

January 2021

Serious Violence in
West Yorkshire

Strategic Needs Assessment



**West Yorkshire
Violence Reduction Unit**
Tackling Violence Together



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Violence Reduction Unit**
Tackling Violence Together

"We owe our children – the most vulnerable citizens in any society – a life free from violence and fear"

Nelson Mandela 1918-2013



Executive Summary

The impacts of violence in West Yorkshire are seismic in their scale. Beyond the physical and mental trauma felt by victims, the costs associated with violence are staggering; in West Yorkshire we estimate this to be more than £874 million pounds per year. This figure does not take into account costs borne due to late intervention, the loss of potential of many of our young people and the incalculable impacts of fear of violence in the communities of West Yorkshire.

Much has changed in West Yorkshire in the months since the completion of our previous Strategic Needs Assessment of March 2020, not least the Covid-19 pandemic that has substantially impacted the activities of the VRU. Given these extraordinary circumstances, this Strategic Needs Assessment of violence in West Yorkshire refreshes our previous assessment of March 2020, building on our existing data to provide an increasingly detailed local analysis.

Aims

This document provides an evidence-based public health assessment of serious violence in West Yorkshire by identifying, defining and analysing the underlying drivers of violence particular to the region. The picture we build through our assessment informs our Response Strategy, allowing the VRU team to deliver bespoke, targeted interventions to the areas of greatest need, where we will have the greatest impact.

It should be noted that the process of gathering and analysing data is an ongoing process. As the events of 2020 have amply demonstrated, the landscape of society can change significantly and rapidly; violence in West Yorkshire is a dynamic phenomenon and is subject to unforeseen change. As the picture of violence and its underlying drivers develops, the Knowledge Hub will maintain ongoing data gathering and analysis to enable flexible and effective responses in the future.

A Public Health Approach to Reducing Violence

The West Yorkshire Violence Reduction Unit is committed to embedding a public health approach to the reduction of violence in the region. The public health approach to violence prevention seeks to improve the health and safety of all members of the community by addressing underlying risk factors that increase the likelihood that an individual will become a victim or a perpetrator of violence.

The public health approach consists of four steps¹:

1. To define the problem through the systematic collection of information about the magnitude, scope, characteristics and consequences of violence.

1

https://www.who.int/violenceprevention/approach/public_health/en/#:~:text=This%20public%20health%20approac h%20to,or%20a%20perpetrator%20of%20violence.

2. To establish why violence occurs using research to determine the causes and correlates of violence, the factors that increase or decrease the risk for violence, and the factors that could be modified through interventions.
3. To find out what works to prevent violence by designing, implementing and evaluating interventions.
4. To implement effective and promising interventions in a wide range of settings. The effects of these interventions on risk factors and the target outcome should be monitored, and their impact and cost-effectiveness should be evaluated.

This Strategic Needs Assessment represents both the first and second steps of the public health approach to reducing violence. We utilise a wide range of data to build a picture of violence and the forces that drive it, from the public sector such as West Yorkshire Police and related criminal justice agencies including the Crown Prosecution Service. We synthesise this crime data analysis with information drawn from a variety of sources, including publicly available data from demographic and public health agencies, contemporary academic research, local data from our partner organisations, local research commissioned by the West Yorkshire VRU as well as tightly focused local research carried out by the Knowledge Hub team at the VRU.

Violent Crime in West Yorkshire

- Crimes of Violence against the Person are **more severe** in West Yorkshire than the rest of England and Wales. The severity of violence in the region has been increasing steadily since 2012/13.
- West Yorkshire has the **third highest rate of knife crime** amongst similar police force areas. 42% of knife crime offenders are males aged between 15 and 24.
- West Yorkshire has the **third highest rate of gun crime** amongst similar police force areas. 94% of gun crime offenders and 99% of victims are male, with those aged 20-24 the most common offenders.
- Most knife and gun crime offences occur in areas of high deprivation.
- **Domestic abuse is a major problem** in West Yorkshire, with nearly **76,000** incidents recorded in the monitoring period for this assessment. Females account for 75% of victims and two-thirds of victims are aged 20-39. Suspects were mainly male (75%), with two-thirds being aged 21-40.
- Domestic abuse incidents are most often reported between the hours of 3:00pm – 8:59pm Monday to Sunday, with an additional spike at midnight on Saturdays and Sundays.
- **Violence with Injury** offences occur more regularly in town and city wards, with peaks in offending from 23:00 to 00:00, suggesting a link with increased footfall around the night time economy. An additional peak was seen at around 15:00, potentially linked to after school activities. 75% of victims and offenders are male.
- 100% of **homicide** offenders in West Yorkshire were aged between 15 and 24.
- **Violence in custodial environments** emerged as a significant problem, particularly at HMYOI Wetherby, where rates of assault are 8 times the national average for prisons as whole and 19 times the average for West Yorkshire.

Key Findings

Deprivation

- Deprivation is a significant problem in West Yorkshire that appears to be worsening.
- As deprivation worsens it appears to become increasingly entrenched, having an intergenerational impact.
- Higher levels of deprivation are mostly concentrated in the larger cities of the county.
- There is a gap of 8.5-10 years in life expectancy between people who live in the 10% most and least deprived areas of West Yorkshire and Harrogate.
- The BAME population of West Yorkshire tend to live in areas of higher deprivation.
- Growing up in poor quality housing will impact on children's life chances as well as their lifetime health.
- Higher levels of deprivation are associated with lower levels of social mobility.

Health

- There is a clear link between levels of deprivation and hospital admissions and ambulance attendances.
- Health-related risk factors for violence can be identified at an early stage through Child in Need assessments and Child Protection Plans.
- Domestic abuse in particular is a major concern for children in West Yorkshire.
- Early onset substance use is a risk factor for violence in West Yorkshire, as is the prevalence of heroin and crack use.
- West Yorkshire has higher than average levels of mental health disorders in both young people and the wider community, indicating the potential for increased victimisation of violence.

Education

- Children in West Yorkshire start their educational life from a lower benchmark than children in the rest of England, with low levels of readiness for primary school and lower levels of language skills than the rest of England evident.
- This gap continues throughout the school careers of children in West Yorkshire, with lower levels of attainment evident up to GCSE level.
- West Yorkshire has high rates of children with social, emotional and mental health needs, as well as higher than average rates of children with learning difficulties
- Rates of pupil absence in West Yorkshire are also higher than the England average.
- The rate of school exclusions in West Yorkshire has increased in recent years, but is below the national average. Our understanding of the impact of school exclusions on violence is broadening due to our research.
- Educational findings potentially indicating several risk factors for future violence, including low commitment and bonding with school, levels of disengagement and low educational aspirations.

Technology and social media

- Social media is an emerging and important vector in driving violence amongst young people in particular
- The lack of distinction and blurring of the rules between online and 'in real life' interactions appears to contribute to aggression, provocation and violence.

Next Steps

Our thematic and geographic priorities will be more focused as a result of the refreshed Strategic Needs Assessment and our growing evidence base. These data will be used for increasingly localised problem solving, continuation and consolidation of our original seven violence reduction priority areas as well as ensuring a balance of preventative and enforcement interventions.

Several thematic areas in need of attention emerged through the development of this refreshed Strategic Needs Assessment. Namely, high levels of domestic abuse, the influence of social media in provoking violence, risk around lack of attachment with education, levels of drug and alcohol use amongst young people and assaults in prisons stood out in our analysis.

Importantly, local research appears to correlate closely with our findings. In particular, results of the study conducted by User Voice in West Yorkshire correlate with our findings on the individual risk factors for violence; drug and alcohol use, unaddressed mental health problems, lack of accommodation and a little suitable employment. Similarly, University of Huddersfield research relating to social media and violence correlates with responses from our survey of young people.

Accordingly, following the steps of the public health model, the next stage for the West Yorkshire Violence Reduction Unit is a continuation of the design, refinement, implementation and evaluation of targeted interventions that address the key risk factors that have emerged through the development of this Strategic Needs Assessment in addition to the furthering of understanding of the root causes of violence and how these can best be addressed.

Contents

Executive Summary	i	Health Risk Factors	23
Aims	i	Hospital Admissions and Ambulance Attendances	23
A Public Health Approach to Reducing Violence.....	i	Substance Use	25
Violent Crime in West Yorkshire	ii	Mental Health	27
Key Findings	iii	Disability	29
Next Steps	iv	Education	31
Contents.....	v	Exclusions	35
1.0 Introduction	1	Technology and social media	43
1.1 Aims.....	1	5.0 Impact of COVID19	45
1.2 Background and Definitions	1	6.0 Violent Crime Problem Profile	48
National context	1	48
Local Context	2	6.1 Knife Crime.....	49
2019/20 Initiatives	2	6.2 Gun Crime.....	52
2020/21 Delivery	2	6.3 Domestic Abuse.....	54
Definition of Violence.....	3	COVID-19 and Domestic Abuse .	56
1.3 A Public Health Approach to Violence	4	Court/CPS data for DA	57
1.4 Cost of Serious Violence in West Yorkshire.....	5	6.4 Violence with Injury	59
1.4.1 Cost of Late Intervention in West Yorkshire.....	6	6.5 Homicide	63
2.0 Approach.....	8	6.6 Youth Violence.....	66
2.1 Data Sources.....	8	6.7 Robbery (Personal).....	67
2.2 Crime Severity Score	9	6.8 Night-time economy	68
3.0 Demographic update.....	10	6.9 Victims of Crime	71
3.1 Population.....	10	6.10 British Transport Police	72
3.2 Ethnicity	11	6.11 Violence in custody.....	73
4.0 Risk & Protective Factors for Violence and their Prevalence in West Yorkshire	13	Prisoner on prisoner assaults	73
4.1 Protective Factors.....	13	Assaults on prison staff.....	75
4.2 Risk factors for serious violence in West Yorkshire.....	15	Reducing reoffending	76
Deprivation.....	15	6.12 Organised Crime	80
Health Inequalities	17	County Lines.....	81
Social mobility.....	19	7.0 Community Voice	84
		7.1 OPCC and User Voice project .	84
		7.2 Your Views Survey	85
		7.3 VRU Youth Engagement Survey	86
		8.0 Preventing Serious Violence... 	95

8.1 VRU Priority Themes	95
Criminal Justice	95
Education Inclusion	99
Responses to Domestic violence & abuse	102
Night Time Economy	105
Supporting Victims of Serious Violence	105
A&E Navigator Programme & Community Links	106
Locality based initiatives.....	108
Cross Cutting Theme	113
9.0 Key Findings and Recommendations	115
10.0 Appendices	122
APPENDIX A.....	122
APPENDIX B	126
APPENDIX C	127

1.0 Introduction

The West Yorkshire Violence Reduction Unit (VRU) is committed to embedding a public health approach to violence reduction. Designed with a Knowledge Hub at its core, the VRU seek to understand and address the inequalities that can lead to involvement in serious violence and contribute to its root causes as well as the inequalities that arise from involvement in serious violence. The VRU will support and empower interventions that seek to address the risk factors associated with violence and take a preventative approach to addressing violence.

A public health approach means putting evidence at the heart of policy-making.

Developing from the comprehensive West Yorkshire Violence Reduction Unit Needs Assessment published in March 2020, this iteration seeks to provide a refreshed baseline and shared understanding of the reality of violence in West Yorkshire through data and information analysis, and it is critical to the success of the West Yorkshire VRU and its partners.

1.1 Aims

Through completion of this Needs Assessment, we seek to:

- understand the nature & extent of violence in West Yorkshire
- understand the nature, extent, patterns and trends of risk and protective factors for violence in West Yorkshire
- To identify, prioritise, capture and link relevant data in relation to violence and violence prevention
- To produce a clear, yet comprehensive, multi-sector profile of violence in West Yorkshire, using a wide range of data sources and supporting information
- To provide an accessible and useful strategic needs assessment for organisations and communities, to inform and support decision-making and interventions to reduce violence
- To inform and direct interventions and approaches to reducing and preventing serious violence across all parts of the system

1.2 Background and Definitions

National context

The Serious Violence Strategy, launched in 2018, set out the government's response to serious violence and increases in knife crime, gun crime and homicide. It looked at the root causes of the problem and how to support young people to lead productive lives away from violence. It centred on 4 main themes: tackling county lines and misuse of drugs; early intervention and prevention; supporting communities and local partnerships; and law enforcement and the criminal justice response.

It set aside funding for Violence Reduction Units, which was allocated to 18 areas most affected by serious violence, including West Yorkshire, to be spent in partnership with

local authority, health and education partners. In June 2019 the Office of the Police and Crime Commissioner for West Yorkshire received £3.37million to set up a Violence Reduction Unit (VRU), as well as to fund local projects across all districts in West Yorkshire to tackle violent crime. This was followed by a further funding allocation of £3.37m to West Yorkshire VRU for 2020/21.

Local Context

West Yorkshire Violence Reduction Unit

The core function of the VRU is to offer leadership, working with all relevant partners to provide strategic coordination of the local response to serious violence. It supports a multi-agency, public health, long-term approach to preventing and reducing serious violence.

2019/20 Initiatives

In the period up to 31st March 2020, the VRU had worked with OPCC colleagues to commission a total of 35 local violence reduction interventions across all five West Yorkshire Local Authority areas. A number of interventions were developed to have a larger footprint across West Yorkshire, for example, Navigator services based in Accident & Emergency and Trauma centres to develop support pathways for those identified as having complex needs and being at risk of serious violence.

2020/21 Delivery

Commissioned intervention has been re-scoped to reflect changes to delivery in 2020/21 in response to the:

- Impact of Covid-19 on the capacity and resources of organisations across West Yorkshire
- Impact of Covid-19 on increasing inequalities and poverty that contribute to the root causes of serious violence
- Changing needs and increased vulnerabilities of some young people and communities in West Yorkshire and subsequent increased demand on services
- Impact on our ability to deliver work in certain settings such as A&E departments/schools
- Risks to future funding for VRU as a result of the impact on Government finances
- Implications on levels of future funding within Local Authorities/ key partners
- Significant impact on third sector / community organisations in relation to increased demands and reduced capacity to fundraise

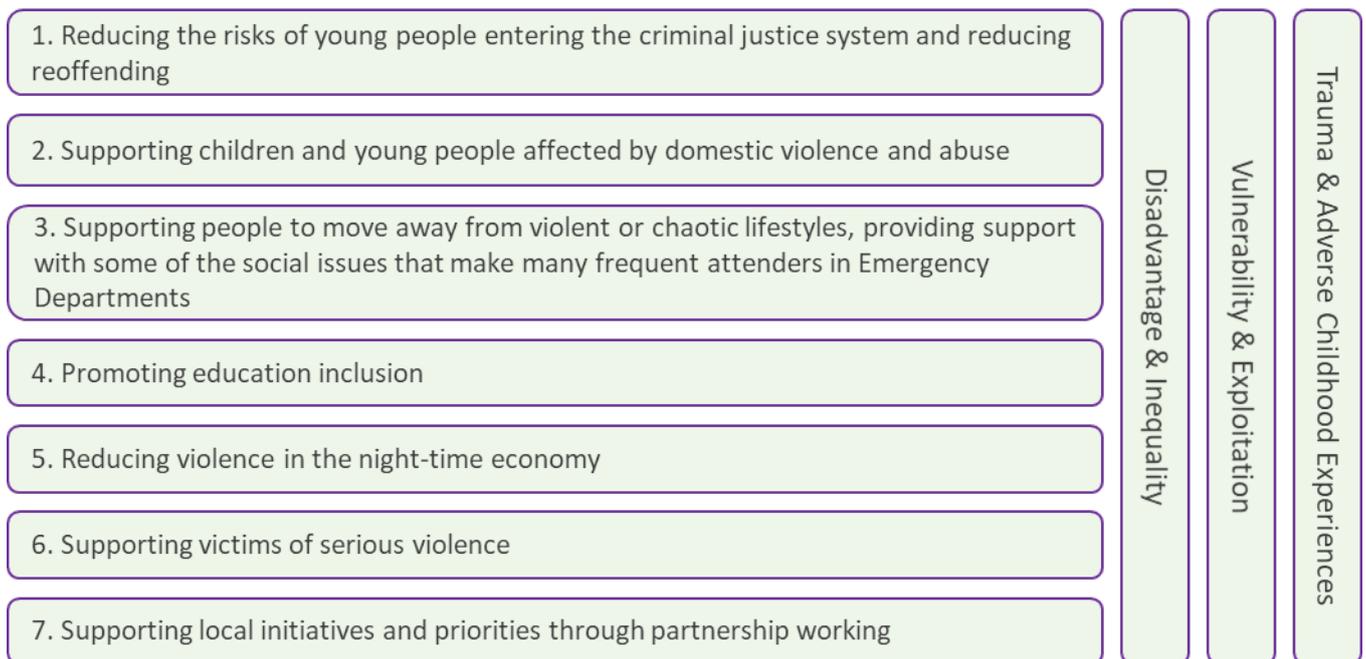
The delivery for the VRU has been redefined into seven priority areas, focusing on cross cutting issues of disadvantage and inequality, vulnerability and exploitation, trauma and adverse child experiences.

Activity in these areas encompasses work to reduce the level and impact of violence, develop a shared understanding and ownership amongst partners of the causes, triggers and priorities in preventing violence, reducing inequalities and working together to identify and support individuals who are at risk of being a victim or perpetrator of violence. Whilst doing this we will work to secure service satisfaction for

victims and witnesses in line with the WY Supporting People Harmed by Crime Strategy and work towards making people safe and feeling safer.

Through engagement with our communities and really listening to their voices, we need to empower them to work with us in designing and delivering solutions to bring about sustainable system change that has a positive impact on the wider social, economic and health outcomes for our residents.

We will work with partners across the system to ensure that we have a skilled workforce, responsive to the needs of communities, creating an environment of continuous improvement and learning and ensure a sustained effort across West Yorkshire in tackling violence in years to come.



Definition of Violence

The Home Office has outlined three key success measures for VRUs:

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

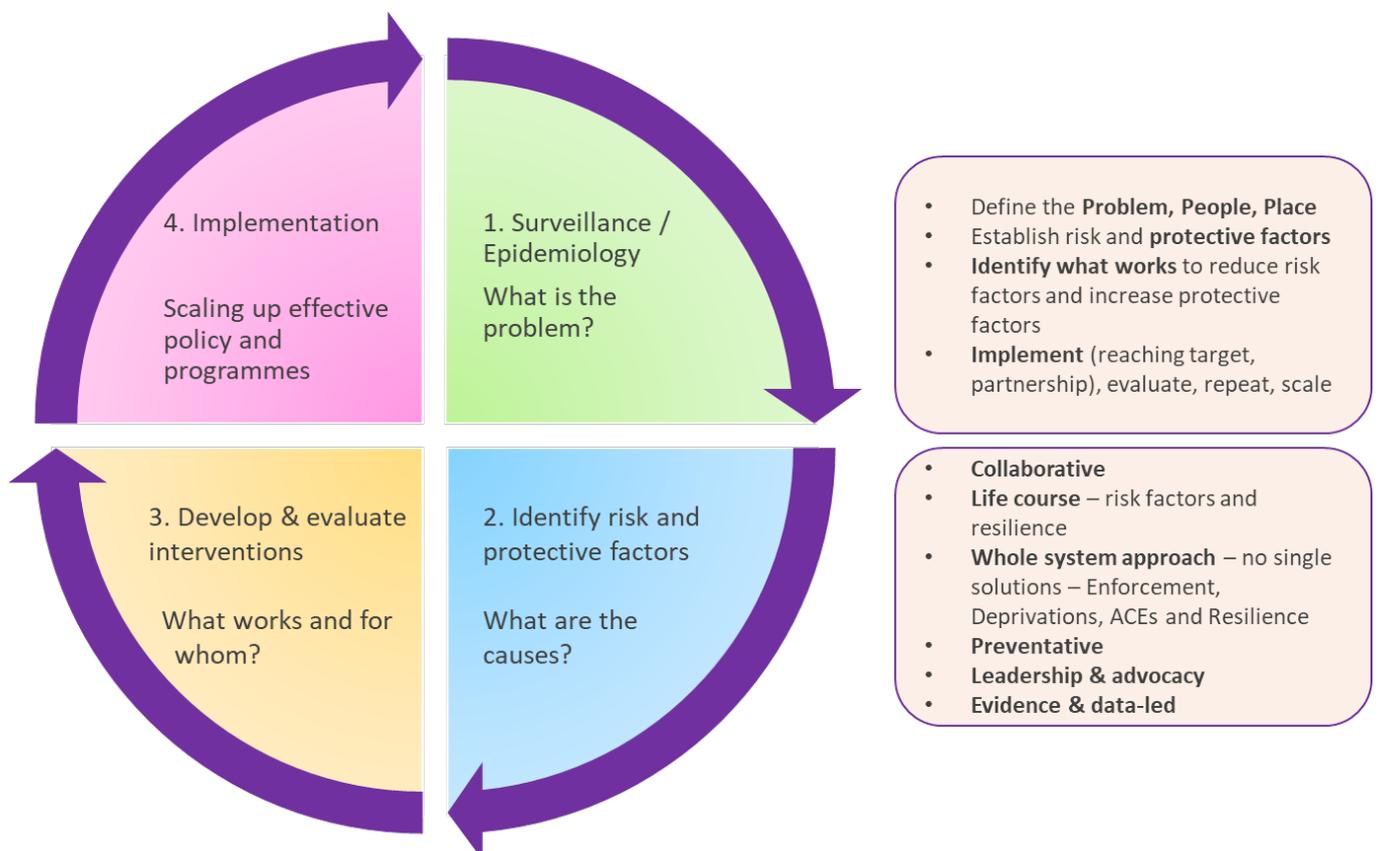
Beyond these three success measures, the Home Office have allowed for flexibility for VRUs to adopt a broader definition of serious violence. As such, we have utilised the emerging themes identified through our Needs Assessment and adopt the following definition:

“Violence and serious violence includes specific crime types where there is the use of physical force or power, threatened or actual, against oneself, another person, or against a group or community. This includes homicide, knife crime, personal robbery, gun crime and domestic abuse and we seek to understand the profile of these specific crime types across the localities in West Yorkshire. Our definition and work will focus on areas of criminality and specific groups where serious violence, or its threat or impact, is evident; this is young people, public places, the night-time economy and gangs. In understanding the scale and extent of violence across West Yorkshire, we will also focus on how best to address the needs of victims of violence and how to respond to the perpetrators, including repeat perpetrators of violence.”

1.3 A Public Health Approach to Violence

The underlying principles of a public health approach are that it is:

- Focused on improving population health and wellbeing and reducing inequalities
- With and for communities
- Not constrained by organisational or professional boundaries
- Focused on generating long term as well as short term solutions
- Based on data and intelligence to identify the burden on the population, including any inequalities
- Rooted in evidence of effectiveness to tackle the problem



The public health approach to violence seeks to identify the common risk factors driving violence and the protective factors preventing violence. It encourages identification of these factors and implementing interventions across all levels: individual, relationship, community and societal, at the same time. It considers which of these will be universal (aimed at the general population) and which will be targeted to those more at risk.

In understanding the causes and contributing factors of violence, we are able to deliver across three different levels of prevention aimed at addressing the risk factors, reducing prevalence and threats:

- Primary prevention, meaning preventing violence before it happens
- Secondary prevention, being an immediate response to instances of violence
- Tertiary prevention, focusing on long term care and rehabilitation

As a specialism, public health is a multi-disciplinary approach, drawing on knowledge from a range of disciplines including such areas as education, economics and policy development. Accordingly, a public health approach ensures that the wider system is engaged and that interventions are based on robust data that evidences both need and potential impact.

1.4 Cost of Serious Violence in West Yorkshire

The costs of serious violence in West Yorkshire have been estimated by multiplying the numbers of recorded crimes by the unit cost of crime provided by the Home Office (2018)². The table below breaks down the costs of serious violence for West Yorkshire as a whole.

The Cost of Violence in West Yorkshire	
Overall Cost The overall estimated cost for Serious Violence in West Yorkshire is £874,227,120	
Cost of Violence by Crime Type Rape - £133,627,200 Robbery - £12,261,470 Violence without injury - £258,737,760 Violence with injury - £385,939,450 Homicide - £83,661,240	Cost of Violence in Each District Bradford - £222,979,140 Calderdale - £84,310,020 Kirklees - £147,056,770 Leeds - £288,895,350 Wakefield - £129,850,550
Cost of Late Intervention in West Yorkshire The overall cost in West Yorkshire is £711m Bradford - £165m Calderdale - £65m Kirklees - £131m Leeds - £251m Wakefield - £99m	

² <https://www.gov.uk/government/publications/the-economic-and-social-costs-of-crime>

1.4.1 Cost of Late Intervention in West Yorkshire

Late intervention is defined as the costs of a range of acute and statutory services that are required when children and young people experience significant difficulties in life, as well as other support they may draw upon, such as welfare benefits.

The Early Intervention Foundation³ found that late intervention is costly: £17 billion per year across England and Wales, equating to £287 per every man, woman and child. This is only the fiscal cost and therefore does not take into account the impact on children, families and overall society, underlining the need for effective, targeted early intervention to address the demand for late intervention.

The following two figures demonstrate the late intervention spend nationally on each social issue and on late intervention spend by budget area.

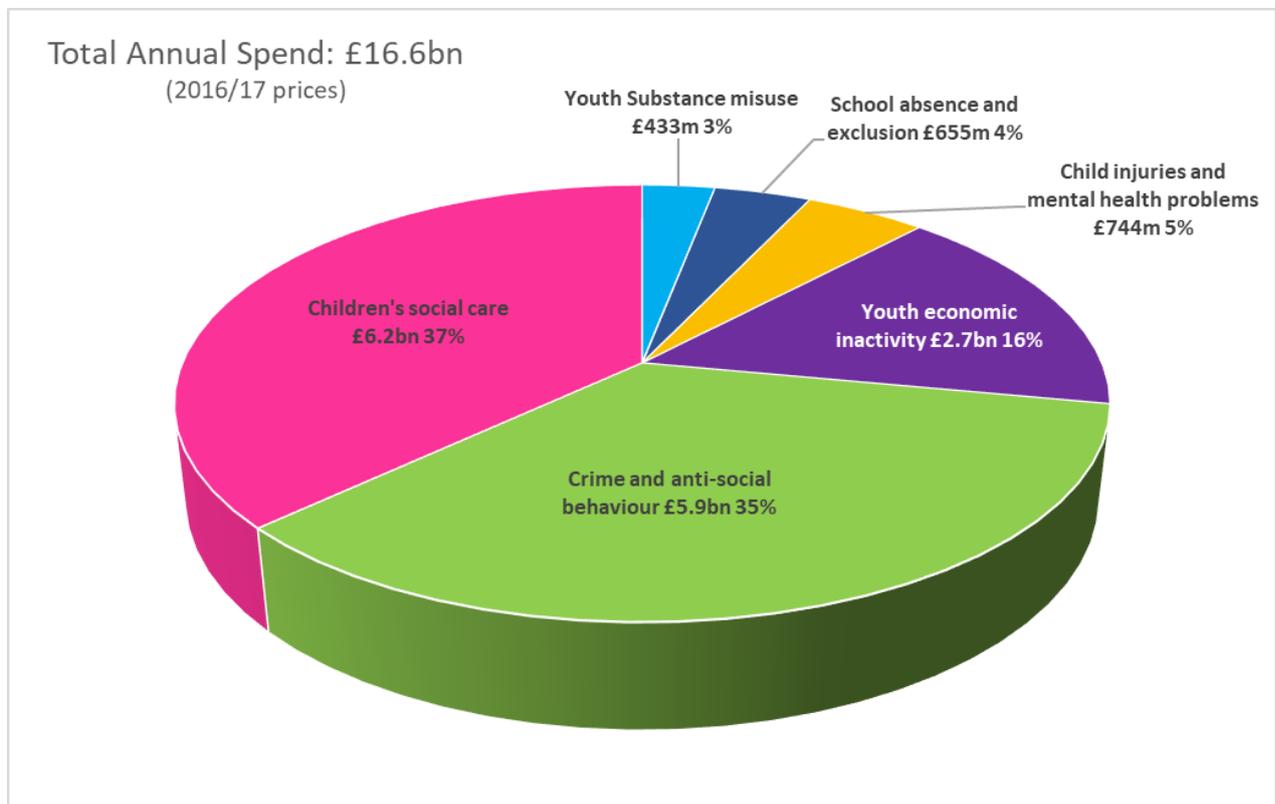


Figure 1: Total annual spend on late intervention

³ <https://www.eif.org.uk/report/the-cost-of-late-intervention-eif-analysis-2016>

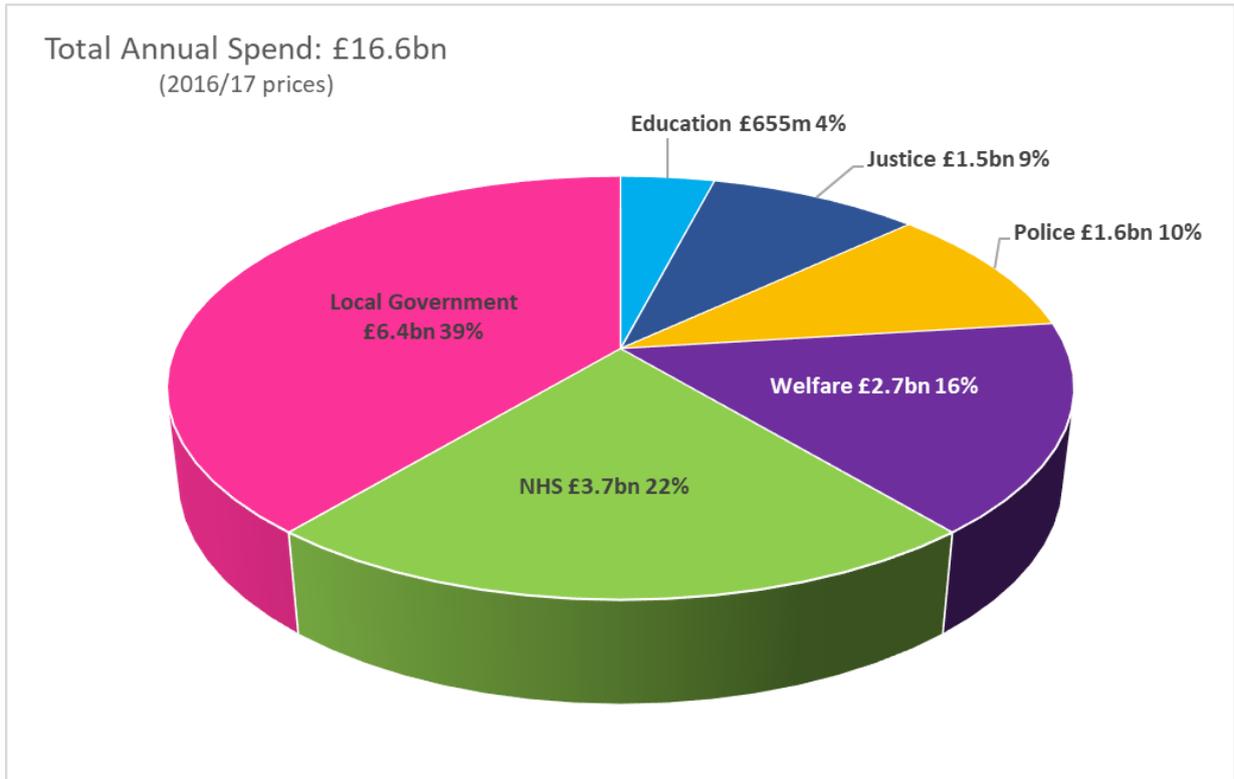


Figure 2: Total spend by budget area

Using the Early Intervention Foundation data, it is possible to estimate the total cost late intervention in West Yorkshire at £711 million. The below figure breaks this down by local authority area.

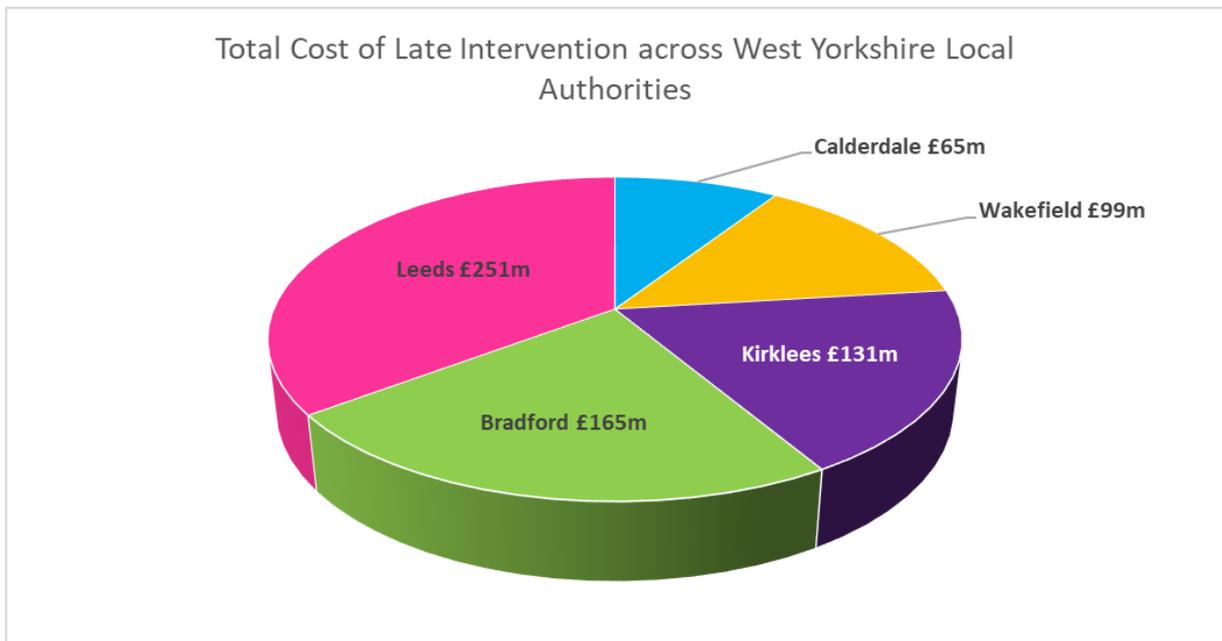


Figure 3: Total cost of intervention in West Yorkshire

2.0 Approach

The 2020 Needs Assessment sought to understand the literature (International, national and local) and what this told us about the scale and extent of violence with a particular focus on the drivers (risk factors) and protective factors that influence violence.

We looked at what these factors were and how the data represented their prevalence across West Yorkshire before exploring what Adverse Childhood Experiences (ACEs) are and the impact that they can have at both an individual and community level. Key findings included those with 4 or more ACEs being 14 times more likely to have been a victim of violence over the last 12 months and 15 times more likely to have committed violence against another person in the last 12 months compared to people with no ACEs.

We looked at the link between ACEs and areas of higher deprivation, with some more vulnerable to experiencing ACE's due to their socioeconomic status; where they live, learn, work, and play. We saw links between ACEs and youth offending with the Leeds Youth Offending Service ACE study showing over 43% of their 10-14 year old cohort having experienced 4 or more ACE which complimented ACEs work in prisons showing a much higher prevalence of ACEs among prisoners than within the general population.

We know that ACEs do not cover all the many sources of trauma that children and young people experience, with one element of the VRU delivery looking more closely at complex trauma – shining a spotlight on adversity and vulnerability in its widest sense, including the impact of the pandemic, exclusion and racism to name a few.

We explored the police picture of violence utilising data from West Yorkshire Police and British Transport Police, along with insight from hospital admissions data and ambulance attendance data. We drew in insight from engagement activities within West Yorkshire to understand the community voice and how this complimented the data & information received.

We also sought to understand links to violence across some identified groups, those in prison, children in custody, and those with vulnerabilities such as low-level mental health issues.

Moving into this refreshed assessment, we seek not to repeat, but to expand the evidence base further, drawing in additional data from partners to add further context and ensure that in drawing our conclusions and identifying priorities for the forthcoming year to inform the Response Strategy, we do so using evidence and insight from our local areas.

2.1 Data Sources

This profile utilises data from West Yorkshire Police and British Transport Police to provide an updated picture of violence, offenders and the victims of violent crime. To complement crime count data, we have begun to explore the application of crime severity scores to focus attention to areas of highest harm rather than volume alone.

Information has been sourced from open source public health tools to provide health, societal and environmental context as well as ONS data to help us understand the local population demographics.

We have developed successful information sharing relationships across our Community Safety Partnerships who have provided education data in order for us to explore education inclusion and links to violence as well as cohort data from Youth Offending Teams.

2.2 Crime Severity Score

The Crime Severity Score is a measure of relative harm caused by violent crime to society, as well as the likely demands on police. It is intended to be supplemental to existing official crime statistics, which are presented as counts of numbers of offences recorded per head of population within broad offence categories. Existing crime statistics measure volume of offending but do not take into account different levels of severity of crimes within each broad category of offences.

The Crime Severity Score takes into account both volume and severity of offending by weighting offences differently, with more serious offences attracting a higher weighting given expected greater demands on police resource requirements. For example, it would be expected that the police response to an incident of serious interpersonal violence would require more resources than responding to an incident of shoplifting.

For crimes of violence against the person, the Crime Severity Score for West Yorkshire in the year ending March 2020 was **5.6**. By way of comparison, the Crime Severity Score for crimes of violence against the person in England and Wales in the same period was **3.9**, indicating that violent crimes are more serious in West Yorkshire than the average in the rest of England and Wales.



Figure 4: Crime Severity Scores for Violence Against the Person in England & Wales compared to West Yorkshire

Crime severity scores for violence against the person have been increasing year-on-year since 2012/13, with a sharper rise apparent in West Yorkshire.

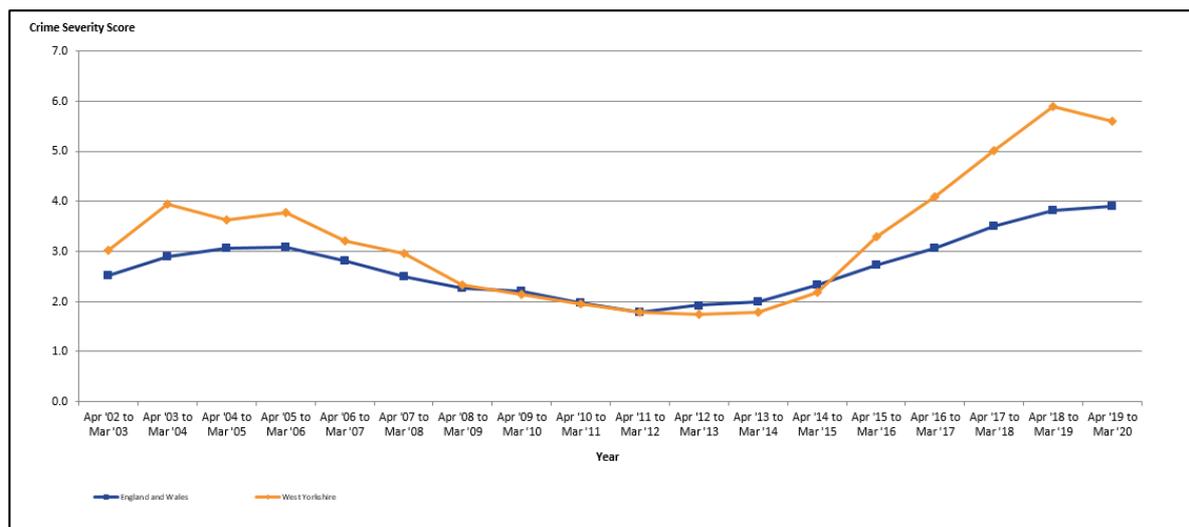


Figure 5: Crime Severity Score trend to March 2020

3.0 Demographic update

West Yorkshire is a county in the North East of England and consists of 5 metropolitan boroughs; Calderdale, Kirklees and the Cities of Bradford, Leeds and Wakefield – a mixture of busy cities and towns with quiet villages and picturesque rural locations.

West Yorkshire is home to a number of universities across Bradford, Leeds and Huddersfield in addition to a number of further education colleges. West Yorkshire has a predominantly comprehensive secondary education system with an additional 3 grammar schools and 52 independent schools.

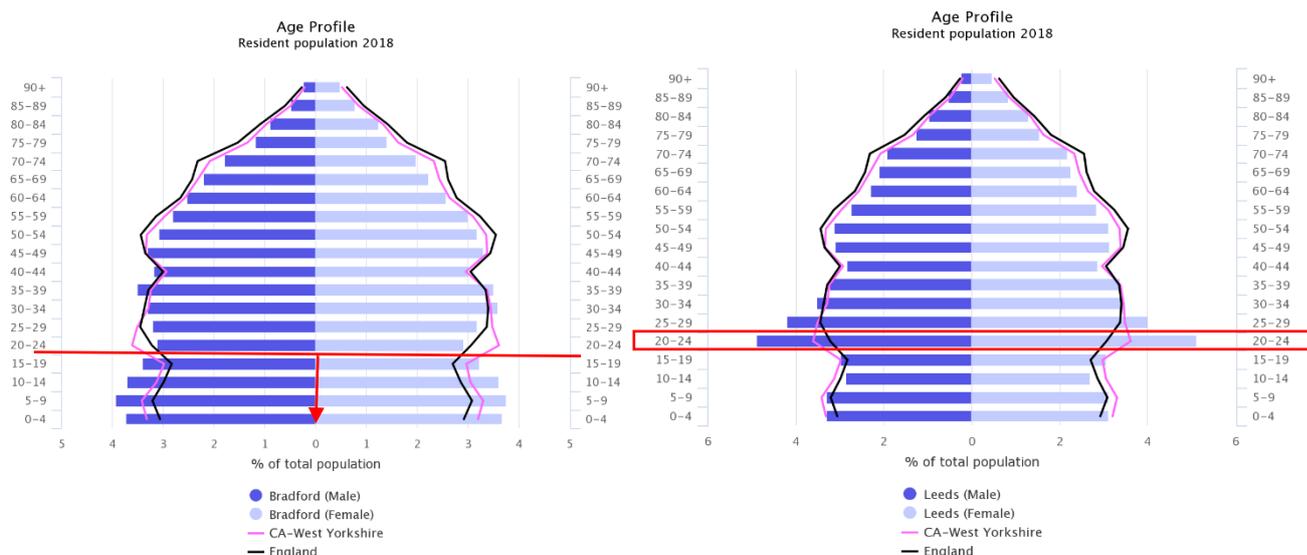
There are 9 NHS Clinical Commissioning Groups and 9 NHS Trusts of which 6 are Acute Hospitals and 3 are Mental Health Hospitals with 3 community care providers.

There are five prisons in West Yorkshire; Category A HMP Wakefield, Category B HMP Leeds and Category C HMP Wealstun, as well as HMYOI Wetherby for boys and young men aged 15-18. HMP New Hall, also in Wakefield, is the county's only female prison.

3.1 Population

ONS mid-year population estimates West Yorkshire has a population of 2.33m, which is an increase of 12,255 (0.5%) from last year. 34% of the West Yorkshire population resides in Leeds, with Bradford next at 23%, Kirklees at 19% then Wakefield at 15% and Calderdale at 9%

Bradford has the youngest age profile within the West Yorkshire districts, with 29% of residents under the age of 20, whereas Leeds has the largest young adult (age 20-24) population as demonstrated in figures 6 and 7 that follow.



Figures 6 and 7: Mid-year population estimate age profiles for Bradford (left) and Leeds (right)

3.2 Ethnicity

West Yorkshire is a diverse region, with people from a range of cultures, ethnicities and backgrounds. Migration Yorkshire⁴ have published population data for West Yorkshire observing that:

- 7% of the population is non-British, with Bradford and Leeds having higher representation (9%) whilst Calderdale had the lowest at 4%.
- 12% of the population were born outside of the United Kingdom, with the highest proportion found in Bradford (16%) and the lowest in Wakefield (6%).
- Almost 90,000 pupils registered at schools in West Yorkshire do not have English as a first language. This is observed at 26% of primary school pupils and 20% of secondary school pupils. Bradford has the highest proportions in both age groups (41% and 33% respectively) in contrast to Wakefield which has the lowest (11% and 8%).
- 10 in every 1,000 new GP registrations are made by people who have previously lived abroad, with the highest rate observed in Leeds at 16 in every thousand registrations and the lower rates in Calderdale and Wakefield (5 per 1,000).
- Fertility rates are highest in Bradford and Leeds. 26% of births across West Yorkshire are to mothers who were born outside of the UK in a slowly rising trend. The proportion of births to migrant mothers is highest in Bradford (34%) and lowest in Calderdale and Wakefield (17% each). The most common region of origin for migrant mothers was Asia, accounting for 13% of births in West Yorkshire.

⁴ <https://www.migrationyorkshire.org.uk/?page=statistics>

Using figures taken from the ONS mid-2019 population estimate⁵, the map below indicates the distribution of BAME residents in West Yorkshire, with the highest proportions clearly corresponding with the larger cities of the county.

