This campaign was just one component of the partnership work against stalking carried out during the year. The Mayor also committed to providing over £400k in funding over three years for an **Independent Stalking Advocacy Caseworker** service to work in conjunction with Victim Support's network of ISVAs. West Yorkshire Police are recording more cases of stalking and harassment, and this service has been designed to meet the increased need for support for female and male victims who are referred to partners like Victim Support.

West Yorkshire Police have also committed to building a Stalking Coordination Team to run as a 12-month pilot programme starting in 2022. The new team will work to identify any improvements which can be made in the local response to stalking, such as in improving the identification of risk, the referral of victims to support agencies, and the use of protective measures like Stalking Protection Orders.

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Safer Places and Thriving Communities

Assessment of the trend in volume of recorded crime in West Yorkshire is still impacted upon by the effect of the Covid restrictions of 2020 and 2021. There were 294,175 recorded crimes in West Yorkshire last year, which represents a 18% increase on the previous twelve month period (the equivalent figure for England and Wales was 16%).

However, comparing 20/21's figures with 21/22's means we are comparing data for one year (20/21) for which we had severe lockdown restrictions, against another (21/22) where restrictions started to be eased, and then removed after summer 2021. Changes in recorded crime levels will be heavily influenced by these wider changes in everyday life.

Data shows that burglary rates fell by 8% over the twelve months, and that drug offences were down by 7%. In contrast, sexual offences increased by 24%, but at a lower rate of increase than was the case nationwide, and serious violence (which includes deaths and serious assaults) also recorded an increase in offences ahead of the national average (increasing by 22% in West Yorkshire).

Possession of weapons increased by 13% (slightly ahead of the England and Wales average), and the use of weapons on our streets remains a prominent public concern. The year saw over 2,000 incidents recorded in West Yorkshire which included (or threatened the use of) a knife.

West Yorkshire Violence Reduction Unit (VRU)

The West Yorkshire VRU represents our own programme of enforcement and crime prevention to tackle serious violence in West Yorkshire. Established in 2019, the VRU brings together the expertise of partners from law enforcement, youth justice, education, victim support, and health sectors, to tackle serious violence on our streets. 'Early intervention' to prevent crime is at the foundation of much of this work, in particular working in and with communities to identify vulnerable children and adults at risk, helping steer them away from a life of crime and violence.

In February 2021, the Home Office announced that the West Yorkshire VRU would receive just over £3.3 million of additional Government funding to continue its work to tackle serious violent crime during 2021/22. A comprehensive range of intervention and research projects were subsequently developed, ultimately leading to the VRU delivering a £1.8million programme of activity to address the themes which influence violence in communities, as identified in the VRU Response Strategy. Issues such as:

- Reducing the risks of young people entering the criminal justice system and reducing reoffending.
- Supporting children and young people affected by domestic violence and abuse.
- Supporting people to move away from violent or chaotic lifestyles.
- Promoting education inclusion.

- Reducing violence in the night-time economy.

Key projects initiated during the year have looked to tackle some of these issues, and they are discussed in depth in the 'Responding to Multiple and Complex Needs' section of this report.

Traditional enforcement policing complements the VRU's violence prevention initiatives through West Yorkshire Police's 'Operation Jemlock', and in 2021 Jemlock became fully embedded within the VRU.

Op. Jemlock utilises central government funding to tackle knife crime and serious violence through intelligence-led, high visibility patrols in areas at risk of weapon or violent crime offences. This work is carried out in partnership with Local Authority and Third Sector organisations across our districts, to ensure that police activity works in tandem with the VRU's long-term crime prevention projects.

In 2021, whilst patrolling serious violent crime hotspots, Jemlock police officers arrested **1827** individuals (14% of whom were arrested for suspected weapons offences), and recovered **452** weapons - taking them out of the hands of those who put themselves and others at risk of harm.

Community Engagement

At the heart of the Violence Reduction Unit's crime prevention work is engagement with members of communities which are affected by serious violence. Listening to the voice of communities who have experienced serious violence and disadvantage helps to ensure that VRU projects are both inclusive and representative of those we hope to support.

