

# **Evaluation of West Yorkshire Anti-Social Behaviour Immediate Justice Approach**

Phase 2 Analysis Report

June 2025

# Contents

|                                                                             |    |
|-----------------------------------------------------------------------------|----|
| Contents .....                                                              | 2  |
| 1. Overview.....                                                            | 3  |
| 1.1. Key findings.....                                                      | 3  |
| Adult data (HMPPS and Restorative Solutions CIC).....                       | 4  |
| Youth justice service data .....                                            | 5  |
| Summary of second phase qualitative interviews with delivery partners ..... | 5  |
| 2. Definitions.....                                                         | 7  |
| 3. Adult pathway data.....                                                  | 8  |
| 3.1. Overview .....                                                         | 9  |
| 3.2. Local authority areas.....                                             | 10 |
| 3.3. Offending demographics .....                                           | 13 |
| Sex.....                                                                    | 13 |
| Ethnic group.....                                                           | 14 |
| Age group.....                                                              | 15 |
| 3.4. Refusals.....                                                          | 16 |
| 3.5. Completion rates.....                                                  | 17 |
| Unpaid work.....                                                            | 18 |
| ASB awareness course and restorative justice.....                           | 20 |
| 4. Youth Justice Service (YJS) data.....                                    | 24 |
| 4.1. Overview .....                                                         | 25 |
| 4.2. Local authority areas.....                                             | 26 |
| 4.3. Demographics.....                                                      | 27 |
| Sex.....                                                                    | 27 |
| Ethnic group.....                                                           | 29 |
| Age group.....                                                              | 29 |
| 5. Qualitative Interviews .....                                             | 31 |
| 5.1. West Yorkshire Police.....                                             | 32 |
| 5.2. HM Prisons and Probation Service.....                                  | 33 |
| 5.3. Restorative Solutions CIC.....                                         | 35 |
| 5.4. Victim Support.....                                                    | 36 |
| 5.5. YJS.....                                                               | 36 |
| Calderdale.....                                                             | 37 |
| Kirklees .....                                                              | 38 |

|                                      |    |
|--------------------------------------|----|
| Leeds .....                          | 38 |
| Wakefield .....                      | 39 |
| References .....                     | 41 |
| Annex A Disclosure control .....     | 42 |
| Annex B Data issues .....            | 43 |
| Annex C Data cleansing summary ..... | 44 |

# 1. Overview

In March 2023 the Government launched a National Antisocial Behaviour Action Plan that set out their approach to working with local agencies to tackle anti-social behaviour (ASB) across England and Wales. West Yorkshire and the region's five local authority areas took part in a two-year pilot scheme funded by the Home Office to test Immediate Justice approaches.

The West Yorkshire Immediate Justice approach provided a range of tailored services for adults and children to benefit victims and communities. This included completing unpaid work, repairing damage caused by their actions, and the option of restorative justice, where the victim can communicate with the person responsible for the crime. There was also a focus on preventing re-offending through education, rehabilitation and behaviour change, by encouraging the person responsible for the crime to recognise the impact of their actions on their communities.

This report is the 4<sup>th</sup> of a series of evaluation reports produced by Skills for Justice (SFJ) for West Yorkshire Combined Authority ('CA', or 'the CA') as part of a 2-phase independent evaluation also funded by the Home Office. The previous three reports were produced as part of a first phase spanning Summer to Autumn of 2024, detailing the quantitative and qualitative evidence regarding Immediate Justice. This report is the sole output of the second phase of evaluation and aims to:

- Provide an updated analysis of the financial reporting data collected across West Yorkshire across the full two-year pilot, covering the period between July 2023 to May 2025. The methodology is repeated exactly from the mid-term analysis unless otherwise stated.
- Provide final supplementary qualitative insight from each of the delivery partners reflecting on their work across the full term of delivering immediate justice in West Yorkshire.

Key findings from these two workstreams, quantitative and qualitative, are presented in the first section below, followed by more in-depth discussion of the available evidence in subsequent sections.

An overview of disclosure control methods, data issues and data cleansing can be found in Annex A-C.

## 1.1. Key findings

Key messages from this analysis are outlined below. More detailed findings from adult and Youth Justice Service (YJS) data can be found in the relevant sections listed in the contents page.

- Limitations of the data (Annex A) should be considered in relation to these findings.

### Adult data (HMPPS and Restorative Solutions CIC)

- Since the start of the pilot period 507 ASB in scope offences have been recorded in HMPPS data. The most common type of offence recorded was public order offences, which accounted for 24% of offences.