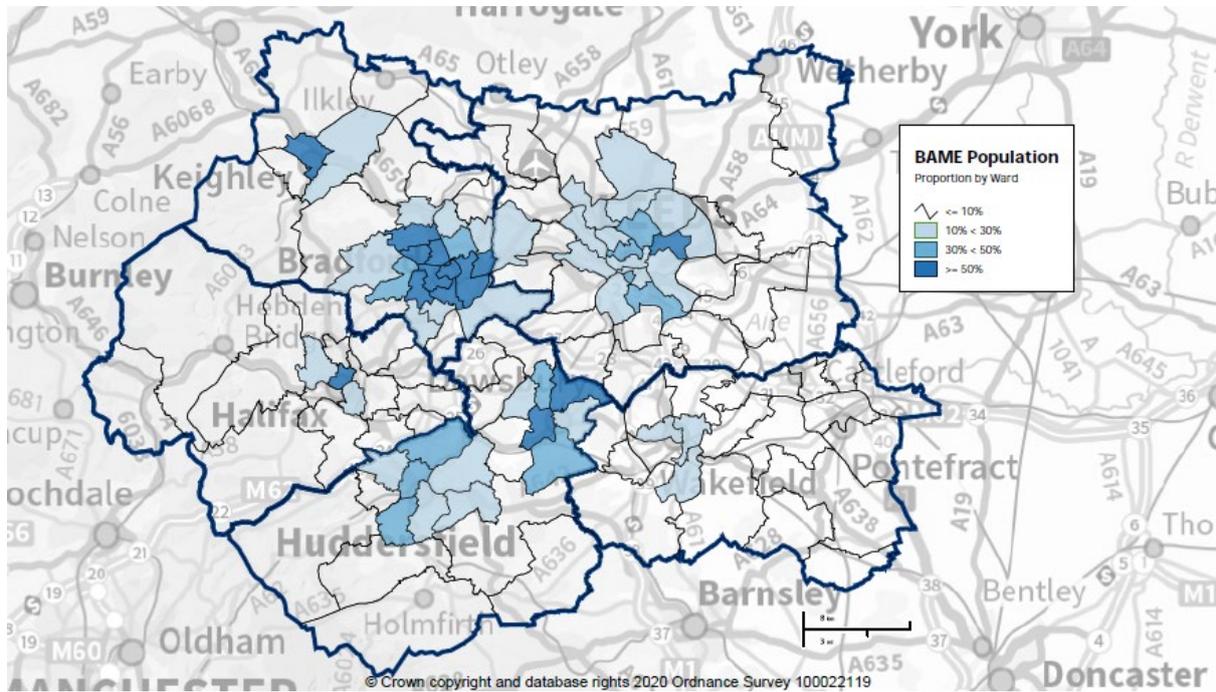


Figure 8: Mid-year estimate BAME population spread

⁵ <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates>

4.0 Risk & Protective Factors for Violence and their Prevalence in West Yorkshire

There are numerous forms of violence, underpinned by a range of frequently overlapping factors that appear to influence the frequency and intensity of its occurrence. These factors are referred to as 'risk factors' when linked to an increased likelihood of violence.

Understanding risk and protective factors in the population provides insight and understanding of the causes and prevalence of violence and supports interventions targeted towards specific communities, groups or individuals.

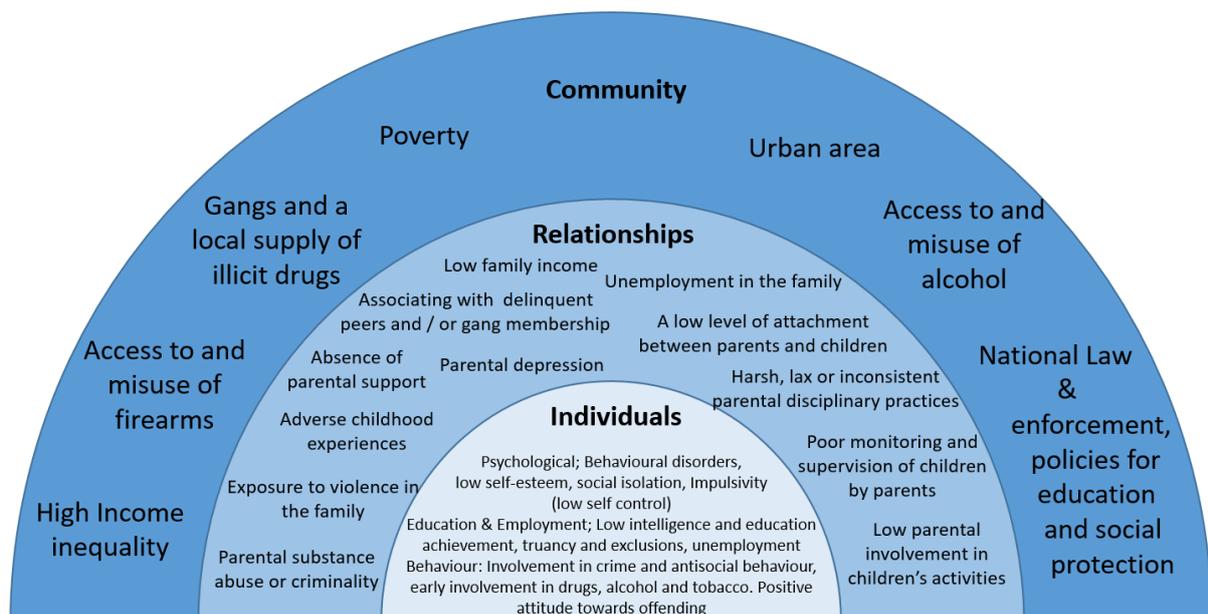


Figure 9: WHO Risk factors for youth violence

4.1 Protective Factors

Conversely, the presence of positive elements within a community can be described as 'protective factors' that can mitigate the effects of risk factors for violence. Protective factors are features of the individual, family, community and wider environment that can mitigate or buffer against risk factors for violence.

Some protective factors can be understood as the opposite of risk factors (for example effective family management as opposed to ineffective family management) whereas other protective factors can be understood in a more interactive sense (such as neighbourhood cohesion).

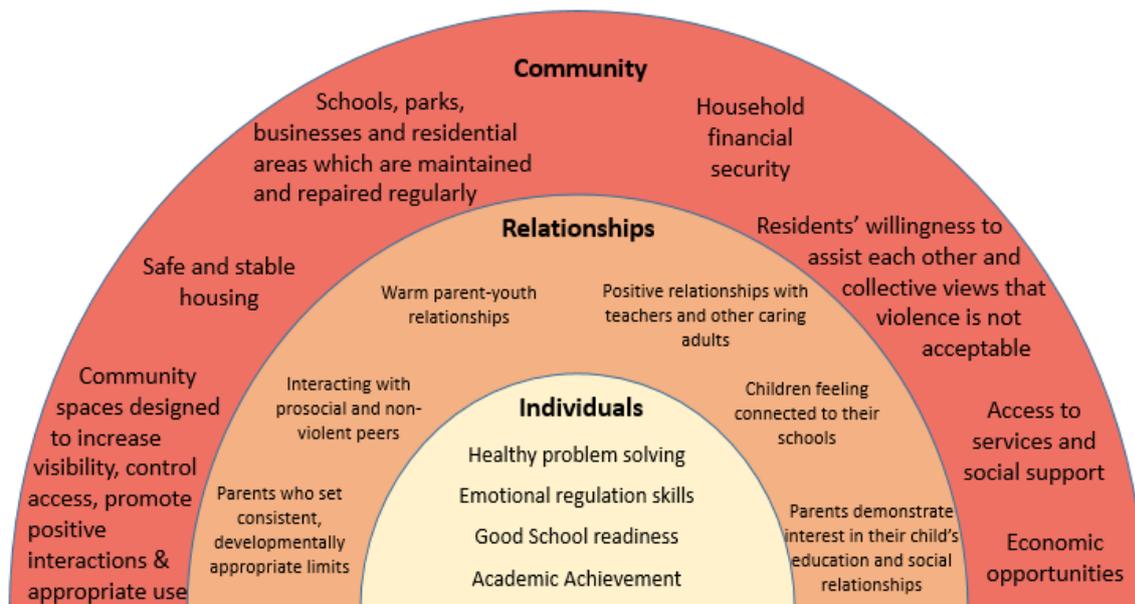


Figure 10. WHO Protective factors for youth violence

The following table⁶ shows additional protective factors for youth violence, with those highlighted in bold thought to have a stronger protective effect.

Domain	Protective factors
Individual	<ul style="list-style-type: none"> • Belief in the moral order • Positive/prosocial attitudes • Low impulsivity • Intolerant towards deviance • Perceived sanctions for transgressions • Low ADHD symptoms • Low emotional distress • High self-esteem
Family	<ul style="list-style-type: none"> • Good family management • Stable family structure • Infrequent parent-child conflict • Supportive relationships with parents or other adults • Parents' positive evaluation of peers
School	<ul style="list-style-type: none"> • Academic achievement • Commitment to school • School recognition for involvement in conventional activities • High educational aspirations • Bonding to school
Peer	<ul style="list-style-type: none"> • Friends who engage in conventional behaviour • Low peer delinquency • Prosocial bonding
Community	<ul style="list-style-type: none"> • Low economic deprivation • Neighbourhood interaction • Neighbour support

⁶ <https://www.eif.org.uk/files/pdf/preventing-gang-and-youth-violence-risk-protective-factors.pdf>

4.2 Risk factors for serious violence in West Yorkshire

Deprivation

Recent research indicates that around one million households in the UK experienced high levels of deprivation in 2019 – around 2.4 million people⁷. West Yorkshire is no exception, with significant areas of disadvantage evident upon analysis.

The Index of Multiple Deprivation 2019 (IMD) is the official national measure of relative deprivation. The IMD measures relative levels of deprivation in small areas using statistical geographies called Lower Super Output Areas (LSOAs). Each LSOA typically has an average of 1,600 residents and 650 households.

The first decile represents the most deprived 10% (or decile) of LSOAs in England. As of 2019, 3,284 LSOAs within England fall into the first decile of deprivation. Of those, 137 rank as highly deprived on 6 of the 7 domains of deprivation. Twenty-six (19%) of these are in West Yorkshire (Leeds has 13, Bradford has 11 and Calderdale has 2).

First decile (most deprived) LSOAs are commonly concentrated around towns and cities, typically areas of higher population density. Most first decile LSOAs in West Yorkshire are concentrated around the cities of Leeds and Bradford.

The map below highlights the areas of West Yorkshire that are in the top 20% of most deprived areas England & Wales.

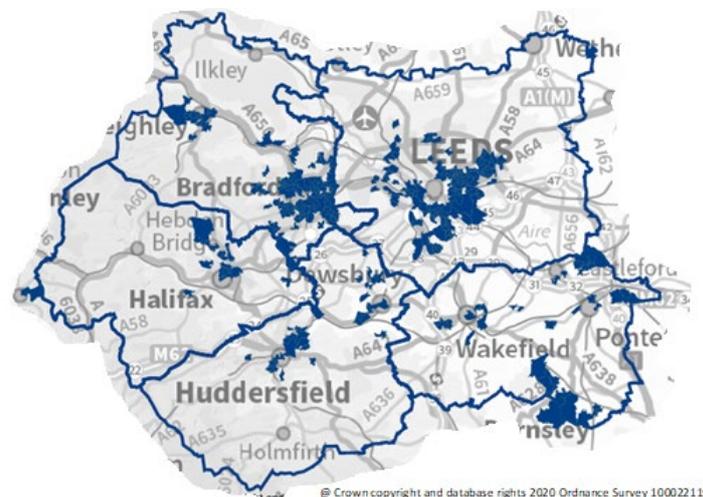


Figure 11. Areas in the top 20% most deprived in West Yorkshire

⁷ <https://www.jrf.org.uk/report/destitution-uk-2020>

Levels of socio-economic deprivation measured in the Indices of Multiple Deprivation (IMD) show 63% of small neighbourhood areas (LSOAs) within West Yorkshire as being amongst the most deprived.

The IMD groups a number of indicators together within seven domains of deprivation – income, employment, health, education & skills, housing & access to services, crime and living environment.

Bradford has the highest percentage (33%) of its LSOA's experiencing the greatest degree of deprivation within West Yorkshire, an intensity of deprivation that has Bradford falling just outside of the national top 10% of most deprived local authorities in England.

Leeds follows Bradford in that 24% of its small areas are amongst the most deprived and 33rd in the National ranking (out of 32,844). Generally, the most deprived areas are the most urbanised, high population density areas.

Residents from BAME backgrounds represent 18% of West Yorkshire residents, however they account for 33% of people living in the 10% most deprived LSOA areas.

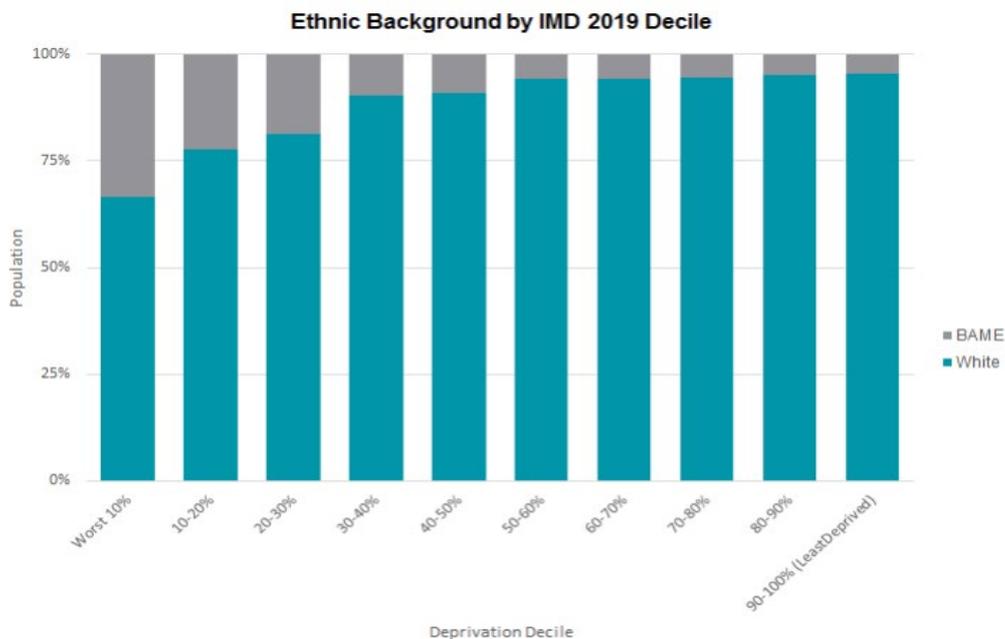
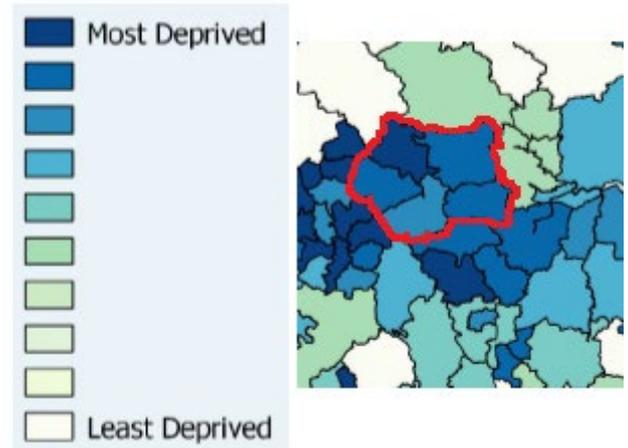


Figure 12. Ethnic background of the population by indices of multiple deprivation

The Institute of Health Equity produced a report⁸ outlining the increasing gap in life expectancy between wealthy and deprived areas. The report shows that life

⁸ <http://www.instituteoftheequity.org/resources-reports/marmot-review-10-years-on>

expectancy follows the social gradient – the more deprived the local area, the shorter the life expectancy.

Further to this, NHS data for 2019/20 shows that people living in deprived areas are more likely to be detained under the Mental Health Act, as visualised below.

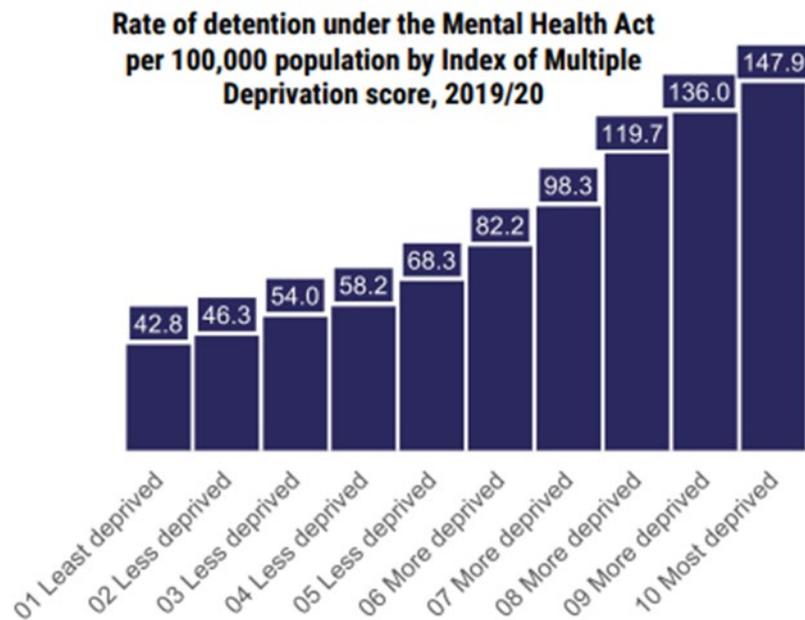


Figure 13. Rate of detention under the Mental Health Act per 100,000 population

Health Inequalities

Working in partnership with the NHS Improving Population Health Programme (covering West Yorkshire & Harrogate) has brought additional context to the importance of VRU work expanding our aims to improve physical and mental health outcomes, promote wellbeing and reduce health inequalities across the entire population.

We know that across West Yorkshire & Harrogate 1 in 14 people have diabetes, 1 in 7 have high blood pressure, and 2/3rds of people are overweight or obese.

There are approximately 260,000 unpaid carers, which includes young people caring for parents, and siblings.

Around 1% of the population is diagnosed with a learning disability. People with learning disabilities are four times more likely to die from something that could have been prevented.

There is a gap of just over ten years in life expectancy for males and nearly eight and a half years for females between people who live in 10% most and 10% deprived areas of West Yorkshire and Harrogate.

34% of people who struggle with housing costs experience mental ill health and West Yorkshire has a large number of people in either temporary accommodation or rough

sleeping. Homeless people access up to eight times as many health care services than other groups of people.

Where we live is a major determinant of our health and wellbeing – determined both by the physical nature of our homes and the emotional and psychological impact of how secure and happy we feel with our living situation. A house may be a shelter to protect against the elements, but our sense of home is the foundation for social and psychological shelter and resilience throughout life.

For children growing up in poor quality housing we know⁹ that it will impact on their life chances as well as their lifetime health. Children living in poor or overcrowded conditions are more likely to have respiratory problems, have an increased risk of infection, mental health problems and it can also negatively impact on educational attainment.

For adults, living in insecure accommodation can have a cumulative impact for every year spent without a decent home: reducing the chances of sustaining employment, delaying or impacting on health care, increasing strain on mental health and the likelihood of relationship breakdown.

A safe, settled home is the cornerstone on which people build their independence, a better quality of life and access the services they need.

Whilst we were aware of a number of health and social inequalities as we started 2020, the impact of the pandemic has brought these into much sharper focus. We have seen inequalities in health widen due to the pandemic and the determinants of health have become even more important, including where we live, what jobs we have and the connections we have with our friends and families. We have spent increasing time in our homes including as places of work, and have witnessed the impact on education and job security and the subsequent effects on people's mental health.

Concerns raised from our communities about loneliness and isolation, poverty, food security and safe access to health and care are real worries for far too many people living across our area with many understandably struggling to cope.

The percentage of children from low-income families in West Yorkshire is higher than the England average. Similarly, the percentage of households with dependent children where no adult is in employment is slightly higher in West Yorkshire (4.7%) than the average in England (4.2%). However, when broken down by region, Calderdale, Kirklees, Leeds and Wakefield have percentages around the average whereas Bradford has a noticeably higher rate of 5.9% of households with no parent in employment. Household overcrowding also presents as an issue in Bradford and Kirklees.

In addition, the uptake of free school meals is higher in West Yorkshire than the national average.

⁹ Housing for Health, West Yorkshire & Harrogate, October 2020

Area	Recent Trend	Count	Value	95% Lower CI	95% Upper CI
England	↓	1,099,810	13.5	13.5	13.5
CA-West Yorkshire	→	61,678	16.3*	-	-
Kirklees	→	12,818	19.0	18.7	19.3
Bradford	↓	17,656	17.6	17.4	17.9
Leeds	↓	19,147	15.6	15.4	15.8
Calderdale	↓	5,203	14.3	13.9	14.6
Wakefield	↓	6,854	13.0	12.7	13.3

Source: Department for Education School Census

Use of foodbanks has also increased in recent years. Data from the Trussell Trust¹⁰ demonstrates that significant and growing numbers of people in Yorkshire and the Humber are unable to afford food. This data does not include support and provisions distributed by other charitable organisations so the real figure of those depending on food aid is likely higher than illustrated in the following graphic.

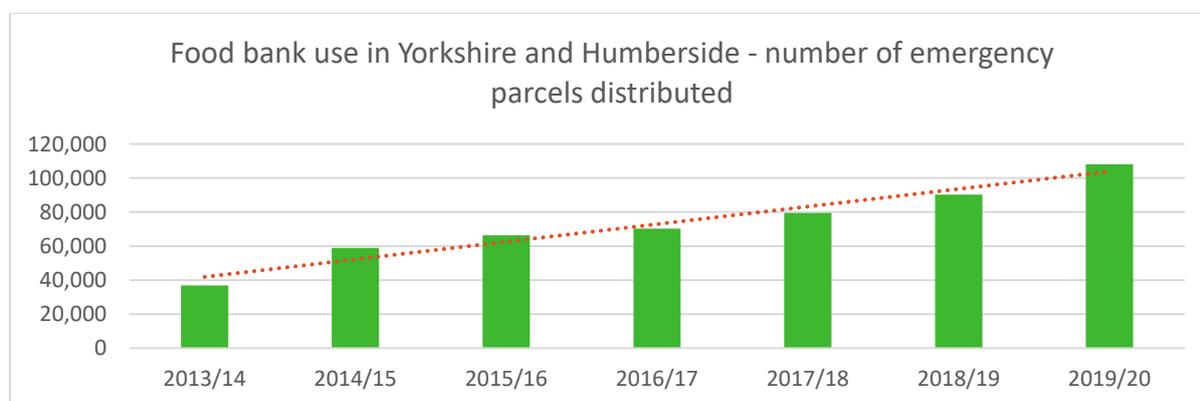


Figure 14. No of emergency food bank parcels distributed in the Yorkshire & Humber Region

Social mobility

In September 2020, the Social Mobility Commission conducted research into regional social mobility, and identified the local councils with the lowest and highest social mobility in England.¹¹ Social mobility is the movement of individuals, families, households, or other categories of people within or between social strata in a society. In the 'coldest spots', those from disadvantaged backgrounds have lower chances of improving their life situation.

The findings from the report show where you grow up matters: in areas with the highest social mobility, disadvantaged individuals aged around 28 earn more than twice as much as their counterparts in the areas of the lowest mobility (over £20,000 compared with under £10,000). Simply put, two equally disadvantaged sons with the same family

¹⁰ <https://www.trusselltrust.org/>

¹¹ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/923623/SMC_Long_shadow_of_deprivation_MAIN_REPORT_Accessible.pdf

background will earn very different amounts as adults, based simply on where they grew up.

In Yorkshire and the Humber, Bradford was found to have the lowest social mobility, with Calderdale, Leeds and Kirklees also having comparatively low social mobility when looking at Yorkshire and the Humber and also nationally. In fact, Bradford has been identified as the second least socially mobile area in England. Wakefield, however, has greater levels of social mobility regionally and appears around average when looking at national measures.

Other key findings of the effects of low social mobility include:

- Fewer 'life chances'. People in areas of low social mobility typically have fewer professional and managerial employment opportunities, fewer 'outstanding' schools, more areas of deprivation and moderate population density.
- In areas of low social mobility, it is far harder for someone from a deprived background to move beyond that deprivation. Up to 33% of the pay gap is driven by non-educational factors.
- In areas of low social mobility, the pay gap between deprived and affluent sons is 2.5 times larger than in areas of high social mobility.

In addition, as the next table¹² illustrates, only 49% of people in Yorkshire and the Humber believe that there are good opportunities for them to make progress, compared to considerably higher figures in London of 78% and 74% in the South East.

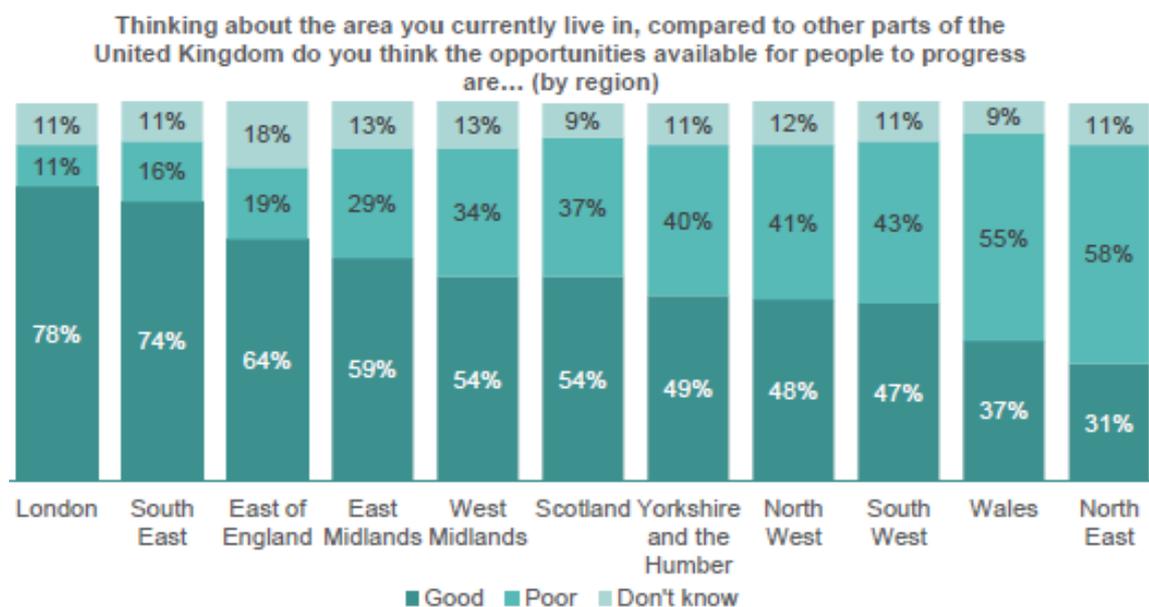


Figure 15. Perceptions on opportunities available for progression by region

¹²https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/858908/Social_Mobility_Barometer_2019-2020.pdf

In November 2020, research was published by the Social Mobility Commission, which looked in depth at the reasons behind downward mobility and the impact it has. It defines those who are downwardly mobile as those who have dropped at least one occupational class below their parents.

Some of the stand-out findings from this research are:

- 1 in 5 men (21%) and 1 in 4 women (24%), aged 30 to 59, experienced downward mobility between 2014 and 2018 in the UK.
- 48% of women whose parents worked in the police, fire or military were downwardly mobile. The equivalent rate for men was 43%.
- The downward mobility rates for the children of nurses are 48% for men and 40% for women.
- 38% of men and 40% of women from Black African backgrounds, born outside the UK, are likely to move down an occupational group compared to just over 20% from white British backgrounds
- Downward mobility is lowest for children of lawyers, doctors, teachers and scientists.
- Graduates have a 15% chance of experiencing downward mobility compared to about 30% for those with GCSEs or below - those studying arts, languages and design are more likely to be downwardly mobile than those studying medicine, education or maths. The research showed that higher education provided confidence, soft skills and a sense of belonging in the workplace.

This research highlights a lack of equity in the way that downward mobility occurs. There are many for whom downward mobility is the direct and damaging consequence of a range of disadvantages and limitations experienced throughout the course of their lives. Experiences at school and in adolescence were found to be particularly important, given the crucially important role of education in downward mobility. Some had suffered the effects of abuse, neglect, bereavement or divorce during their childhoods. For many, the lack of the right support and intervention at the right moment meant that they had missed opportunities to fulfil their potential. Many lacked a sense of connection to school and academic attainment was not their focus. A lack of encouragement, combined with lack of opportunity, meant they hadn't identified a career that might have fulfilled them. Upon leaving school, many felt a pressure to earn, or did not feel that opportunities extended beyond a narrow set of options.

Deprivation

Summary

- Deprivation is a significant problem in West Yorkshire that appears to be worsening
- As deprivation worsens it appears to become increasingly entrenched, having an intergenerational impact
- Higher levels of deprivation are mostly concentrated in the larger cities of the county

- There is a gap of 8.5-10 years in life expectancy between people who live in the 10% most and least deprived areas of West Yorkshire and Harrogate.
- The BAME population of West Yorkshire tend to live in areas of higher deprivation
- Growing up in poor quality housing will impact on children's life chances as well as their lifetime health
- Higher levels of deprivation are associated with lower levels of social mobility
- For adults, living in insecure accommodation can have a cumulative impact for every year spent without a decent home: reducing the chances of sustaining employment, delaying or impacting on health care, increasing strain on mental health and the likelihood of relationship breakdown
- COVID-19 has exacerbated inequalities
- High levels of deprivation are a risk factor for violence and as such West Yorkshire appears to be at a greater risk than the rest of England when looking at deprivation as a factor for violence

Recommendations

- Understanding inequalities in the root causes of crime that effect those in the most deprived areas disproportionately
- Look at the impact of Covid19 and how this has increased and exacerbated the root causes of violence, particularly in areas of high deprivation
- Understand the impact of adversity and trauma in relation to serious violence, particularly amongst vulnerable groups and those living within the most deprived areas
- Understanding the key root causes for serious violence for those living in deprived areas and how we can respond to these through economic recovery – working in partnership with WYCA & Public Health Departments
- Further develop our understanding of deprivation and its correlation with serious violence.
- Consider targeting future interventions towards those in the most deprived areas of West Yorkshire.

Health Risk Factors

Hospital Admissions and Ambulance Attendances

Hospital admissions for violent crime are considerably higher in West Yorkshire than in the rest of England as indicated by the graph below. All five Local Authority areas in West Yorkshire had significantly elevated rates of hospital admissions due to violence. Wakefield in particular has a figure approaching double the national average on this measure at 79.5 hospital admissions per 100,000 people.

Violent crime - hospital admissions for violence (including sexual violence) 2016/17 - 18/19 Directly standardised rate - per 100,000

Area	Recent Trend	Count	Value	95% Lower CI	95% Upper CI
England	–	76,255	44.9	44.6	45.2
CA-West Yorkshire	–	4,595	63.9	62.0	65.8
Wakefield	–	795	79.5	74.0	85.3
Bradford	–	1,055	64.6	60.7	68.7
Leeds	–	1,600	62.6	59.4	65.8
Calderdale	–	365	60.7	54.6	67.3
Kirklees	–	785	59.0	55.0	63.3

Source: Hospital Episode Statistics (HES), Health and Social Care Information Centre for the respective financial year, England. Hospital Episode Statistics (HES) Copyright © 2020, Re-used with the permission of The Health and Social Care Information Centre. All rights reserved. Local Authority estimates of resident population, Office for National Statistics (ONS) Unrounded mid-year population estimates produced by ONS and supplied to the Public Health England

The link with deprivation

In Yorkshire & the Humber, hospital admissions data are coded to the geographic area of where the patient lives and ambulance attendance data are coded to the geographic area where the incident occurred.

Whilst the two data sets cannot be directly compared, they nevertheless provide insight into where victims of violence live and for where violent incidents occur. By correlating this data with the Index of Multiple Deprivation (the official measure of relative deprivation in England), it is possible to start to build a picture of which areas of the community are more or less affected by violence.

Reviewing the two data sets over a 3 year period from 1st April 2015 through 21st March 2018, figures 16 & 17 below demonstrate a strong relationship between violence related hospital admissions and social deprivation with 41% of admissions relating to patients living in highly deprived areas. Only 7% of hospital admissions for violence were drawn from the least deprived areas.

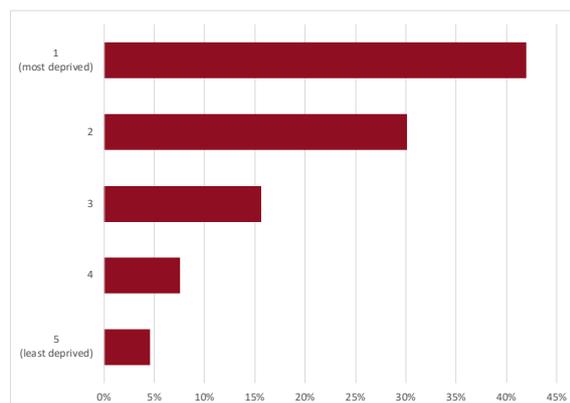


Figure 16: Social gradient of patients' usual residence (Hospital Admissions Data)

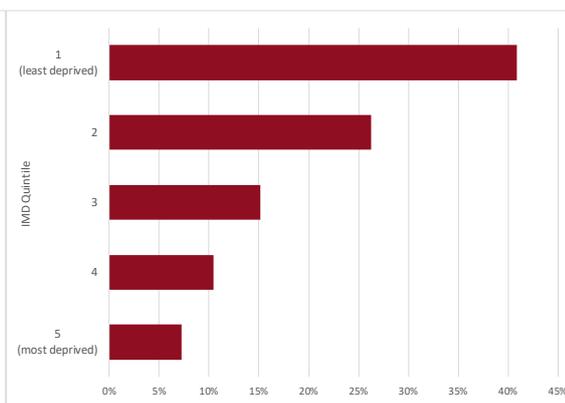


Figure 17: Social gradient of ambulance attendance locations

Similarly, Figure 17 reveals a strong relationship between violence related ambulance attendances and the level of deprivation at the call out location, with a ninefold difference in the number of attendances between the most and least deprived areas. 42% of violence related ambulance attendances were in the most deprived areas in Yorkshire and the Humber and only 5% in the least deprived area.

Child in Need Assessments

It is possible to build a picture of the health-related risk factors for violence faced by vulnerable children by looking at information from Child in Need assessments performed by Local Authority Children's Services. The following table shows the health characteristics of children in West Yorkshire identified at assessment. Domestic violence is clearly a major concern in West Yorkshire, as it is in the rest of England, being present in around 50% of all assessments performed in West Yorkshire. Substance use issues and problems with mental health also appeared as significant problems.

Totals add to more than 100% because more than one risk factor may be present at assessment.

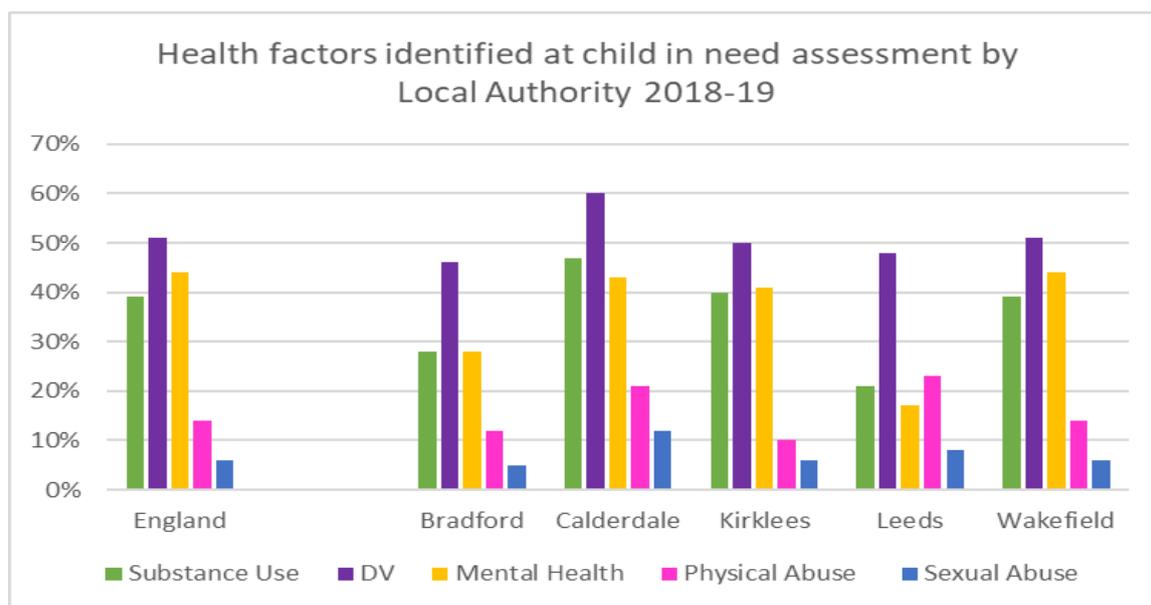


Figure 18: health factors identified at assessment¹³

Additionally, the Children's Commissioner for England¹⁴ notes that over half of children sentenced in the youth criminal courts have been subject to Child in Need arrangements. This statistic indicates that there is an opportunity to intervene earlier for these children at risk.

¹³ <https://www.gov.uk/government/statistics/characteristics-of-children-in-need-2018-to-2019>

¹⁴ <https://www.childrenscommissioner.gov.uk/wp-content/uploads/2020/12/cco-injustice-or-in-justice.pdf>

Child Protection Plans

By looking at the rate of children subject to a Child Protection Plan, it is possible to gain insight into the amount of children in West Yorkshire who may be at higher risk of engaging in violence in the future. A Child Protection Plan is put in place when a child is regarded to be suffering, or likely to suffer significant harm. As per figure 19 below, the rate of children on a Child Protection Plan was higher in Bradford, Calderdale and Wakefield than the average rate for England.

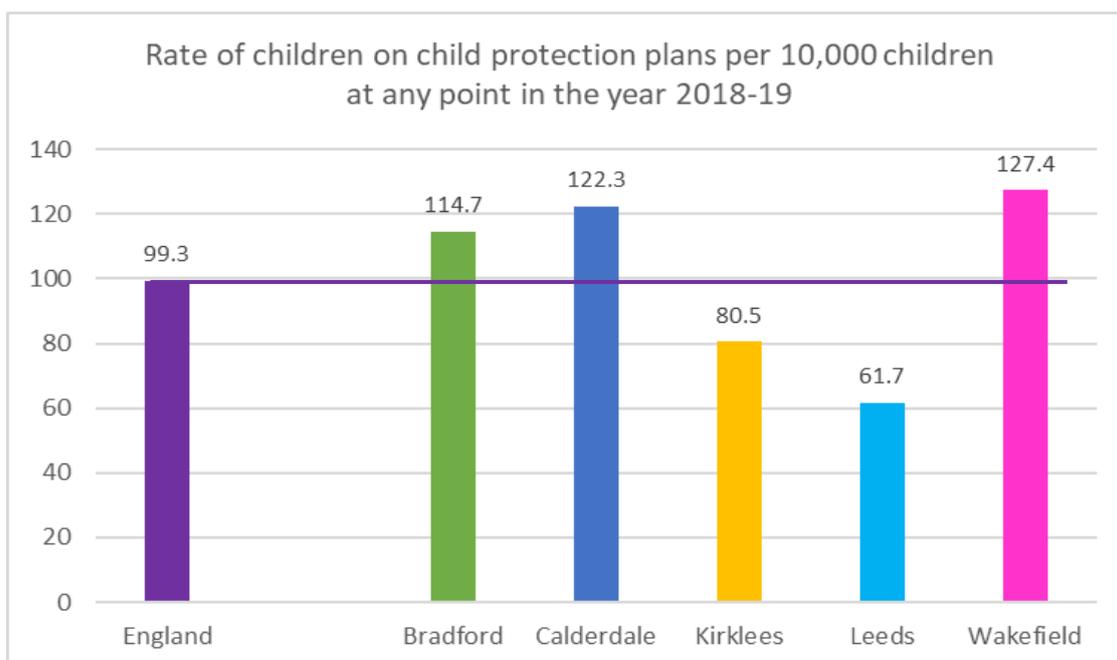


Figure 19: Rate of children on Child Protection Plans¹⁵

Substance Use

The association between alcohol and violence is well established and well documented, with the Institute of Alcohol Studies¹⁶ finding that alcohol is thought to play a part in around half of all violent crimes. UK Government research¹⁷ indicates that higher levels of alcohol use amongst young people are associated with weapon carrying. Increased use of alcohol and other drugs are also positively related to exposure to Adverse Childhood Experiences¹⁸. In addition, ONS data from December 2020 indicates that around 1 in 5 young people in England and Wales had taken an illicit drug in the year to March 2020, equating to approximately 1.3 million young people¹⁹.

¹⁵ <https://www.gov.uk/government/statistics/characteristics-of-children-in-need-2018-to-2019>

¹⁶ http://www.ias.org.uk/uploads/pdf/Women/bs_alcohol_violence.pdf

¹⁷ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/819840/analysis-of-indicators-of-serious-violence-horr110.pdf

¹⁸ <https://youngminds.org.uk/media/1547/ym-addaction-briefing.pdf>

¹⁹ <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/drugmisuseinenglandandwales/yearendingmarch2020#drug-misuse-in-england-and-wales-data>

All five districts in West Yorkshire had a higher percentage of regular drinkers at age 15 than the national average of 6.2%. Notably, Calderdale and Wakefield recorded the highest rates of young regular drinkers of alcohol at 8.5% and 9.8% respectively.

This pattern is largely repeated when looking at binge drinking, recorded as the percentage of children at age 15 who have been drunk within the last four weeks. Calderdale and Wakefield recorded 17.8% and 21% respectively, though Bradford came in under the national average at 11.1%. The national average on this measure is 14.6%, as demonstrated in the table below.

Percentage who have been drunk in the last 4 weeks at age 15 2014/15 Proportion - %

Area	Recent Trend	Count	Value	95% Lower CI	95% Upper CI
England	-	-	14.6	14.4	14.8
CA-West Yorkshire	-	-	-	-	-
Wakefield	-	-	21.0	18.7	23.3
Calderdale	-	-	17.8	15.6	19.9
Leeds	-	-	16.0	13.9	18.2
Kirklees	-	-	14.6	12.6	16.6
Bradford	-	-	11.1	9.3	12.8

Source: What About YOUth (WAY) survey 2014/15

Figure 20: percentage of children who have been drunk in the last 4 weeks at age 15

A review of ambulance attendance data referred to previously indicates that 27% of ambulance attendances were deemed as associated to alcohol and 17% of hospital admissions.

The percentage of children in West Yorkshire at age 15 who have ever tried cannabis was broadly consistent with the national average of 10.7%, though percentages were slightly higher in Calderdale (13.2%) and Leeds (12.7%), with Wakefield and Kirklees being lower at 8.6% and 9.3%.

Percentage who have ever tried cannabis at age 15 2014/15 Proportion - %

Area	Recent Trend	Count	Value	95% Lower CI	95% Upper CI
England	-	-	10.7	10.6	10.9
CA-West Yorkshire	-	-	-	-	-
Calderdale	-	-	13.2	11.3	15.2
Leeds	-	-	12.7	10.7	14.8
Bradford	-	-	10.7	8.9	12.5
Kirklees	-	-	9.3	7.7	11.0
Wakefield	-	-	8.6	6.9	10.2

Source: What About YOUth (WAY) survey 2014/15

Figure 21: Percentage who have tried cannabis at age 15

The estimated prevalence of opiate and crack cocaine use in West Yorkshire appears as a concern in the data. Dame Carol Black's 2020 review of drugs in the UK indicated that use of these substances is associated with increased levels and severity of

violence²⁰. In West Yorkshire, the estimated prevalence of opiate and crack use is 11.5 per 1000 of the population. The figure for England is 8.9. Of note, the estimated prevalence in Wakefield was 14.1 and in Bradford 14, with both Calderdale and Leeds also registering higher than average rates at 10.8 and 10.7 respectively.

Hospital admissions due to substance use amongst young people (aged 15-24) in West Yorkshire were broadly similar to the national average of 83.1 per 100,000 young people, though Wakefield did record a higher rate of hospital admissions at 110.1 per 100,000.

Deaths from drug misuse are higher in West Yorkshire than the rest of England, with Wakefield recording almost twice the national average and both Leeds and Bradford also having significantly higher rates of death through drug misuse as per the table below.