The **Community Advisory Group (CAG)** is the VRU's key forum to collect that input. Since its first meeting in March 2021, CAG has opened-up an important channel of communication to local communities' knowledge and experience of the impact of crime and violence.

The group is comprised of a panel of local volunteers who provide a voice for their communities. An elected CAG member also sits on the VRU's wider partnership meetings (Partnership Delivery Group and Serious Violence Executive), to represent community perspectives and feedback key information to CAG group members.

Topics consulted on (and key decisions influenced by the group) during the year have included:

Education Inclusion: The group identified a key area for focus should be building the confidence and resilience of children from primary school age onwards.

West Yorkshire Focused Deterrence Car: This project aims to prevent crime by bringing a youth worker and non-uniformed police officer together to intervene at the 'teachable moment' following a violent incident involving young people. The group

discussed the impact of having a police officer present with the youth worker, and whether this might affect how a young person engaged with the project. The group was reassured that the intervention would be completely led by the youth worker.

Social Media: The group discussed the impact of social media as an enabler of violence and discussed the apps which were most commonly linked with conflict between young people.

In April 2022, the Government confirmed that Violence Reduction Units across England & Wales will have a guarantee of funding for the next three years, allowing our own VRU to further develop the vital work which has been carried out over the past 3 years. Having a stable funding position in the near-term will help to support West Yorkshire partners as they meet the requirements of the Government's Serious Violence Duty, which calls for police, local government, justice and health bodies, to collaborate to develop holistic strategies to protect people from harm.

The Safer Streets Fund

Driving our work in 2021/22 to deliver safer neighbourhoods across our districts has been our collaboration with West Yorkshire crime and safety partners on the Home Office's 'Safer Streets' programme.

West Yorkshire's first Safer Streets projects ran in Fagley (Bradford) and Gledhow (Leeds) during 2020/21, and aimed to tackle neighbourhood acquisitive crime and robbery. Since then, 2021/22 has seen two further rounds of funding under the Safer Streets banner, with each project themed to address a different aspect of community safety.

Safer Streets Round Two ran between May 2021 and March 2022. Working alongside district Community Safety Partnerships, the Combined Authority awarded £306k in funding for projects to address vehicle crime along the M62 corridor. In Kirklees, Calderdale, and Wakefield, funding improved street lighting and CCTV coverage, and further strengthened the West Yorkshire Police Automatic Number Plate Recognition (ANPR) network. These initiatives were accompanied by a vehicle crime prevention and safety campaign based at busy car parks in the region (e.g. service stations, hospitals, and shopping centres).

West Yorkshire has been selected to take part in a national evaluation of Safer Streets Two, run by Kantar, and commissioned by the Home Office.

The Safer Streets Fund Round Three also ran during the year, with joint partnership working between local Third Sector partners, local authority districts and the Mayor's Combined Authority seeing West Yorkshire awarded £655k of funding to improve the safety of women and girls in our public spaces. The project focussed on ten parks in West Yorkshire, working alongside the University of Leeds to understand how women and girls may feel unsafe in parks, and we also delivered projects which worked alongside schools and local community groups to promote women and girls'

confidence in using these spaces. Alongside this work, multi-agency 'days of action' took place to enhance the look and feel of the areas, and training was provided for frontline staff on conflict management and challenging inappropriate behaviour.

The second package of interventions tackled predatory and misogynistic behaviours through engagement with young people in nine local Further and Higher Education establishments. This included active bystander training, a male role model and consent campaign, personal safety training, and additional support and awareness raising of local victims' services.

A further ground of Safer Streets funding was announced by the Home Office in the final quarter 21/22, which ultimately lead to the award of £1.2 million for projects in West Yorkshire to increase the safety for women and girls in the night-time economy, and tackle anti-social use of quad bikes and motorcycles throughout 22/23.

Safer Streets Three was accompanied by the Home Office's Safety of Women at Night Fund (SWaN). Worth £215k in funding, this project again saw collaboration between the Mayor's Combined Authority and local Third Sector and Local Authority partners, and focused on improving women and girls' sense of safety on our local transport networks. The project featured the development of a bus safety feedback tool, and active upstander training for night-time economy staff.