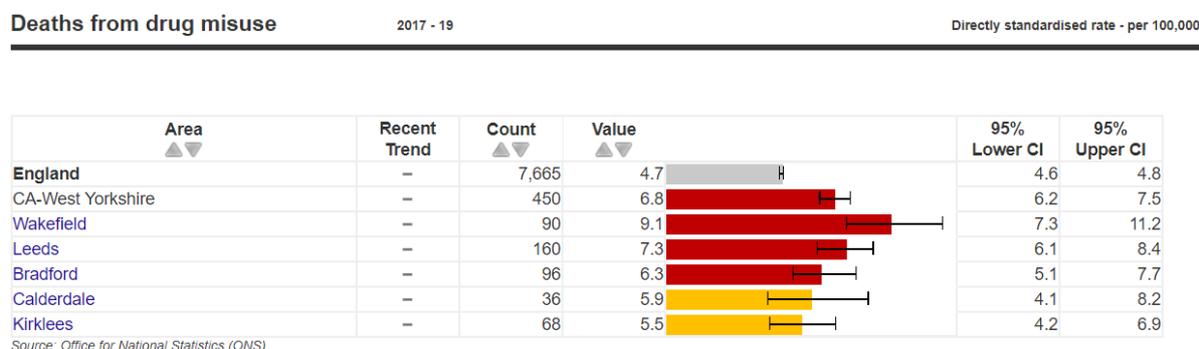


Figure 22: Deaths from drug misuse in West Yorkshire

Mental Health

The relationship between mental health and violence is complex. According to Public Health England, people with mental health problems are four times more likely to be victims of violence than those not experiencing mental health difficulties²¹. PHE also found that women with anxiety disorder are over four times more likely to experience domestic abuse and that women with depressive disorder are over two times more likely than women without a mental illness to experience domestic abuse.

Higher levels of mental health problems than the national average are evident in West Yorkshire. All five local authorities within West Yorkshire have a higher prevalence of mental health disorders than the England average.

²⁰

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/882953/Review_of_Drugs_Evidence_Pack.pdf

²¹

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/480942/Disability_and_domestic_abuse_topic_overview_FINAL.pdf

Area	Recent Trend	Count	Value	95% Lower CI	95% Upper CI
England	-	7,609,582	16.9*	16.2	18.0
CA-West Yorkshire	-	-	-	-	-
Bradford	-	79,406	19.5*	18.4	21.0
Wakefield	-	50,719	18.3*	17.5	19.6
Leeds	-	115,382	18.2*	17.3	19.5
Kirklees	-	62,729	18.0*	17.2	19.3
Calderdale	-	29,214	17.4*	16.6	18.6

Source: APMS

Figure 23: Estimated prevalence of common mental disorders (% of populations aged 16 & over)

In addition, there are thought to be significant numbers of children experiencing mental health disorders in West Yorkshire. Data from NHS Digital indicates that in Leeds there are nearly 14,000 children with a mental health disorder, with Bradford following closely at over 12,000.

Area	Recent Trend	Count	Value	95% Lower CI	95% Upper CI
England	-	-	-	-	-
CA-West Yorkshire	-	-	-	-	-
Leeds	-	13,892	13,892	13,037	14,858
Bradford	-	12,341	12,341	11,584	13,195
Kirklees	-	8,753	8,753	8,216	9,359
Wakefield	-	6,154	6,154	5,777	6,581
Calderdale	-	4,067	4,067	3,818	4,347

Source: NHS Digital

Figure 24: Estimated number of children & young people with mental disorders (aged 5 to 17)

Between March and April 2020, the Centre for Mental Health surveyed parents, practitioners, children and young people in Bradford and Craven about their experience of mental health support. Nearly half agreed that it was difficult for a young person to access support when they first experienced mental health issues. BME children were significantly (20%) less likely than all children to report that they knew where to go for help if they, or a friend, experienced a mental health problem. Meanwhile, three-quarters of parents reported that it had been difficult to access support for their children, and two-thirds had found it difficult to access support for their child in a crisis. Professionals were even more damning: 76% felt that it was difficult for 4-16 year olds to access support for identified mental health needs, and 72% felt that it was difficult for them to access support in a crisis.

According to the survey responses, the primary unmet mental health needs in Bradford and Craven include the emotional impact of social isolation and poverty; the impact of adverse childhood experiences; SEN and neurodevelopmental needs; support for young adults; support for children in care; and support for BME young people, who are being held back by stigma and a lack of culturally competent provision.

As the Centre for Mental Health have pointed out, Bradford and Craven have a lower CAMHS acceptance rate than the national average. Partly for this reason, Bradford

City CCG is listed as the second worst performing CCG in the Children's Commissioner's report on the state of children's mental health services. Calderdale CCG is also within the bottom 20 (out of 195).

Research also has shown how unmet mental health needs increase young people's vulnerability to gang membership and exploitation.

Gang membership	Exploitation
<p>Research on the mental health needs of young people who join gangs has shown that young people with poor mental health are more likely to join gangs – and that in turn, gang membership exacerbates pre-existing mental health issues. Many of the risk factors for gang membership overlap with the risk factors for poor mental health, including socioeconomic disadvantage, histories of abuse or neglect, low self-esteem and substance misuse. As a result, one review concludes, <i>“it is vital that we learn to live with the juxtaposition that gang members are violent individuals and also vulnerable victims, and that the current one-dimensional perception that gang members are merely violent perpetrators is amended. There is a real need for both their perpetrator and victim positions to be taken in to account by justice and/or health systems.”</i></p>	<p>In 2015, SafeLives analysed the characteristics of a hundred young people who were either experiencing or at risk of child sexual exploitation (CSE). 89% of these young people had mental health issues, and 64% had a history of self-harm. For many of these young people, poor mental health was likely linked to childhood adversity and trauma; 63% had been exposed to domestic abuse in their childhood home, and 60% had experienced neglect or abuse themselves.</p> <p>Similarly, children in care are disproportionately likely to experience CSE or child criminal exploitation (CCE). This reflects emotional and psychological needs which have not been met, and a history of isolation and (perceived) rejection. Again, both CCE and CSE exacerbate mental health needs as well as reflecting them.</p>

Disability

Disability is also considered to be a risk factor for becoming a victim of a violent crime. Public Health England^[1] found that disabled people are significantly more likely to be threatened with violence, be physically abused, be sexually assaulted by intimate partners or strangers and experience higher levels of physical, sexual, emotional and financial domestic abuse than people without disabilities.

In the year ending March 2019, the Crime Survey for England and Wales^[2] found that:

- Around 1 in 7 (14.1%) disabled adults aged 16 to 59 years experienced domestic abuse, compared with 1 in 20 (5.4%) non-disabled adults.
- Disabled women were more than twice as likely to have experienced domestic abuse (17.3%) than non-disabled women (7.0%).

Additionally, in the three years ending March 2018:

- 3.7% of disabled adults aged 16 to 59 years experienced any sexual assault (including attempts), compared with 1.9% of non-disabled adults.

[1] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/480942/Disability_and_domestic_abuse_topic_overview_FINAL.pdf

[2] <https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/disability/bulletins/disabilityandcrimeuk/2019#main-points>

- Disabled women were almost twice as likely to have experienced any sexual assault in the last year (5.7%) than non-disabled women (3.0%).

Disabled people are also more than twice as likely to be unemployed than non-disabled people and a higher proportion of disabled people live in poverty than non-disabled people.^[3]

The picture of disability in West Yorkshire is difficult to precisely determine however. Commissioned research between the West Yorkshire VRU, Crest Advisory and the West Yorkshire and Harrogate Health Care Partnership investigating links between inequalities and violence will provide greater insight for future iterations of the West Yorkshire VRU Strategic Needs Assessment.

An initial interim report has been produced by Crest Advisory, which sheds some light on the relationship between health inequalities and violence/exploitation. The literature review that was undertaken showed that young people who grow up in deprived areas are more likely to experience childhood adversity and trauma, which are in turn linked to violence and exploitation.

The academic literature and published data also show that health inequalities affect young people's access to early intervention. Children from low-income families, children from ethnic minority backgrounds and children who have experienced neglect or abuse do not always get the support they need.

Also, they have found that young people and the professionals who support them view intergenerational health inequalities, unmet mental health needs and wider determinants of health (poverty, disengagement from education, lack of job opportunities) as significant drivers of violence and exploitation in West Yorkshire.

Summary

- There is a clear link between levels of deprivation and hospital admissions and ambulance attendances
- Health-related risk factors for violence can be identified at an early stage through Child in Need assessments and Child Protection Plans
- Domestic abuse in particular is a major concern for children in West Yorkshire
- Early onset substance use is a risk factor for violence in West Yorkshire, as is the prevalence of heroin and crack use
- West Yorkshire has higher than average levels of mental health disorders in both young people and the wider community, indicating the potential for increased victimisation of violence

Recommendations

- Evidence presented in this section suggests that the children who go on to become involved in violent offending can be identified at an early stage, with

^[3] <https://www.scope.org.uk/media/disability-facts-figures/>

regular opportunities for intervention, suggesting that primary violence prevention activities may be of significant benefit

- A continued and vigorous focus on addressing domestic abuse in West Yorkshire is clearly signposted by the data
- A continued focus on alcohol and illicit substance use harm reduction education for young people in the region is indicated by the data in order to both reduce demand and minimise the harm caused by violence
- Innovative and novel approaches to addressing the use of heroin and crack in West Yorkshire should be considered. The success of the Heroin Assisted Treatment scheme in Middlesbrough²² is a potential model for West Yorkshire for stabilising treatment-resistant users who are prolific offenders
- Measures to improve the mental health of young people and the wider community may be of benefit in reducing victimisation of violent crime
- Further research into the relationship between disability and violence in West Yorkshire is required to inform potential future interventions

Education

Engagement in full time, quality education is a strong protective factor against the risk of a young person becoming involved in serious violence. Numerous national reports cite exclusion from mainstream school a trigger point for children becoming at risk of serious harm. The Children's Commissioner for England²³ has presented extensive evidence linking exclusions with gang involvement, stating that young people are more likely to be targeted for county line activities. In recent research into vulnerable teenagers, the Commissioner identified three points in life when all interviewees felt their lives went wrong: waiting for mental health services, going missing and being excluded from school.

Engagement with education needs to start from an early age, with parents and care givers demonstrating an active interest in their child's education and social relationships and children feeling connected to their schools.

School readiness at the end of Reception

The following table indicates the percentage of children achieving a good level of individual development at the end of the Reception year. While the percentages of children achieving this standard are trending up, all five Local Authority Areas in West Yorkshire have a lower percentage of children displaying school readiness than the average for England. Notably, only around two-thirds of children in Leeds (66.4%) achieve a good level of development at the end of reception. This statistic indicates that a third of children in Leeds are beginning their school life at a disadvantage and

²² <https://www.cleveland.pcc.police.uk/how-can-we-help/community/heroin-assisted-treatment-hat/>

²³ <https://www.childrenscommissioner.gov.uk/wp-content/uploads/2020/12/cco-injustice-or-in-justice.pdf>

as such may encounter more difficulties and find the school experience more challenging than their peers.

School readiness: percentage of children achieving a good level of development at the end of Reception 2018/19 Proportion - %

Area	Recent Trend	Count	Value	95% Lower CI	95% Upper CI
England	↑	458,847	71.8	71.7	71.9
CA-West Yorkshire	-	-	-	-	-
Wakefield	↑	2,939	70.8	69.4	72.2
Calderdale	↑	1,886	70.5	68.7	72.2
Kirklees	↑	3,679	69.7	68.5	70.9
Bradford	↑	5,214	68.0	66.9	69.0
Leeds	↑	6,499	66.4	65.5	67.3

Source: Department for Education (DfE), EYFS Profile: EYFS Profile statistical series

Figure 25: School readiness: % of children achieving a good level of development at the end of reception

In addition, the percentage of children achieving at least the expected level in communication and language skills in West Yorkshire is slightly below the average for England in general, apart from Calderdale. These figures again indicate that children with underdeveloped communication skills may experience more difficulties at school. The figures are displayed in the following table.

School readiness: percentage of children achieving at least the expected level in communication and language skills at the end of Reception

2018/19

Proportion - %

Area	Recent Trend	Count	Value	95% Lower CI	95% Upper CI
England	↑	525,072	82.2	82.1	82.3
CA-West Yorkshire	-	-	-	-	-
Calderdale	→	2,237	83.6	82.2	85.0
Wakefield	↑	3,411	82.2	81.0	83.3
Bradford	↑	6,243	81.4	80.5	82.3
Leeds	↑	7,934	81.1	80.3	81.8
Kirklees	→	4,249	80.5	79.4	81.6

Source: Department for Education

Figure 26: School readiness: % of children achieving at least the expected level in communication and language skills at the end of reception

This is an important point to note; research from Sheffield Hallam University²⁴ indicates that around 60% of young people engaged with youth justice services have speech, language and communication needs. This data correlates with figures provided by Wakefield Youth Offending Team, who found that up to 80% of young people in their service had difficulties with speech, language and communication.

Whilst further research is needed in order to confirm, it may be that the children starting their school careers with deficits in communication skills go on to be same children who become engaged with youth justice services as they become teenagers. As such, it follows that the earlier identification of communication issues is

²⁴ https://shura.shu.ac.uk/10341/2/Bryan%20-%20JDLC_paper_amends%20march%20%2015.pdf

an area that could benefit from both further research and intervention design to improve outcomes.

Attainment 8 scores

Further along the educational journey of a child, schools are awarded an Attainment 8 score. This is based on how well pupils at Key Stage 4 (years 10-11, ages 14-16) have performed in eight core subject areas, including English, maths and sciences. Again most of West Yorkshire performs poorly on this measure, with only Calderdale recording a score slightly above the average for England. This metric suggests that having started their school career at a disadvantage, children in West Yorkshire do not make up this disadvantage, but instead continue to achieve lower levels of attainment compared to their peers in the rest of England as they progress.

Average Attainment 8 score 2018/19 Mean - Score

Area	Recent Trend	Count	Value	95% Lower CI	95% Upper CI
England	-	25,225,530	46.9	46.8	47.0
CA-West Yorkshire	-	-	-	-	-
Calderdale	-	110,901	48.5	47.8	49.4
Leeds	-	339,189	46.4	46.0	46.9
Kirklees	-	223,282	45.4	44.8	45.9
Wakefield	-	147,950	45.1	44.5	45.8
Bradford	-	293,837	43.3	42.8	43.8

Source: Department for Education

Figure 27: Average Attainment 8 score (Key stage 4 Performance in 8 core subject areas)

GCSE achievement

Moving further along the educational pathway to those aged 16 to 17 undertaking GCSE examinations, West Yorkshire has an overall lower percentage of children achieving 5 GCSE's at grades A* to C (including English and Maths) than the average for England.

This average figure for West Yorkshire masks some differences within the county however, with Bradford (45.8%) and Leeds (51.9%) achieving a significantly lower score than the national average whereas Wakefield (57.1%), Calderdale (58.2%) and Kirklees (56.3%) return figures above the national average. Interestingly however, the higher levels of attainment found in Calderdale at earlier educational stages did not translate to the same difference at GCSE level.

Area ▲▼	Recent Trend	Count ▲▼	Value ▲▼		95% Lower CI	95% Upper CI
England	-	315,795	56.6		56.4	56.7
CA-West Yorkshire	-	12,917	52.6*		51.9	53.2
Calderdale	-	1,394	58.2		56.2	60.2
Wakefield	-	1,987	57.1		55.4	58.7
Kirklees	-	2,737	56.3		54.9	57.7
Leeds	-	3,898	51.9		50.8	53.0
Bradford	-	2,901	45.8		44.6	47.0

Source: Department for Education (DoE)

Figure 28: GCSE Achievement across West Yorkshire at 5x A*-C grades including English & maths)

Social, emotional and mental health needs

Moving beyond educational attainment, the percentage of secondary school age pupils with social, emotional and mental health needs is higher in West Yorkshire than in the rest of England. Of the local areas, Bradford had the highest percentage of children with these needs at 3.05%, with Kirklees, Leeds and Wakefield also having higher than average percentages at 2.34%, 2.58% and 2.57% respectively.

School pupils with social, emotional and mental health needs: % of school pupils with social, emotional and mental health needs (Secondary school age)

2018

Proportion - %

Area ▲▼	Recent Trend	Count ▲▼	Value ▲▼		95% Lower CI	95% Upper CI
England	-	75,431	2.31		2.30	2.33
CA-West Yorkshire	-	3,793	2.57*		2.49	2.66
Bradford	-	1,175	3.05		2.89	3.23
Leeds	-	1,204	2.58		2.44	2.73
Wakefield	-	503	2.57		2.36	2.81
Kirklees	-	630	2.34		2.17	2.53
Calderdale	-	281	1.78		1.59	2.00

Source: Department for Education special educational needs statistics <https://www.gov.uk/government/statistics/special-educational-needs-in-england-january-2018>

Figure 29: Percentage of secondary school aged pupils with social, emotional and mental health needs

Special needs and learning difficulties

In terms of the percentage of children with special educational needs, West Yorkshire at 12% was comparable with the average for England (12.3%).

In terms of learning difficulties however, West Yorkshire (42.7 per 1000) has a higher rate of children with learning difficulties known to schools than the average for England (33.9 per 1000). Notably, Bradford and Calderdale had elevated rates at 54.4 and 51.5 per 1000 children.

Area	Recent Trend	Count	Value	95% Lower CI	95% Upper CI
England	-	296,080	33.9	33.8	34.0
CA-West Yorkshire	-	16,833	42.7*	42.0	43.3
Bradford	-	5,644	54.4	53.0	55.8
Calderdale	-	1,947	51.5	49.3	53.8
Leeds	-	4,939	38.8	37.8	39.9
Kirklees	-	2,593	37.4	36.0	38.8
Wakefield	-	1,710	30.3	28.9	31.8

Source: Department for Education statistical collections: Special Educational Needs, local authority tables <https://www.gov.uk/government/collections/statistics-special-educational-needs-sen>

Figure 30: Number of children with learning disabilities known to schools in West Yorkshire

Exclusions

In recognising the importance of education inclusion during the production of the Violence Reduction Unit's 2019/20 Strategic Needs Assessment, a research specification was put out to tender to conduct a standalone piece of research in this area. Now working with Crest Advisory to explore the impact of school exclusions (and other attendance factors) on a young person's vulnerability to serious violent crime, we have begun to identify and analyse data and insight held by local agencies and from published data sets.

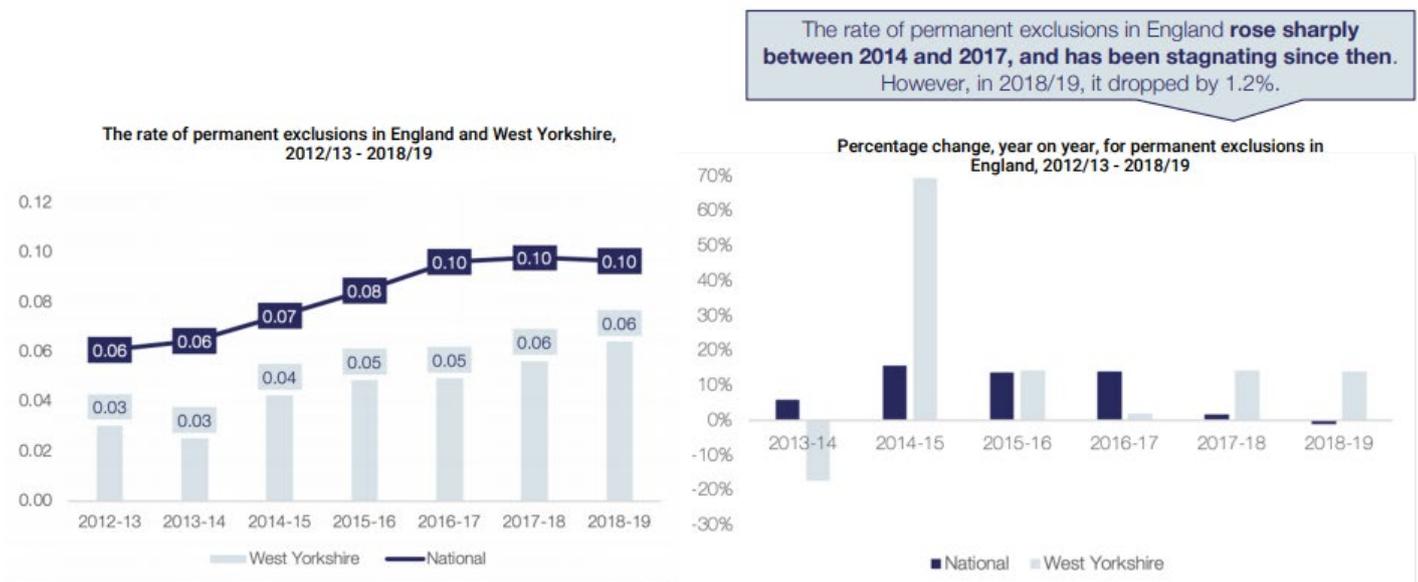


Figure 31: Rate of permanent exclusions in England & West Yorkshire

The above data²⁵ shows that in West Yorkshire, as across the UK more generally, the rate of exclusions has increased over the past five years. However, the rate in West Yorkshire is below the national average.

²⁵ <https://explore-education-statistics.service.gov.uk/find-statistics/permanent-and-fixed-period-exclusions-in-england>

In contrast to the rate of permanent exclusions, the rate of fixed-term exclusions is higher in West Yorkshire than it is nationally. This is despite a general increase in the rate between 2012/13 and 2018/19. Though there is relatively little evidence about the impact of fixed-term exclusions in the UK, longitudinal US studies show that suspensions cumulatively increase a young person's risk of arrest and are one of the most significant risk factors for homicide offending.

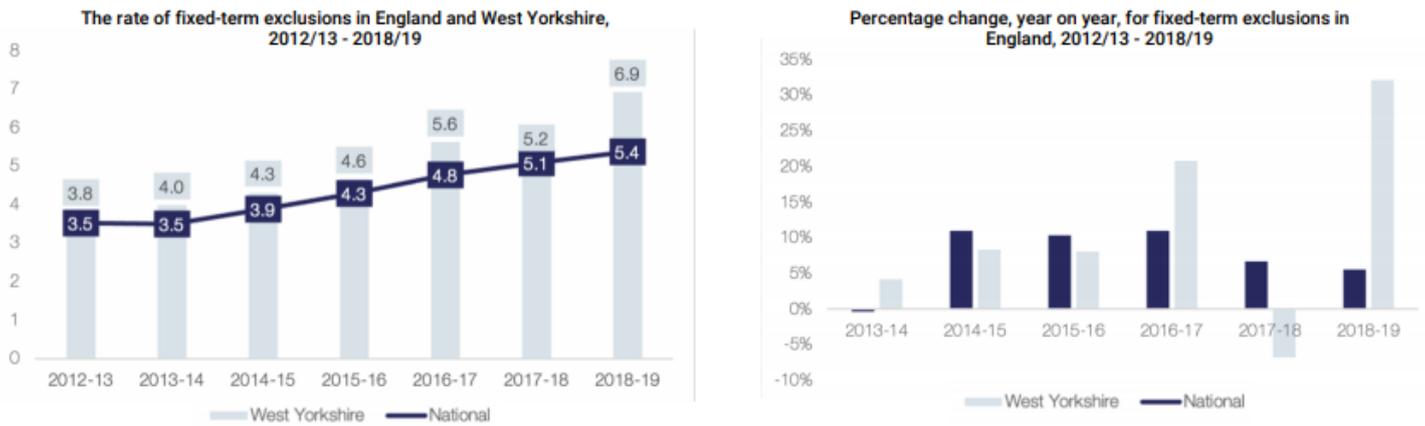


Figure 32: Rate of fixed-term exclusions in England & West Yorkshire

When breaking down the permanent and fixed-term exclusions rate per Local Authority area, Wakefield stands out for having a higher rate of permanent exclusions and fixed-term exclusions than each other area. When comparing Wakefield to national rates, in 2018/19, the rate of permanent exclusions in Wakefield was 68% higher than the rate nationally. In the same year, the rate of fixed-term exclusions in Wakefield was more than double (176%) than the rate nationally.

Leeds, on the other hand have consistently had the lowest number of permanent exclusions in West Yorkshire, with 8, 6 and 11 in the last 3 years respectively, putting their numbers well below the national average. Their fixed-term exclusion rates are much more consistent with the regional and national average²⁶.

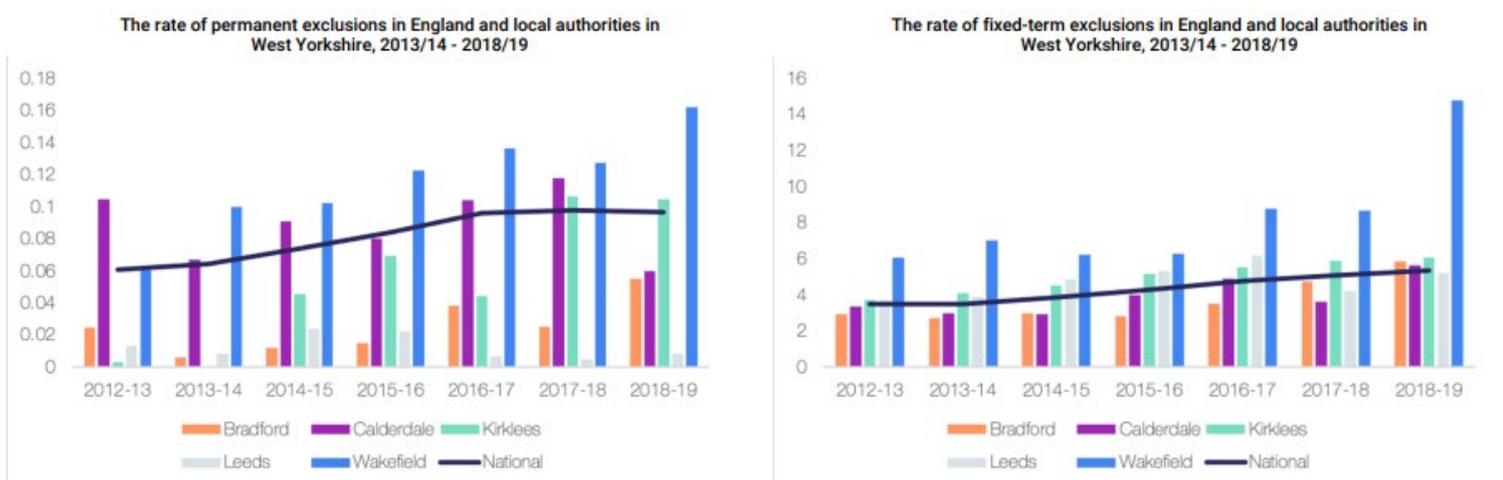


Figure 33: Rate of permanent exclusions in England & West Yorkshire local authorities

²⁶ <https://explore-education-statistics.service.gov.uk/find-statistics/permanent-and-fixed-period-exclusions-in-england>

Exploring local strategy in Leeds, we see the development of Area Inclusion Partnerships (AIP). These are partnerships of schools in 5 areas of the city, holding budgets to support inclusion and Social, emotional & mental health (SEMH) needs linked to challenging, disruptive or disturbing behaviours, across the schools in that area. All schools, including academies can access support from their AIP. Leeds also saw the closure of Pupil Referral Units across the city during 2016.

In the next stage of the VRUs Education Inclusion research, Crest Advisory will take a deeper look into why Wakefield has such disproportionately high rates of exclusions and look to the practices in Leeds where the AIPs have been set up and there are no longer any Pupil Referral Units (PRUs). In order to achieve this, Crest will hold stakeholder interviews with partners and conduct a bespoke survey aimed at school-aged children.

With regards to the reasoning for fixed-term exclusions and permanent exclusions in both England and West Yorkshire, the top 5 reasons are the same: Persistent Disruptive Behaviour, Physical Abuse, Verbal Abuse, Other and Drugs/Alcohol. There has been a steady rise in persistent disruptive behaviour as a reason behind fixed term exclusions. Between 2012/13 and 2018/19, the percentage went from 28% to 42%.²⁷ A new category will soon capture those who are excluded for having weapons / similar articles in their possession.

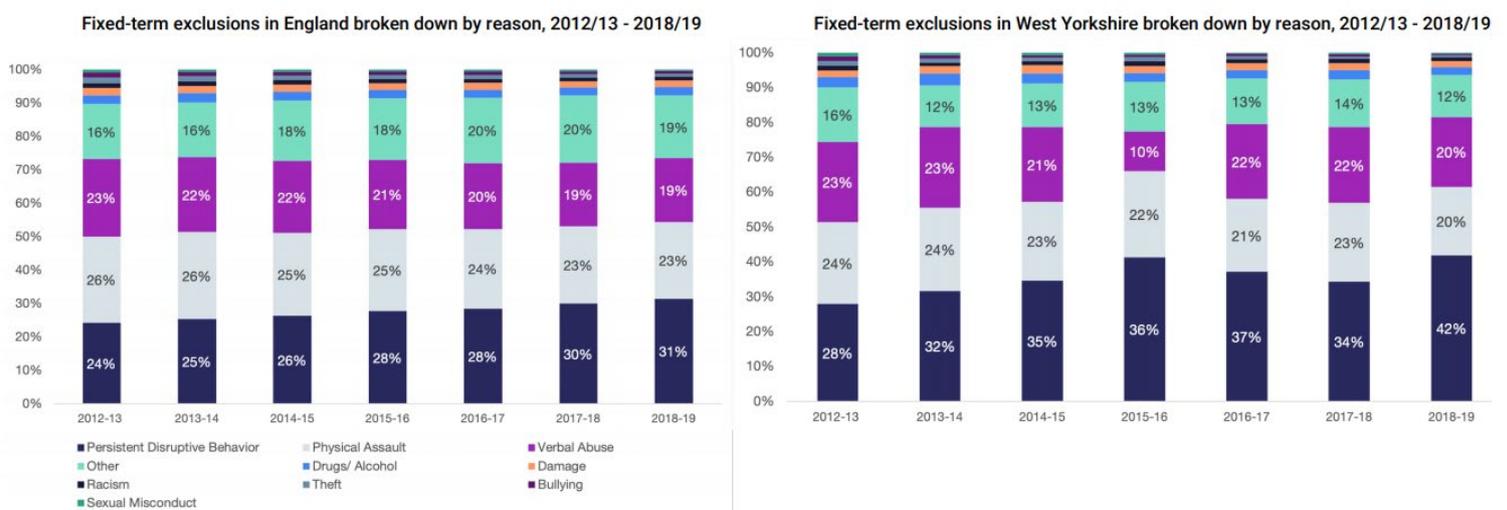


Figure 34: Rate of fixed-term exclusions in England & West Yorkshire local authorities

²⁷ <https://explore-education-statistics.service.gov.uk/find-statistics/permanent-and-fixed-period-exclusions-in-england>

Location	Most common reason(s) for exclusions	
	Fixed Period Exclusions	Permanent Exclusions
England	Persistent disruptive behaviour – 31.46%	Persistent disruptive behaviour – 35.23 %
Bradford	Persistent disruptive behaviour – 30.79%	Persistent disruptive behaviour - 23.64 % Physical assault against an adult – 21.82 %
Calderdale	Other – 28.96% Persistent disruptive behaviour – 27.27%	Other – 36.36% Persistent disruptive behaviour – 27.27% Physical Assault against an adult – 27.27%
Kirklees	Persistent disruptive behaviour – 27.17% Verbal abuse or threatening behaviour against an adult – 22.09%	Physical Assault against a pupil – 23.94% Persistent disruptive behaviour – 22.54%
Leeds	Persistent disruptive behaviour – 44.43%	Drug and alcohol related – 27.27%
Wakefield	Persistent disruptive behaviour – 59.52%	Persistent disruptive behaviour – 36.05%

When looking at exclusions per ethnic group the rate of permanent exclusion is consistently higher for Black pupils compared to majority White and Asian pupils. There does appear to be a similar pattern in West Yorkshire, but the numbers are small.²⁸

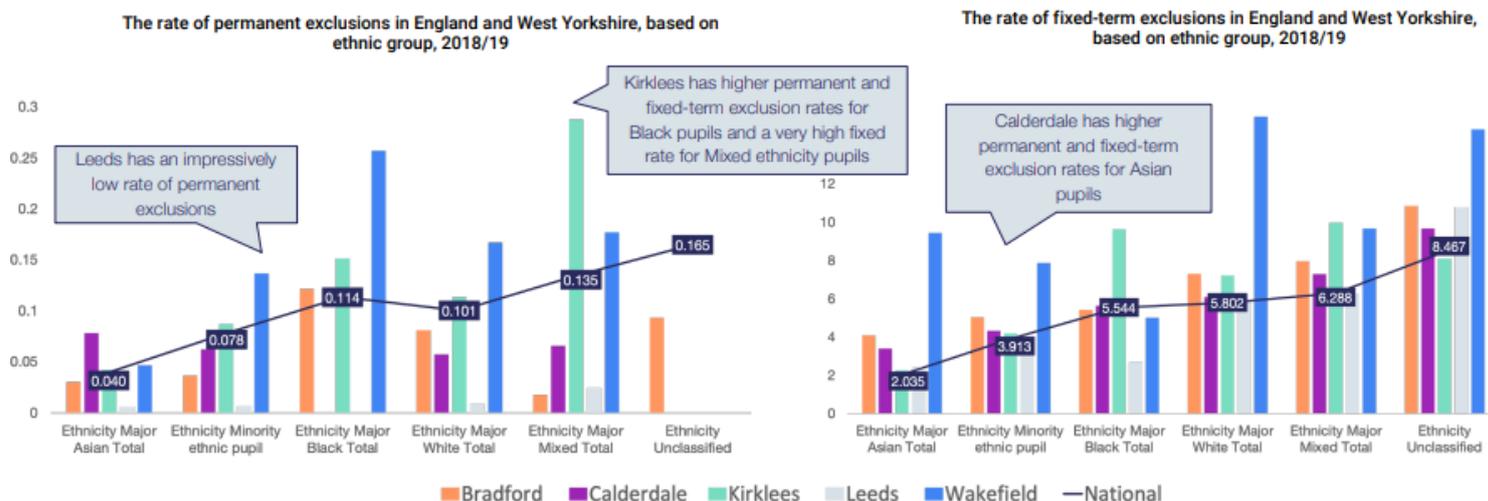


Figure 35: Rate of permanent exclusions in England & West Yorkshire based on ethnic group

²⁸ <https://explore-education-statistics.service.gov.uk/find-statistics/permanent-and-fixed-period-exclusions-in-england>

There is a clear trend between those with Special Educational Needs provisioning (SEN) receiving exclusions. Firstly, comparing SEN exclusions in West Yorkshire and England, the rate of exclusions based on SEN provisioning is higher nationally for permanent exclusions, but lower for fixed-term exclusions. Secondly, a disproportionate amount of pupils with SEN provisioning get excluded. In West Yorkshire, this disproportionality is worse than it is nationally.²⁹

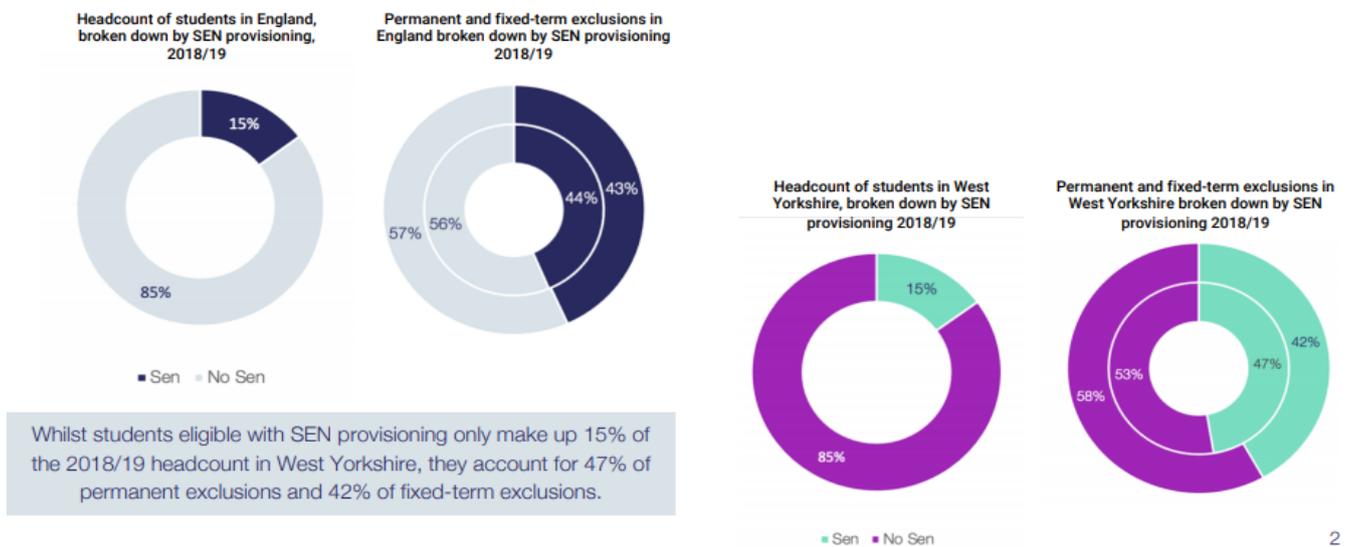


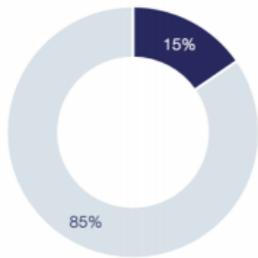
Figure 36: Breakdown of SEN provisioning in England and West Yorkshire

A similar level of disproportionality exists when considering pupils who are eligible for free school meals. Considering figures nationally, in 2018/19, the rate of permanent and fixed-term exclusions for pupils eligible for Free School Meals (FSM) was more than 3x the rate for pupils not eligible. For pupils eligible for FSM, the rate of exclusions has risen by 68.8% for permanent exclusions and 64.6% for fixed-term exclusions between 2012/12 and 2018/19. Comparing England and West Yorkshire, the rate of exclusions (permanent and fixed-term) based on FSM eligibility is generally higher in West Yorkshire than it is nationally. Again, similarly to the SEN figures, there is a disproportionate amount of pupils eligible for FSM who get excluded. In West Yorkshire, this disproportionality is worse than it is nationally.³⁰

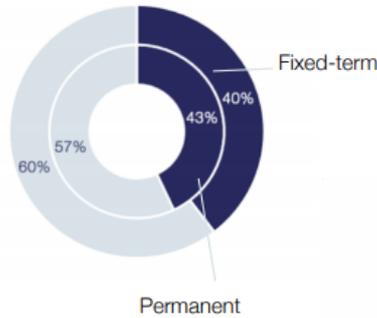
²⁹ <https://explore-education-statistics.service.gov.uk/find-statistics/permanent-and-fixed-period-exclusions-in-england>

³⁰ <https://explore-education-statistics.service.gov.uk/find-statistics/permanent-and-fixed-period-exclusions-in-england>

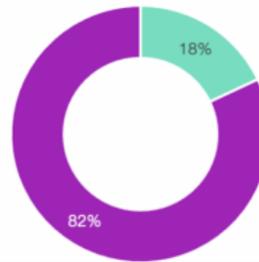
Headcount of students in England, broken down by FSM eligibility, 2018/19



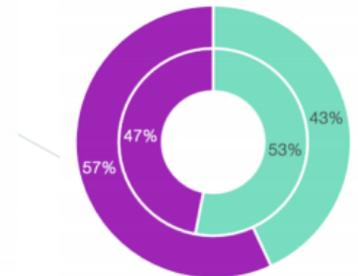
Permanent and fixed-term exclusions in England broken down by FSM eligibility, 2018/19



Headcount of students in West Yorkshire, broken down by FSM eligibility, 2018/19



Permanent and fixed-term exclusions in West Yorkshire broken down by FSM eligibility, 2018/19



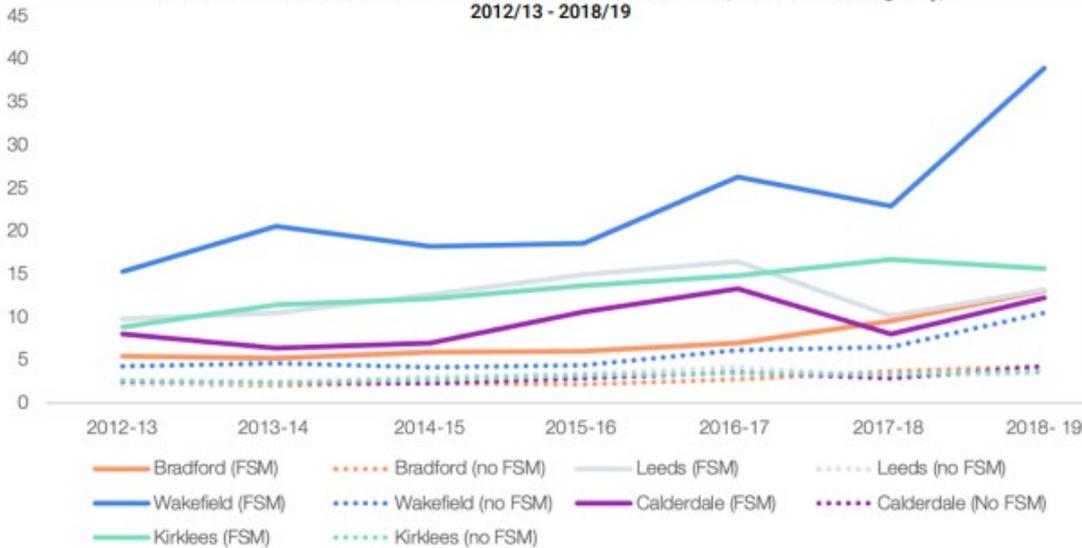
Eligible for FSM Not Eligible for FSM

Whilst students eligible for free school meals only make up 18% of the 2018/19 headcount in West Yorkshire, they account for 53% of permanent exclusions and 43% of fixed-term exclusions.

Figure 37: Breakdown by FSM eligibility in England and West Yorkshire

Within West Yorkshire, Wakefield clearly had the highest rate of fixed-term exclusions for pupils based on their eligibility for FSM.

Rate of fixed-term exclusions in local authorities in West Yorkshire, based on FSM eligibility, 2012/13 - 2018/19



In 2018/19, Wakefield had a fixed-term exclusion rate of 39% and 10.5% for pupils eligible for FSM and pupils not eligible for FSM, respectively. In comparison, the national fixed-term exclusion rate was 13.76 and 3.83.

Figure 38: Fixed-term exclusion rates in West Yorkshire by FSM eligibility

In 2019, Graham et al. carried out a literature review on the characteristics that left children especially vulnerable to exclusion. SEN and ethnicity (both covered above) were identified, as well as poverty, low attainment, bullying, poor relationships with teachers, trauma and difficulties at home. They also identified negative and positive influences on the inclusion of children with these vulnerabilities, which are highlighted below.³¹

Negative influences on educational inclusion

- Rigid school structure which focuses solely on academic performance; punitive behavioural policy**
- Low expectations and/or explicit prejudice from teachers**
- Teachers overreact to misbehaviour from GRT and Black Caribbean children**

Positive influences on educational inclusion

- Positive school ethos where staff understand the reasons for challenging behaviour**
- Pupils feel that they 'belong' and have strong relationships with school staff**
- Students and families are supported; early intervention is in place for those who need it**

Pupil absence

West Yorkshire has higher overall levels of pupil absence than the average for England, with Bradford having the highest levels of absence at 5.42% in a worsening trend. Calderdale has the lowest rate of pupil absence in the region at 4.52%, better than the national average.

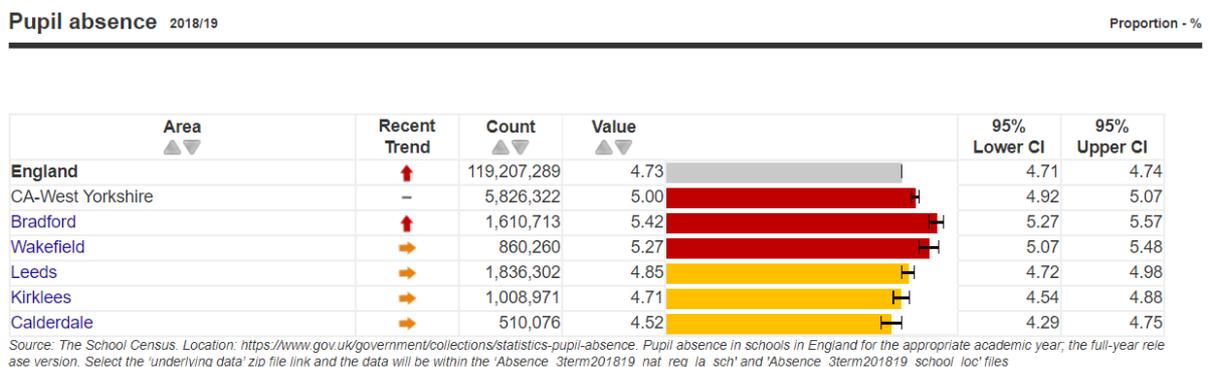


Figure 39: Pupil Absence rates in West Yorkshire

Young people not in education, training or employment

Within West Yorkshire, data to March 2020 shows West Yorkshire (4.7%) has a lower proportion of 16 to 17 year olds who are not in education, employment or training than the average for England (5.5%). This average figure masks significant differences

31

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/800028/Timpson_review_of_school_exclusion_literature_review.pdf

within West Yorkshire however, with Leeds in particular at 7.2%, as well as Wakefield (5.8%) having figures higher than the national average. Bradford is similar to the England average at 4.6%, but Calderdale and Kirklees had relatively lower percentages of NEET young people at 3% and 3.1%.

Whilst these percentages appear low, to put them into context they equate to around 2,680 young people across West Yorkshire not in education, employment or training.

Whilst at age 16 this averages at around 95% engaged, at 17 this falls to around 89%. At 17years old, the gender split becomes wider with 91% of females engaged and 87% of males.

Children in Care

Children in care are 13 times more likely to be criminalised than their peers who grow up in the family home.³² Again the majority of areas in West Yorkshire have a higher rate of children in care than the average for England.

Children in care 2019

Crude rate - per 10,000

Area	Recent Trend	Count	Value	95% Lower CI	95% Upper CI
England	↑	78,150	65	65	66
CA-West Yorkshire	-	-	-	-	-
Wakefield	↑	610	84	77	90
Bradford	↑	1,160	82	77	86
Leeds	→	1,290	77	72	81
Calderdale	→	335	73	65	81
Kirklees	→	620	62	57	67

Source: Children looked after in England, Department for Education.

Figure 40: Numbers of children in care in West Yorkshire

Summary and Recommendations

The findings in this section indicate that in general, children in West Yorkshire start their educational life from a lower benchmark than children in the rest of England. This gap continues throughout their school careers up to GCSE level, potentially indicating several risk factors for future violence, including low commitment and bonding with school, levels of disengagement and low educational aspirations. These findings also indicate that interventions in this thematic area may be most effective if targeted at children of a younger age, given that it appears that educational disadvantage starts at pre-school age.

³² <https://www.childrenscommissioner.gov.uk/wp-content/uploads/2020/12/cco-injustice-or-in-justice.pdf>

Working with schools to reduce school exclusions also appears to be an area of promise. Variations within the county indicate that Leeds appears to have a system that minimises educational exclusion and as such may provide a model for the other four areas of West Yorkshire to look to in order to begin reducing exclusions.

West Yorkshire also performs poorly when compared to the rest of England on every other metric included in this Needs Assessment, suggesting that investment in measures to reduce school absence and young people NEET, as well as improving the response to children with SEMH needs would be of benefit in reducing the potential for violence.

The Children's Commissioner for England³³ indicates that around 10% of schools are responsible for 88% of school exclusions nationally. Our early research on the impact of school exclusions indicates differences on a local authority level in West Yorkshire. There is an opportunity to map exclusions even further, to an individual school level, in order to see if there are individual educational providers that disproportionately exclude their students. Initiatives to then support these schools to retain students could then be implemented.

Technology and social media

The links between social media and youth violence have attracted increasing academic and professional interest in recent years³⁴. As well as the association with violence 'in real life', a number of impacts on young people involved with aggressive behaviour online have been identified, including potential negative implications for future education and employment. The impacts of social media on young people are being recognised at a national level, with the UK Government announcing the introduction of new legislation for tech firms to take additional steps to protect their users³⁵.

Locally, 2020 research by the University of Huddersfield and the five Youth Offending Teams of West Yorkshire found strong evidence that some young people's problematic social media activity – such as displaying and provoking hostility and violence – acts as a driver for some 'in real life' violent offending in West Yorkshire. The researchers found that nearly 1 in 4 (23.44%) cases in the study were directly related to a young person's prior social media use. Of the cases identified as related to social media use, the majority were related to acts of violence. Typically, disputes online were found to escalate to the point where physical fights would occur.

³³ <https://www.childrenscommissioner.gov.uk/wp-content/uploads/2020/12/cco-injustice-or-in-justice.pdf>

³⁴ https://cdn.catch-22.org.uk/wp-content/uploads/2017/01/Social-Media-as-a-Catalyst-and-Trigger_Exec-Summary.pdf

³⁵ https://www.gov.uk/government/news/uk-leads-the-way-in-a-new-age-of-accountability-for-social-media?utm_medium=email&utm_source=govdelivery

“Typical online communication factors can often induce a toxic online disinhibition effect: as social media provides anonymity, invisibility, social distance and hence a lack of eye contact, this results in a lowering of behavioural inhibitions in the online environment”

The University of Huddersfield also state that their findings most likely underestimate the true extent to which social media drives violent offending amongst young people. A qualitative component to this research found that of all the young people interviewed, half reported getting into physical fights as a result of their online actions. The University of Huddersfield research also found that the most popular social media apps have intrinsic design features that act to drive online hostility and aggression.

Cohen and Felson's Routine Activity Theory³⁶ suggests that for a crime to occur, three elements must converge – a motivated offender, a suitable target and the absence of a capable guardian (such as a parent, teacher, shop security and so on). Applying this theory to the online space, it can be argued that there is an inherent lack of a capable guardian providing oversight of the online activity of young people.

Summary

- Social media is an emerging and important vector in driving violence amongst young people in particular
- The lack of distinction and blurring of the rules between online and 'in real life' interactions appears to contribute to aggression, provocation and violence

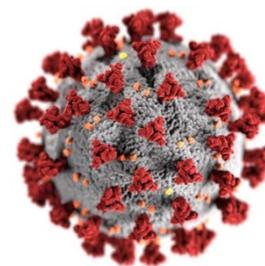
Recommendations

- Professionals working with young people should be provided with up-to-date training on the current social media landscape, in order for professionals to feel comfortable in recognising and responding to developing problems online.
- Organisations should have an active presence online and develop practices to engage with young people displaying risky behaviours and aggression on social media.
- A digital media strategy should be developed targeted towards parents and carers, emphasising the importance of supervision and oversight of young people's activity online. The fast moving nature of the online space means that any messaging strategy needs to be continuously reviewed and updated to keep pace with evolutions in the social media landscape.
- The University of Huddersfield is developing an intervention for young people based on their West Yorkshire-specific research is due for completion by the end of 2020. This could be incorporated alongside other measures of prevention, oversight and legislation.

³⁶ Cohen, L. and Felson, M. 1979. Social Change and Crime Rate Trends: A Routine Activity Approach. *American Sociological Review*, 44(4), 588-608.

5.0 Impact of COVID19

The COVID19 pandemic has presented all parts of society with a range of unprecedented challenges. The virus has led to a dramatic loss of human life and placed huge strain on our health system, the economy and society.



The economic and social disruption is devastating; with the biggest drop in GDP on record – with England having the fastest increase in benefit claimants on record with the gap between the wealthiest and poorest in our society widening.

As with many other diseases, COVID-19 has a more severe impact on vulnerable groups, including older people, people with disabilities, ethnic minorities and those living in deprived areas, of which there are many within West Yorkshire.

With hospital admissions high, we saw cancellations to non-emergency and elective care, which has, and will continue to result in loss of lives and years of healthy life.

The self-reported mental health and wellbeing of the population worsened during the pandemic. Adults experienced high anxiety levels and low happiness levels in the week immediately preceding the first national lockdown and the 2 following weeks. Prevalence for both indicators was more than double the average for 2019. Prevalence for both these has since declined but has generally remained above 2019 levels up to the week of the 4 Oct 2020.

Schools closed their doors on 23rd March other than to those children whose parents were keyworkers or those who were classed as vulnerable; albeit the uptake on vulnerable children attending during this period was low. Whilst children stayed at home to keep safe, this ultimately will mean that many will fall behind with their education - a key factor that this needs assessment draws upon as a protective factor. Not only will they miss out on the learning, but they have been removed from the support services they had at school.

The pandemic has impacted on healthy behaviours, with children out of school less likely to be as physically active, have much longer screen time, have irregular sleep patterns and less favourable diets.

COVID-19 has also impacted the finances of many households, with many parents & carers finding themselves out of work or furloughed causing additional strains on the household. The financial pressures can result in food insecurity with increased use of foodbanks seen across West Yorkshire and school closures impacting on the 1.7 million children in the UK entitled to free school meals.

In keeping isolated away from the virus, many children are at increased risk of abuse in their homes and online as potential groomers and abusers seek to take advantage of the situation.

Within West Yorkshire, we have seen the stress of illness, confinement and financial strain exacerbate volatile family situations leading to an increase in incidences of domestic abuse and an increase in the number of children recorded as present and witnessing it, which we already know to be an adverse childhood experience. Locally

we have also seen big increases in calls to domestic abuse helplines, increasing demand on linked services.

Even prior to COVID-19, the criminal justice system was struggling³⁷ with charge rates low against a back drop of rising crime. Court timeliness was also getting worsening³⁸ with offence to completion timelines having increased by 23 per cent between 2010 and 2018, and reoffending rates remaining stubbornly high with over a quarter of all offenders reoffending.

As an already struggling justice system, having to adapt to operating at an even more limited capacity due to the ongoing situation with the pandemic has taken its toll with increased backlogs in courts and people waiting longer on remand, evoking the doctrine of 'justice delayed is justice denied'.

West Yorkshire VRU Response

Across the VRU and WY&H IPHP a COVID-19 Reset and Response Network was established, drawing in over 40 stakeholders from across private, public and third sector to share learning and practice, develop strategies and maintain delivery where possible, to address the changing needs in relation to violent crime. The aims of the group were:

- Contribute towards the reduction in violent crime during the COVID-19 pandemic and consider the long term impact of the pandemic in relation to violent crime
- Understand and respond to the changing needs, challenges (and potential opportunities) facing the population across West Yorkshire
- Bringing together partners to understand existing datasets relating to the impacts of the COVID-19 pandemic on violent crime
- Utilise the evidence-base to review our approach to reducing violent crime within the current climate
- Identify further areas of support for individuals at risk of violent crime
- Remain focused on the existing key preventable risk factors for reducing violent crime considering the wider determinants of health and a focus on reducing health inequalities
- Share good practice and where appropriate deliver at scale across the partnership to ensure our population have access to the support they need.
- Consider the wider community assets and support for the workforce that can contribute towards reducing violent crime.

The Reset and Response Network was received positively across the partnership and recently evolved into the Improving Population Health reducing violence group looking at a programme of thematic areas with initial focus on developing a plan for 'what good looks like' in ensuring West Yorkshire has a healthy and prosperous night time economy.

³⁷ <https://www.crestadvisory.com/post/is-swift-and-certain-justice-really-the-road-to-success-for-the-cjs>

³⁸ <https://www.crestadvisory.com/post/covid-19-and-the-criminal-justice-system>

Impacts on Delivery

Across delivery within West Yorkshire, due to the closure of schools and youth groups during the pandemic and the removal of all those not mandatory for operational effectiveness within locations such as custody suites and in prisons, much of the VRU's programme of delivery was impacted, with funded projects and initiatives unable to deliver services as originally intended. Many have been able to dynamically adapt, delay delivery, reshape projects and review goals as local restrictions have changed.

The pandemic has also affected the intended delivery plan of the Knowledge Hub with partners under pressure within their own organisations to adapt to delivery, not having capacity to explore data sharing and co-production. Indeed, this Needs Assessment has been adapted; rather than looking at the period since the previous Needs Assessment, a greater period has been covered; this ensures that the response strategy considers issues from both a pre pandemic point of view as well as the position in which we currently find ourselves. In taking this approach, we can ensure the priorities reflect those that we see 'here and now' as well as those we can expect to see because of the changed pandemic landscape.

Not all changes driven by the pandemic are seen negatively however, with the move from working in offices and attending meetings in person over to 'agile' working and the embrace of technology appearing to be permanent. These changes highlight the possibility of some aspects of the justice system becoming increasingly streamlined and hence more efficient.

6.0 Violent Crime Problem Profile

The Appendices provided with this Strategic Needs Assessment provide the Home Office definitions of each crime type.

In providing a summary overview of trends, a 20-month comparison has been used from August 17 – March 2019 against April 2019 to November 2020.

- Hospital admissions for assault with a sharp object are down 7.4% across West Yorkshire. Looking at just those under 25 years of age the reduction is 20%.
- Non Domestic Homicides are down 18.9% across the board, but with an increase in youth victims (up from 11 to 12, with 2 victims each in Bradford, Calderdale & Kirklees and 5 in Leeds).
- Crimes involving a sharp implement are down across West Yorkshire (11.7%), including when focussing on youth victims (16.7%). All districts have seen a reduction with the exception of Wakefield where a 6.1% increase was noted or 16.1% increase when looking at youth victims.
- Robberies where a knife/sharp implement is used in the commission of an offence are down 25.4% across West Yorkshire with a focus on Kirklees where they have reduced by an impressive 44.7%. Wakefield is the only district again to see an increase where knife enabled robbery increased by 6% against the general population or 27.3% against youth victims.
- Most serious violence fell by 4.1% across West Yorkshire, with a 9.4% decrease in Bradford. Once more all districts bar Wakefield saw a reduction in most serious violence where the victim was under 25.

For a closer analysis of violence focussing on different areas such as youth crime and knife crime, data from 1st April 2019 have been utilised in order to reflect on levels of criminality both before the pandemic and whilst we are still awaiting full easing of restrictions. This is to ensure that we do not draw conclusions to inform the response strategy for 2020/21 based on a period of pandemic alone where many facets of violence (such as the night-time economy) are adversely affected. Looking back to April 2019 also ensures we look back to when Violence Reduction Units were first being developed.

Given that the comprehensive Needs Assessment from early 2020 provides narrative on crime trends over time, this refresh focuses on providing a positional picture of what crime looked like from the period 1st April 2019 – 31st August 2020 unless otherwise stated.

Where the term Most Similar Group (MSG) is used, this refers to groups of local areas that have been found to be the most similar to each other using statistical methods, based on demographic, economic and social characteristics that relate to crime.

Areas that have similar demographic, social and economic characteristics will generally have reasonably comparable levels of crime.

MSGs are designed to help make fairer and more meaningful comparisons between areas. Police forces operate in very different environments and face different challenges. It can be more meaningful to compare an area with other areas that share similar social and economic characteristics.

West Yorkshire is grouped with:

- South Yorkshire
- Northumbria
- Lancashire
- South Wales
- Greater Manchester
- Nottinghamshire
- West Midlands

Where MSG data is referenced it covers the period from 1st July 2019 to 30th June 2020.

6.1 Knife Crime

During the analysed period, a total of 3,279 knife crime offences were recorded in West Yorkshire. Leeds District accounts for 40% of all offences, Bradford 24% and Kirklees 21%. Wakefield and Calderdale have lower levels at 9% and 7% respectively. The map below indicates the locations of knife crime offences in the region.

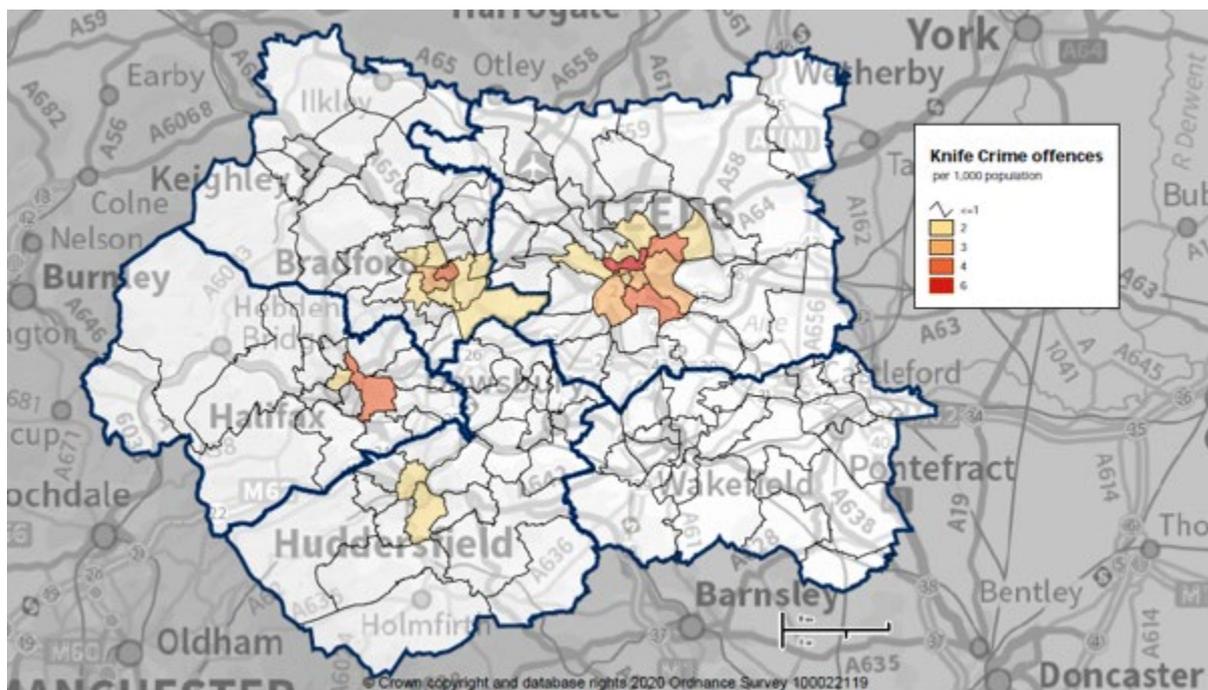
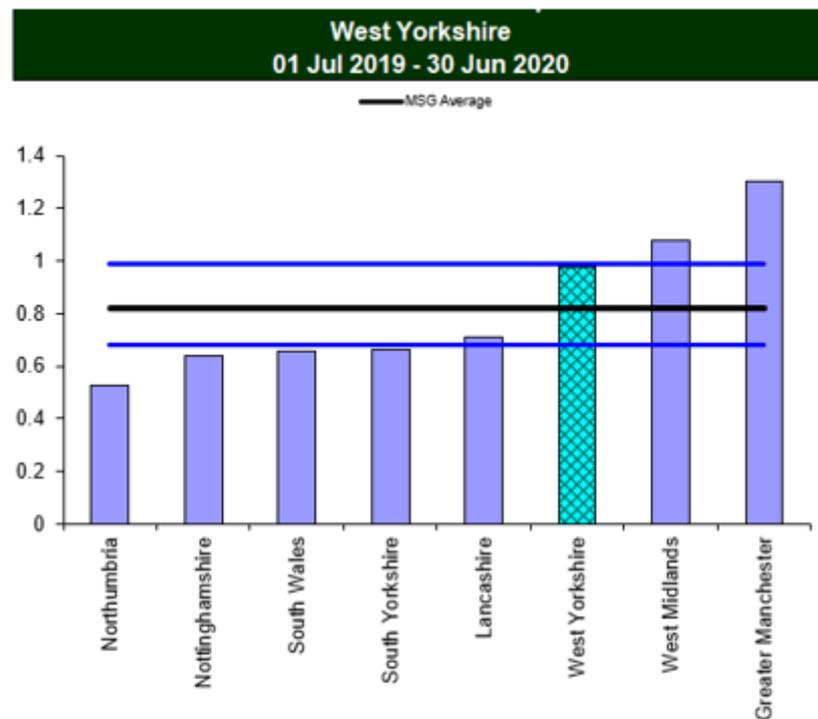


Figure 41: Knife Crime offences per 1,000 population across West Yorkshire LSOAs

The highest prevalence of knife crime is in Leeds (Little London & Woodhouse, Gipton & Harehills and Hunslet & Riverside Wards), followed by Bradford (Inner City Ward) and Calderdale (Town Ward). Most offences occur within an LSOA of high deprivation.

Robbery of Personal Property accounted for nearly 30% of all offences. This was followed by Assault with Injury (23%) and Assault with intent to Cause Serious Harm (21%). Other crime types include Threats to kill, Robbery of Business Property and Rape.

When considering the rate of knife crime per 1000 residents, West Yorkshire has the third highest rate of knife crime amongst its Most Similar Group (MSG) of police force areas.



Force	Crimes / 1000 residents
Northumbria	0.529
Nottinghamshire	0.641
South Wales	0.657
South Yorkshire	0.661
Lancashire	0.708
West Yorkshire	0.979
West Midlands	1.078
Greater Manchester	1.301
MSG Average	0.819

Figure 42: Knife Crime offences per 1,000 population across West Yorkshire



Where an offender was linked to a knife crime offence, 15.6% were aged 20-24 years, a further 14.8% aged 25-29 and 13.5% aged 15-19. Two-thirds of offenders were white, one-third were BAME. Twenty percent of offenders were linked to more than one knife crime offence.



Victims of knife crime are predominantly male (70%). Sixty-nine percent of victims are aged 16-40 years, with a fifth being 31-40 years, and 18% aged 16-20. Recorded victim ethnicities are as follows: White British 72%, BAME 28%.

The tables below break down the age and ethnicity of knife crime victims and offenders in greater detail.



Victim age	M	F
U10	0.4%	0.2%
10-14	3.8%	1.1%
15-19	10.4%	3.0%
20-24	10.6%	4.9%
25-29	10.5%	4.5%
30-34	8.5%	4.2%
35-39	6.3%	3.5%
40-44	5.5%	2.9%
45-49	4.6%	2.6%
50-54	3.4%	1.7%
55-59	1.9%	1.0%
60-64	1.1%	0.4%
65+	1.3%	0.6%

Victim age	White	BAME	Total
U10	0.2%	0.2%	0.7%
10-14	2.3%	0.7%	5.1%
15-19	8.4%	4.0%	13.5%
20-24	11.3%	4.6%	15.6%
25-29	11.4%	4.2%	14.8%
30-34	10.1%	3.2%	12.6%
35-39	7.3%	4.0%	9.7%
40-44	6.7%	2.1%	8.3%
45-49	5.8%	2.3%	7.2%
50-54	3.7%	1.2%	5.1%
55-59	2.2%	0.2%	2.8%
60-64	1.5%	0.1%	1.5%
65+	1.3%	0.8%	1.9%



Offender age	M	F
U10	0.0%	0.0%
10-14	1.7%	0.0%
15-19	26.3%	1.8%
20-24	15.7%	1.3%
25-29	10.7%	1.7%
30-34	13.7%	1.2%
35-39	10.0%	0.5%
40-44	4.7%	0.5%
45-49	5.2%	0.8%
50-54	2.3%	0.5%
55-59	0.7%	0.0%
60-64	0.0%	0.0%
65+	0.5%	0.0%

Offender age	White	BAME	Total Offenders
U10	0.0%	0.0%	0.0%
10-14	1.1%	0.5%	1.7%
15-19	15.6%	12.5%	28.1%
20-24	11.4%	6.1%	17.1%
25-29	9.4%	3.3%	12.4%
30-34	11.4%	3.8%	14.9%
35-39	6.3%	3.6%	10.6%
40-44	3.4%	1.4%	5.2%
45-49	4.3%	1.6%	6.0%
50-54	2.2%	0.5%	2.8%
55-59	0.7%	0.0%	0.7%
60-64	0.0%	0.0%	0.0%
65+	0.5%	0.0%	0.5%

Summary

- West Yorkshire has the third highest rate of knife crime amongst its Most Similar Groups of Police Force areas
- Most offences occur within an LSOA of high deprivation
- The majority of knife crime offenders (26.3%) are males aged 15-19

Recommendations

- Due to the age range of the most frequent offenders being 15-19, earlier intervention, perhaps targeting schools, would aid in reducing these numbers
- Once finalised, roll out Outcome 22 to schools across West Yorkshire.

6.2 Gun Crime

A total of 525 gun crime offences were recorded in West Yorkshire across the analysed period.

Bradford District accounts for 34% of all offences, Leeds 32% and Kirklees 18%. Wakefield and Calderdale have lower levels at 9% and 6% respectively.

The map below indicates the locations of gun crime in West Yorkshire, with the geographic distribution of gun crime offences looking similar to that for knife crime.

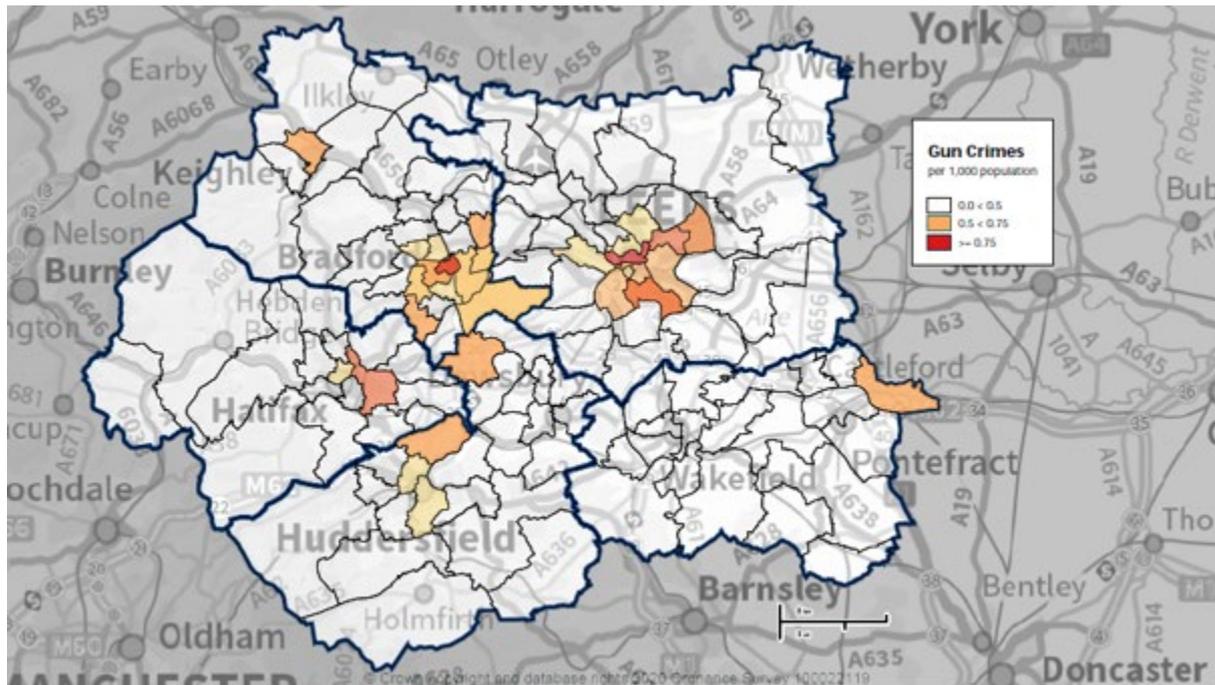


Figure 43: Gun Crimes per 1,000 population across West Yorkshire LSOAs

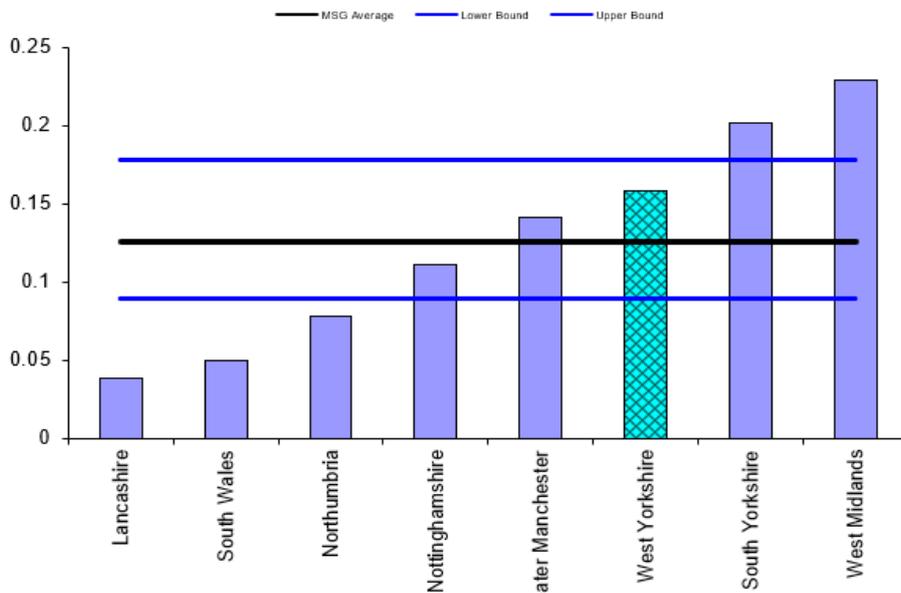
The highest prevalence of gun crime is in Leeds (Little London & Woodhouse Ward) and Bradford (Inner City Ward). There are also high rates in the Gipton & Harehills and Hunslet & Riverside Wards of Leeds and the Town Ward of Calderdale. Again, most offences occur within an LSOA of high deprivation.



Where an offender was linked to a gun crime offence, 94% were male. Of those, 23% were aged 20-24 years, 17% were aged 15-19 and 15% were aged 35-39. The ethnicity of offenders was split 57% White British / 43% BAME and two percent of offenders were linked to more than one gun crime offence.

As with knife crime, when considering the rate of gun crime per 1000 residents, West Yorkshire has the third highest rate of gun crime in the Most Similar Group of police force areas, behind West Midlands and South Yorkshire.

West Yorkshire
01 Jul 2019 - 30 Jun 2020



OFFICIAL SENSITIVE - Provisional data before it is finalised and published by the Office for National Statistics

Rank	Force	Crimes / 1000 residents
1	Lancashire	0.038
2	South Wales	0.049
3	Northumbria	0.078
4	Nottinghamshire	0.111
5	Greater Manchester	0.141
6	West Yorkshire	0.158
7	South Yorkshire	0.202
8	West Midlands	0.229
	MSG Average	0.126

Figure 39: Gun Crimes per 1,000 population across West Yorkshire LSOAs

Victims of gun crime are almost exclusively male (99%). Thirteen percent of victims are aged 25-29 years, 11.7% aged 20-24 years and 11.6% aged 35-39. Recorded victim ethnicities are 65% White and 35% BAME, with the below tables demonstrating these breakdowns.



Victim Age	Victim Gender	
	Male	Female
U25	24.8%	8.1%
25+	40.4%	25.3%

Offender Age	Offender Gender	
	Male	Female
U25	43.4%	2.8%
25+	50.9%	1.9%



Victim Age	Victim Ethnicity		
	White	BAME	Total victims
U25	17.4%	11.4%	33.6%
25+	47.5%	23.4%	65%

Offender Age	Offender Ethnicity		
	White	BAME	Total Offenders
U25	22.4%	22.4%	47.7%
25+	33.7%	20.4%	52.3%

Summary

- West Yorkshire has the third highest rate of gun crime in the Most Similar Group of Police Force Areas.
- Most offences occur within an LSOA of high deprivation
- 94% of gun crime offenders and 99% of victims were male.
- While 15-19 year olds were the most prolific knife crime offenders, those aged 20-24 were the most common offenders in relation to gun crime (23%).

6.3 Domestic Abuse

Domestic Abuse continues to be a significant problem in England and Wales. The National Crime Survey for the year ending March 2020 estimates that around 2.4 million adults experienced domestic abuse³⁹.

Unsurprisingly, this crime type also represents significant challenges in West Yorkshire. During the period 1st April 2019 – 31st August 2020, a total of 75,680 Domestic Abuse crimes were recorded in West Yorkshire. Leeds District accounts for 33% of all offences, Bradford 26% and Kirklees 17%. Wakefield and Calderdale have lower levels at 15% and 9% respectively.

The map below demonstrates the geographic distribution of domestic abuse offences in West Yorkshire, with this crime type being far more widespread than other violent offending in West Yorkshire.

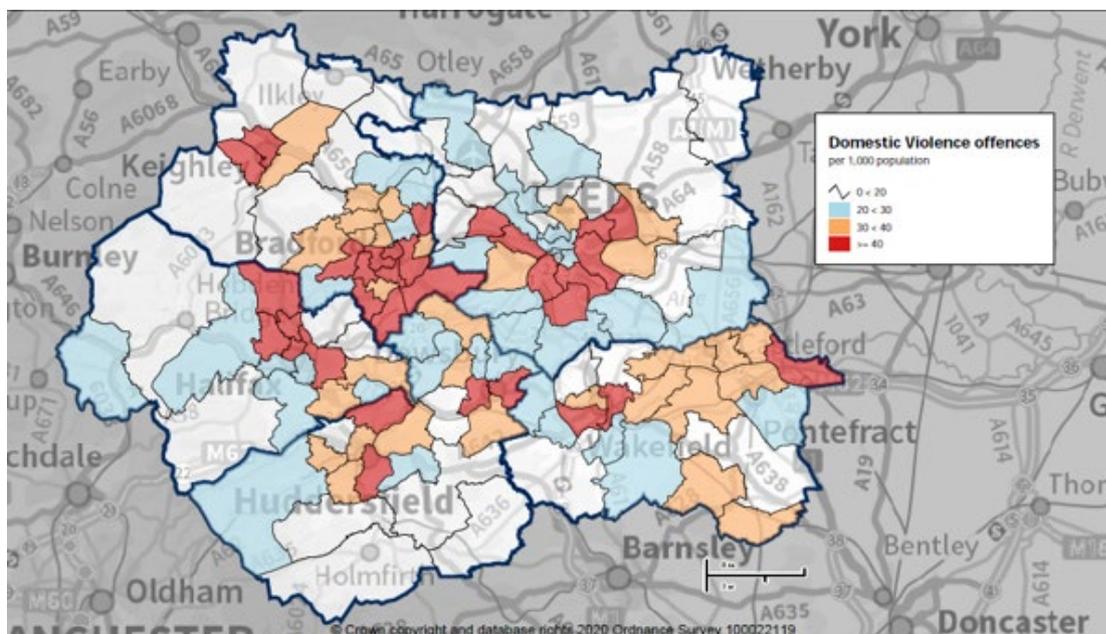


Figure 44: Domestic violence & abuse offences per 1,000 population across West Yorkshire LSOAs



Females account for 75% of victims of Domestic Abuse offences. This proportion has changed in recent years with males now accounting for 25% of victims, up from around 20% in 2015. Nearly two thirds of victims are aged between 20-39 years, with 26-30 year olds accounting for just over a quarter of this age bracket.



Suspects of Domestic Abuse were over three quarters male and, similar to victims, nearly two thirds of suspects were aged between 21 and 40 years, with 26-30 year olds accounting for just under a third of this age bracket.

Recording of self-defined ethnicity is more consistent for suspects than victims with just 10% of suspects having an unknown or not-recorded self-defined ethnicity in comparison to the 53% for victims. Where an ethnicity is recorded, 82% of suspects were white and 18% were BAME. These proportions are in line with the West Yorkshire demographic.

The majority (47%) of Domestic Abuse crimes are assaults. Harassment accounts for a further 31% and criminal damage 4%. Weapons are rarely used in the commission of Domestic Abuse offences – 99.9% of crimes had no weapon recorded.

Domestic Incident Demand – volume by day/hour

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun
0	1,625	1,495	1,416	1,443	1,511	2,043	2,303
1	1,183	1,070	1,066	1,118	1,147	1,696	1,885
2	969	796	798	764	909	1,290	1,454
3	636	629	612	681	682	1,058	1,144
4	521	496	502	508	561	875	850
5	462	471	460	450	523	695	662
6	630	624	606	627	646	665	658
7	1,083	1,138	1,091	1,061	1,077	910	777
8	1,676	1,622	1,617	1,545	1,589	1,210	1,052
9	2,015	2,043	1,910	1,874	1,948	1,656	1,473
10	2,129	2,125	2,019	2,124	2,085	1,912	1,717
11	2,724	2,552	2,455	2,469	2,475	2,327	2,078
12	2,582	2,503	2,379	2,398	2,497	2,243	2,178
13	2,798	2,676	2,569	2,648	2,697	2,296	2,242
14	3,005	2,818	2,844	2,788	2,897	2,424	2,500
15	3,093	2,943	3,027	3,037	3,102	2,607	2,567
16	3,163	2,983	3,159	3,106	3,113	2,634	2,499
17	3,199	3,072	3,078	3,050	3,149	2,579	2,587
18	3,135	2,933	2,894	3,017	3,033	2,684	2,706
19	3,013	2,862	2,834	3,074	2,841	2,847	2,792
20	2,965	2,783	2,822	2,845	2,943	2,655	2,501
21	2,535	2,421	2,386	2,477	2,563	2,552	2,335
22	2,289	2,270	2,159	2,238	2,599	2,741	2,354
23	1,944	1,735	1,798	1,846	2,362	2,493	1,898

Figure 45: Domestic Incident Demand across West Yorkshire by hour/day

The above table is based on the reporting of Domestic Abuse incidents. Incidents data provides a more accurate time picture (day/hour) than can be obtained from crime data. The table shows Domestic Abuse incidents are most often reported between the hours of 3:00pm – 8:59pm Monday to Sunday, with an additional spike

at midnight on Saturdays and Sundays, potentially indicating a correlation with consumption of alcohol and/or illicit drugs.

The Domestic Abuse Bill 2019-2021 continues to progress through Parliament. The overall purpose of this legislation is to raise awareness and understanding of domestic abuse and its impact on victims, further improve the effectiveness of the justice system in terms of providing protection for victims of domestic abuse and bringing perpetrators to justice and strengthen the support for victims of such abuse provided by other statutory agencies. Key provisions include a new statutory definition of domestic abuse, establish a new post of Domestic Abuse Commissioner, introduce new Domestic Abuse Protection Notices (DAPNs), Domestic Abuse Protection Orders (DAPOs) and place the guidance supporting the Domestic Abuse Disclosure Scheme, also known as 'Clare's Law', on a statutory footing. Introduction of these measures will offer significant opportunities to improve the criminal justice system response to domestic abuse victims but could also require significant investment in resources as well as training to ensure effective implementation.

Clare's law 'right to ask' and 'right to know' occurrences increased during lockdown, peaking in July. Examination of 'right to know' figures and disclosures identified that the number of disclosures did not mimic the number of occurrences, suggesting that although more people were asking during lockdown, the amount of these which required a disclosure were much smaller. It is possible that the increase is linked to lockdown restrictions causing couples in new relationships to co-habit earlier than they would ordinarily. This is evident in the reduction of repeat victim and suspect rates which decreased by 1.1% and 5.8% respectively. Calderdale was the only district to record an increase in their repeat victim rates during lockdown. Although this could be construed as being negative, it is in fact a positive as victims were still reporting. Investigation into this identified that as calls for service decreased across the Force, the Calderdale district utilised response officers to conduct checks on their repeat victims, and increasing victim confidence at a time when it was needed the most.

COVID-19 and Domestic Abuse

Whilst the Covid-19 pandemic did not cause domestic abuse, it created a perfect storm of challenges for victims and the services supporting them. The Covid-19 virus, and lockdown measures designed to fight it, gave perpetrators of domestic abuse a tool that they quickly learnt to use for coercion, manipulation and to induce fear. This in turn exposed victims to worsening domestic abuse, whilst restricting their access to support. At the same time, the pandemic created challenges for the domestic abuse teams.

During the pandemic period domestic abuse incidents increased by 3.8%⁴⁰ when compared to the same period the previous year. This increase was amplified to 14-18% by early July. This is potentially linked to 'Super Saturday' when pubs and restaurants re-opened. Interestingly alcohol flagged incidents increased by 93% that

⁴⁰ West Yorkshire Police Domestic Abuse Profile December 2020

Saturday and 208% on the Sunday. They then increased every weekend until the end of July with the 18th July recording a 580% increase in alcohol related incidents.

The positive outcome rate decreased by 2.4% during lockdown to 8.5% and outcome 16 (victim declined to support) increased by 4.3% to 62.5%. It is possible this increase is linked to victims being confined to the house with their abusers and not wanting to pursue a positive outcome in fear of retribution.

Alcohol and drugs both increased as contributory factors in domestics during lockdown although the use of these flags is still likely underused in the crime recording process.

Children were present at more domestic incidents during the pandemic, an anticipated change given the closure of schools. 44% of incidents with a child present involved a repeat victim

Court/CPS data for DA

Crown Prosecution Service data indicates that convictions for Domestic Abuse in West Yorkshire are broadly in line with MSG police force areas, as displayed in the figure below.

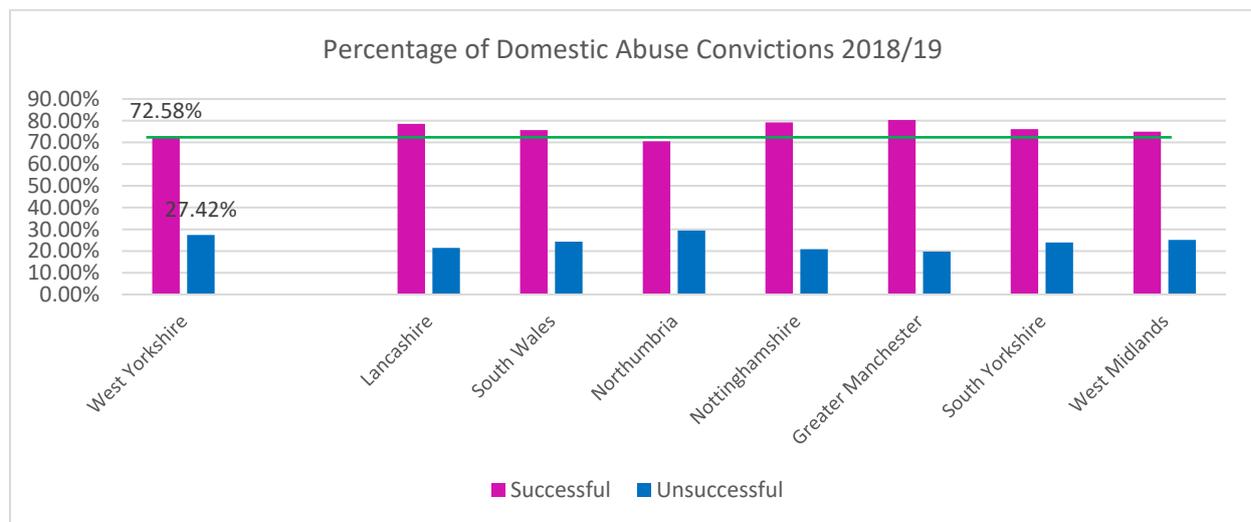


Figure 46: % of domestic abuse convictions across West Yorkshire and MSG group

However, while convictions for Domestic Abuse are in line with similar police force areas, the actual number of convictions recorded for Domestic Abuse offences in West Yorkshire is low – 3187 in 2018/19. In the same period, 71,387 Domestic Abuse offences were recorded. This equates to a conviction rate in West Yorkshire of 4.46%.

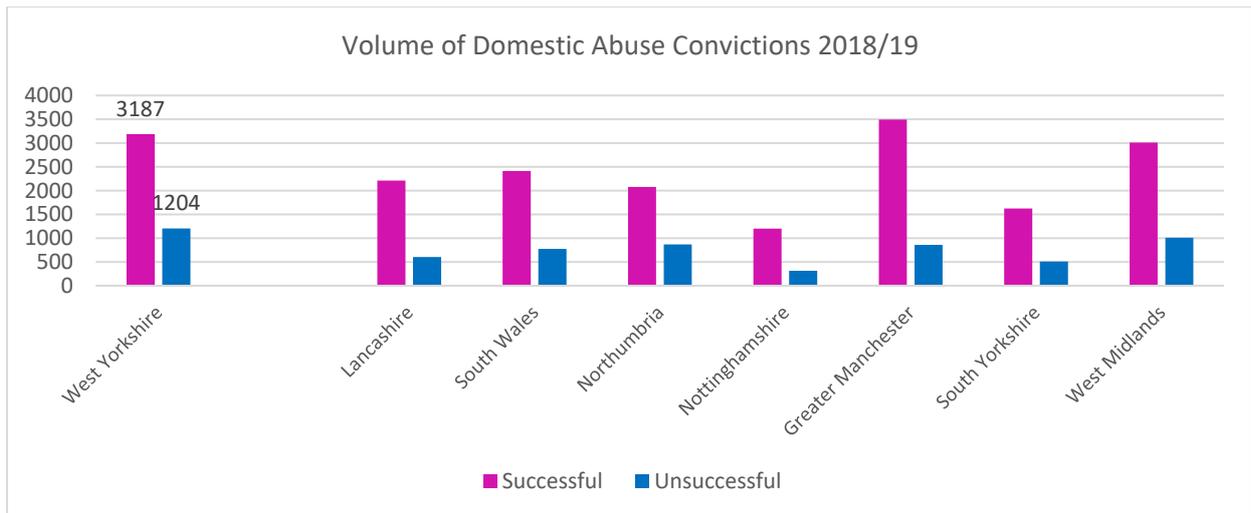


Figure 47: Volume of domestic abuse convictions across West Yorkshire and MSG group

Low rates of conviction for Domestic Abuse offences may contribute to a lack of confidence amongst victims in the police, courts and ancillary services of the criminal justice system, potentially leading to under-reporting and worsening of the problem.

Summary

- Females account for 75% of victims of Domestic Abuse offences. This proportion has changed in recent years with males now accounting for 25% of victims, up from around 20% in 2015. Two thirds of the victims are aged 20-39.
- Suspects were mainly male (75%) and two thirds of perpetrators were aged 21-40.
- Domestic Abuse incidents are most often reported between the hours of 3:00pm – 8:59pm Monday to Sunday, with an additional spike at midnight on Saturdays and Sundays, potentially indicating a correlation with consumption of alcohol and/or illicit drugs.
- COVID has had a significant effect on Domestic Abuse. During the pandemic period domestic abuse incidents increased by 3.8% when compared to the same period the previous year. This increase was amplified to 14-18% by early July.
- Children were present at more domestic incidents during the pandemic, an anticipated change given the closure of schools. 44% of incidents with a child present involved a repeat victim.