SWaN funding supported a number of projects in Halifax, Huddersfield, Bradford, Wakefield and Leeds, which included the deployment of night-time street and taxi marshals, women's safety hubs, and the development of a 'Pub Watch' scheme. These initiatives complement the pan-West Yorkshire 'Ask for Angela' scheme, which helps people who feel nervous or uncertain about a situation to discretely ask for help at bar and nightclub venues. Again, West Yorkshire is part of a national evaluation scheme commissioned by the Home Office to identify good practice in these projects.

Responding to Multiple and Complex Needs

Our new Police and Crime Plan reflects the understanding that successful crime prevention and rehabilitation policies need to recognise the environment of trauma and disadvantage which can be the catalysts for crime.

This 'trauma informed' approach to policy making and service design and delivery has evolved to become the foundation of much of our partnership working. Our Violence Reduction Unit has been at the vanguard of this work in West Yorkshire over the past year, supporting a wide range of projects which seek to address the root causes of offending or deepen our understanding of the social and emotional factors which can push a person toward offending behaviours.

The funding of local crime prevention and diversion projects has represented some of the VRU's most important outputs since its foundation three years ago. 2021/22 continued with the VRU supporting a range of partner initiatives across West Yorkshire, often focussed on young people and those vulnerable to participating in, or becoming a victim of, serious violence.

In addition, the VRU launched a delivery programme in January this year offering small grants of up to £10,000 to encourage schools and grassroots charitable organisations to collaborate in tackling criminality and exploitation at community level.

Headline interventions delivered this year have included:

A&E Navigator and Community Links

Continuation of delivery in Leeds General Infirmary and Bradford Royal Infirmary, with trained youth workers available at the hospitals to identify and support young people presenting with injuries following violent incidents.

During this year, work has continued to extend the hospital navigator service across West Yorkshire trusts with the addition of the two hospitals of the Calderdale and Huddersfield NHS Foundation Trust.

Gangs and Violence Reduction Service – HMP Leeds

This Catch22 intervention aims to reduce the risk posed by gang-affiliated individuals. The approach focuses on offering alternatives to the status and safety provided by gangs, which has been shown to be more effective than the 'suppression only' approaches used in many prisons.

HMYOI Wetherby Violence Reduction

Working in Wetherby Young Offender Institution, St. Giles Trust have developed a bespoke programme working with an identified cohort of boys and girls, with the objective of a reduction in knife-related violence and reoffending once individuals have left custody.

Education Inclusion Pilot

This pilot project based in Wakefield engages young people who show higher levels of persistent absenteeism at high school. It sits alongside work in local primary schools to offer early transition support to Year 6 pupils moving up to high school, and provides activities to support engagement and enjoyment within schools.

The VRU also works closely with West Yorkshire's five Community Safety Partnerships and has been able to provide funding for a number of local initiatives which deliver against the priorities identified by the VRU Knowledge Hub.

Bradford: Who's in Charge

Bradford identified the need for an offer of support for families where children from age 8 upwards were exhibiting signs of violence towards their parents, in particular their mothers. The project provided facilitated sessions for the family to address violence within the home. Facilitators from a range of professions were trained to deliver the programme to families.

Calderdale: 'Our Streets'

'Our Streets' has used sport as an engagement tool to build positive relationships with young people. This grassroots approach to making streets safer has empowered young people to play an active part in their community and ensure their voices are heard. By intervening early, the project has had an influence on the root causes of violent crime, reducing the risk of involvement for the young people engaged.

Kirklees: Community Resilience & Development (Thornton Lodge Action Group)

This project uses gym activities as a 'vehicle for change' in reducing knife-related crime, and diverting young people at risk of offending through early intervention.

It educates young people about the peer pressure and street culture which can feed this issue.

Leeds: The Youth Association

The Youth Association has continued to roll-out 'StreetSafe', running its street-based sessions, accompanied by supplementary sessions online and in schools.

The work is delivered on street corners, in parks, outside shops and other congregation spots. Youth workers engage young people, running workshops on topics such as toxic masculinity, drugs awareness, knife crime awareness, and CPR training.

Wakefield: Domestic Abuse Behaviour Change Programme

The Rosalie Ryrie Foundation has focused on working with male perpetrators of domestic abuse aged between 18 – 21 years. Group work sessions are aimed at providing a positive environment for perpetrators to reflect on their negative behaviours within relationships or in the community.