Recommendations

- Continue to support VRU programmes that tackle this issue.
- Working with the Health and Housing programme to understand the impact of domestic violence, particularly on households with children and how we can work with partners to respond to this.
- Linking through the West Yorkshire Adverse Trauma and Resilience Programme we will support the information and intelligence picture in order to inform interventions to build resilience and reduce adversity.

6.4 Violence with Injury

During the period 1st April 2019 – 31st August 2020, a total of 4,409 Violence with Injury crimes were recorded in West Yorkshire. Leeds District accounts for 35% of all offences, Bradford 26% and Kirklees 16%. Wakefield and Calderdale have lower levels at 14% and 9% respectively.

The following map shows violence with injury offences per 1,000 population with a key hotspot in each district.

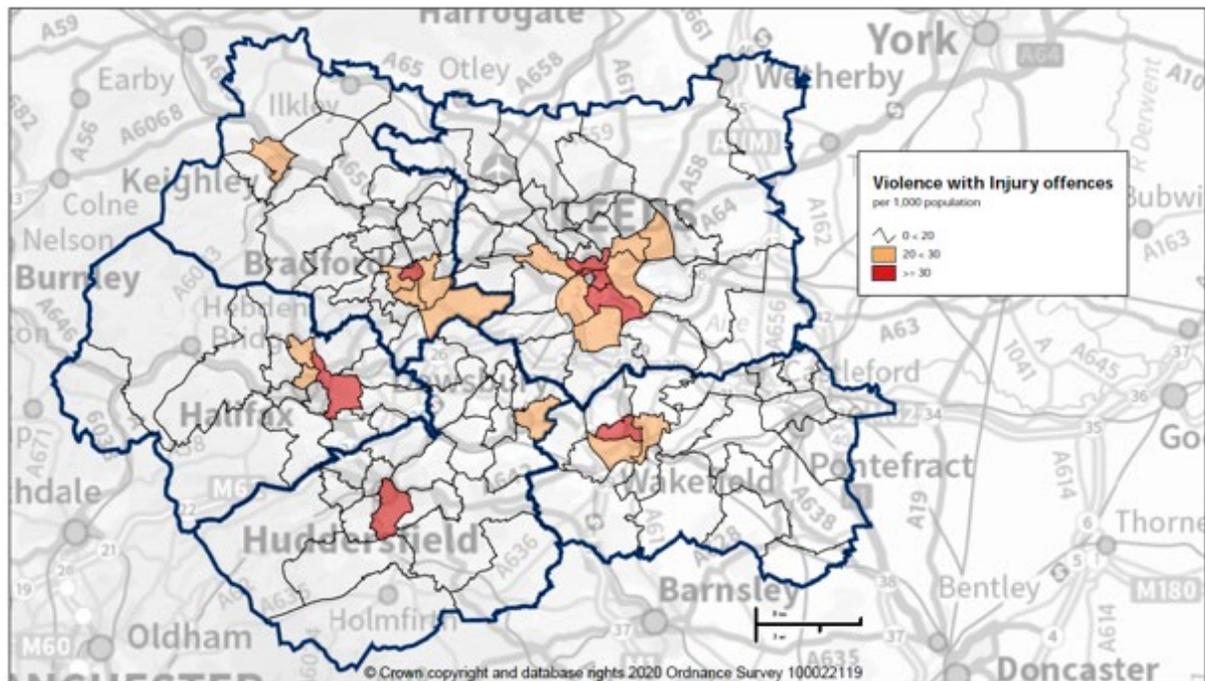


Figure 48: Violence with Injury offences per 1,000 population across West Yorkshire and MSG group

Looking at all violence with injury offences using cumulative crime severity scores (where the most harm is recorded) Leeds stands out much more as a high harm city.

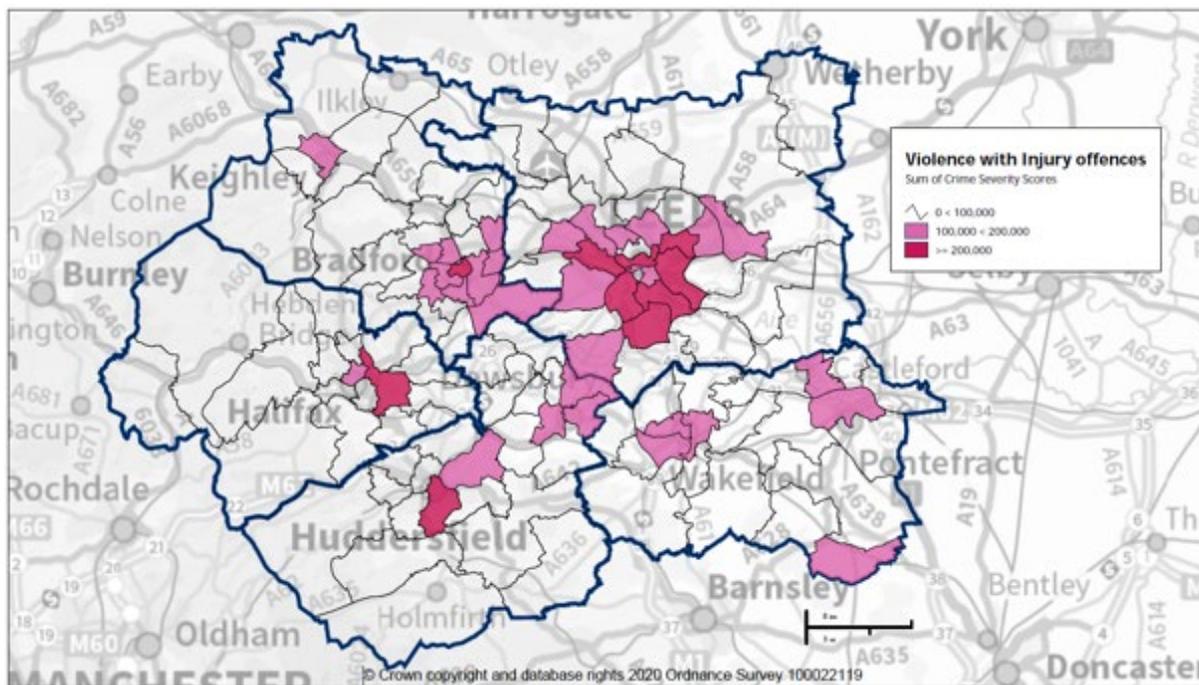


Figure 49: % of domestic abuse convictions across West Yorkshire and MSG group

Within districts, town and city wards consistently record the highest volume of offences. Two temporal peaks in offending are noted; predominantly between 23:00 and 00:00 suggesting a connection to increased population movement around the night time economy (NTE), with a secondary peak occurring at 15:00 hours, potentially corresponding with after-school activities.



Repeat offender and victim rates remain low with 9% of most serious violence offenders and 2% of victims reoccurring within the period (April 2019 – August 2020).

Where the offender's relationship to the suspect was recorded, almost half were reported as 'Acquaintance', just under a quarter 'Stranger', while 15% involved a partner or ex-partner in a heterosexual relationship.



The profile of both offenders and victims is similar, with over three quarters of victims and offenders being male.

Victim ethnicity is line with the West Yorkshire demographic, split 83% White and 17% BAME.

The NCA Intelligence Assessment (September 2019) highlights a correlation between drugs related serious organised crime (in particular county lines) and the increase in serious violence. This supports findings in the Force Management Statement 2 which identified the increasing use of 'ultra violence' to assert ascendancy in the gang/OCG culture by very young people, inextricably linked to knife and firearm crime and criminal exploitation of children and vulnerable adults. In their latest assessment, the NCA highlight the following key points:

- The increase in violent crime has been accompanied by a shift towards younger victims and offenders, with most violence being male on male

- Around one third of victims and two thirds of suspects in homicide cases are either known drug users or suppliers
- Whilst the overall prevalence of illicit drug use remains stable, there have been shifts that are likely to have contributed to the increase in serious violence. This includes increased use of crack cocaine, the expansion of county lines and the emergence of psychoactive substances, linked to serious violence within prisons and homeless communities
- Serious violence occurs at all levels of the supply chain but is most prominent at Urban Street Gang level in relation to county lines. Violence is used to control 'runners' for groups as well as to attack rivals in disputes over territory
- It is possible offenders involved in drug related criminality are moving towards knives and bladed instruments due to the ease of acquisition compared to firearms
- Violent crimes can be linked to robberies to fuel drug dependency turf wars between groups

The NCA Intelligence Assessment suggests that the rise in serious violence is likely to be as a result of the complex interplay of criminal, social and economic drivers. Living in areas with low aspirations and reduced employment opportunities are potential risk factors for violent crime. The Serious Violence Strategy, cross party Youth Violence Commission, Barnardos and the all Party Parliamentary Group on Knife Crime all suggest that young people excluded from mainstream education are at a greater risk of youth violence.

The House of Commons Home Affairs Committee describes an 'epidemic' of serious youth violence which has been exacerbated by cuts to youth budgets, significant reductions in police budgets and increasing numbers of school exclusions. The pandemic has subsequently increased the pressures faced by smaller youth work organisations, with two-thirds indicating that they are at risk of closure, one third within the first half of 2021⁴¹. The Children's Commissioner for England⁴² further found that areas suffering the most significant cuts in spending have recorded larger increases in knife crime and drug-related crimes.

This combination of risk factors is generating significant concern, with the Children's Commissioner calling for a radical approach to preventing children becoming involved in crime and turning children's lives around. She urges the UK Government to put more resource into;

- stopping gangs from exploiting vulnerable children
- identifying children at risk of getting involved in crime and diverting them away from that path
- reducing the numbers of children in custody to an absolute minimum
- transforming secure care for children so that rehabilitation is at its heart.

⁴¹ <https://www.theguardian.com/uk-news/2021/jan/03/youth-organisations-in-england-face-wholesale-closure>

⁴² <https://www.childrenscommissioner.gov.uk/wp-content/uploads/2020/12/cco-injustice-or-in-justice.pdf>

Summary

- Offending in districts occur far more regularly in town and city wards, with 23:00 and 00:00 being peak times (suggesting a link with movement around the Night Time Economy) and 15:00 (suggesting a correspondence with after school activities)
- Half of the victims of this crime type were reported as "acquaintances", with under a quarter being "strangers". 75% of victims and offenders are male.
- Serious Youth Violence has been exacerbated by cuts to youth budgets, police budgets and increasing numbers of school exclusions. Combined with the pandemic, pressures have risen sharply on smaller youth work organisations

Recommendations

- Youth Services and Organisations need supporting and providing with resources, otherwise the levels of Youth Violence could continue to increase in the absence of this support.

6.5 Homicide

During the analysed period, a total of 32 Homicides were recorded in West Yorkshire. These comprised 28 Murder offences and 4 Manslaughter offences and are recorded on the map below.

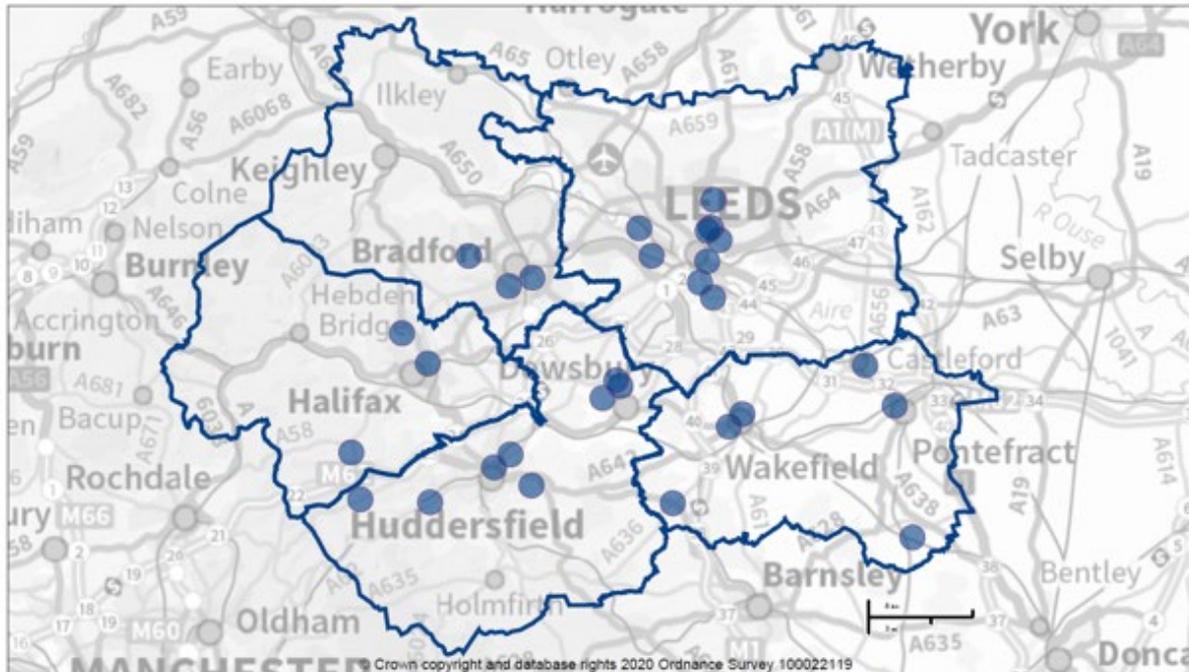


Figure 50: Homicide locations across West Yorkshire

Homicide offences show less correlation to population density or areas of high deprivation than any other violent crime type and are not spread (geographically) in accordance with the usual District proportions.

In this period, Leeds and Kirklees Districts each accounted for 28% of all crimes (9 offences each), Wakefield 22% (7 offences), Bradford 13% (4 offences) and Calderdale 9% (3 offences).

Two offences (6%) were flagged as Domestic Abuse crimes.

Seven offences (22%) involved the use of a weapon to inflict injury – in all cases these were bladed weapons (4 involved a knife, 1 involved a sword, and 2 cases are as yet undetermined as to the precise nature of the weapon used)

Five offences (16%) were flagged as having drink and/or drugs involved as an element of the actual offence taking place, however around 33% of victims and 66% of suspects in homicide cases are flagged either as drug users or drug suppliers.



Victim Age	All	BAME
U10	9.4%	0.0%
10-14	0.0%	0.0%
15-19	3.1%	0.0%
20-24	15.6%	6.3%
25-29	3.1%	0.0%
30-34	15.6%	6.3%
35-39	9.4%	6.3%
40-44	9.4%	6.3%
45-49	3.1%	0.0%
50-54	12.5%	0.0%
55-59	0.0%	0.0%
60-64	6.3%	0.0%
65+	12.5%	0.0%

Offender Age	All	BAME
U10	0.0%	0.0%
10-14	0.0%	0.0%
15-19	57.1%	41.2%
20-24	42.9%	11.8%
25-29	0.0%	0.0%
30-34	0.0%	0.0%
35-39	0.0%	0.0%
40-44	0.0%	0.0%
45-49	0.0%	0.0%
50-54	0.0%	0.0%
55-59	0.0%	0.0%
60-64	0.0%	0.0%
65+	0.0%	0.0%



Whilst the range of victim ages is broad and evenly split (from under 10yrs to 65yrs+), **100% of offenders were aged between 15 and 24**. Sixty-percent of victims were male, ninety-five percent of offenders were male.

Twenty-five percent of victims were from a BAME background, fifty-two percent of offenders were from a BAME background, both of which are disproportionately high compared to the West Yorkshire demographic.

It should be noted that, the smaller the number of offences, the greater the variance will appear when expressed in percentage terms. A handful of offences can lead to a significant over/under-representation for a particular demographic when expressed as a percentage.

As shown the majority of homicide victims are male, but whilst the number of male victims has decreased, the number of female victims increased to the highest level in over a decade in 2019 nationally.

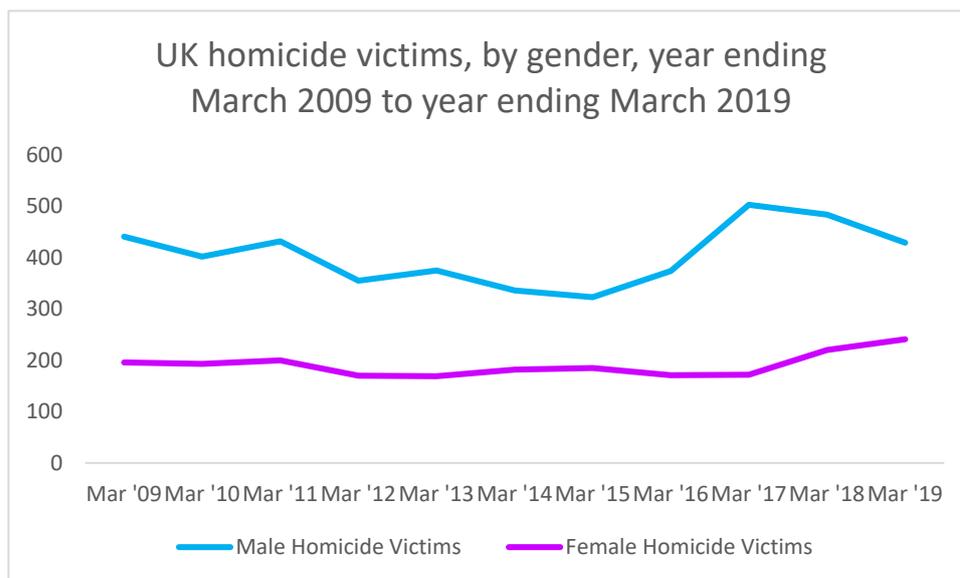


Figure 51: Homicide Victims in UK by gender from 2009 through 2019

Women are more likely to know their killer than males, they are more likely to be killed in their homes, and considerably more likely to be killed by a partner, ex-partner or family member.



In 2020, The Femicide Census produced a UK-wide decade long report which examines the 1,425 cases of women killed by 1,419 men.⁴³ It is considered to be unique as its focus is beyond domestic homicide to include every form of violence against women which has led to murder.

The report found that on average a woman is murdered every three days in the UK and this hasn't changed over a nearly a decade of campaigning, public awareness and changes in the law. They claim that this consistency over time is paralleled by several other patterns which are being missed or overlooked by the State's response which is failing to tackle the root causes.

Summary

- While victim ages varied, all homicide offenders in West Yorkshire were aged between 15 and 24.
- Twenty-five percent of victims were from a BAME background, fifty-two percent of offenders were from a BAME background, both of which are disproportionately high compared to the West Yorkshire demographic. However, the small number of offences could be attributed for this disproportionality being so substantial.
- The number of female victims of homicide reached its highest level in 2019 in England.
- The Femicide Census, published in 2020, found report found that on average a woman is murdered every three days in the UK and this hasn't changed over nearly a decade of campaigning, public awareness and changes in the law.

⁴³ <https://www.femicidecensus.org/wp-content/uploads/2020/11/Femicide-Census-10-year-report.pdf>

Recommendations

- Despite law changes, campaigning and public awareness, there has been no change or improvements made around femicide in over a decade. There could be scope to research this further in order to develop some potential solutions.

6.6 Youth Violence

A total of 16,435 Violence with Injury (VWI) and Rape/Sexual Assault offences were committed against victims under 25 years of age in West Yorkshire during the analysed period.

Leeds District accounts for 34% of all offences, Bradford 26% and Kirklees 17%. Wakefield and Calderdale have lower levels at 13% and 10% respectively, with the following map indicating geographic locations of offences.

The highest prevalence of offending (a rate of 8 or more offences per 1,000 population) correlates strongly to areas of high deprivation.

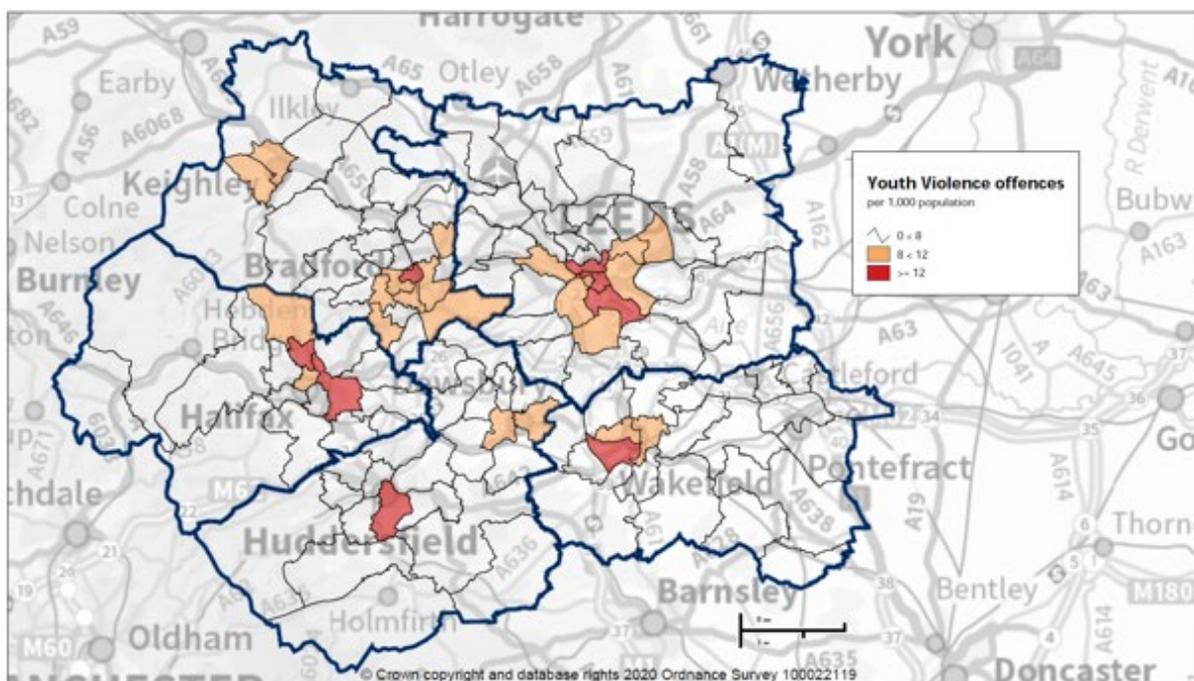


Figure 52: Youth Violence offences per 1,000 population across West Yorkshire LSOAs



The gender split of all victims of youth violence shows slightly more female victims – 57% female and 43% male. However, less than 3% of offences have offender(s) linked; of those which do have offender(s) linked however the gender breakdown is overwhelmingly male (87% male vs. 13% female).

Overall, BAME proportions for both victims and offenders are disproportionately high compared to the West Yorkshire demographic, at 20% for Victims and 25% for offenders. However, these proportions are in line with the demographics of those areas which have a high prevalence of offending.



Victim age	M	F	BAME Victims
U10	5.1%	4.9%	1.0%
10-14	10.2%	11.1%	3.3%
15-19	13.5%	20.3%	7.9%
20-24	13.8%	21.0%	8.0%



Offender age	M	F	BAME Offenders
U10	0.0%	0.0%	0.0%
10-14	4.2%	2.5%	0.2%
15-19	35.2%	5.2%	9.9%
20-24	47.2%	5.5%	15.1%

Section 47 Assaults (Actual Bodily Harm) accounted for 71% of all offences. This was followed by Rape and Sexual Assault offences (24%) and S18 Assaults (Causing Wounding with Intent or Causing Grievous Bodily Harm with Intent) at 5%.

Ten percent of offences have a drink and/or drugs flag whilst 2.5% of offences involved the use of a knife/bladed implement.

6.7 Robbery (Personal)

In total, 3859 Robbery (Personal) offences were recorded across West Yorkshire during the analysed period. Leeds District accounting for 43% of all offences, Bradford 26% and Kirklees 14%. Wakefield and Calderdale have lower levels at 9% and 7% respectively.

The map below shows the geographical location where these offences occurred, again having a similar distribution to knife crime, gun crime, Violence with Injury and Youth Violence crime maps.

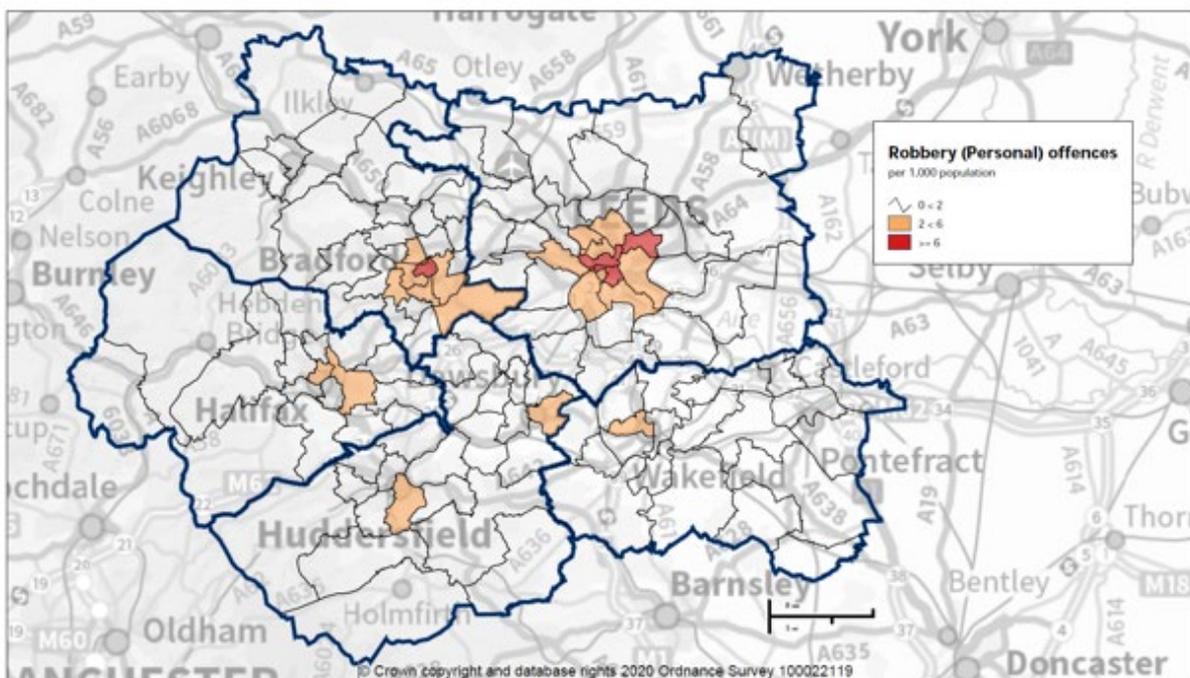


Figure 53: Robbery offences per 1,000 population across West Yorkshire LSOAs

Victims of Robbery (Personal) offences are predominantly male (75% male and 25% female). The Offender gender breakdown shows that almost all offenders (92%) are male and just 8% female. Robbery (Personal) is predominantly a youth offence with 44% of Victims and 64% of Offenders aged between 15 – 29yrs. Mobile phones and cash are the items most commonly targeted.

Victims from a BAME background are quite evenly represented throughout all age groups, however offenders from a BAME background are overwhelmingly aged 15-19yrs.



Victim Age	All Victims	BAME Victims
U10	0.4%	0.0%
10-14	8.9%	0.7%
15-19	17.3%	3.9%
20-24	15.1%	4.4%
25-29	11.8%	3.1%
30-34	10.1%	2.8%
35-39	8.3%	3.2%
40-44	6.6%	2.0%
45-49	6.4%	1.5%
50-54	4.7%	1.4%
55-59	3.2%	0.4%
60-64	1.9%	0.3%
65+	4.5%	0.5%

Offender Age	All Offenders	BAME Offenders
U10	0.0%	0.0%
10-14	8.7%	2.3%
15-19	39.7%	12.3%
20-24	15.0%	4.2%
25-29	8.9%	1.3%
30-34	10.5%	1.9%
35-39	7.3%	1.5%
40-44	4.3%	1.0%
45-49	2.6%	0.6%
50-54	2.2%	0.6%
55-59	0.8%	0.2%
60-64	0.0%	0.0%
65+	0.0%	0.0%



Nineteen percent of Robbery (Personal) offences involved the use of a knife/bladed instrument. Firearms are recorded in only a very small proportion (2%) of offences.

6.8 Night-time economy

The Local Government Association defines the term night-time economy as “a wide range of activities from a trip to the theatre or a family meal to a night out at a club”⁴⁴.

Offences linked specifically to such activities are difficult to identify with precision. This analysis is based on the following criteria: Violence with Injury (VWI) and Rape/Sexual Assault (SSO) offences recorded as having commenced between the hours of 7:00pm – 3:59am, excluding Domestic offences and offences recorded as having taken place in a residential location (house, flat, garden, halls of residence and so on).

During the period 1st April 2019 – 31st August 2020, a total of 4,032 recorded VWI & SSO offences met this criteria. Leeds District accounts for 35% of all offences, Bradford 24% and Wakefield 16%. Kirklees and Calderdale have lower levels at 14% and 11% respectively. The prevalence of offending is naturally weighted towards city centres, locations which have a low resident population but a relatively large night-time

⁴⁴ <https://local.gov.uk/approaches-managing-night-time-economy>

population combined with a concentration of bars, clubs, restaurants and so on. This is demonstrated in the following map.

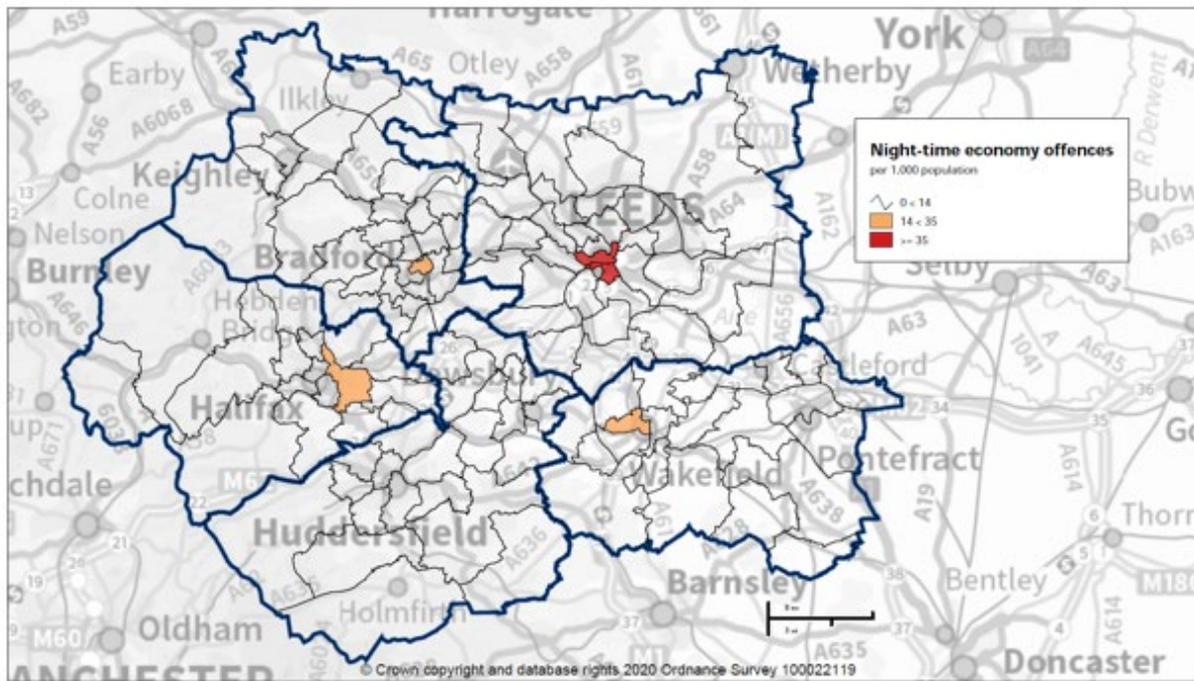


Figure 54: Night-time economy offences per 1,000 population across West Yorkshire LSOAs

Across all VWI & SSO offences, both victims and offenders are most likely to be aged 20-24yrs. The ethnicity of both victims and offenders is in line with the West Yorkshire demographic (victims: 84% White / 16% BAME, offenders (80% White / 20% BAME). Victim gender is weighted slightly towards males (60% male, 40% female) whilst offender gender is more heavily weighted with 77% of offenders being male.

The Victim/Offender breakdown for Rape & SSO offences is quite different. Victims are most likely to be female (86%), the largest proportion of whom (a fifth) aged 15-19yrs. Offenders are most likely to be male (97%), almost a quarter of whom (23%) were aged 35-39yrs.

Victims and offenders of Rape & SSO offences are less likely to be from a BAME background. Eleven percent of victims of Rape & SSO offences were from a BAME background, whilst 5% of offenders linked to these offences were from a BAME background.

Victims



Age	All Victims	BAME Victims
U10	2.0%	0.0%
10-14	5.3%	0.5%
15-19	13.3%	2.3%
20-24	14.9%	2.6%
25-29	13.9%	2.3%
30-34	12.0%	2.4%
35-39	9.7%	2.1%
40-44	7.5%	1.8%
45-49	6.7%	1.2%
50-54	5.0%	0.5%
55-59	3.0%	0.3%
60-64	1.6%	0.3%
65+	1.7%	0.2%

Age	Victim gender	
	M	F
U10	1.2%	0.7%
10-14	2.7%	2.5%
15-19	7.4%	5.7%
20-24	9.1%	5.5%
25-29	9.0%	5.1%
30-34	7.8%	4.2%
35-39	6.3%	3.6%
40-44	5.2%	2.4%
45-49	4.5%	2.4%
50-54	3.3%	1.7%
55-59	2.1%	0.9%
60-64	1.1%	0.5%
65+	1.0%	0.7%

Offenders



Age	All Offenders	BAME Offenders
U10	0.0%	0.0%
10-14	4.3%	0.8%
15-19	14.2%	4.5%
20-24	17.3%	4.0%
25-29	16.5%	4.0%
30-34	16.2%	2.8%
35-39	13.2%	1.5%
40-44	6.8%	0.9%
45-49	5.2%	0.9%
50-54	3.6%	0.6%
55-59	1.4%	0.2%
60-64	0.7%	0.0%
65+	0.4%	0.0%

Age	Offender gender	
	M	F
U10	0.0%	0.0%
10-14	3.0%	1.3%
15-19	10.4%	3.8%
20-24	12.6%	4.7%
25-29	13.4%	3.1%
30-34	12.8%	3.4%
35-39	10.2%	3.1%
40-44	5.7%	1.2%
45-49	4.6%	0.7%
50-54	3.0%	0.7%
55-59	1.2%	0.2%
60-64	0.4%	0.3%
65+	0.4%	0.0%

Summary

- The majority of victims and offenders of VWI & SSO are likely to be aged between 20-24yrs, with victim gender slightly weighted towards males (60%) and offender gender being much more frequently male (77%)
- The Victim/Offender breakdown for Rape & SSO offences is much different. 86% of victims are female, 1/5 of whom are aged 15-19. 97% of offenders are male, with 23% of these being aged 35-39.

Recommendations

- Continue working with partners across Yorkshire and the Humber and subject experts nationally in order to develop an understanding of 'What Works' in relation to NTE across West Yorkshire.
- Develop a revised NTE framework for West Yorkshire in advance of the reopening of the NTE after the pandemic.

6.9 Victims of Crime

Looking at victims of crime, ONS figures indicate that there was a 6.9% reduction in total offending in West Yorkshire in the year ending June 2020, meaning that over 20,000 fewer people in the region became a victim of crime. Of note, Violence with Injury saw a reduction of 10.4%, or 2959 fewer victims.

Knife crime also saw a fall of 13%, with 329 fewer victims, equating to a fall in the rate of knife crime from 113 to 98 offences per 100,000 population. Overall however, the rate of knife crime for England and Wales was 80 per 100,000 population, meaning that West Yorkshire continues to have above average rates of knife crime.

While the number of victims for some violent crimes fell slightly in West Yorkshire, the human impact remains significant. In the 12 months ending September 2020, 14,486 people under the age of 25 were referred to Victim Support in West Yorkshire. Of this total figure, the majority had their problem solved upon initial contact, with 1204 young people were taken on for ongoing support.

Violent crimes alone make up almost two-thirds of all cases requiring support (59%) and when sexual crimes are included, the figure rises to 75%. These figures indicate the impact that violence has on support services.

The breakdown of the types of crimes young people required support for can be seen in the next figure. The category of 'Other Crime' includes non-violent offences such as theft, burglary and fraud.

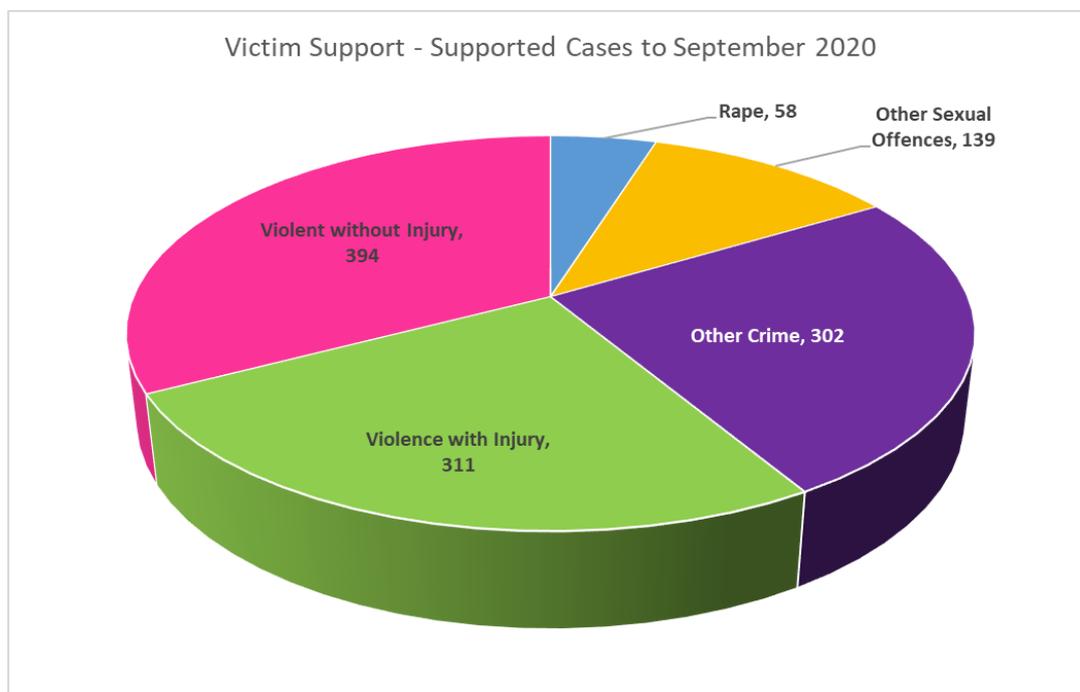


Figure 55: Breakdown of supported victim support cases by offence type
Source: Victims Support Quarterly Dataset

6.10 British Transport Police

The below line graph plots the past 18 months of recorded violence offences on the West Yorkshire rail network into the months in which they were recorded. The red box indicates the months in which the UK went through the first national lockdown. Violence offences significantly dropped with April only recording 5 offences. As the UK came out of the first lockdown and new measures were introduced the network saw an increase in footfall. August and September 2020 saw an increase in violence.



Figure 56: Monthly recorded Violence Offences through British Transport Police

The table below plots the past 18 months recorded violence offences by the time at which they were committed. The highest risk times are between 17:00 – 23:00. This encompasses the busier commuter times as well as increased activity around the night time economy.

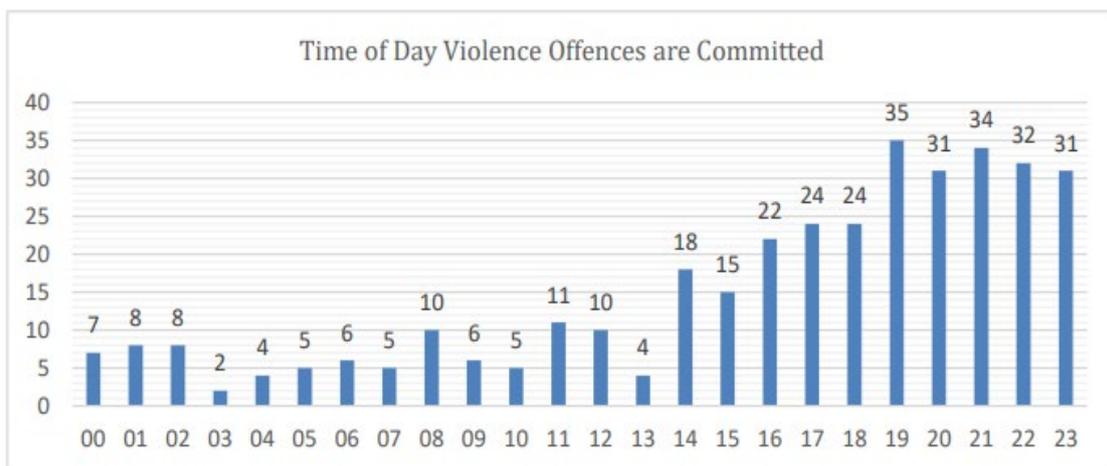


Figure 57: British Transport Police Recorded Violence Offences by hour of the day

The following figure correlates the age of the victim with the time of offence. The time when violent offences are most likely to be committed is between 19:00-20:00. In this time period, the 11-20 year old age group are more likely to be a victim of a violent crime. Within this age group the main ages range from 16–20 year olds.

As the time of offence turns later, the victim is likely to be slightly older. Between 21:00-23:00, the victim is most likely to be in the age category of 21–30, potentially corresponding with increased activity servicing the night time economy.

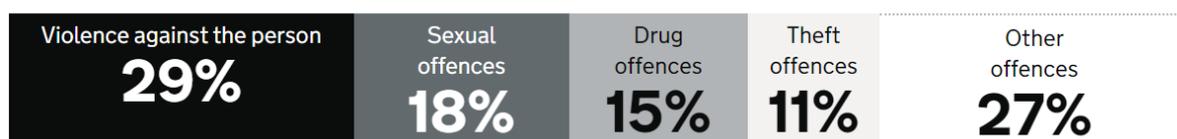
Victim Age	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23
1-10											1									1				
11-20		1	2	1	1			1	1		1				3	4	3	2	2	11	7	1	6	1
21-30	2	2	4		1	2	1		2	2	3	3	2		5	3	4	6	4	8	7	15	7	17
31-40	2	1			1	1		3	1	2		3	2	1		2	4	4	2	4	6	8	6	7
41-50	1	1						1	2	2		3		2	4	1	4	5	4	5	2	4	4	3
51-60	1	2				1	3		2		1		2		2	2	2	4	4	1	3	1	2	
61-70							1									1	2	1	1	1	2		2	
Blank	1	1	2	1	1	1	1		2			1	2	1	4	2	3	2	7	4	4	5	5	3
Total	7	8	8	2	4	5	6	5	10	6	5	11	10	4	18	15	22	24	24	35	31	34	32	31

Figure 58: British Transport Police Recorded Violence Offences by hour of the day and victim age

6.11 Violence in custody

Looking at why people are in prison, the below graphic indicates that 29% of prisoners have been sentenced for violence against the person and 18% for sexual offences. Taking these figures together, almost 50% of people in prison are there because of violent offences.⁴⁵

Percentage of sentenced prison population by offence type.



The prison population of England and Wales on Friday December 4th was 78,804⁴⁶. This means that around 37,000 people are imprisoned for violent offences in England and Wales. In addition, the prison population is projected to rise to 98,700 by 2026⁴⁷.

Prisoner on prisoner assaults

In addition to significant numbers of people in prison due to violent offences, violence within prisons and Young Offender Institutions also presents as a significant issue.

The graph below indicates the average number of prisoner on prisoner assaults per 1000 prisoners in England and Wales. The average rate for 2019/20 was **267** assaults per 1000 prisoners and this rate has been increasing sharply since 2012/13.

⁴⁵ <https://data.justice.gov.uk/prisons>

⁴⁶ <https://www.gov.uk/government/statistics/prison-population-figures-2020>

⁴⁷ <https://www.gov.uk/government/statistics/prison-population-projections-ns>



Figure 59: Average no. of prison assaults per 1000 prisoners in England & Wales

The rates of prisoner on prisoner assault in West Yorkshire are broadly similar to the national average, with the significant exception of HMYOI Wetherby. The below graph illustrates the rates of prisoner on prisoner assault per 1000 prisoners at each institution in West Yorkshire in 2019/20

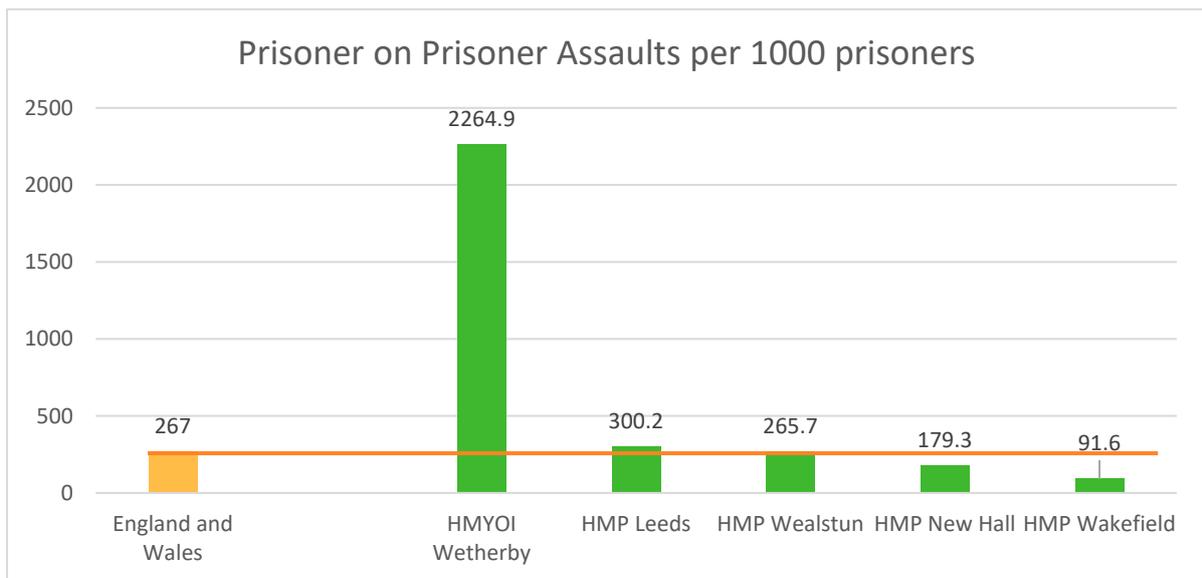


Figure 60: Prisoner on prisoner assaults per 1000 prisoners in West Yorkshire Prison establishments

Assaults on prison staff

This graph indicates the average number of assaults on staff per 1000 prisoners in England and Wales. The average rate for 2019/20 was **118** assaults on staff per 1000 prisoners.

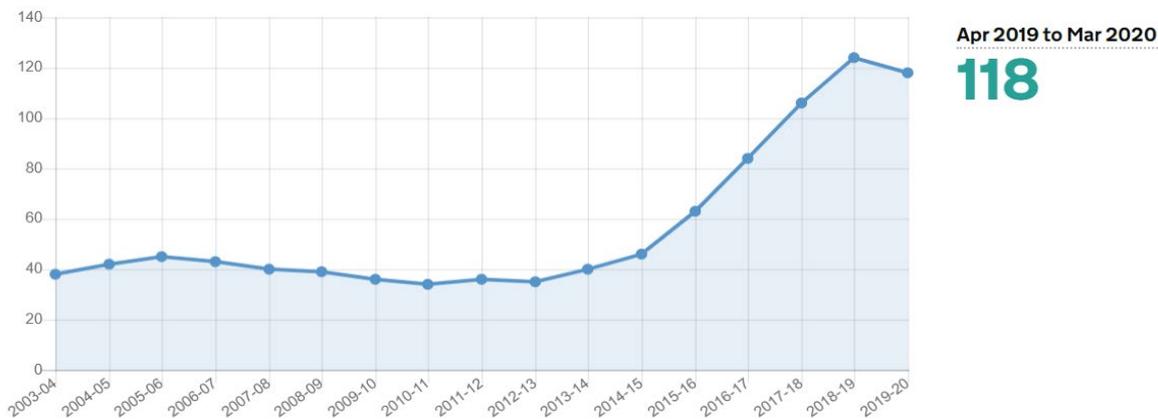


Figure 61: Average No of assaults on staff per 1000 prisoners in England & Wales

The below graph illustrates the rates of prisoner on staff assaults per 1000 prisoners at each institution in West Yorkshire in 2019/20. Again, HMYOI Wetherby has a significantly elevated rate of violence against staff.

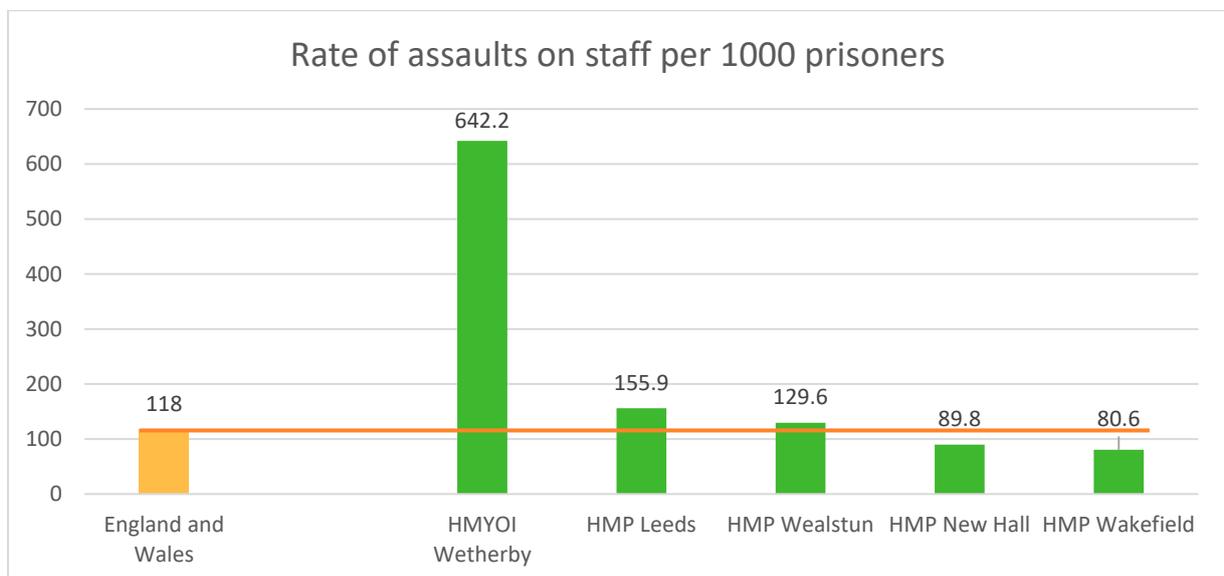


Figure 62: Rate of assaults on staff per 1000 prisoners in West Yorkshire Prison establishments

Whilst there are some stark differences seen on the prison assault graphs, they do need to be interpreted in the context that HMP Wakefield is a Cat A high security prison, HMP Leeds is Cat B and HMP Wealstun is Cat C. HMP New Hall is a female establishment and HMYOI Wetherby is a young offenders institute. The populations within each prison are both different in nature but experience differences in the way that they are managed.

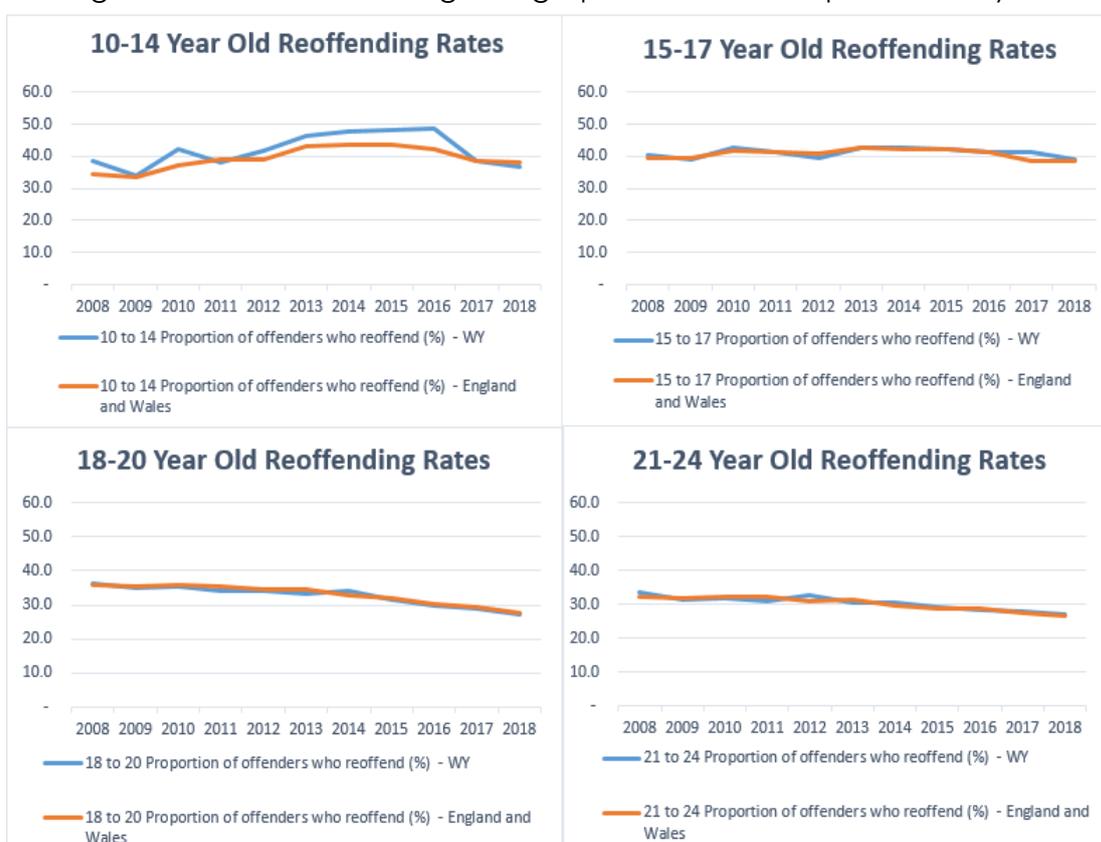
Comparing Wetherby against Werrington and Cookham Wood (other YOIs elsewhere in the country) they also experience substantially higher levels of violence against both prisoners and staff.

On both indicators, HMYOI Wetherby is a clear outlier in terms of the rate of violence against both prisoners and staff, clearly demonstrating a need for intervention in custody to reduce violent offending. Further analysis is also required to establish if there are certain cohorts of prisoners within the setting who are responsible for the assaults on prisoners and staff in order to tightly focus any responses to maximum effect.

Reducing reoffending

Reoffending rates

By utilising the Proven Reoffending Geographical Data Tool published by the Ministry



of Justice, we are able to see how reoffending rates have changed in West Yorkshire up until the end of 2018. As shown in the below figure, reoffending rates amongst young people are largely consistent with national figures. In previous years, the largest disparity appeared to be among the reoffending rates of 10-14 year olds, with the reoffending rates holding above 46.6% from 2013 to 2016, however this has stabilised in 2017 and 2018, with the rates being 38.6% and 36.9 % respectively. There is quite a noticeable difference in reoffending rates between young people aged 10-17 (38.1%) and those aged 18-24 (27.1%).

Figure 63-66: Reoffending rates for different age groups in West Yorkshire compared to England and Wales

When looking at how prolific reoffenders are in West Yorkshire, you can begin to see a greater divide being West Yorkshire and the national average. The below figure,

which shows the average number of reoffences per reoffenders, displays that in 2008, the average number of reoffences per reoffenders was 3 for everyone between 10 and 24. While this has remained fairly consistent up to 2018 for 18-24 year olds, there has been a steady increase in this average for 10-14 and 15-17 year olds. In 2018, the average stands at 4.58 for 15-17 and 5.52 for 10-14 year olds.

While the number of reoffenders and reoffences have continuously dropped from 2008 to 2018 for all young people (see below), the trends suggest that young reoffenders aged between 10 and 17 are continuing to become more and more prolific and the constant growth over the 10 year period imply that this will continue to worsen without effective intervention.

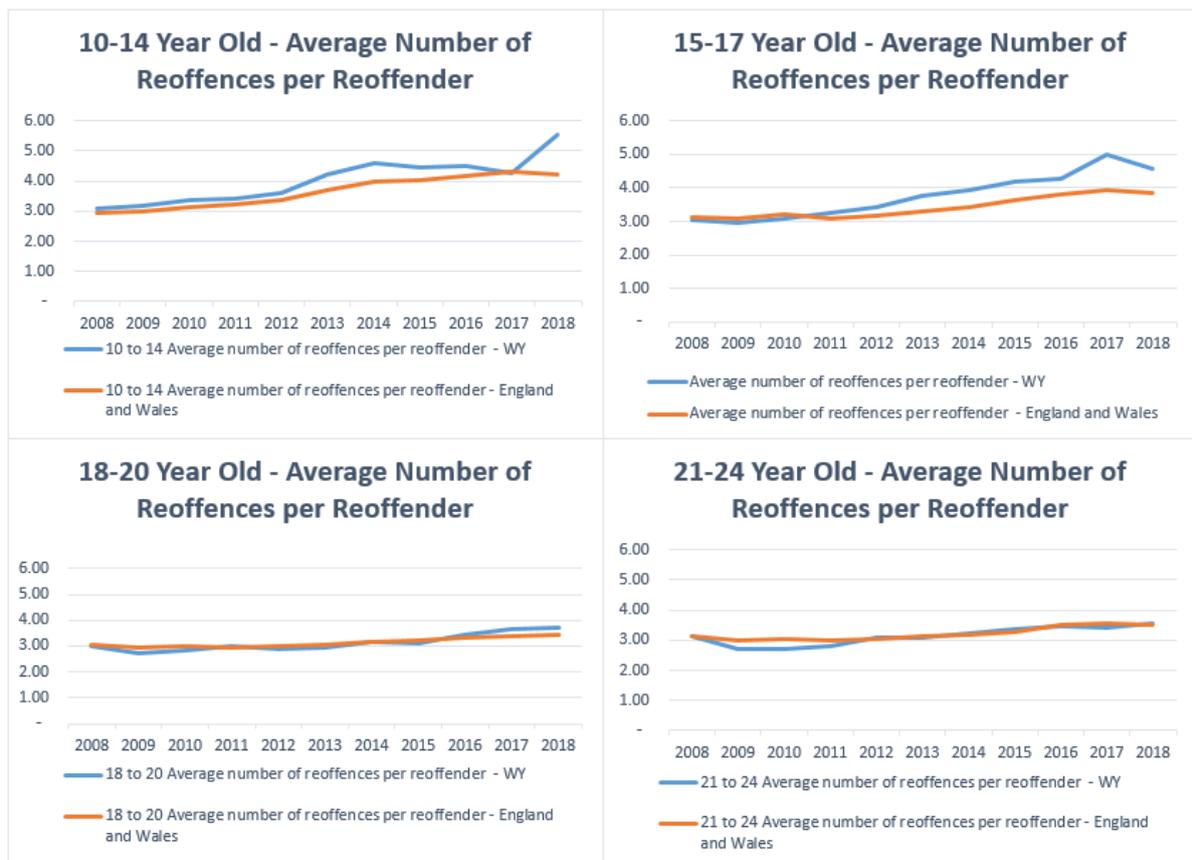


Figure 67-70: Average no of reoffences per reoffender in West Yorkshire compared to England & Wales for different age groups

While the number of reoffenders and reoffences have continuously dropped from 2008 to 2018 for all young people (see below), the trends suggest that young reoffenders aged between 10 and 17 are continuing to become increasingly prolific. The constant growth over the 10 year period implies that this trend will continue. In addition to this, this substantial drop in reoffenders and reoffences in West Yorkshire also suggest that less focus needs to be made on reducing the numbers of reoffenders, with numbers gradually plateauing.

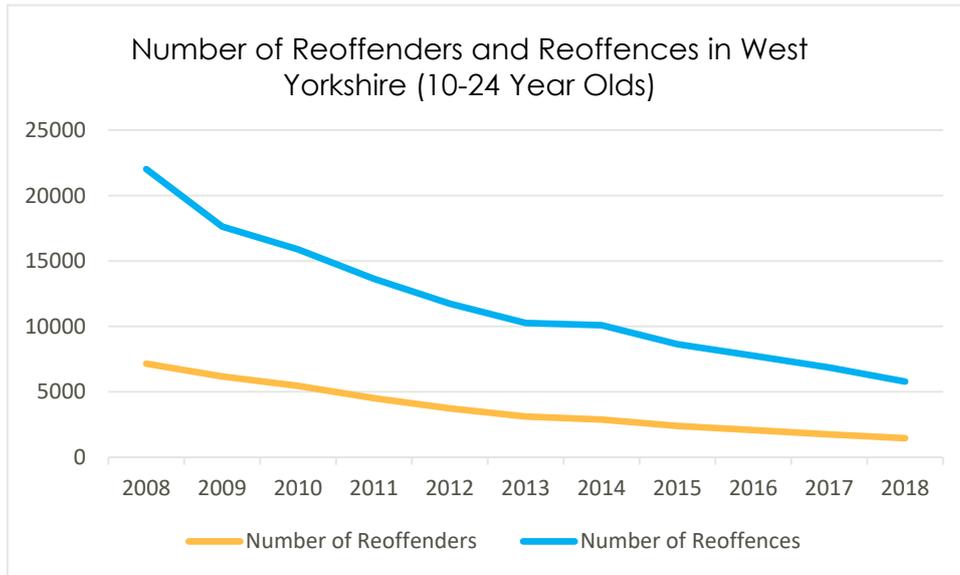


Figure 71: No of reoffenders and reoffences in West Yorkshire

The available reoffending data available also allows us to understand the reoffending rates and how prolific reoffenders are when it comes to violence against the person. These figures show that there has been a marginal increase in reoffending in this crime type. Figures between England and West Yorkshire appear to be consistent however.

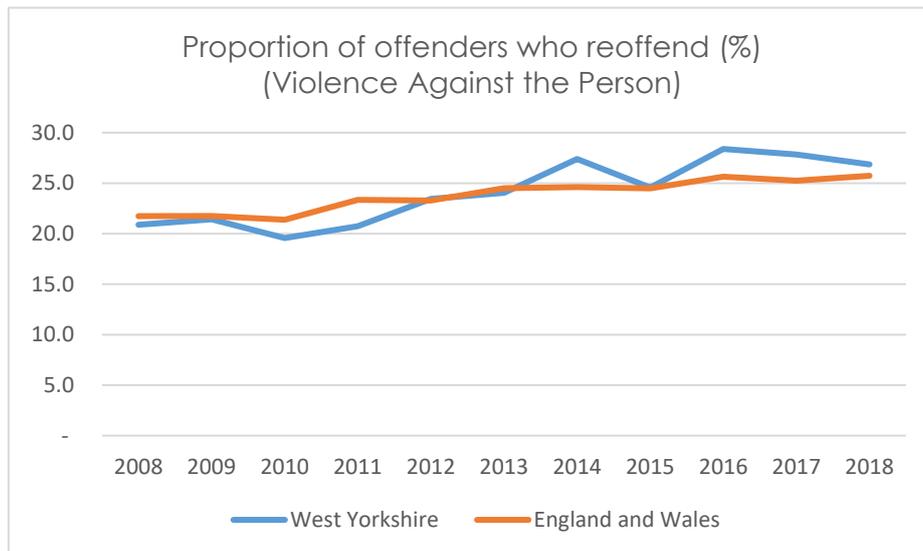


Figure 72: Proportion of offenders who reoffend in West Yorkshire compared to England & Wales

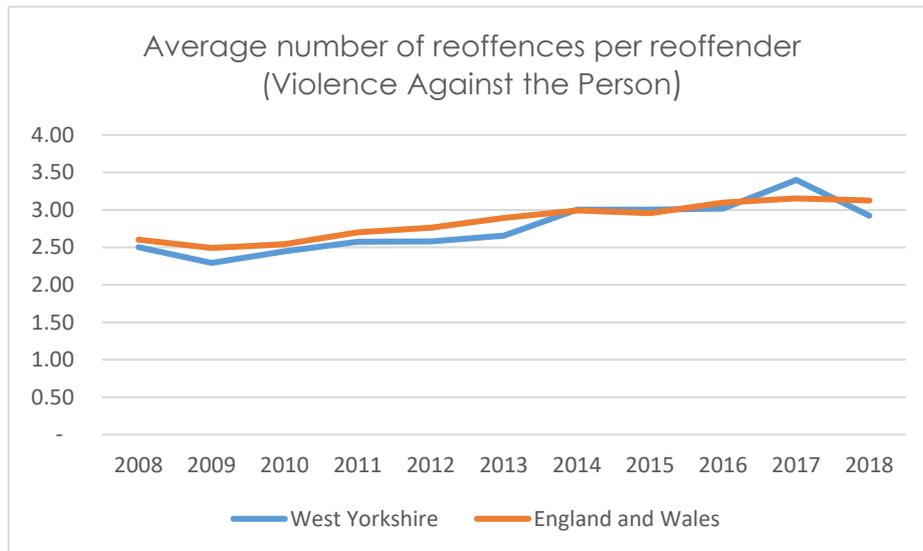


Figure 73: Average number of reoffences per reoffender in West Yorkshire compared to England & Wales

Summary and recommendations

Most notably, trends suggest that young reoffenders aged between 10 and 17 are continuing to become more and more prolific. This constant rise since 2008 suggests that these figures will continue to worsen and possibly earlier, more targeted interventions for these prolific young offenders would be beneficial.

Positively, this section has shown a substantial drop in reoffences from young people in West Yorkshire since 2008, with these figures starting to level out more recently.

6.12 Organised Crime

Serious and Organised crime remains a complex and high harm threat within West Yorkshire. The continued and increased use of 'ultra-violence' to assert ascendancy in the gang/OCG culture by very young people has been identified as a significant threat in West Yorkshire and is inextricably linked to knife/firearm crime and the criminal exploitation of children and vulnerable adults.

OCG members are increasingly using impressionable young people who have no fear in carrying out violent criminal activity, diverting attention away from OCG members. The strategic assessment identifies that across all serious organised crime types the use of violence is seen as a primary measure to assert control, gain respect and reinforce territorial advantage over competitors.

West Yorkshire Police place considerable importance on the understanding of individuals and groups engaged in serious and organised crime and in particular those that cross cut with most serious violence. Although the figure fluctuates there are around 100 – 130 organised crime groups active with West Yorkshire at any one time. This does not account for organised crime, which remains unknown, unmapped and therefore unassessed. The true extent of this is difficult to determine. Many of the OCGs mapped have a recorded primary threat as Drugs or Organised Acquisitive Crime but with a secondary threat as firearms enabled. This pattern is seen across every district in the force.

Every OCG has an allocated lead responsible officer (LRO) who is tasked with managing the threat offered by the group and putting in place plans using the 4P (Prevent, Pursue, Prepare and Protect) methodology to disrupt and disperse. These plans are discussed with partner agencies through local meetings.

Since it began in 2011, the Government's Ending Gang and Youth Violence programme has emphasised the need to intervene early to identify children and young people who may be vulnerable to gang involvement or to exploitation by gangs, and to give them the right support in order to prevent this happening.

Some of the signs that children and young people may be at greater risk of involvement in gangs or violence are present from birth⁴⁸. Strong predictors such as substance use can be seen in children as young as seven. It is vital that local early help and safeguarding systems spot and respond appropriately to these signals of risk and when required provide additional support at the earliest opportunity.

It is also vital that this support stands the best possible chance of being effective. These children and young people may be some of the most vulnerable in our society. They need high-quality, evidence-based support, delivered in the right way by the right people to help them build critical social and emotional skills, develop resilience and lead safe, healthy and law-abiding lives.

⁴⁸ <https://www.eif.org.uk/report/preventing-gang-and-youth-violence-spotting-signals-of-risk-and-supporting-children-and-young-people>

County Lines

Young people involved in crime and violence are at risk of engaging in unhealthy, exploitative relationships with gangs and others involved in criminal activity. Exploitation is also, in many instances, a precursor/gateway or even risk factor to becoming involved in violence.

Many young people are thought to be exploited as part of county lines activity; the supply of Class A drugs (predominantly crack cocaine and heroin) from urban areas to rural localities. This business model is fluid and thrives on the exploitation of vulnerable children and adults.

- Young people in poverty, experiencing family breakdown, being involved with social care services or those excluded from mainstream services are frequently targeted by criminal networks engaged in a variety of offending, including County Lines type activity
- Within West Yorkshire there is an evolving picture of County Lines offending. There is an increased number of mapped and scored Organised Crime Groups managed by identified LRO's for this crime type, which is a reflection of the developing intelligence picture
- In 2019, the Children's Commissioner estimated that 27,000 children in England identify as a gang member and 34,000 children are either a known gang member or know a gang member, and have been the victim of violent crime in the past 12 months
- 93% of people flagged as at risk of County Lines offending are male
- Nationally, the majority of County Lines involve young people aged 15-17 years of age which mirrors the intelligence picture in West Yorkshire
- Within the OCGs impacting upon West Yorkshire, a number have been linked to serious physical violence.
- Analysis of fraud by the National Crime Agency identifies a rise in young people being recruited by OCGs to operate 'mule' bank accounts to facilitate the movement of funds.

The use of violence is not limited to the younger generation. County Lines activity often involves the exploitation of vulnerable adults including the taking over of residential addresses to use as a base for drug supply and use ('cuckooing') where violence has again been noted.

There are strong associations between young people drawn into County Lines and increases in child poverty, the numbers of children in care and school exclusions.

There are shared risk factors between poor mental wellbeing and involvement in crime and gangs: low self-esteem, neglect, exclusion, social disadvantage, among others.

- Young people may be attracted to higher-risk peer groups who offer support and a sense of belonging to those without strong relationships of their own
- Involvement in higher-risk peer groups typically begins in early adolescence, a particularly vulnerable period for development, self-identity, and mental wellbeing

Many of these risk factors such as social, emotional and mental health needs and neglect are prominent issues among young people in West Yorkshire as demonstrated in the figures below

	England	W Yorks	BD	CD	KD	LD	WD
Primary School Age	2.19	2.22	2.71	1.97	1.97	2.08	2.09
Secondary School Age	2.31	2.57	3.05	1.78	2.34	2.58	2.57

Figure 74. Table to show the % of school pupils with social, emotional and mental health needs in West Yorkshire

England	W Yorks	BD	CD	KD	LD	WD
16.4	17.3	20.6	12.8	17.3	18	12.3

Figure 75. Number of children who started to be looked after due to abuse or neglect per 10,000 children aged under 18

England	W Yorks	BD	CD	KD	LD	WD
38.6	38.4*	32.3	49.6	30.2	41.6	44.0

Figure 76. Table to show the % of whose emotional wellbeing is a cause for concern

Looking more closely at gender, girls and young women involved in gangs are subjected to some of the most serious forms of violence and exploitation, and their role as perpetrators in this paradigm is less understood.

What we know about girls associated with gangs

Girls and young women are exposed to a wide variety of harms from gangs: they are exposed to physical violence in the form of **domestic abuse from their associated male gang member**, as well as **violence designed to control them and punish them for perceived transgressions**. Girls are also exposed to similar levels of physical violence from rival gangs, with **girls being targeted to 'send a message'** but with an additional (and almost entirely gendered) threat of sexual violence. Although males do experience sexual violence and exploitation at the hands of gangs, they are exposed to significantly less risk than females for whom the experience is common. **Girls as young as 12 are expected to have sex with gang members on demand, they are sold as commodities to settle debts, and are targeted for reprisals by other gang members.**

There are reports of females perpetrating violence in gangs, but these are **sporadic, unconnected and involve lower levels of violence**. In terms of exploitation, women and young girls are known to be used to **groom other females and younger males**, but this is almost always considered in the service of a male dominated gang.

Why don't we know more?

2019 figures from the Children's Commissioner found that 34% of the surveyed females were associated with gangs, yet we know very little about their role, their motivations, and what works to divert them from harm.

It is frequently noted that the **injuries of gang associated females are 'less visible' so their involvement in gangs is considerably underrecognised**. This may be the case, as **sexual offences and psychological abuse more easily hidden and overwhelmingly underreported**, certainly fewer females die at the hands of gangs, but it may also be the case gendered perceptions prevent the identification of injuries on females as 'gang related'. **This perceived invisibility of girls and young women in gangs can often lead to further harm and exploitation**. Young girls are targeted by gangs to transport illicit items and **groomed to run county lines due the perception (and often reality) that they will be stopped less by the police**. Simply not knowing the extent and nature of the problem prevents meaningful interventions for the girls and young women involved in gangs, as victims or perpetrators.

The root causes of girls' involvement in gang violence and exploitation are similar to those of boys, but there are important gender differences in how these factors are understood.

A 2013 study conducted interviews with nearly 200 young people in gangs. When asked about their motivations, the responses were similar, but split down gender lines. For example, status, power, and respect were common narratives, but for boys, this was about 'being known on the road' and 'getting a name for themselves' through their actions, whereas the female responses revolved around achieving status through association rather than self-achieved status. Other common reasons cited by these young people and several other studies are a lack of opportunities in a 'legitimate' career path (economic) and living in an area with high gang activity. These appear to be cross-cutting themes which are less gendered in their impact and understanding.

Summary

- OCG members are increasingly using impressionable young people who have no fear in carrying out violent criminal activity, diverting attention away from OCG members. The strategic assessment identifies that across all serious organised crime types the use of violence is seen as a primary measure to assert control, gain respect and reinforce territorial advantage over competitors.
- Some of the signs that children and young people may be at greater risk of involvement in gangs or violence are present from birth. Strong predictors such as substance use can be seen in children as young as seven.
- There are strong associations between young people drawn into County Lines and increases in child poverty, the numbers of children in care and school exclusions.
- There are shared risk factors between poor mental wellbeing and involvement in crime and gangs: low self-esteem, neglect, exclusion, social disadvantage, among others. These risk factors are prominent issues among young people across West Yorkshire.
- The perceived 'invisibility' of girls' involvement in gangs mean gangs target them, as the likelihood of them being stopped by police is lower.

Recommendations

- There is the need to intervene early to identify children and young people who may be vulnerable to gang involvement or to exploitation by gangs, and to give them the right support in order to prevent this happening.
- It is vital that local early help and safeguarding systems spot and respond appropriately to signals of risk that are present from birth and when required provide additional support at the earliest opportunity.
- It is also vital that this support stands the best possible chance of being effective. These children and young people may be some of the most vulnerable in our society. They need high-quality, evidence-based support, delivered in the right way by the right people to help them build critical social and emotional skills, develop resilience and lead safe, healthy and law-abiding lives.

7.0 Community Voice

7.1 OPCC and User Voice project

A project funded by the West Yorkshire OPCC and led by the charity User Voice⁴⁹ sought the views and experiences of criminal justice service users in the county, in order to better understand the factors that contribute to crime and antisocial behaviour.

User Voice conducted over 300 surveys and 8 focus groups with men, women and young people engaged with both custodial and community justice services. Four main issues were identified as central to causing offending and reoffending in West Yorkshire; addiction, mental health problems, housing and education.

In particular, delays with accessing treatment for problems with addiction and mental health were cited as major problem. Frustrations with delays in accessing treatment were thought to increase violent incidents as well as self-medication with alcohol or other drugs. The below infographic summarises the main findings of the report.



⁴⁹ <https://www.uservice.org/reducingre-offending/>

7.2 Your Views Survey

Responses to this survey, produced by the OPCC, were submitted between April 2019 and March 2020, providing a useful insight into feelings of safety in West Yorkshire.

68% of respondents felt safe in their local area, with 14% feeling very safe.

The responses to this survey also shed light on what people felt were problems in their area. Bad driving and bad parking were the most commonly felt issues, with 71% and 74% considering them to be an issue. Drugs (57%), Burglary (56%) and anti-social behaviour (ASB) (50%) were all perceived to be sizeable issues within respondent's areas. Crime in general (39%) was considered to be less of a problem, but still a considerable one.

Violent Crime was not picked up on as a large concern for residents of West Yorkshire in their areas, with only 15% considering it to be an issue. Only 14% considered Cyber-Crime to be an issue and 11% noted Hate Crime to be a problem.

The Survey also canvassed opinions of how well residents felt local organisations worked together and how well these local community safety partnerships (CSPs) have kept neighbourhood safe.

53% of respondents felt confident that CSPs were keeping them safe and 5% were very confident. 36% were not confident that CSPs were keeping them safe. Slightly more people were confident that CSPs will protect and support vulnerable people in our communities and provide support for victims and witnesses of crime.



Figure 77. Graph to show confidence levels in community safety partners to act on certain issues

On the other hand, there were far more people who were not very confident that CSPs could prevent crime and anti-social behaviour. There was also mixed confidence around CSPs listening/responding to concerns and keeping the local area clean and tidy, with a slightly larger proportion of respondents lacking confidence.

The survey allowed respondents to specify the key community safety issue that concerns them the most in their local area.

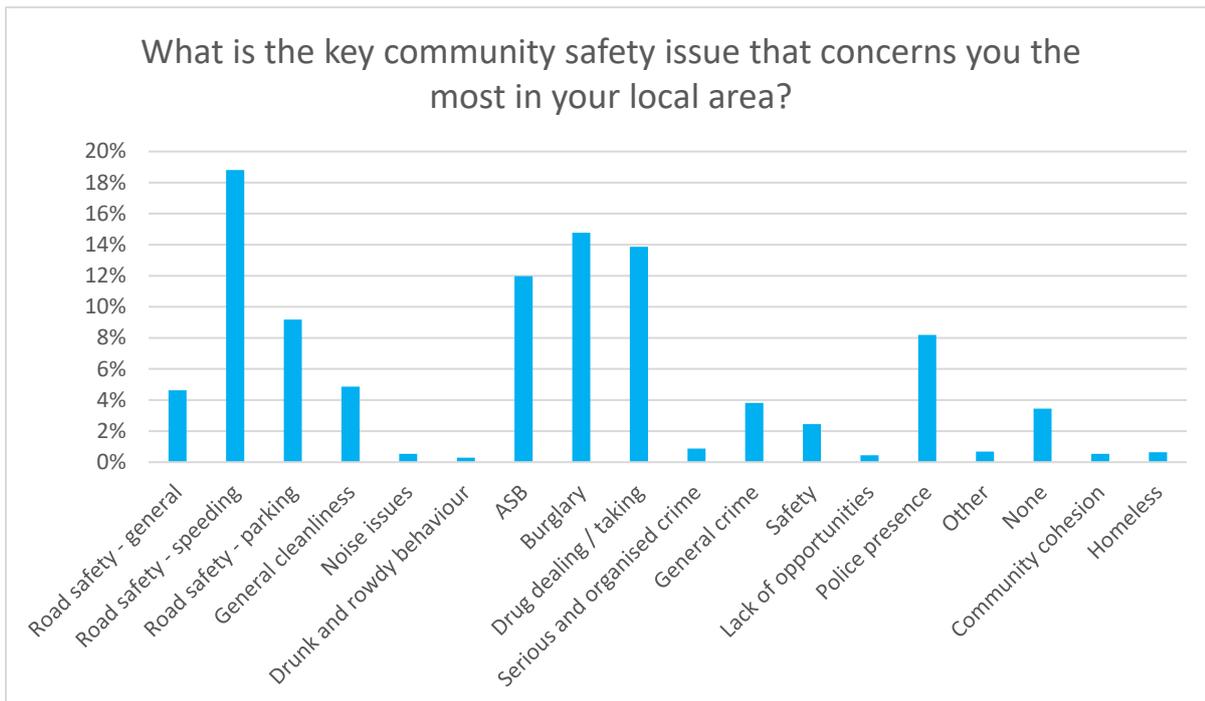


Figure 78. Graph to show the key community safety issues in West Yorkshire residents local area.

Road Safety again showed to be the biggest concern residents raised, however, ASB, Burglary and Drug Dealing/Taking were all quite commonly raised key issues.

The broader perception of how good of a job CSPs were doing was fairly positive, with the majority (43%) thinking they are doing fair job. 31% felt they are doing a good job and 3% saying they were doing an excellent job. 17% and 6% felt they were doing a poor or very poor job respectively.

7.3 VRU Youth Engagement Survey

In November 2020, the West Yorkshire VRU Knowledge Hub produced and circulated a Youth Engagement Survey to schools across West Yorkshire. Aimed at 11-16 year olds, the survey sought pupil's views and perceptions on various topics, including: community safety, available support, violent crime, exclusions and the impact COVID-19 has had on these. We received just over 1000 responses to this survey from a range of schools across West Yorkshire.

School Attendance

95% of pupils canvassed during this survey attended school regularly before the pandemic and since they had been reopened. The 51 respondents who said they do not attend cited COVID-19 related concerns as the reason for not attending regularly since.

We asked what would draw young people back into school who choose not to go, and the following were some of the common solutions provided:

- Easily the main reason was to make sure schools are COVID-19 safer. Many cited COVID-19 rules not being adhered to by the younger pupils
- More encouragement is required to get children to come to school
- Schools also need to be safer generally
- Make school more enjoyable/fun
- More support would help

Out of School Activities

Since some local clubs and community centres were temporarily closed due to the pandemic, we asked what activities pupils spent most time doing after school hours.

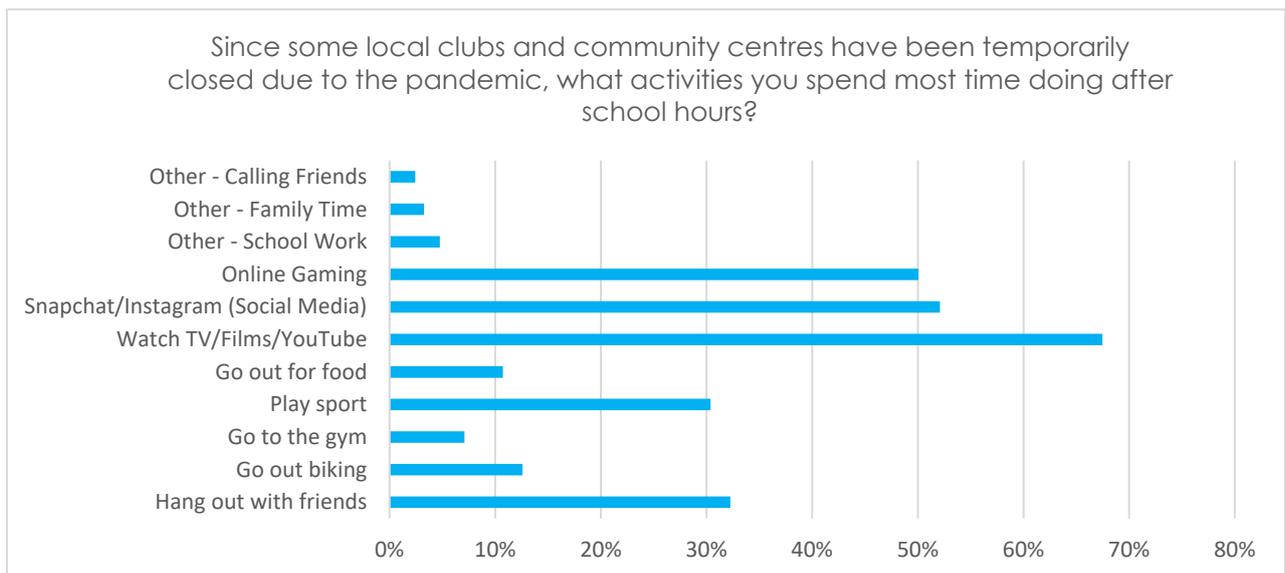


Figure 79. Graph to show the activities children and young people surveyed spend the most time doing after school hours.

The majority of pupils now spend their time online, with 67% watching TV/Films/YouTube, 52% using social media and 50% getting involved in online gaming.

This online shift may have impacted on what projects, groups or clubs young people are interested in attending (when COVID-19 restrictions are lifted). 41% declared in interest in sport – most were interested in football clubs, but basketball, netball, swimming, hockey, badminton and cricket were all suggested. 10% were interested in dance/singing/drama. A smaller handful of pupils were also interested in youth clubs, gaming/computer coding clubs and attending the gym.

School and Home

We asked young people what time they usually get home from school. Most returned (83%) between 3-4pm and 14% returned between 4pm-5pm. Only a very small portion of pupils returned any later, which shows that most pupils are leaving school almost immediately and returning straight home, likely as a consequence of the pandemic.

The below table provides slightly more insight into how involved parents/carers and family are in their children's lives.

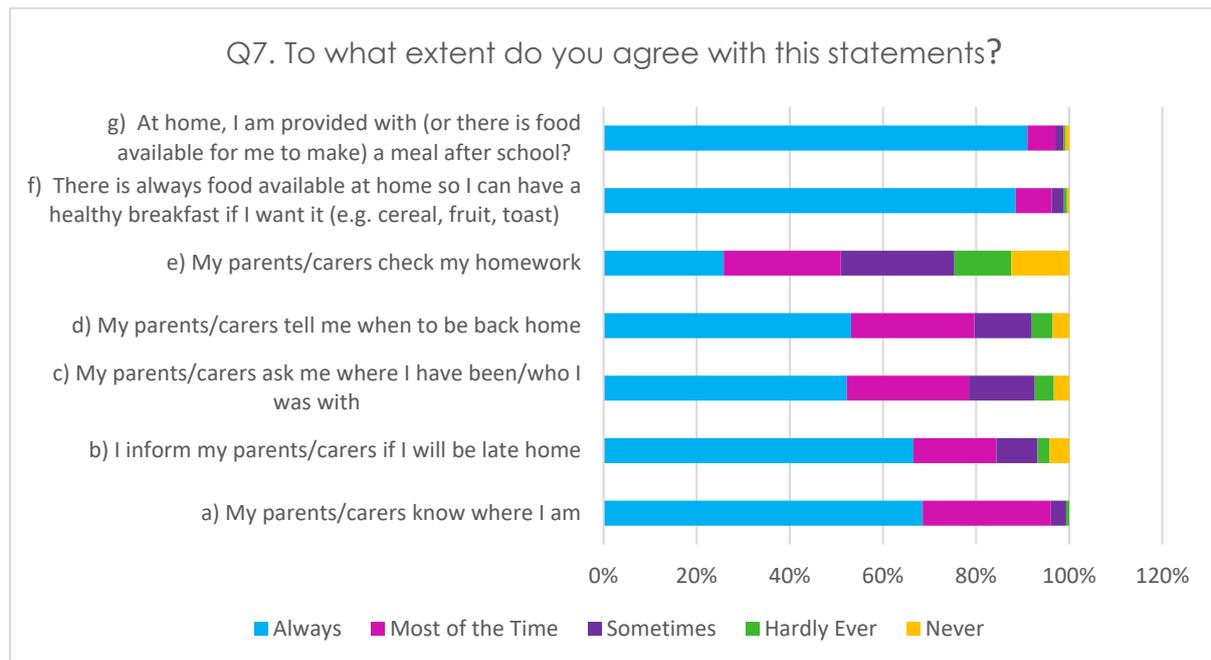


Figure 80. Graph to show the level of agreement amongst children and young people surveyed with a number of wellbeing statements

Positively, nearly all parents and carers know where their child is and they mostly inform their parents if they will be late home for any reason. Most parents also ask where their child has been, who they were with and when to be back home.

Fewer parents, although still a large proportion, check their child's homework.

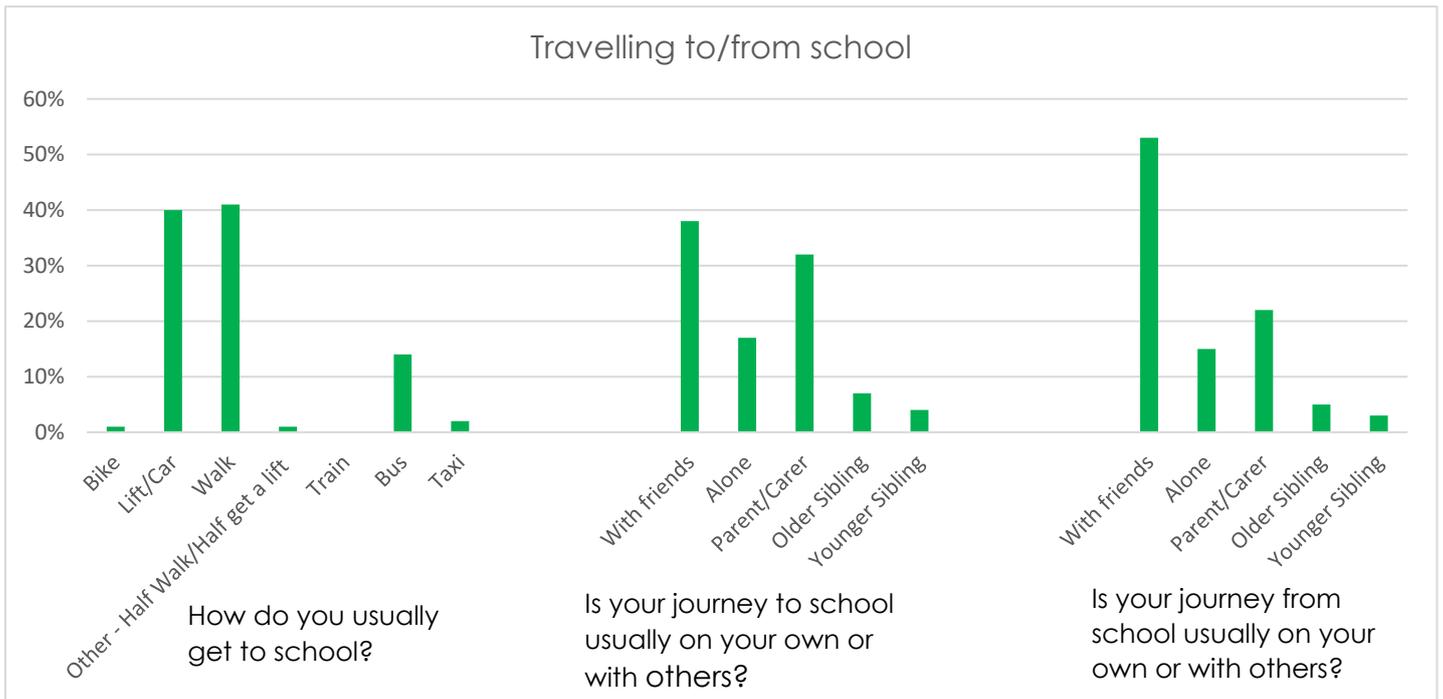


Figure 81. Graph to show the way children and young people commute to school

children and young people

Most pupils either walk or get a lift to school, with most going being accompanied by friends or parents/carers. Only about 15% travel to school on their own.