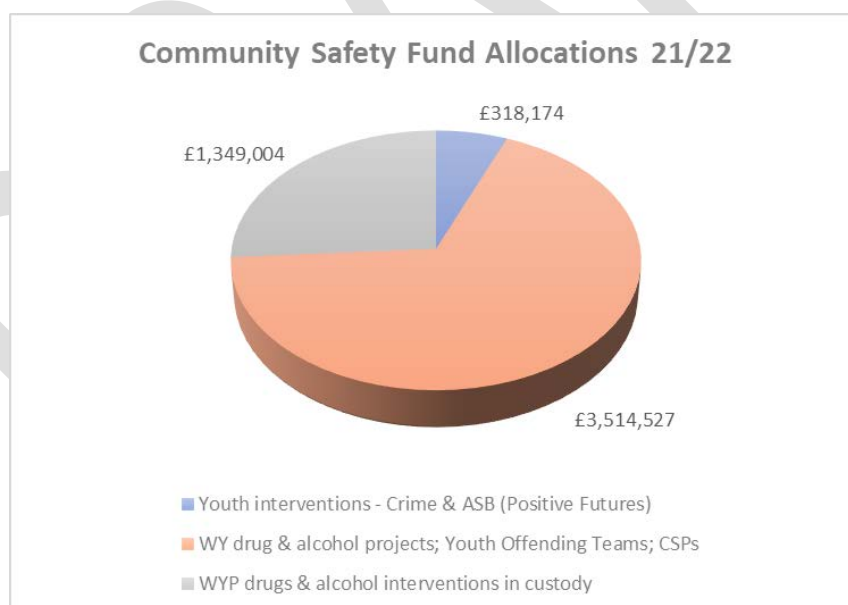
The work has a preventative focus by providing participants with an insight into the impact of their behaviour on their children, and introduces techniques for parents to discuss the consequences of their own negative behaviours.

Community Safety Fund

The Home Office's **Community Safety Fund (CSF)** provides funding for work to tackle drugs, crime and reoffending in England and Wales. In West Yorkshire, the Combined Authority uses this resource to support district-level intervention programmes for those people who have come into contact with the criminal justice service.

The CSF provided a total of £5,181,705 in funding to West Yorkshire in 2021/22, allowing Community Safety Partnerships and West Yorkshire Police to provide support to:

- Youth Offending Teams in preventing and tackling youth crime and substance misuse;
- Tackle drugs and alcohol as part of wider local strategies with a focus on reducing reoffending; and,
- Reduce crime and disorder through community safety initiatives identified by district Community Safety Partnerships.



This year has also seen the welcome return of the **Mayor's Safer Communities Fund**. This funding in particular supports voluntary, charity and community groups, who are carrying out vital work at the frontline, supporting community safety in our neighbourhoods.

In March, 39 groups shared the grant round's fund of £208k, collecting cheques of up to £6,000 at an awards event held at Dewsbury Minster. This money supported innovative community safety projects across West Yorkshire, themed to align with one of the Police and Crime Plan's cross-cutting themes.

In July 2021, Wakefield was selected by the Government to host a new national programme to tackle drug crime in localities called **Project ADDER**. Standing for 'Addiction, Diversion, Disruption, Enforcement and Recovery', Project ADDER is an intensive whole-system approach to tackling drug misuse and drug-related crime. It brings together partners across health, employment, housing and policing to combine enforcement operations against drug gangs with improved treatment and recovery services for drug users.

As an ADDER location, Wakefield was allocated approximately £3m additional Home Office funding over two years, with further funding coming through the Mayor's Office and passported onto the police and local authority. In the final half of 2021/22, police seized drugs in Wakefield to the value of £1.1million in activity linked to the project.