Safety

The below table gives an understanding of how the children feel in different situations in their local area.

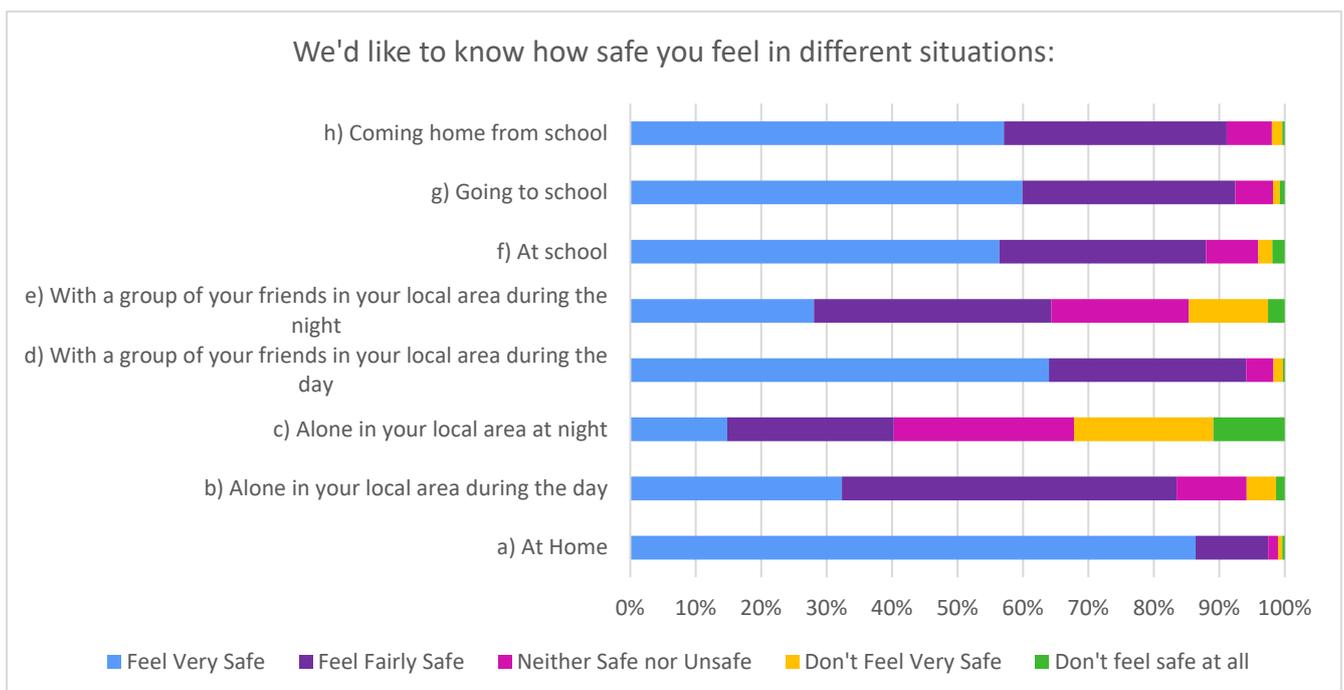


Figure 82. Graph to show the perceptions of safety amongst children and young people in a number of situations

The majority of children feel safe going to, from and at schools. This is to be expected, as most children travelled to school with their friends and family, and the above chart shows there is a greater feeling of safety in groups than alone. There was a big difference also in day and night, and just only 10% felt very safe at night alone compared to just over 30% during the day alone. Feelings of safety at home were very high, with 86% feeling very safe.

We also utilised this survey to try and gauge what the main causes of fights were at school. Face to face disagreements, comments made on social media and ongoing bullying are prominent explanations as to why fights occur.

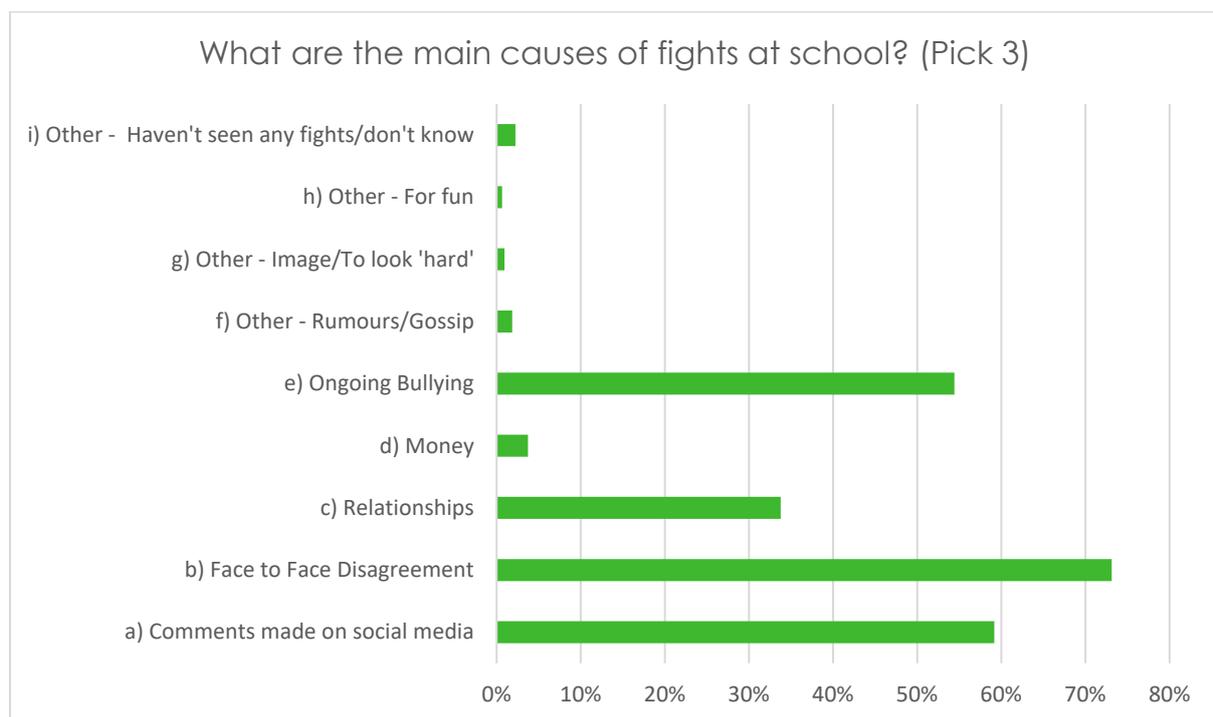


Figure 83. Graph to show the perceived causes of fights in schools amongst surveyed children and young people

From the 'other' free text answers, rumours and gossiping was cited as a reason for quite a few pupils, and others felt that people would start fights either 'for fun' or to 'look hard'.

We also asked those who had Safer Schools Officers in their schools whether they would feeling comfortable speaking to them about something they were worried about. Of the 377 who were aware of their Safer Schools Officers, 56% said they would and 37% percent would not, with the remaining being unsure. Those who answered no stated they would rather speak to a teacher, parent or that they simply would not trust them.

Exclusions

We also took this engagement opportunity to canvass pupils' opinions on school exclusions. Firstly, we asked what they felt would be reasonable grounds for a temporary exclusion, which is covered in the below table.

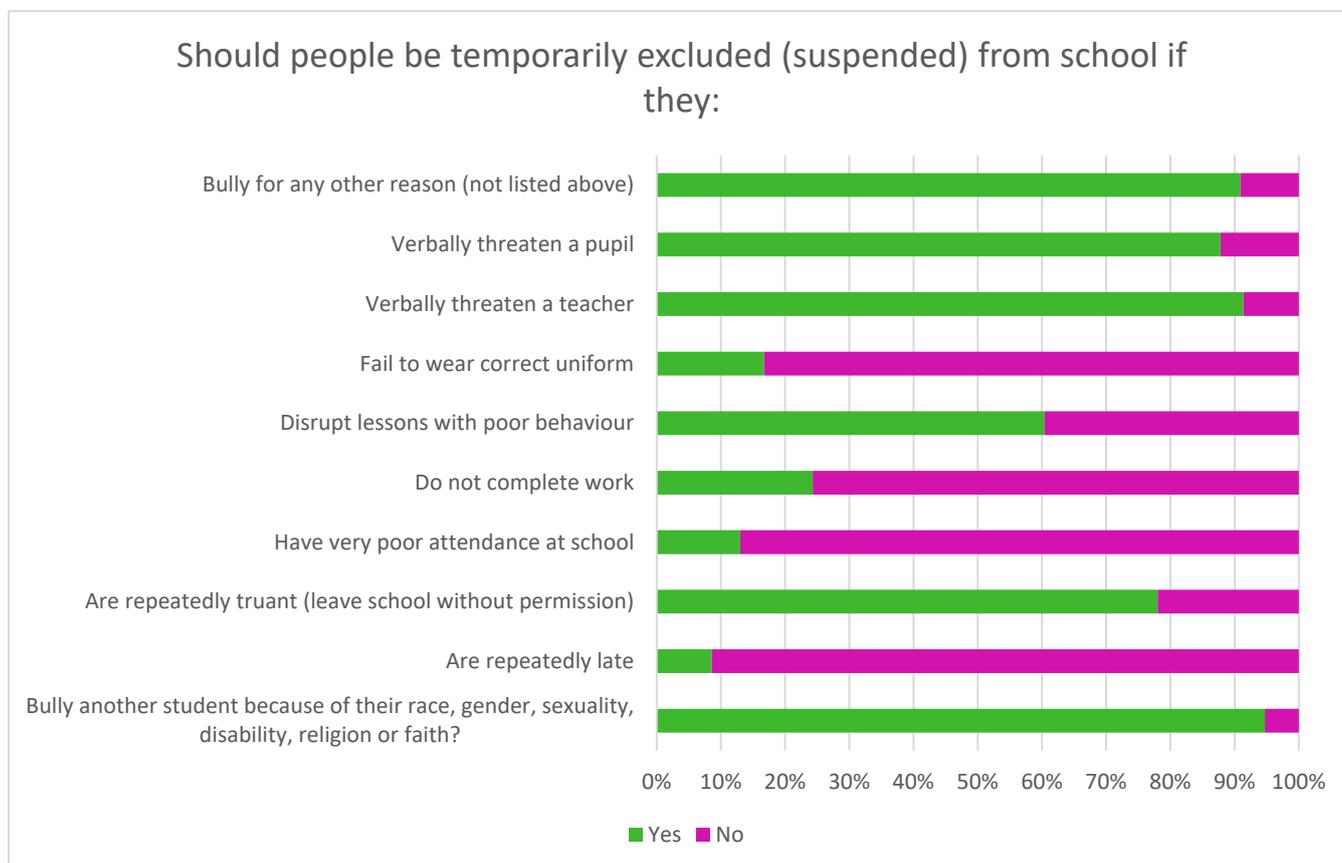


Figure 84. Graph to show views of surveyed children and young people on reasons for temporary exclusion

Any form of bullying and verbally threatening of pupils and teachers were all considered reasonable grounds among pupils for temporary exclusions. Interestingly, just over 60% felt disruptive behaviour warranted temporary exclusions, which is the main reason for exclusions in England and West Yorkshire. On the whole, they felt wearing the correct uniform, having poor attendance at school, being repeatedly late and not completing work were not appropriate reasons for being suspended.

We then asked to understand the impact a temporary exclusion had. 67% felt that it did not change the behaviour of the student who was suspended, 65% said that it did not change how safe they felt at school, 57% said it didn't change how safe others felt in school and 55% said it didn't change how easy it was to learn in school.

In a free-text section, we allowed the pupils to suggest what they would change about how their school issues temporary or permanent exclusions. Some of the most common answers given by the pupils were:

- Racism should be taken more seriously and should have harsher punishment
- Give people more chances before excluding
- Schools should be stricter
- Alternative punishments could be used, such as isolation and detentions

Gangs

From the pupils who completed the survey, they were fairly split with 53% thinking gangs are in the local area, with 47% thinking there were not.

Of those who thought gangs are in the local area, 27% were worried about them and 12% were slightly worried. Also, 6% of respondents (60 pupils) stated that they have been approached to join a local gang.

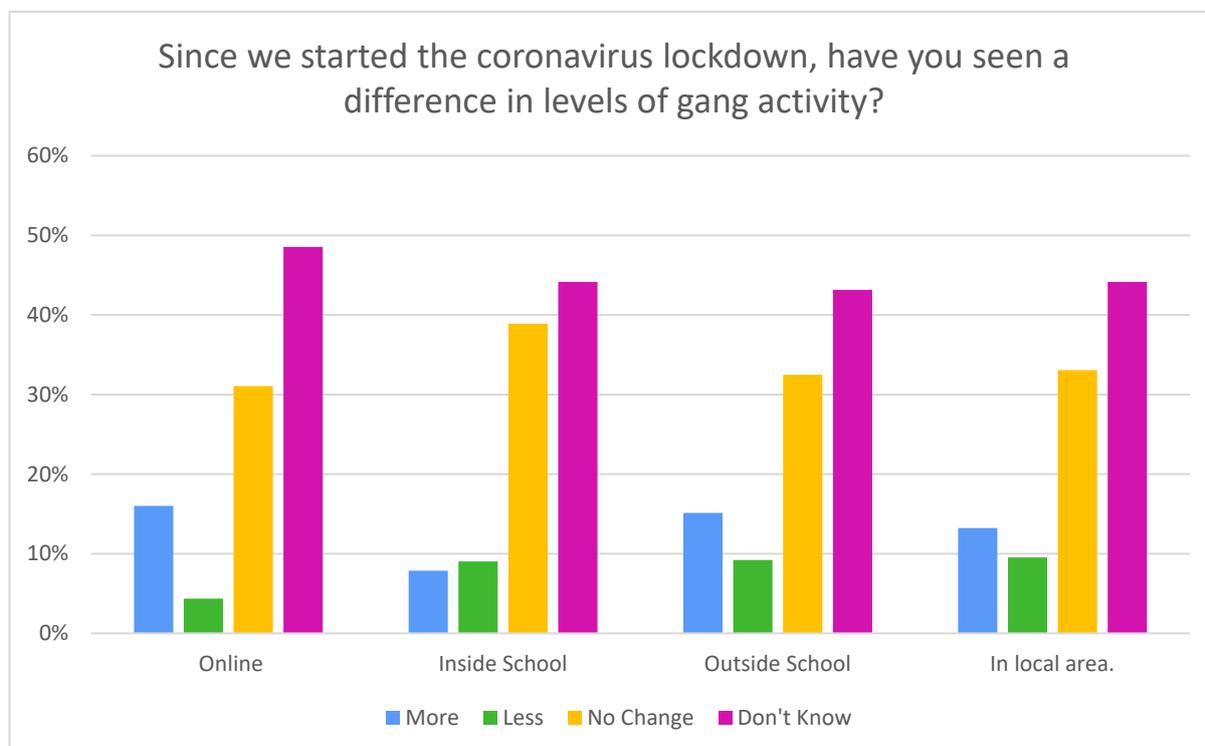


Figure 85. Graph to show perceptions of surveyed children and young people on levels of gang activity

We also sought to understand what these young people felt could be done to stop people joining a gang and being involved in crime. Some of the most commonly provided suggestions were:

- Education is crucial - workshops in schools could be held to inform of dangers, consequences of gangs and crime
- Many suggested harsher punishment
- A lot wanted safer spaces to meet up in
- Promote more activities so young people don't have time to get involved in gangs
- Money can be a driver for people joining gangs - more employment /opportunities to earn money for young people would turn them away from joining gangs
- Counselling support must be available

While young people have suggested safer spaces and promotion of activities as promising alternatives for those who become involved in gangs, there are concerns, raised in some research earlier this year, that youth organisations in England face wholesale closure, which could have a huge impact on vulnerable young people.

The responses from 1,759 youth organisations in England revealed that 58% are operating at a reduced level, with a further 20% temporarily closed or preparing to permanently close.

Anne Longfield, Children's Commissioner for England, noted that areas suffering the most significant cuts in spending on young people have recorded increases in knife crime and drug related crime.⁵⁰

It seems inevitable, therefore, that a reduction in the availability of youth organisations will deprive a large number of young people from accessing support. The perceptions the young people engaged with in this survey show a clear understanding of the importance of support, safe spaces and activities to keep young people out of trouble and safe. Therefore, should these youth organisations not receive the support required, it would be reasonable to expect numbers of vulnerable young people falling into gangs and becoming involved in crime to continuously rise.

Knife/Weapon Carrying

We also sought to understand the pupils' perceptions and awareness of knife / weapon carrying in schools. Initially, we asked if they knew anyone who carries a knife / weapon and whether this has increased over the last 6 months.

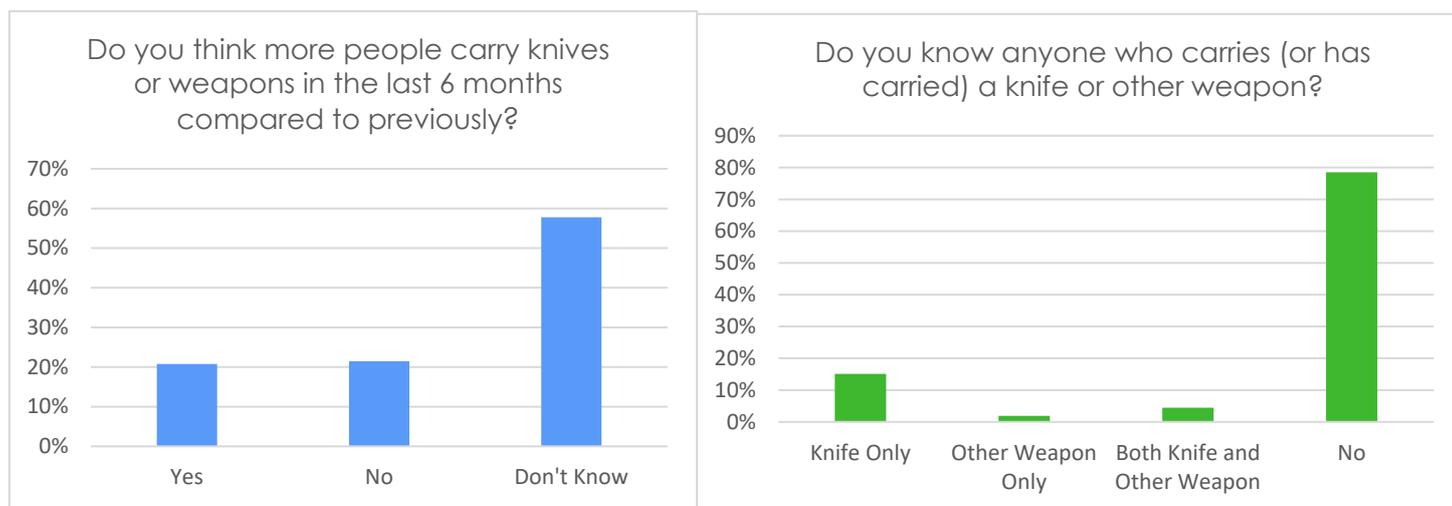


Figure 86 & 87. Graphs to show perceptions of surveyed children and young people on levels of knife/weapon carrying

⁵⁰ <https://www.theguardian.com/uk-news/2021/jan/03/youth-organisations-in-england-face-wholesale-closure>

Most pupils were not aware of anyone carrying knives (78%), although 15% (159 pupils) said they knew someone who carries a knife. Most were unsure as to whether there has been an increase of knife/weapon carrying over the last 6 months, and 21% felt it had increased and 21% felt it hadn't increased.

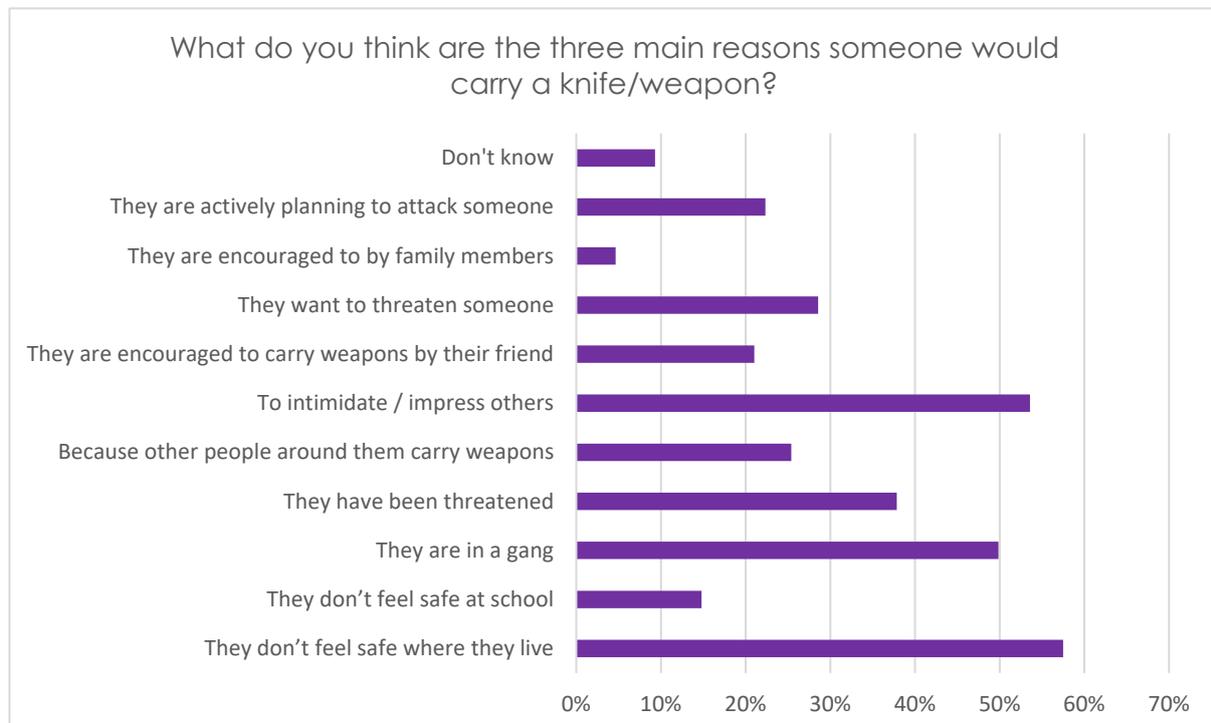


Figure 88. Graph to show perceptions of surveyed children and young people on rationales for knife/weapon carrying

The commonly selected reason the respondents felt that someone would carry a knife/weapon was that they don't feel safe where they live (57%). The two other largest reasons were to intimidate/impress others and because they are in a gang.

Summary:

The Youth Engagement Survey shed some light on young people's perceptions on a variety of topics.

- The majority of young people surveyed that did not attend school regularly attributed it to COVID, and the need for schools to be COVID safer. Any increase in drops in attendance rates since the initial lockdown can be linked to COVID.
- Social media was considered to be a significant contributor towards fights occurring in schools, which reinforces previously highlighted links between social media and youth violence based on research by the University of Huddersfield.
- Respondents perceived support, activities and safe spaces to be particularly important in preventing young people becoming involved in crime. With recent reports suggesting that many youth organisations are verging on closure as a consequence of the pandemic, the impact this potentially has on the numbers of young people becoming involved in crime could be substantial.

Recommendations

- As suggested by the aforementioned research by the University of Huddersfield, training should be provided to professionals working with young people in order to feel comfortable in recognising and responding to developing problems online. Parents and carers should also receive training and support, emphasising the importance of supervision and oversight of young people's activity online.
- Continue to conduct surveys to measures in order to measure changes of perceptions in schools across West Yorkshire. .
- Engage more frequently with young people and our communities, to ensure that co-production, building community resilience and community empowerment underpin all VRU activities and strategy.

8.0 Preventing Serious Violence

The West Yorkshire Violence Reduction Unit identified seven key themes from the previous Needs Assessment as highlighted in section 1.2. Based on our intelligence, delivery, community engagement and system wide priorities the seven ambitions provide a stable framework of priorities. Stability of priorities will enable us to take a longer-term approach to violence reduction, recognising that impact will be achieved through a longer term, sustained, coordinated response across our partners and partnerships.

The ambitions are shared across the partnership and we will collectively continue to ensure that they are integrated in our partnership strategies and work programmes.

8.1 VRU Priority Themes

Criminal Justice

The Criminal Justice thematic work stream aims to establish interventions in a range of community and secure settings, designed to divert young people from custody or to reduce reoffending.

Following on from discussions at the Reducing Reoffending Board meeting in July 2020, engaging with a wide range of key stakeholders, the VRU extended the service offered by St Giles Trust across West Yorkshire to provide the "lived experience" model within all 5 districts. This was to ensure that the service received under the Custody Diversion project, is consistent across the county. A number of other projects were also agreed with key partners, along with outcomes to be achieved under this work stream:

- To understand the risk factors associated with young people entering/who are in the criminal justice system
- All young people in the criminal justice system receive support and interventions personalised to their needs to reduce the risk of reoffending.

- Support the release planning of young people who are in the criminal justice setting to reduce the risk of reoffending
- Identify and implement interventions to address physical & mental health and wellbeing, Inequalities and determinants of health to improve the outcomes for young people in custody settings, during and after release; to ensure Young People have the best possible opportunities and increase healthy life expectancy

Intervention Programmes 2020/21

Intervention description
<p>Custody Diversion Q1-Q4 2020/21- Since December 2019, St Giles Trust have been working alongside the Police, and West Yorkshire Liaison and Diversion Service based at Elland Road Police Station to combine their service with culturally competent SOS case workers with lived experience of serious youth violence and criminality. The aim of this collaboration is to engage with the young person at the 'teachable moment' when they have been arrested and are reconsidering their options and life choices. The provider is working with education, training and employment opportunities to maximise opportunities for service users. The approach has been trailed in Q1&2 in Kirklees and Leeds District and based on results and has been extended West Yorkshire wide for Q3 and Q4.</p>
<p>Drop the Knife for a Better Life – Sunnyvale Q1 and Q2 2020/21 (now under CSP Locality Based interventions)- This initiative is based around education and engagement with groups and one to one work; engaging with the harder to reach, more vulnerable young people within the community. These young people are vulnerable to committing crime, carrying weapons and re-offending. Sunnyvale offers canoeing, climbing, archery and other forms of engagement such as delivery of crime education and deterring young people from getting involved in gangs and knife crime.</p>
<p>Communicate to Educate Q1-Q4 2020/21 - A 4-part speech and language intervention including assessment of every young person coming through Wakefield Youth Offending Team, designed to support and equip young people who have difficulty communicating which has been a factor in their involvement in crime or violence.</p>
<p>Catch 22 Q3-Q4 2020/21- The Catch22 Gangs and Violence Reduction Services support the management of prisons by reducing the risk of violence and aggression posed by gang-involved prisoners. It 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. This was delivered under the VRU in 2019/20 funding period and will now continue in Q3 and Q4 of the 2020/21 period.</p>
<p>Pain2Purpose Q3-Q4 2020/21 - Darryl Laycock who is a rehabilitated ex-offender delivers Pain 2 Purpose work. Darryl was previously a leading gang member, having been sentenced to 17 years 10 months serving over 12 years in 19 different establishments. The support proposed is to divert young people from custody and to reduce reoffending in 1:1 and group sessions. This can be provided in HMYOI Wetherby, through YOT'S on release and also the potential to support in Adel Beck Children's Secure Unit. This is all to be overseen and supported by the IOM 6th hub team.</p>

Additional Criminal Justice work 2020/21

WY and H Health Care Partnership - Women and Girls Intervention

There has been an ongoing National response to reducing violence and exploitation involving women and girls. In 2010 the government published a Call to End Violence against Women and Girls (VAWG) and in 2016 launched the Violence against Women

and Girls Strategy 2016 – 2020. West Yorkshire and Harrogate Improving Population Health Programme have collaborated with West Yorkshire Violence Reduction Unit to understand and respond to the causes of the causes for women and girls involved in serious violence and exploitation.

A long-term public health approach, which tackles the deep rooted and engrained social, health and economic problems facing women and girls, is our best chance to address this issue. Through this intervention, we aim to improve the health and well-being of women and girls, including health life expectancy and understand the risk factors of young women before they reach the criminal justice system.

Partners have now been identified through a bidding round and work will begin in January 2021, with also reviewing and implementing findings and recommendations from the research piece 'Addressing the root causes of serious violence and exploitation of young people', to establish a successful intervention to pilot for 6 months.

Prison training

During 2020/21 VRU funding period, further working relationships have been built within our Prison estates in West Yorkshire. This has been through the support of the Yorkshire Prisons Group, Governors and Heads of Functions in the different establishments. As well as specific interventions, targeted at the different Prison populations and identified through out Needs Assessment, other system change work has also been identified to help address serious violence in these areas.

There are currently monthly meetings being held in HMYOI Wetherby with a range of key stakeholders, to explore the options of further training to help staff address serious violence within this young offender's institute. This is also in collaboration with the VRU, Criminal Justice Advisor in the OPCC, Operation Jemlock and West Yorkshire Police.

Workforce Development

In addition to the specific staff training being explored in the Prisons to tackle serious violence, St Giles Trust are also offering under the VRU, training to Professionals on County Lines. These are being held in quarter 4 of the 2020/21 VRU funding period and will be held through webinars online covering sections on the risks and consequences of county lines, describing the relationship between county lines and other forms of criminal activity and developing long-term and solution based approaches to prevent and reduce the risks.

System Change work and meetings

Alongside the interventions commissioned and training being provided, there are a number of other pieces of system change work continuing to develop under this work stream, including:

- **Reducing Reoffending Board** – The VRU now have a standing agenda item on this Board and this plays a key part in the sustainability of this work stream going forward. Support by the OPCC, especially the Criminal Justice Advisor in this work stream, has meant a wide spread of supportive partners being behind the work of the VRU

- **South and West Yorkshire Resettlement Consortium** – The VRU has a place on both the Operational and Strategic boards under the Consortium and is a place where interventions and system change work are able to be shared and discussed with key partners
- **YOT meetings** – further work has been developed in 2020/21 within the YOT's and how priorities are able to be streamlined with the support of each other. The VRU also have an ongoing agenda item on the YOT boards.
- **Police notifications** – North Yorkshire Police and the VRU were able to link together to discuss work that they have been completing in their local Prisons. This work was being able to make sure that victims details are 'banned' in Prison, to stop perpetrators contacting them through other prisoners etc. The VRU were able to support the correct contacts and links so West Yorkshire were able to support this work being developed in this area.
- **IOM (Districts and 6th Hub – Prison) working relationships** – IOM have proved a valuable key stakeholder in the Criminal Justice work stream for both interventions and system change work. This will continue to be developed, with the view to looking at developing a West Yorkshire IOM meeting in the near future.
- **Work in Approved Premises** – Further awareness work has been completed in the number of Approved Premises in West Yorkshire of the interventions the VRU supports and how this is able to link in with those living under in these premises.
- **Young People's Secure Settings** – Adel Beck – further work is being explored as to how interventions can start to branch out to the Young People's secure setting, before it reaches the young offender's institute.
- **Probation Reform** – the VRU have started discussions to be involved in the Probation review and how the work of the VRU and Probation can complement each other going forward.

The following case study represents some of the impact of one of the projects; Communicate to Educate

CASE STUDY: Communicate to Educate

14-year-old girl currently living with father, however has move back and forth between both parent's care. She has a younger half sibling from mum and another partner although they have since separated. There is a history of neglect and emotional abuse and she is currently on Child protection plan for emotional abuse (although previous plans cite Neglect)

Both parents have spent time in prison and there was DV within the home. Concerns raised around attachment issues and poor parenting with poor mental health of both parents. The girl currently has a Youth Conditional Caution for ABH and 8 other incidents of assault previously.

The girl presents as having low self –esteem; self-harm –cutting and a paracetamol overdose. It is recognised there is childhood trauma, anger issues, depression, risk taking behaviours and being an at risk child. There is also poor school attendance, school exclusion, drug use (cannabis), frequent missing episodes and lack of trust with professionals, amongst others.

A referral was made for Speech and Language Therapy assessment. The girl had been referred as a much younger child but discharged unseen due to non- attendance. There were 9 attempts to assess her in the form of home visits/ health centre appointments made with YP before able to assess eventually over 2 sessions. Had built up a rapport from telephone interactions.

There were excuses made each time to avoid the assessment possibly due to fear of failure. Language assessments indicate severe difficulties with both understanding and use of language, vocabulary knowledge and use and with understanding the concept of Time.

This was impacting on her willingness to access education due to feeling confused much of the time. Liaison with school staff regarding her specific difficulties and how to implement strategies to support her in school has impacted on her behaviour and school attendance.

She is also accessing the Communicate programme which is improving her language skills and her trust in professionals. She is now able to consider opportunities for her once she leaves school. Her emotional regulation has improved and her emotional literacy skills have developed. She is able to recognise when she is feeling upset and is able to remove herself from a situation rather than become confrontational. Other key achievements include:

- No further offences since beginning programme – able to regulate emotions better
- School attendance currently 52 percent from non-attendance
- Improvement in language skills in terms of spoken language shown by improvement of baseline assessments
- Adaptations by school staff made to curriculum and greater awareness of language difficulties impacting on behaviour and compliance
- Missing episodes reduced
- Reduced attendance at A&E
- Trusting relationship with Communicate worker- will discuss her feelings
- Able to consider her “future” and has aspirations for a career

She will continue on this programme as she is making excellent progress.

Education Inclusion

Education Inclusion was identified in the 2019/20 Needs Assessment as being an area for focus over the 2020/21 period, observing that at the point of permanent exclusion the risk of harm intensifies and must be matched with a proportionate increase in service response.

In addition to an Education Inclusion intervention programme across the districts, the VRU have worked closely with West Yorkshire Police to develop a bespoke response to knife crime in order to help children and young people develop skills and resilience to making better choices.

Outcome 22

West Yorkshire Police in partnership with a consultant, are developing a short education input for young people caught in possession of a knife in school, which would be recorded as what we refer to as an 'Outcome 22 – diversionary, educational or intervention activity'. This will be delivered in situations where the offence is reported to the Police and the Police would ordinarily decide to take 'No Further Action'. It is intended to support the school's response to the incident and educate and support the young person.

Importantly, Outcome 22 does not affect a child's criminal record and does not show in any future DBS check, therefore providing an opportunity to resolve the issue and address the behaviour and attitudes without damaging the young people's future prospects. The outcome would only be available to the young person if they meet set eligibility criteria and consent to taking part. Each case will be individually assessed for whether the young person is suitable for Outcome 22.

Outcome 22 will be delivered by a fully trained West Yorkshire Police Employee (Constables and Police Community Support Officers who are in safer schools roles). It aims to:

- Educate about the Law on knife carrying and possible consequences.
- Build a positive relationship between the police and the young person.
- Develop skills and resilience in order to support better choices in future situations.
- Signpost to other services and provide some follow-up if necessary.

The development of a student workbook is running concurrently to the officer-training package and is due to be rolled out in February, with the delivery of the intervention coming shortly after.

Intervention Programme

The WYVRU Needs Assessment and Response Strategy determined the need 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 with the addition of workforce development for education staff. The following interventions support this area of work:

Intervention description
SOS+ Second Chance - Facilitators and Peer Advisors have been embedded within Southway and West 14 Area Inclusion Partnerships' (Alternative Provision) since December 2019 to deliver preventative group sessions and intensive 1:1 mentoring aimed at tackling knife crime, gang activity, county lines, and CSE affecting young people who are vulnerable and at risk of exploitation. Based primarily at these sites, young people are supported to stay safe and to make positive lifestyle choices.
Reach Out - A mentoring service offered to schools and alternative provisions for young people who might benefit from having a mentor to support them. The project has been extended through to the end of quarter 4 through the Kirklees specific CSP local initiatives funding stream.
Bradford District Educational Inclusion Programme - one to one interventions with young people who are out of education / on the fringes of education / have been excluded / inappropriately home educated / managed move breakdowns and who are identified as being at risk of participation in serious violence or who are known to carry weapons.
Calderdale District Educational Inclusion Programme - to engage, motivate and inspire this vulnerable cohort in making informed positive choices and decisions about their future. Our identified partners will include alternative provision providers who emphasise an activity-based approach. It will also include a peer mentor approach to encourage young people in respect of their future employment prospects and their social interests to inspire and support them and move away from negative peer group influences.
Kirklees District Educational Inclusion Programme - Detached Street based Youth Work in communities based on the intelligence and diversionary activities in areas based on the intelligence
Leeds District Educational Inclusion Programme - Delivery Organisations will be the Early Help Hubs, the Youth Service, Learning Inclusion Service including the Educational Psychology team in conjunction with third sector organisations. The project will support positive engagement and attendance in education and activities that enable confidence and aspirations. The proposal is to work with Hamara, Beyond Inspired and Herd Farm in delivering the 'Beyond School' programme however the programme would also work closely with CATCH, Getaway Girls, Chapeltown Youth Development Centre (CYDC), Leeds Street Team and Health for All. Participants will be supported to engage in a range of services, specific to their particular areas of interest and needs which will include one to one tuition, fitness, music, poetry and outdoor activities. Where appropriate, parents will also be able to access the service of Beyond Inspired which fits with the systemic programme.

Wakefield District Educational Inclusion Programme - Funding will recruit a part time NHS Children's Speech and Language Therapist to deliver targeted SALT interventions over a six-month period between October 2020 and March 2021.

Building Futures Together - The aim of this intervention is to offer an alternative to those who are not necessarily academically minded and to engage with those who are not engaged in the school curriculum, to steer them away from crime, anti-social behaviour, exploitation and becoming NEET. They do this by providing life skills, opportunities and construction training in the form of a 6-week training course at an apprentice training school in Leeds giving young people experience of the construction industry first hand including mechanical, electrical, plumbing and air conditioning. They are also looking to provide ongoing support following the training course for the young person supporting and encouraging them to engage in the school curriculum in order to progress within this industry. They also intend to provide support in the form of assisting the young people to gain work experience, attend other training opportunities and possible future work opportunities within the industry.

Positive Choices This project has three elements to it Positive Choices Events, Talking Heads and Positive Choices follow up.

Positive Choices Events are a collaboration between voluntary, third sector, charities, sporting teams and West Yorkshire Police, all brought together by Leeds United Foundation who facilitate the events. The Positive Choices events run usually for a full school day within high schools, previously within Leeds, where the events have received fantastic feedback. With VRU funding, Leeds United foundation will be able to offer the Positive Choices events to 18 schools across West Yorkshire from October 2020 – March 2021. To date they have delivered Positive Choices Events to four schools reaching 685 young people and expect to reach around 2,400 young people from this element of work funded by March 2021.

Talking Heads - Collaboration of well-known Sports Personalities from a host of diverse and different sports including Boxing Gymnastics, Athletics, Cricket, Rugby, Netball and Football, each filmed delivering key messages to be broadcast across a number of different venues across West Yorkshire.

Follow Up Positive Choices - A 10 week pilot in 2 schools who have held a Positive Choices Event aimed at Year 9 student in need due to behaviour, school absenteeism, anti-social behaviour, low level criminality or are vulnerable and at risk of exploitation.

Next follows a case study from the SOS+ Second Chance intervention, which provides clear evidence of the positive impact the intervention has had on a child and just how positively received this support has been.

CASE STUDY: SOS+ Second Chance

J is an only child raised by his mother. J does not have a positive male role model in his life, his father sadly passed away in an accident when J was very young. J has never felt able to grieve over his father and as a result, his behaviour is said to have been significantly affected. He is currently out of mainstream school and displaying delinquent and anti-social behaviour and has also been involved in violent incidents resulting in numerous arrests for assault, one of which was a male pensioner. J has openly admitted to using cannabis and drinking alcohol and states this is to calm him down. J is easily influenced by other peers and has issues around how to manage his anger and dealing with conflict.

J is now in the Area Inclusion Partnership Provision. He has received one to one work, which has involved discussions about putting himself in situations whilst under the influence of drugs and alcohol and about keeping safe and thinking about the consequences before acting. Since the delivery of the knife crime session in early 2020, J has started to engage more with staff as he finds them approachable and they have lived experience that he can relate to. He is now also engaging well in the classroom. J can now identify what causes him to get angry/frustrated and has put in coping strategies to avoid putting himself into situations that will potentially bring him trouble. J does this by taking himself out of the classroom and by staying quiet and not reacting straight away.

The impact that this project has had on J is very positive and the staff at the AIP cannot thank staff enough for the work they are doing with J.

Responses to Domestic violence & abuse

Supporting children and young people affected by domestic abuse and violence

Responses to DA

The Domestic Abuse thematic work stream aims to develop interventions to respond to domestic violence and abuse with a particular focus on young people who witness or experience domestic abuse.

A recent report published by NSPCC Learning highlights published case reviews suggesting professionals sometimes struggle to keep their focus on children when they are working with families where there is domestic abuse. The parents' relationship can end up overshadowing those of their children. The learning from these case reviews highlights that professionals need to understand the dynamics of domestic abuse and the effect it can have on children.

Intervention Programmes 2020/21

Intervention description
Young Person's IDVA Service: This is a specialist Independent Domestic Violence Advocacy service for 11 - 24 year olds. It provides a youth-friendly approach within an existing crisis intervention, advocacy and support service. The approach is one of initial crisis support and longer -term case management by an allocated case worker for the young people concerned.
IDVA in Police control room - A domestic abuse specialist based within the control room at Elland Road police station. After the first year of funding, it was further explored as to how this will meet the needs of focusing on young people who witness or experience domestic abuse. There is now more reviews and monitoring taking place on those children who are witnessing the incident and how we are best able to support them going forward.
'Tackle it' Project. Delivered through the Leeds Rhinos Foundation a project focused on working with both perpetrators and victims of domestic abuse. This project has proved a success in making a difference by addressing behaviours, thinking and attitudes through class room and sport participation.
Operation Encompass Development Worker - Bradford district will provide 1 worker for five months to enhance this area of work across all 5 districts in West Yorkshire. Operation Encompass is a police and education early information sharing partnership, enabling schools to offer immediate support for children and young people experiencing domestic abuse.

Operation Encompass – additional information to support the need for a Development Worker

Operation Encompass is a police and education early information sharing partnership, enabling schools to offer immediate support for children and young people experiencing domestic abuse. Information is shared by the police with the young person's school prior to the start of the next school day, after officers have attended a domestic abuse incident. This notification enables the school to be able to provide appropriate support to be given, dependent upon the needs and wishes of the child.

A background scoping exercise has been carried out in to the current Operation Encompass offer within West Yorkshire and as a result, gaps and potentials for enhancing Operation Encompass have been brought to our attention. There was a positive reaction to the possibility of enhancing Operation Encompass throughout the districts. Most districts identified the same gaps and proposed recommendations for moving Encompass forward. There are six main recommendations proposed that this post will undertake:

- Ensure the same support offer is available within every school, by commissioning an Encompass tool kit to be developed. This could also contribute to schools becoming trauma informed.
- Staff member to pick up and notify those cross boarder children.
- Improve the notifications procedure to ensure notifications are still received and actioned within school holidays.

- System or staff member to pick up under school age children and those within higher education.
- Workforce Development and training for all education settings and police officers particularly on Operation Encompass informing staff of the procedures from incident to school notification.
- Notification to be shared with Safer School's Officers direct as well as the school to ensure they are able to provide additional support to the young person.
- Potential to look at further notifications, as development work is seen in other areas, such as notifying on other offences and information additionally to DVA

System Change Work

There have been a number of groups held with key stakeholders under the Domestic Violence and Abuse work stream to be able to identify and support work and interventions, which link directly with the Response Strategy and Needs Assessment. As well as the interventions outlined above, other work that is being considered and developed under this work stream are:

- Reviewing the DASH to see how it is appropriate for assessing the needs of young people present during a domestic abuse incident
- Considering greater engagement and working together with health care providers to identify and signpost victims and their families to support services including ensuring therapeutic services are available.
- More focus on male victims – reviewing what type of support do they need and whether this can be gained from existing services and them being gender-informed

CASE STUDY: IDVA in the Control Room

Date of contact: Summer 2020

Police case grading: Standard

Overview of incident:

In summer 2020, a report was received from an individual who had moved in with her boyfriend during the COVID-19 lockdown. During this time, there had been numerous arguments, becoming verbally aggressive and threatening in nature. In one incident, she was assaulted, causing multiple bruises.