The **Violence Reduction Unit's Knowledge Hub** commissioned important research during the year to explore some of the factors which underpin the social exclusion and disadvantage which can influence crime in communities. Working in partnership with the West Yorkshire Health and Care Partnership, published research projects in 21/22 have included:

- Addressing the root causes of serious violence and exploitation of young people in West Yorkshire - a report by Crest Advisory
- Adversity Trauma and Resilience in West Yorkshire – a review of life-course evidence, approaches and provision to support the transformation to a 'trauma informed' health and care system by 2030
- Violence Against Women and Girls: an insight into the causes and impacts of violence against women and girls as understood in current literature and service provision, published by the VRU Knowledge Hub

This research reflects our ambition to develop a 'trauma informed' response to our projects and interventions, placing the understanding gained from 'lived experience' at the heart of support services and partnership working. The reports can be downloaded from www.wypartnership.co.uk

West Yorkshire Police Projects

WYP have initiated a number of projects during the year which support trauma informed approaches to the development and delivery of services:

- **Modern Slavery:** Following a successful bid awarded by the Criminal Justice Support Fund, WYP undertook phase one of the renovation of a Wakefield Victim Suite to develop facilities at a reception centre for victims of modern slavery. Opened by Chief Constable John Robins QPM DL in 2022, *Haven House*

provides a safe environment for victims, as well as Video Recorded Interview facilities to assist investigations.

- Partnership Working: The Force was presented with an award for partnership working by the charity United Response, which supports people with learning disabilities, autism and mental health needs, at home and in the community. United Response work closely with WYP and its Hate Crime Co-ordinators to educate, raise awareness, and encourage hate crime reporting.
- Innovation Fund: WYP has supported a number of innovative projects this year aimed at reducing demand and improving the policing response in key priority areas. This has included the provision of a sensory box and equipment in custody to support those with neuro-diverse needs; forensic marking to protect victims of domestic abuse; diversionary programmes for young cyber-crime offenders; virtual reality training for investigations; and lived experience input to inform Stop and Search training. A second phase of Innovation Funding is currently being delivered with the aim of building and sustaining an innovative culture within the force.

DRAFT

Engagement & Accountability

The Policing and Crime Team's annual programme of engagement with community groups, delivery partners, and the wider West Yorkshire public helps keep the Mayor and Deputy Mayor for Policing and Crime up to date with the community safety concerns which affect people across our communities.

Partnership working with the Third Sector

West Yorkshire is blessed with a vibrant Third Sector, including not-for-profit, voluntary, and community organisations, faith-based groups and social enterprises. It encompasses national, regional, and local organisations, all of whom are committed to keeping our communities safe.

The Mayor's Combined Authority works with Third Sector partners each year through different channels – as a partner in commissioning work, through the Mayor's Safer Communities Fund, and by garnering the expertise of its specialists who work each day with people who experience the impacts of crime or disadvantage directly or indirectly.

Our annual **Third Sector Conference** has developed to be an important forum, allowing us to listen and learn from these organisations' experience of working across West Yorkshire, and to gather to celebrate the local sector's achievements.

This year's event was held under the banner of 'Tackling Domestic Abuse Together' and attracted representatives from over 80 organisations to reflect on developments in light of the passing of the Domestic Abuse Act, alongside a discussion of the challenges faced by the sector in the wake of the Covid pandemic.

Keynote speakers included domestic violence victim, Luke Hart, and the Domestic Abuse Commissioner, Nicole Jacobs. They were accompanied by representatives of Kirklees and Calderdale's WomenCentre, domestic abuse charity Staying Put, the Yorkshire Children's Centre, and the West Yorkshire domestic abuse perpetrator programme, 'CARA'.

Alongside promoting partnership working to understand what more we can do to prevent domestic abuse; the event underlined the importance for services to truly listen to victims' needs. Delegates reflected on how this can sometimes differ from the support a service provider may think a victim needs.

We will develop some of the ideas discussed at the event in a refreshed victims and witnesses' strategy, to be published later in 2022/23.

The Youth Advisory Group (YAG)

The **Youth Advisory Group** is also coordinated by Policing and Crime's Engagement Team. YAG provides the Mayor with a direct link to young people from across West Yorkshire to hear their feedback on crime and community safety topics from a young person's perspective.

In April 2021 the group conducted their own research project on Serious and Organised Crime (SOC) with friends and peers aged 13-25. The survey included questions on how young people can help become a part of the solution to organised crime in their communities.

- In areas where SOC was an issue, respondents felt that drugs was one of the most common factors.
- Almost a quarter of respondents said they knew someone who was involved with a criminal gang.
- In order for young people to become part of the solution, respondents felt they could report their concerns about crime, but there was some apprehension about the possible the repercussions they felt they may face. Discouraging their friend and peers from involvement with SOC was also highlighted as one way young people could support their friends and help prevent crime in their neighbourhood.
- Respondents said that social media was the most effective way for the police to get information through to young people about crime prevention and organised crime. The group felt that Tik-Tok, Instagram and Snapchat would be the best platforms to use.

In October 2021 the Youth Advisory Group hosted an online event as part of the wider consultation on the new Police and Crime Plan. The event brought together members of YAG with other young people from across West Yorkshire to discuss their crime and community safety concerns. Key topics raised included hate crime (particularly disability hate crime and Islamophobia), drugs, and police visibility in communities.

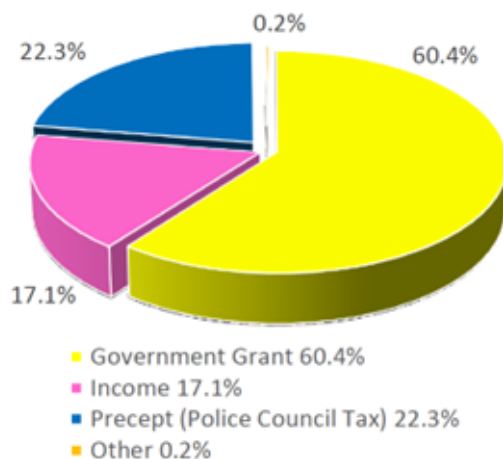
Other consultation work carried out by the group during the past year included linking with *Social Finance* (an external research partner working with the Violence Reduction Unit) on the links between violence and social media and providing feedback on our evidence-gathering for the safety of women and girls agenda.

Police Service Funding and Officer Recruitment

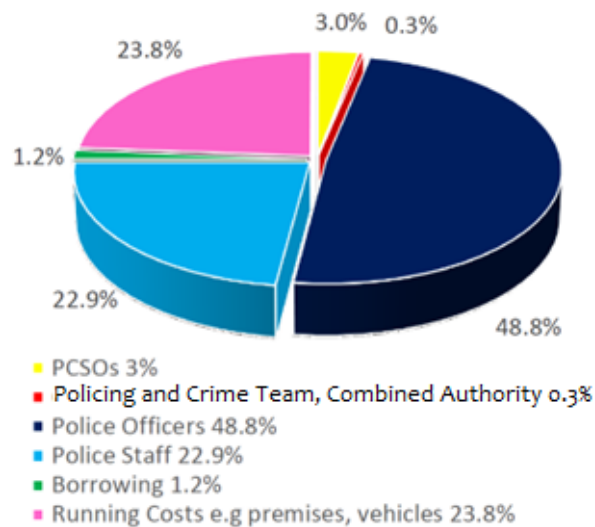
The outgoing Police and Crime Commissioner (PCC) approved a budget of £501.3million for policing in 2021/22, with the largest share (60%) originating from the governments' core grant for police services. Following a public consultation held in January 2021, 80% of respondents supported the PCC's proposals for the level of the policing element of local Council Tax (**the precept**) for 21/22. 22% of West Yorkshire Police's funding is derived from local residents' Council Tax contributions.

A breakdown of funding and expenditure in 21/22 is shown below:

21/22 Budget: Funding Sources



21/22 Budget: Headline Expenditure



In West Yorkshire Police's **Revenue and Capital Budget** report, the Mayor and West Yorkshire Police identified several investment proposals for the forthcoming year:

- Investment in digital forensics;
- Investment in investigative and safeguarding capacity;
- IT and vehicle replacement programmes;
- The new Kirklees district HQ project; and
- An uplift in police officer numbers.

The widespread adoption of digital technology and online services has transformed many aspects of our lives. As society changes, so does offending, and this transformation has called for the police to greatly enhance their capabilities in digital investigations through investment in the **WYP Digital Forensics Unit (DFU)**. The DFU's expansion (and investment in new technologies) has helped the force to better manage demand, reduce the length of investigations, and speed up justice for victims. This is especially important when we consider the opportunities which online channels can open up for serious offences to be committed against the vulnerable, and how people's online footprints can be an important source of evidence against perpetrators.