Support:

Over a short period, she was supported with housing, her mental-health, well-being and reporting to the police.

- She worked with the Elland Road Independent Domestic Violence Advisor (IDVA) for a little over a week, with focus on her safety and mental well-being.
- A plan was put into place identifying those she could contact, allowing her to seek assistance from those around her.
- She was also signposted to her GP to discuss her health and well-being, as she felt that she may benefit from counselling.
- Photographic evidence of her injuries was provided to the police, who agreed to follow up with regular updates.
- Although the bespoke support has now ended, she has the Leeds Domestic Violence Service 24-hour helpline number should she need ongoing support.

Night Time Economy

Reducing violence in the night-time economy

The West Yorkshire Violence Reduction Unit chair the 'VRU Public Health Reducing Serious Violence Network' on a regular basis, which brings together partners and experts in order to focus on the reduction of violence in the night-time economy.

The group have examined existing best practice, as well as using the network as a platform to share their organisation's/district's examples of best practice and 'what works'. The group have been collating this information to build up a repository of all positive early intervention techniques, as well as gathering data and intelligence, identifying potential opportunities and any potential issues or challenges.

By pulling together all of this data, we will be able to pull together our ambition of 'what good looks like' across West Yorkshire for a safe, healthy & prosperous night time economy'. Having a framework for managing a safe and prosperous night-time economy will aid us to have a coordinated approach to develop sustainable, healthy and safe night-time economies across West Yorkshire.

A funding stream has been made available to the group to trial innovative prevention initiatives and evaluate their impact and potential scalability across town and city centres within West Yorkshire.

This workstream has evolved significantly over 2020/21 delivery arising from the impact of Government lockdowns, largely tier 3 release before returning to lockdown. It is key to use this time to develop a partnership response so that as the vaccination programme rolls out and different sectors are permitted to resume that we can aid our county to do so in a healthy and prosperous manner.

Supporting Victims of Serious Violence

Victims support was identified as a key theme for the 2019/20 programme of VRU delivery, however rather than having interventions specifically designed in this area, we have taken the supporting of victims of serious violence as a key thread that runs through all of our business. Programmes such as the Independent Domestic Abuse Advisor (IDVA) in the control room running under the Domestic abuse thread and the young persons IDVA work in Bradford are designed to provide initial crisis support to victims and witnesses. To understand the impact that programmes such as these have, the IDVA programme also forms part of our local evaluation work with Sheffield Hallam University.

The supporting of victims of crimes should remain a focus of the VRU, particularly for engagement activity to ensure that we learn from their experiences and use these to inform future delivery.

A&E Navigator Programme & Community Links

The A and E Navigator programme aims to support people to move away from violent or chaotic lifestyles by providing support with some of the social issues that make many frequent attenders in Emergency Departments.

The interventions are as follows:

Intervention description

West Yorkshire Hospital Navigator Programme. Work with West Yorkshire and Harrogate Health and Care Partnership (ICS) and WYAAT (West Yorkshire Association of Acute Trusts) during 2020 to implement violent crime navigators across Emergency Departments in WY from Q3. With funding for 2 pilot sites, working is ongoing to implement this service within Bradford Teaching Hospitals Foundation Trust and Leeds Teaching Hospitals Trust. The service aims include:

- To contribute to the reduction of health inequalities faced by young people involved in serious violence
- Provide a system approach (based on local need) to identify and support YP who present at A&E that may be involved in or at risk of violent crime.
- A personalised package of support available to all YP who are identified and referred
- Ensure appropriate provision is available at place/districts through the Community Links programme.
- Establishing a consistent data set for A&E Departments/Trusts and providers at place/district
- Contribute to the reduction of violent crime and repeat incidents

Community Links Programme. Support existing (specialist) place-based provision to provide additional and ongoing support to young people who have been referred through the hospital navigator programme. Through agreed pathways that are; clear, consistent and personalised to the needs of individual young people. This services will also look to continue or establish ongoing engagement between this provision and local A&E departments, supporting local referral pathways from hospitals at place whilst the Navigator pilots are developed in Leeds/Bradford and other healthcare providers such as GPs, Sexual Health Clinics and the SARC. This provision would work with statutory and third sector partners at place, delivering preventative intervention activity based on local intelligence.

Further details on the individual district approaches are below:

'Help Me' Bradford – Since December 2019, staff in Bradford have delivered targeted detached outreach which is intelligence led, working with young people identified as knife carriers/users and using the established 'Breaking the Cycle' model and case management system. Locality based practitioners, who know the district well and who are well versed in the wider offer to young people in the district, are working with young people at risk. This intervention offers focused 1:1 work by providing a buddy / befriender approach to guide and support young people through and beyond the presentation at hospital or within the community. This intervention also assists in

gathering soft intelligence about violent crime, perpetrators, and areas of highest presentations and removing seized weapons from young people.

From Q3 a dedicated worker from the Breaking the Cycle Team will act as a single point of contact to create a consistent referral pathway from the 2 A&E based Navigator pilots as part of the 'Community Links' programme of work.

"Safe Talk" – Referral Pathway Leeds. Since December 2019, a referral pathway has been established for young people who present at St. James and LGI hospital sites with injuries consistent with being a victim of serious youth violence to enable them to access support within the 'reachable' moment of being a victim. Using positive engagement with young people under 25 attending at A&E departments / Trauma wards with knife and other assault related injuries, or with other identifiable additional or underlying needs; and providing a family first approach to support families of those presenting with knife, and other assault injuries. Mapping of urban street gangs within the district will provide local intelligence for targeted delivery where appropriate.

From Q3, Youth justice workers will also act as a single point of contact to create a consistent referral pathway from the 2 A&E based Navigator pilots as part of the 'Community Links' programme of work.

'Early Intervention Initiative' - Wakefield - Since December 2019, VRU Youth Workers seconded from St Giles Trust have been based in Wakefield carrying out detached youth work in partnership with Wakefield Council Youth Work Team. The original intention was to have a partnership presence in the local emergency department (Pinderfields Hospital, Wakefield), working with young people who attend hospital as a result of involvement in knife crime or serious youth violence. Since then the model has evolved to deliver a Community Navigator model that supports young people at risk of serious youth violence including those that may have been identified at Pinderfields Hospital. Where appropriate intensive 1:1 support is provided to young people most in need and referrals are accepted through existing partnership arrangements in the district.

From Q3, Youth workers will also act as a single point of contact to create a consistent referral pathway from the 2 A&E based Navigator pilots as part of the 'Community Links' programme of work.

Calderdale – From Q3, delivery of a single point of access for the A&E navigators and young people referred from the service. The Youth Justice Team (YJS) will provide an appropriately skilled and experienced worker to deliver an assessment and intervention. Focused work based on local need will also see resources utilised to undertake a needs assessment, looking at the demographics and presenting needs of victims/perpetrator/witnesses of domestic violence under the age of 25 due to the relationship between domestic abuse and other forms of violence. In order for services to be informed by service users and young people, targeted engagement with young people in the areas with the highest number of knife enabled serious violence offences will be conducted.

Kirklees – From Q3, a single point of access for all referrals from the Navigator pilots will be established within the existing Youth Engagement Service (YES). 1:1 mentoring support will be complimented by support into other appropriate services based on individual need, whilst ensuring a trusted relationship is maintained. Detached Youth Workers within the district will also support the development of an improved local intelligence picture and adopt a contextualised safeguarding approach to identify both local areas and young people of concern.

Locality based initiatives

Supporting local initiatives and priorities through partnership working

Each CSP has been allocated VRU funding for their local area. The interventions they have chosen to fund outlines delivery against the WYVRU Needs Assessment and Response Strategy and working to address the three key indicators outlined by the Home Office. This also aligns to their own CSP plans and the initiatives includes:

Organisation	Project Name
Bradford MDC	<p>Young Persons IDVA Services (Q3&4) - Specialist Independent Domestic Violence Advocacy service for 11 - 24 year olds. It provides a youth-friendly approach within an existing crisis intervention, advocacy and support service. The approach is one of initial crisis support and longer -term case management by an allocated caseworker for the young people concerned. The Young person's IDVA service is delivered by a third sector organisation.</p> <p>Breaking the Cycle - Bradford is building on the successful intervention project "Breaking the Cycle". This intensive, intelligence led initiative brings together a multi-agency team including specialist colleagues from Youth Offending Teams, Education Social Work, Police staff, Youth Workers, Specialist Drugs work and nursing practice. This service provides timely and innovative responses to the driving factors leading to 11 – 19 year olds being at risk of gang affiliation.</p>
Calderdale MDC	<p>Domestic Abuse services – this project has been match funded by Calderdale CSP to employ a Domestic Abuse Coordinator for 12 months. A recent review of Calderdale DA services and in line with the NA from the VRU, it was evidenced this post was required to realign DA services in the area and support in addressing serious violence.</p> <p>Tackling knives initiative project – made up of 2 projects:</p> <ol style="list-style-type: none"> 1. Detached outreach (HIMMAT) – working across Calderdale offering direct street based interventions to young people at risk of being or known to be involved in serious violence. This project also offers education, diversion and assessments to enable effective risk planning in groups or on a 1-1. Once engaged, HIMMAT offers a safe space at their Youth Club based in Park Ward and a 'Skate it Yourself' bus, offering classes in skateboarding 2. Sunnyvale 'Drop the knife for a better life' - This initiative is based at Sunnyvale Fishery & Outdoor Centre and delivered by West Yorkshire Police Early Intervention Team in Calderdale. It is based around

	<p>education and engagement with group and one to one work, engaging with the harder to reach, more vulnerable young people within local communities. These young people are vulnerable to committing crime, carrying weapons and re-offending. Workers can engage with young people outside of the normal classroom environment in activities such as canoeing and biking, to ensure that they break down barriers with these young people and get messages across. The work with the young people is supported by a six-week intensive school engagement and educational plan.</p>
<p>Kirklees MDC</p>	<p>Yorkshire Mentoring – provides quality mentoring in the community and schools in Kirklees. Resource workbook (up to 6 hours) with video that is delivered to young people in small group work sessions. This resource is shaped around a powerful short video that young people watch and they then look at the roles of all involved in the offence and explore the wider impact on family/ community members.</p> <p>Thinking BIG (Street First Aid) - half-day Street First Aid Basics sessions delivered in Alternative Provisions and with targeted groups in Secondary Schools in Kirklees.</p> <p>Penguin Acting Theatre – specialise in producing tailor made Theatre in Education workshops. 'Bobby's priorities' is a show about a 12-year-old boy called Bobby who has recently moved to West Yorkshire. The show addresses a number- of national and local issues with the aim being that the primary school children gain an understanding of how young people, just like them, can be coerced into county lines drug trafficking.</p> <p>Ultimate Sports - Targeted street intervention work delivered by specialist sports and recreational youth workers working on the ground engaging young people (a) at risk of being engaged or involved with violence, either as victim or perpetrator. (b) engaged in gang related activity (c) at risk of exploitation.</p> <p>Early intervention training – including sessions on Recognising and Responding to the Needs of Serious Group Violence, Supporting and responding to Vulnerable People at Risk and Girls, Gang's & their Abusive Relationships.</p> <p>Community Resilience Grants Scheme for community groups - funding made available for local, established community groups to deliver upon the key indicators set out by the Home Office through a small and short application process:</p> <ol style="list-style-type: none"> 1. Huddersfield Town (Get on Side project) – this project looks to take an early intervention prevention approach towards gaining an understanding about how we can tackle gangs and youth violence in Kirklees communities, listening to the views of young people whilst promoting and highlighting the alarming statistics related to knife crime. 2. SET3 (Safe project) - working with young people and their families within the Dewsbury West area involving sports and education 3. Trillz (Safeguarding Communities Futures Project) – detached youth workers working in the community with young people 4. KBW (Beyond the Blade project) - The project will tackle youth violence, increase cohesion and improve the mental health and wellbeing of young people in Saville town, Dewsbury Moor and Ravensthorpe through sport education 5. Ashbrow Youth Voice (LS2 project) –focus on the priority of promoting youth voice and working relationships with our Partners locally 6. North Huddersfield Trust (Evolve project) – Evolve support students that are at risk of disengagement and exclusion from school. They focus on

	<p>these students so that we can engage them back into education or training before they get drawn into the route of antisocial behaviour and/or crime etc.</p> <ol style="list-style-type: none"> 7. Team Hanson (Community against knives project) - Team Hanson are a community organisation in Kirklees running physical activities, martial arts sessions /project's, & community events since 2014. We use the vehicle of martial arts to help tackle social issues which young people are facing everyday including bullying, gang affiliation, anger management, drug, and alcohol misuse and much more 8. Positive Stepz (Pick up gloves, put down knives) - The works with young people identified by their school, as being at risk of exclusion from education and involved in anti -social behaviour. 9. Thornton Lodge Action Group (Beyond the Blade Project) - Use Gym activities as a "vehicle for change" in reducing knife related crime and diverting young people at-risk through early intervention. Education to young people about peer pressure and street culture which feeds this issue.
<p>Leeds City Council</p>	<p>Chose to hold a small grant based selection process that was open to Third Sector community providers. Successful providers that have been funded to deliver this work are listed below:</p> <ol style="list-style-type: none"> 1. Hamara – Provide outreach, one to one and group work sessions for young people age 11-13 and 14-17. These sessions for 14-17 will explore culture to reduce racial barriers, increase community cohesion and increase tolerance of cultures through key themes. The sessions for 11-13 would include early intervention activities to preventing offending behaviours and support young people to improve and better understand relationships as well as the community and world they live in and by having a platform to express themselves positively reduces involvement in gang violence. Within the older age group up to 10 young people will be selected and offered the chance to gain a youth work qualification and then they can go on to peer mentor the younger ones. 2. Health For All – provide targeted youth work for young people at risk of or engaging in serious youth violence through outreach and 6 weeks of 1:1 sessions for 25 young people to address Risk Taking behaviour, Protective Behaviours and Keeping Safe. Wellbeing wheels will be completed with each young person at the start of the first session and distance travelled will be scaled for each young person after six weeks sessions are completed. Referrals can be received through outreach, schools, police, signpost, social care, clusters, early help hubs and YJS. Ongoing group work will be offered to the young people following the 1:1 sessions. 3. Black Health Initiative – Will provide face to face and virtual workshops. The young people discussion groups will take place virtually on multi social media platforms from WhatsApp Groups to Instagram live/Facebook live amongst others. Topics will vary around the challenges young people are currently facing and various methods of coping; addressing these. Providing methods of coping and if required referral suggestions can be made for other organisations. Five hosts will be invited who have the direct contact or social media following of those being targeted. They will design and present in ways which will invite the young to be interested and be involved and they will use language and communicate the way the young communicate amongst themselves. The sessional worker will be on these virtual discussions as an observer unless needed to be involved.

4. CYDFC - They will run multiple sessions -which will include 1 to 1, zoom individual and group sessions and family conference sessions allowing the family to engage with the whole process. The project will give some of the hardest to reach young people & others the skills and confidence to address their negative behaviours in order to help facilitate reintegration into the community through constructive conflict-resolution skills, conflict management skills and understanding the impact of their behaviour has on themselves, family's and community's as well as looking at positive outcomes to help raise their aspirations. The workshops will focus on effects of alcohol and drugs; gun, gang and knife crime; violent behaviour; space and territory; status and reputation; enemies and revenge; bullying and intimidation; leadership and raising aspirations; self confidence and positive role models.

5. CATCH - The aim of the project is to support particularly Eastern European people through targeted engagement and outreach, offering onward referrals and mentoring where required whilst considering a whole family approach. This work will be coordinated by CATCH working alongside the Pupil Enhancement Programme. PEP brings the educational arm whilst CATCH brings the community perspective when engaging with young people who are vulnerable. This allows young people at risk to benefit from the daily provision offered by PEP and experience the CATCH provision on evenings. Young people will be offered 2 sessions per week at CATCH, 1 of the sessions will be a targeted session for specific young people and has a Youth Justice worker present.

6. Getaway Girls - The project will offer additional individual support, group work programmes and outreach/detached work.
They will offer 2 additional group work programmes for 20 young women. One group will be run weekly at Shine and one group will be run weekly on zoom. The groups will focus on building rapport, and lots of interactive activities including being a young woman in Harehills, Protective Behaviours, Keeping Safe, Healthy Relationships, Risk taking, Decision making, Peer pressure, Grooming and Exploitation and will address issues young women are facing. Individual therapeutic support will be offered for 10 additional young women which will be offered in person where possible or on zoom. An additional detached session will be offered by experienced detached workers. Young people will be engaged through our current work where we see young people involved in risk taking behaviour. They will also be referred by other organisations who identify young people who are at risk including schools, social care, police, CAMHS, family and the local community.

7. Youth Service SSE - The project will target small groups of young people from the Halton Moor area aged 11+. There will be four cohorts of 4-6 young people. Each cohort will benefit from three detached/introductory sessions, six weeks of structured Youth Work sessions and three diversionary sessions / activities to provide physical, educational & team building activities. The diversionary activities will include Go Karting, Canoeing and Climbing (12 sessions in total). The core sessions will be focussing on issue based programmes aligned to behaviour, responsibilities and consequences of their actions. Youth Work staff will deliver programmes that challenge actions / attitudes and address unacceptable behaviour in the area. Weekly sessions will address issues associated with crime including Anti-Social Behaviour, Weapons, substance use & misuse. Initially Youth Workers will undertake additional Detached Youth Work sessions in the Halton Moor area to engage with the identified &/or referred at risk young people and invite

them into the project. A greater presence in the area will enable Youth Workers to develop better relationships, identify risk and focus on relationships with other group member managing risk and ensuring a successful engagement is achieved.

8. New Wortley Community Association - The aim is to use the existing Bike Library (that has been closed due to Covid) as a base and train a workforce of local Young Volunteers, coaches and bike mechanics who would in turn be empowered to develop a cycling hub which benefits themselves and the local community. They would like to run 3/4 six week programmes which will involve the first half of the session looking at mechanics and Bike Maintenance and the second half of the session with a visit to Middleton Bike Hub to use the Urban Bike Track. They have a minibus to transport individuals.
Numbers would be 4 Young people per 6 week programme. This would help with relationship building, one to one support with those who need it and travel restrictions (eg up to 5 only on a minibus following Government guidelines). They hope this gives enough time to engage, raise aspirations and enthusiasm of young people so that after their 6 weeks they will feed into our larger program of volunteering and developing the bike hub.
9. Youth Service WNW - This is a 6 week programme for 13 - 17 year olds at risk of or already engaging in youth violence or offending behaviour. The sessions will be held at West Leeds Activity Centre. There will be two 6 week programmes one in November and then one in February for 6-12 young people on each programme. The programme's objectives include creating an environment in which young people examine their attitudes and behaviour related to violence and offending and enabling young people to experience positive alternative activities which are challenging, educative, and constructive. A significant number of 'new' young people will come from referrals through the Safer Schools/Hub officers and NPT's engaging with young people on the streets. Other referrals for young people that have been reported as missing will come via the return home interview service. Referrals will also be encouraged from Early Help services and Families First.
10. Youth Service City Centre – Outreach in the City centre on a Friday and Saturday night. The funding will enhance existing provision paying for 20 sessions, 3 x additional staff and hire of the mobile unit which will be based at the bottom of Briggate.
11. Youth Service ENE - The Inner East Reducing Violence Project will target small groups of young people from the identified areas aged 11+, the aim is to divert and support young people from being involved in youth violence, risky behaviour and offending. The programme's objectives include creating an environment in which young people examine their attitudes and behaviour related to violence and offending and enabling young people to experience positive alternative activities which are challenging, educative, and constructive. There will be two cohorts of 4-6 young people with additional peers allowed to attend the local community sessions (ongoing assessment will be completed to identify appropriate groups). Each cohort will benefit from two detached/introductory sessions, five weeks of structured Youth Work sessions within the local community, six diversionary sessions on the OnTrak Project and a final evaluation session. Young people will be identified through outreach and referrals.

	<p>12. The Youth Association - 2-4 detached street based outreach sessions 2 evening per week within Halton Moor and the Nowells. An additional session 1 evening per week will also be provided in Burmantofts and Richmond Hill. During these sessions they will deliver interactive street-based workshops, promoting positive attitudes and boosting knowledge on the most prevalent issues such as knife and drug awareness and also providing covid workshops education young people around the latest Covid-19 advice. Supplementary online and in school sessions will be provided if possible/necessary.</p> <p>13. Nowells - Extension of the Year 1 CATCH project linked to the Nowell's Community Centre (Harehills) first year of opening. Where CATCH continue to build on the youth community builders approach. Engaging the local community and young people to encourage ownership of the space and activities.</p>
<p>Wakefield MDC</p>	<p>Targeted Outreach – extension of year 1 in Wakefield, this is a partnership between Wakefield Youth Services and West Yorkshire Police. It offers a dedicated PCSO and Youth worker proactively targeting young people in the 5 Ward areas which have consistently shown the highest volume of knife-enabled serious violence over the last 4 years: Wakefield East, Wakefield North, South Elmsall and South Kirkby, Normanton and Knottingley. Operating between 12pm-late, 7 days a week, the initiative delivers both preventative interventions to those young people identified as at risk whilst also being able to provide an early intervention response to reports of groups of youths.</p> <p>Young Lives Consortium (Safe Spaces) - this initiative educates both young people and adults equipping the community with skills and knowledge needed to resist manipulation from OCGs. The project is based in the East of the District of Wakefield which has a high level of violent crime. It is community focused, aiming to improve cohesion through the use of arts to ensure there are visible signs around that young people are an integral and valued part of the local community.</p>

Cross Cutting Theme

Children and young people with multiple difficulties and complex needs should be able to access and receive integrated support from a range of professionals across health, education, social care, youth justice, the police and the voluntary sector to ensure that their needs are met in a co-ordinated way.

Jointly led by the WY&H Children, Young People and Families Programme, the WY&H Improving Population Health Programme and the West Yorkshire Violence Reduction Unit, the West Yorkshire & Harrogate Complex Childhood Trauma Steering Group was established in July 2020 and meets on a monthly basis.

There is wide representation (50+ members) across a range of sectors including members with lived experience.

The agreed ambition is to work across all sectors and organisations to make West Yorkshire and Harrogate a trauma informed and responsive system.

Our approach: we would like to bring together partners to join up action(s) between organisations, understand the current context, provision, gaps in provision and challenges in relation to childhood trauma. Share learning and good practice; develop strategies to address the changing needs of children and young people facing adversity.

Our priority is to ensure that children and young people across WY&H have access to the support they need to have positive experiences, feel safe and be healthy; both physically and emotionally.

Aims of the Task & Finish group:

- Understand and respond to the changing needs, challenges (and potential opportunities) facing the population across WY&H in relation to childhood trauma (e.g. increase in domestic violence).
- Work together to ensure children and young people who are at risk or have experienced trauma have access and receive high quality support at an early enough stage.
- Work together to ensure that families and carers of children who have experienced trauma have access to high quality support.
- Explore the links between childhood trauma, chronic pain and the impact on long term physical health.
- Utilise the evidence base and remain focused on the existing key preventable risk factors for childhood trauma considering the impact of determinants of health and a focus on reducing health inequalities.
- Share good practice and where appropriate deliver at scale across the partnership to ensure our children and young people have access to the support they need.
- Consider the wider community assets and support for the workforce.

9.0 Key Findings and Recommendations

Topic	Key Findings	Recommendations
Deprivation	<ul style="list-style-type: none"> • Deprivation is a significant problem in West Yorkshire that appears to be worsening. • As deprivation worsens it appears to become increasingly entrenched, having an intergenerational impact. • Higher levels of deprivation are mostly concentrated in the larger cities of the county • There is a gap of 8.5-10 years in life expectancy between people who live in the 10% most and least deprived areas of West Yorkshire and Harrogate. • The BAME population of West Yorkshire tend to live in areas of higher deprivation • Growing up in poor quality housing will impact on children's life chances as well as their lifetime health • Higher levels of deprivation are associated with lower levels of social mobility 	<ul style="list-style-type: none"> • Understanding inequalities in the root causes of crime that effect those in the most deprived areas disproportionately • Look at the impact of Covid19 and how this has increased and exacerbated the root causes of violence, particularly in areas of high deprivation • Understand the impact of adversity and trauma in relation to serious violence, particularly amongst vulnerable groups and those living within the most deprived areas • Understanding the key root causes for serious violence for those living in deprived areas and how we can respond to these through economic recovery – working in partnership with WYCA & Public Health Departments • Further develop our understanding of deprivation and its correlation with serious violence. • Consider targeting future interventions towards those in the most deprived areas of West Yorkshire.
Health Risk Factors	<ul style="list-style-type: none"> • There is a clear link between levels of deprivation and hospital admissions and ambulance attendances. • Health-related risk factors for violence can be identified at an early stage through Child in Need assessments and Child Protection Plans. • Domestic abuse in particular is a major concern for children in West Yorkshire. • Early onset substance use is a risk factor for violence in West Yorkshire, as is the prevalence of heroin and crack use. • West Yorkshire has higher than average levels of mental health disorders in both young people and the wider 	<ul style="list-style-type: none"> • Evidence presented in this section suggests that the children who go on to become involved in violent offending can be identified at an early stage, with regular opportunities for intervention, suggesting that primary violence prevention activities may be of significant benefit • A continued and vigorous focus on addressing domestic abuse in West Yorkshire is clearly signposted by the data • A continued focus on alcohol and illicit substance use harm reduction education for young people in the region is indicated by the data in order to both reduce demand and minimise the harm caused by violence

	<p>community, indicating the potential for increased victimisation of violence.</p>	<ul style="list-style-type: none"> • Innovative and novel approaches to addressing the use of heroin and crack in West Yorkshire should be considered. The success of the Heroin Assisted Treatment scheme in Middlesbrough is a potential model for West Yorkshire for stabilising treatment-resistant users who are prolific offenders • Measures to improve the mental health of young people and the wider community may be of benefit in reducing victimisation of violent crime • Further research into the relationship between disability and violence in West Yorkshire is required to inform potential future interventions
<p>Education</p>	<ul style="list-style-type: none"> • The findings indicate that in general, children in West Yorkshire start their educational life from a lower benchmark than children in the rest of England. This gap continues throughout their school careers up to GCSE level, potentially indicating several risk factors for future violence, including low commitment and bonding with school, levels of disengagement and low educational aspirations. • Findings also indicate that interventions in this thematic area may be most effective if targeted at children of a younger age, given that it appears that educational disadvantage starts at pre-school age. • The Children's Commissioner for England indicates that around 10% of schools are responsible for 88% of school exclusions nationally. Our early research on the impact of school exclusions indicates differences on a local authority level in West Yorkshire. 	<ul style="list-style-type: none"> • Working with schools to reduce school exclusions also appears to be an area of promise. Variations within the county indicate that Leeds appears to have a system that minimises educational exclusion and as such may provide a model for the other four areas of West Yorkshire to look to in order to begin reducing exclusions. • West Yorkshire also performs poorly when compared to the rest of England on every other metric included in this Needs Assessment, suggesting that investment in measures to reduce school absence and young people NEET, as well as improving the response to children with SEMH needs would be of benefit in reducing the potential for violence. • There is an opportunity to map exclusions even further, to an individual school level, in order to see if there are individual educational providers that disproportionately exclude their students. Initiatives to then support these schools to retain students could then be implemented.

Technology and Social Media	<ul style="list-style-type: none"> • Social media is an emerging and important vector in driving violence amongst young people in particular. • The lack of distinction and blurring of the rules between online and 'in real life' interactions appears to contribute to aggression, provocation and violence 	<ul style="list-style-type: none"> • Professionals working with young people should be provided with up-to-date training on the current social media landscape, in order for professionals to feel comfortable in recognising and responding to developing problems online. • Organisations should have an active presence online and develop practices to engage with young people displaying risky behaviours and aggression on social media. • A digital media strategy should be developed targeted towards parents and carers, emphasising the importance of supervision and oversight of young people's activity online. The fast moving nature of the online space means that any messaging strategy needs to be continuously reviewed and updated to keep pace with evolutions in the social media landscape. • The University of Huddersfield is developing an intervention for young people based on their West Yorkshire-specific research is due for completion by the end of 2020. This could be incorporated alongside other measures of prevention, oversight and legislation.
Knife Crime	<ul style="list-style-type: none"> • West Yorkshire has the third highest rate of knife crime amongst its Most Similar Groups of Police Force areas. • The majority of knife crime offenders (26.3%) are males aged 15-19. 	<ul style="list-style-type: none"> • Due to the age range of the most frequent offenders being 15-19, earlier intervention, perhaps targeting schools, would aid in reducing these numbers. • Once finalised, roll out Outcome 22 to schools across West Yorkshire.

Gun Crime	<ul style="list-style-type: none"> • West Yorkshire has the third highest rate of gun crime in the Most Similar Group of Police Force Areas. • 94% of gun crime offenders and 99% of victims were male. • While 15-19 year olds were the most prolific knife crime offenders, those aged 20-24 were the most common offenders in relation to gun crime (23%). 	
Domestic Abuse	<ul style="list-style-type: none"> • Females account for 75% of victims of Domestic Abuse offences. This proportion has changed in recent years with males now accounting for 25% of victims, up from around 20% in 2015. Two thirds of the victims are aged 20-39. • Suspects were mainly male (75%) and two thirds of perpetrators were aged 21-40. • Domestic Abuse incidents are most often reported between the hours of 3:00pm – 8:59pm Monday to Sunday, with an additional spike at midnight on Saturdays and Sundays, potentially indicating a correlation with consumption of alcohol and/or illicit drugs. • COVID has had a significant effect on Domestic Abuse. During the pandemic period domestic abuse incidents increased by 3.8% when compared to the same period the previous year. This increase was amplified to 14-18% by early July. • Children were present at more domestic incidents during the pandemic, an anticipated change given the closure of schools. 44% of incidents with a child present involved a repeat victim. 	<ul style="list-style-type: none"> • Continue to support VRU programmes that tackle this issue. • Working with the Health and Housing programme to understand the impact of domestic violence, particularly on households with children and how we can work with partners to respond to this. • Linking through the West Yorkshire Adverse Trauma and Resilience Programme we will support the information and intelligence picture in order to inform interventions to build resilience and reduce adversity.
Violence with Injury	<ul style="list-style-type: none"> • Offending in districts occur far more regularly in town and city wards, with 23:00 and 00:00 being peak times (suggesting a link with movement around the Night Time Economy) and 15:00 (suggesting a correspondence with after school activities) 	<ul style="list-style-type: none"> • Youth Services and Organisations need supporting and providing with resources, otherwise the levels of Youth Violence could continue to increase in the absence of this support

	<ul style="list-style-type: none"> • Half of the victims of this crime type were reported as “acquaintances”, with under a quarter being “strangers”. 75% of victims and offenders are male. • Serious Youth Violence has been exacerbated by cuts to youth budgets, police budgets and increasing numbers of school exclusions. Combined with the pandemic, pressures have risen sharply on smaller youth work organisations 	
Homicide	<ul style="list-style-type: none"> • While victim ages varied, all homicide offenders in West Yorkshire were aged between 15 and 24. • Twenty-five percent of victims were from a BAME background, fifty-two percent of offenders were from a BAME background, both of which are disproportionately high compared to the West Yorkshire demographic. However, the small number of offences could be attributed for this disproportionality being so substantial. • The number of female victims of homicide reached its highest level in 2019 in England. • The Femicide Census, published in 2020, found report found that on average a woman is murdered every three days in the UK and this hasn't changed over nearly a decade of campaigning, public awareness and changes in the law. 	<ul style="list-style-type: none"> • Despite law changes, campaigning and public awareness, there has been no change or improvements made around femicide in over a decade. There could be scope to research this further in order to develop some potential solutions.
Night Time Economy	<ul style="list-style-type: none"> • The majority of victims and offenders of VWI & SSO are likely to be aged between 20-24yrs, with victim gender slightly weighted towards males (60%) and offender gender being much more frequently male (77%) • The Victim/Offender breakdown for Rape & SSO offences is much different. 86% of victims are female, 1/5 of whom are aged 15-19. 97% of offenders are male, with 23% of these being aged 35-39. 	<ul style="list-style-type: none"> • Continue working with partners across Yorkshire and the Humber and subject experts nationally in order to develop an understanding of ‘What Works’ in relation to NTE across West Yorkshire. • Develop a revised NTE framework for West Yorkshire in advance of the reopening of the NTE after the pandemic.

Violence in Custody	<ul style="list-style-type: none"> • HMYOI Wetherby is a clear outlier in terms of the rate of violence against both prisoners and staff, clearly demonstrating a need for intervention in custody to reduce violent offending. 	<ul style="list-style-type: none"> • Further analysis is also required to establish if there are certain cohorts of prisoners who are responsible for the assaults on prisoners and staff in order to tightly focus any responses to maximum effect.
Youth Reoffending	<ul style="list-style-type: none"> • Trends suggest that young reoffenders aged between 10 and 17 are continuing to become more and more prolific. This constant rise since 2008 suggests that these figures will continue to worsen and possibly earlier. • Substantial drop in reoffences from young people in West Yorkshire since 2008, with these figures starting to level out more recently. 	<ul style="list-style-type: none"> • More research into the understanding why 10-17 are continuing to become more prolific offenders would help inform potential future interventions to tackle this.
Organised Crime	<ul style="list-style-type: none"> • OCG members are increasingly using impressionable young people who have no fear in carrying out violent criminal activity, diverting attention away from OCG members. The strategic assessment identifies that across all serious organised crime types the use of violence is seen as a primary measure to assert control, gain respect and reinforce territorial advantage over competitors. • Some of the signs that children and young people may be at greater risk of involvement in gangs or violence are present from birth. Strong predictors such as substance use can be seen in children as young as seven. • There are strong associations between young people drawn into County Lines and increases in child poverty, the numbers of children in care and school exclusions. • There are shared risk factors between poor mental wellbeing and involvement in crime and gangs: low self-esteem, neglect, exclusion, social disadvantage, among others. These risk factors are prominent issues among young people across West Yorkshire. • The perceived 'invisibility' of girls' involvement in gangs mean gangs target them, as the likelihood of them being stopped by police is lower. 	<ul style="list-style-type: none"> • There is the need to intervene early to identify children and young people who may be vulnerable to gang involvement or to exploitation by gangs, and to give them the right support in order to prevent this happening. • It is vital that local early help and safeguarding systems spot and respond appropriately to signals of risk that are present from birth and when required provide additional support at the earliest opportunity. • It is also vital that this support stands the best possible chance of being effective. These children and young people may be some of the most vulnerable in our society. They need high-quality, evidence-based support, delivered in the right way by the right people to help them build critical social and emotional skills, develop resilience and lead safe, healthy and law-abiding lives.

<p>Youth Perceptions (Survey)</p>	<ul style="list-style-type: none"> • From the Youth Engagement Survey, the majority of young people canvassed that did not attend school regularly attributed it to COVID, and the need for schools to be COVID safer. Any increase in drops in attendance rates since the initial lockdown can be linked to COVID. • Social Media was considered to be a large contributor towards fights occurring in schools, which backs up links between social media and youth violence that are highlighted earlier in this report from the University of Huddersfield's research. • The young people canvassed in our survey perceived support, activities and safe spaces to be very important in preventing young people becoming involved in crime. With recent reports suggesting that many youth organisations are in critical need of help if they want to stay open as a consequence of the pandemic, the impact this could have on the numbers of young people becoming involved in crime could be substantial. 	<ul style="list-style-type: none"> • As suggested in the aforementioned research by the University of Huddersfield regarding the impact of social media, training should be provided to professionals working with young people, in this case teachers, to feel comfortable in recognising and responding to developing problems online. Parents and carers, emphasising the importance of supervision and oversight of young people's activity online. • Continue to conduct surveys to measures in order to measure changes of perceptions in schools across West Yorkshire. • Engage more frequently with young people and our communities, to ensure that co-production, building community resilience and community empowerment underpin all VRU activities and strategy.
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10.0 Appendices

APPENDIX A

KNIFE CRIME – VIOLENT OFFENCES - ADR 160

What types of sharp instrument should be included?

Any instrument used as a weapon that is sharp and capable of piercing the skin should be included, and the type of offence should be recorded according to the Home Office counting rules.

In cases of uncertainty, and where a sharp instrument is used as a threat or attempt, the following list should be used as a guide. In all cases, the threat should be specifically to commit an offence where the skin is likely to be pierced.

<u>CAN</u> be included as a knife/ sharp instrument offence	<u>CANNOT</u> be included as a knife/ sharp instrument offence
Axe	Acid (corrosive)
Bayonet	Adhesive Tape
Broken bottle	Bottle – not broken
Bow & arrow	Belt
Chopper	Catapult
Crossbow /arrow	Chain
Dagger	Chloroform
Dart	Cosh
Flick-knife	Crowbar
Fork (cutlery)	Unbroken glass
Broken glass	Fist
Kitchen Knife	Hammer
Knife	Keys (*)
Knife - flick	Kicking
Knife - kitchen	Knuckle-duster
Machete	Metal bar (*)
Knife – other inc. plastic	Pepper spray
Pen (with sharp point)	Rope
Pen knife	Screwdriver (*)
Pin	Snooker Cue (*)
Razor/razorblade	Soldering Iron
Saw	Stiletto heel (*)
Scalpel	Teeth
Scissors	Umbrella (*)
Sharpened object	Whip
Stanley knife/blade	Wooden post (*)
Syringe needle	(*) unless point has been sharpened.
Sword	

Please note: an object may be 'sharpened' if it is broken. For instance, if a snooker cue is broken so that it has an edge sharp enough to pierce the skin, this should be counted. Force should use their best judgment and evidence available to decide whether an offence should be included in the ADR160 return or not.

Broken and unbroken bottles / glass

This collection is for knives **and** sharp instrument offences. Therefore, broken bottles and broken glass, whether used or threatened, **should be** included. Unbroken bottles and glass **should not** be included. Home Office Crime and Policing Statistics view unbroken bottles and glass as a blunt instrument.

Examples (the examples concentrate on bottles, the same applies for glass):

Example 1: A bottle is smashed on a table, and is then used to stab or slash a man in the face.

This offence **should** be included.

Example 2: An unbroken bottle is used to hit a man over the head. The bottle breaks on impact, causing a cut to the skull.

This offence **should not** be included. It is a blunt instrument offence.

Example 3: A bottle is broken on a table. It is then thrown at a woman. On impact, the broken bottle pierces the skin.

This offence **should** be included. In the same way that we would include an offence where a knife has been thrown at someone, causing a piercing of the skin.

Example 4: A woman starts taking unbroken bottles from a bin and begins throwing them at passers by. Some bottles break, some do not. A mixture of bruises and cuts are suffered by the injured parties.

This offence **should not** be included as the bottles were unbroken when thrown.

Example 5: A man aggressively threatens to smash a bottle and then stab someone.

This offence **should only** be included **IF** the victim believes that the threat is real and the offender is serious in his threat to break the bottle and use as a sharp instrument.

Home Office Crime and Policing Statistics recognise that in some cases it might not be possible to know whether the bottle was broken before or during an incident, or whether a threat is real. In these circumstances, the force should use their best

judgment and evidence available to decide whether the offence should be included in the ADR160 return or not.

Similarly, during an incident, a bottle might be used as a blunt instrument, which causes it to smash, and then it is used again – this time as a sharp instrument. In this circumstance, if the 'second action' is clearly separate from the first – i.e. there is a pause between the two, or the second action is a stabbing or slashing motion – then the second offence should be included in the ADR160 return. Again, it might not be entirely clear exactly what has happened in the incident – the forces should use their judgement in these cases.

Please contact the Home Office if you need additional information in relation to any of this guidance.

Figures are required for the number of recorded offences involving the use of a knife/sharp instrument. What is meant by 'use'?

This means that a victim is stabbed with the knife or sharp instrument, where the skin is pierced. As footnote 3 on the return says, it also includes threats and attempts.

Threats should be counted only if the potential victim(s) are convinced they were going to be stabbed AND there is evidence of the suspect's intent to create this impression.

Uses that <u>SHOULD</u> be included	Uses that <u>SHOULD NOT</u> be included
Stabbing (skin pierced).	Inflict bruise, graze, black eye.
Threat or attempt to stab.	Inflict injury that is serious but internal only.
Knife/sharp instrument concealed but threatened (see paragraph on threats above).	Split lip from fist.
Threat to smash a bottle or glass (or other instrument) and then use as a sharp instrument – see example 5.	Knife/sharp instrument stolen but not used.
	Knife/sharp instrument used causing property damage only (with no threat or attempt to stab).
	Knife/sharp instrument carried but not used or threatened
	Knife/sharp instrument used as a blunt instrument.

Should stabbing homicides be included?

No, these offences will be taken from the separate Homicide Index collection.

It is therefore important that the returns for homicide under ADR 102 (CrimSec7 forms) are completed and sent to DCGHomicide as soon as possible after recording an offence (and within the 30 days allowed after the recording of a homicide). This

will ensure that the knife and sharp instrument statistics published by ONS in their Quarterly crime statistics release are accurate and timely. Please work with your colleagues who complete the homicide returns of the requirement to ensure they return them within 30 days of the homicide being recorded.

Submission of data

Data should be submitted using the excel template provided within one month of the end of the reporting period.

Data should be returned on a cumulative basis.

As this is a cumulative dataset, forces are welcome to send resubmissions for previous quarters if there have been a number of 'no crimes' or reclassifications to the offences recorded in a previous quarter.

A voluntary flag has been added to the Home Office Data Hub to allow forces to notify us where a crime involved a knife or sharp instrument. It is planned that the use of this flag will replace this manual collection in a future ADR. It would assist us if forces could use the flag as well as complete this manual return so we can test the accuracy of the flag.

APPENDIX B

Offences involving firearms

"Offences involving firearms" encompass any notifiable offence recorded by the police where a firearm has been fired, used as a blunt instrument or used as a threat. Firearm possession offences, where the firearm has not been used in the course of another offence, are not included in this analysis. These offences are published in appendix table A4 in the Crime in England and Wales quarterly release.

The different types of firearms included in these data mirror those covered by the Firearms Act 1968 and the associated amendments to the Act. These are:

- firearms that use a controlled explosion to fire a projectile -this category includes handguns, shotguns and rifles; these types of weapon are often used in more serious offences and tend to account for most of the fatalities and more serious injuries that arise
- imitation firearms - this category includes replica weapons and low-powered weapons that fire small plastic pellets, such as BB guns and soft air weapons; while injuries can occur from offences involving these weapons, they are less common and tend to be less serious
- other firearms - this category includes CS gas, pepper spray, stun guns and any other firearms that are not covered by the previous two categories and that are also not classified as an air weapon
- air weapons - the majority of offences that involve air weapons relate to criminal damage; while air weapons can cause serious injury (and sometimes fatalities), by their nature they are less likely to do so than firearms that use a controlled explosion

Firearms that use a controlled explosion, imitation and other firearms are combined for the purposes of some analyses, creating two broad categories: non-air weapons and air weapons.

APPENDIX C

Domestic Abuse

West Yorkshire Police adopt the following definition of Domestic Abuse:

Domestic abuse is categorised by any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality. This can encompass but is not limited to the following types of abuse: Physical, Emotional, Psychological, Sexual, Financial.

Violence with Injury

Offences recorded in the period (and not subsequently cancelled) which are classified as a Homicide or Violence with Injury offence. Further details can be found within the Home Office Counting Rules (HOCR) for Recorded Crime:

<https://www.gov.uk/government/publications/counting-rules-for-recorded-crime>

Homicide

Offences recorded in the period (and not subsequently cancelled) which are classified as

- 1 Murder/Infanticide
- 4/1 Manslaughter (excluding 4/10 Corporate Manslaughter)

Further details can be found within the Home Office Counting Rules (HOCR) for Recorded Crime:

<https://www.gov.uk/government/publications/counting-rules-for-recorded-crime>

Youth Violence

Offences recorded in the period (and not subsequently cancelled) which are classified as:

- 1 Murder/Infanticide
- 4/1 Manslaughter (excluding 4/10 Corporate Manslaughter)
- 2 Attempt Murder
- 5D Assault with Intent to Cause Serious Harm
- 8N & 8P Assault with Injury (including Racially/Religiously Aggravated)
- 8S & 8T Assault with Injury on a Constable/Emergency Worker
- 17A & 20A Sexual Assault on a Male/Female
- 19 Rape

Further details can be found within the Home Office Counting Rules (HOCR) for Recorded Crime:

<https://www.gov.uk/government/publications/counting-rules-for-recorded-crime>

Robbery (Personal)

Offences recorded in the period (and not subsequently cancelled) which are classified as:

- 34B Robbery of Personal Property

Further details can be found within the Home Office Counting Rules (HOCR) for Recorded Crime:

<https://www.gov.uk/government/publications/counting-rules-for-recorded-crime>