West Yorkshire Police's 2018/19 PEEL Inspection Report included a recommendation for the force to review the capacity and capability within its five **district safeguarding units**, and ensure that workloads were manageable and aligned to demand and risk. As a result a force Safeguarding Review has led to an uplift in officers. Compared to other forces, West Yorkshire has more officers/staff in safeguarding functions, which reflects the Force's strategic decision to invest resources in this area, given the serious nature safeguarding-related offences (such as domestic or sexual abuse, or child abuse). The uplift of staff roles tasked with investigating abusive images reflects the increasing risk of online child sexual abuse and exploitation (CSEA).

Police Uplift Programme (PUP) and Workforce

In 2019, the Government made a policy commitment to recruit an additional 20,000 police officers in England and Wales by 31 March 2023. In West Yorkshire, the '**Police Uplift Programme**' supported recruitment of a total of 505 additional officers towards PUP in 2020/21. This was followed by recruitment of 624 additional officers last year. The PUP target is to recruit a further 852 officers by the end of 22/23.

This major programme of recruitment has provided the opportunity to promote employment with the police to members of the diverse communities of West Yorkshire, and the force has achieved significant progress here, from a baseline of 7.5% of all officers from an ethnic minority background, to 19.1% of new recruits being from an ethnic minority background between April 2020 - June 2022. This performance has put West Yorkshire Police in the group of highest performing forces in England and Wales.

At March 2022, West Yorkshire Police had a total workforce of 9,363, with 5,680 police officers (an increase on 1.8% of the previous 12 months), and 3,683 police staff.

Police and Crime Plan Performance Monitoring

Progress in the delivery of the Police and Crime Plan's outcomes is evaluated in our quarterly Performance Monitoring Reports, which are published on our website. Information about West Yorkshire Police's performance is collected at the associated Performance Scrutiny Meetings, which provide the DMPC the opportunity to examine aspects of West Yorkshire Police's delivery in greater depth with the Chief Constable.

Currently we assess the delivery of the Plan's outcomes through 33 indicators which record the performance of the police, our partners, and the Combined Authority. During the year – and in consultation with partners – the performance framework has been revised to reflect the new Police and Crime Plan.

As we have mentioned previously in this report, the performance trend of several of these indicators may be affected by the circumstances of the pandemic where data is being compared between 21/22 and 20/21.

Areas of performance of note this year include:

Improved Performance

- An increase in the proportion of victims of crime who receive a Victim Initial Needs Assessment after engagement with West Yorkshire Police.
- An increase in the number of early guilty pleas in cases at the Magistrates' Court.
- Improved performance across our range of safeguarding indicators, including an increase in the use of Domestic Violence Prevention Orders, and in the identification of young people who may be vulnerable to Child Criminal Exploitation.
- Falls in knife crime incidents and related hospital admissions relative to the baseline.
- An increase in the proportion of the West Yorkshire Police workforce who are from a black or minority ethnic group.
- The number of repeat missing adults and children remains below the baseline level.

Deteriorating Performance

- The number of early guilty pleas in cases at the Crown Court has fallen.
- An increase in the number of homicides and serious road traffic collisions.
- A reduction in victims' satisfaction with the service of West Yorkshire Police.
- An increase in the number of adult first-time entrants to the criminal justice system.

Police and Crime Plan Performance Monitoring

| PCP Priority | Metric | 2020/21 | 2021/22 | Change | Trend Over Time |
|--|---|--|--|---|-----------------|
| Supporting Victims and Witnesses & Improving Criminal Justice Outcomes | Increase victim satisfaction with the police | 77.7% | 72.6% | -5.0% | ↓ |
| | Increase satisfaction with the police among victims of domestic abuse | 85.8% | 85.1% | -0.7 | ↔ |
| | Maintain high levels of calls answered on target | 90.6% | 85.6% | -5.0% | ↓ |
| | Improve outcomes for victims of Rape | 272 (8.7%) | 296 (8.1%) | +24 (-0.6%) | ↔ |
| | Improve outcomes for victims of Serious Sexual Offences | 569 (9.4%) | 603 (7.7%) | +34 (-1.7%) | ↔ |
| | Improve outcomes for Domestic Abuse | 4494 (8.4%) | 4135 (6.8%) | -359 (-1.6%) | ↓ |
| | Incr. proportion of crimes with victim initial needs assessment | 90.9% | 96.7% | 5.8% | ↑ |
| | Decrease Ineffective trial rate (Magistrates Court) | 25.9% | 25.9% | 0.0% | ↔ |
| | Increase volume of early guilty pleas | Crown 44.3% Mags 60.7% | Crown 38.2% Mags 65.3% | Crown -6.1% Mags +4.6% | ↓ ↑ |
| | Decrease average time taken for cases to be brought to resolution | Qtr1 46.7 Qtr2 63.5 Qtr3 81.0 Qtr4 73.7 | Qtr1 75.3 Qtr2 75.3 Qtr3 85.2 Qtr4- | Qtr1 28.6 Qtr2 11.8 Qtr3 4.2 Qtr4- | ↑ |

| PCP Priority | Metric | 2020/21 | 2021/22 | Change | Trend Over Time |
|---|--|-------------------------|-------------------------|--------------------------|-----------------|
| Keeping People Safe and Building Resilience | Monitor the no. of young persons flagged as at risk of Criminal Exploitation | 491 | 650 | +159 | ↑ |
| | Monitor Indicators from Cyber Dashboard | . | | | |
| | Reduce number of repeat victims of Domestic Abuse | 30,661 | 33,427 | +2,766 | ↑ |
| | Reduce number of repeat victims of Hate Crime | 2,189 | 2,715 | +526 | ↑ |
| | Increase use of DVPO | 281 | 441 | 160 | ↑ |
| | Increase use of DVPN | 333 | 456 | 123 | ↑ |
| | Increase use of Stalking Prevention Orders | 3 | 1 | -2 | ↔ |
| Safer Places and Thriving Communities | Reduce number of Homicides | 22 | 32 | +10 | ↑ |
| | Reduce hospital admissions for assault with a sharp instrument | 190 | 215 ² | +25 | ↓ |
| | Reduce Knife Crime | 2,189 | 2,358 | +169 | ↓ |
| | Reduce Number of ASB incidents | 53,825 | 35,378 | -18,447 | ↓ |
| | Keep Neighbourhood Crime below baseline | 27,420 | 29,386 | +2,416 | ↓ |
| | Monitor cyber-attacks on businesses via WYCA survey | . | | | |
| | Increase proportion of workforce from ethnic minorities | 5.8% | 6.5% | +0.7% | ↑ |
| | Increase proportion of female officers | 57.6% | 57.8% | +0.2% | ↑ |
| | Reduce numbers of KSI on roads in West Yorkshire | Fatal 42 Serious 541 | Fatal 47 Serious 955 | Fatal +5 Serious +414 | ↑ |

| | | | | |
|---|---------------|---------------|----------------|---|
| Recruit 750 police officers and staff by April 2024 | 5567 Officers | 5671 Officers | Projection 765 | ↑ |
| | 541 PCSO | 565 PCSO | Projection 577 | ↑ |

| PCP Priority | Metric | 2020/21 | 2021/22 | Change | Trend Over Time |
|--|--|-----------------------------------|-----------------------------------|------------------------------------|-----------------|
| Responding to Multiple and Complex Needs | Monitor VRU early intervention programme attendee figures | Not Available | 13,838 (882) | - | Not Available |
| | Reduce number of repeat missing children below baseline level | 878 | 985 | +107 | ↓ |
| | Reduce number of repeat missing adults below baseline level | 437 | 405 | -32 | ↓ |
| | Reduce re-offending rate for Drug related crime | 25.7% (12 months to June 2019) | 21.4% (12 months to June 2020) | -4.3% | ↔ |
| | Reduce the number of first-time entrants to the CJS | 2,633 (Adults) 494 (Juveniles) | 3,876 (Adults) 517 (Juveniles) | +1,243 (Adults) +23 (Juveniles) | ↑ ↔ |
| | Increase number of offenders referred to drug treatment services via Liaison & Diversion | 390 | 453 | +63 | ↑ |