- Local authority areas have broadly similar patterns of offences. There are however notable differences in the referral pathways used in different local authority areas. In Bradford, Calderdale and Kirklees over four in five ASB cases are issued an adult conditional caution, this reduces to less than half in Leeds and Wakefield.
- Nearly four in five ASB offences were committed by males. Differences in referral pathways between males and females are observed with 32% of males given a community resolution referral compared with 21% of females.
- There are similar patterns of offence across the main ethnic groups with the exception of drug or substance misuse offences, where Asian, Asian British or Asian Welsh are overrepresented, 42% compared to the regional average of 26%. There appear to be small differences between ethnic groups in referral pathways.
- There are similar patterns of offence across age groups, with the exception of the over 55's. There are no notable differences in referral pathways.
- Of those who were assigned an activity 17% refused to take part. This was notably higher for criminal damage or vandalism where the refusal rate was 27% - though this had notably reduced from the interim reporting period (43%).
- Of those undertaking unpaid work 70% completed, an uplift of 9% from the mid-term analysis. Completion rate by referral pathway had diverged slightly, 68% conditional caution and 75% community resolution. Criminal damage or vandalism has the lowest completion rate at 45%.
- Of the those undertaking restorative justice activity 84% completed. However, the completion rate by referral pathway differs greatly, 70% conditional caution and 86% community resolution and 96% community conference. A fourth 'Other' referral pathway was identified in the data as school-based awareness courses, with 100% completion rate, though it is unclear if the young people were given an option to decline to participate.
- Of the individuals who completed a restorative justice activity, 40% completed an awareness course, 42% participated in a group session, 40% participated in a community conference, and 12% participated in a one-to-one session. These sum total exceeding 100% as data suggested participation in multiple activities for some participants.

### Youth justice service data

- Limitations of the data should be considered in relation to these findings due to data quality constraints, missing data, and variations in recording habits between local authority areas.
- Since the start of the pilot period 785 YJS offences were recorded. The most common offence was assault accounting for 26% of offences, followed by public order offences 23%.
- Some trends were observed geographically: 12% of offences involved possession of a weapon, and the vast majority were in Kirklees; 43% of cases in Leeds were assault, compared to 26% across the region; Bradford and Calderdale had a comparatively high percentage of public order offences, 39% and 48% respectively.
- Nearly four in five ASB offences were committed by males. Female offending was highest in relation to Arson (32% - although numbers remained small) and assaults (27%).

- There are similar patterns of offence across the three largest ethnic groups although some differences did emerge with the addition of Phase 2 data.
- There are similar patterns of offence across age groups. However, the 16-17 year old group appear to differ with a higher proportion of drug and substance misuse and drunk and disorderly offences.

## Summary of second phase qualitative interviews with delivery partners

Wide consensus from research participants pointed to the final six months of delivery progressing as expected, and broadly in keeping with the trend at the time of the Phase 1 analysis (please see Phase 1 Summary Report for more information). There are no significant addendums to be made to the enablers or challenges as no significant deviations were observed in the final six months of delivery. Additional lessons learned are discussed further within this Phase 2 report – most fall under the banner of partnership working and systems approaches to delivering justice outcomes, particularly in the youth space.

Referrals had dipped after West Yorkshire Police (WYP) necessarily diverted resources away from outreach work and building awareness of IJ among officers towards hiring an IJ coordinator. This coordinator was to enter their post during late Summer of 2024, and it was anticipated that referrals would pick up, and according to partners and the data, they did. However, by early Autumn, the news that the project funding was coming to an end hobbled the momentum of referrals again, leading to slow tapering of activity towards the final referrals in February '25.

Delivery partners universally lamented the end of the programme, asserting, independently of one another, that programmes like IJ typically take 1-2 years to set up and build momentum and that IJ had reached this stage, only for the funding to end before the region could see the full benefit of the extensive set up work. At a high level, the data supports this interpretation – we would have expected referral numbers in full-year data from 2025 to fall short of forecasts made in June 2024 - as qualitative evidence in August 2024 suggested referrals had and would continue to reduce during the lengthy process of recruiting an IJ coordinator. Referrals did fall, but the June 24 forecast made by Skills for Justice using extrapolated data ended up broadly accurate, indicating that referral numbers were accelerating towards the end, enough to offset the dip caused by the recruitment drive.

Youth Justice Services uniquely seemed to anticipate the short-term nature of the funding and plan around this as early as before the first kick off meeting. Kirklees and Leeds especially, showcased highly creative use of the limited funding term to reorganise and rebalance their workforces, expand their repertoire of reparative offerings, and improve their links to organisations within their communities. Other delivery partners reported incidental benefits in these areas that were also expected to outlast the IJ moniker (Calderdale, Wakefield, HMPPS). In several areas IJ-aligned activities had continued under other names, most commonly 'Making it Right.'

While sporadic evaluation work was underway in pockets across West Yorkshire, with plans to consider offending and school exclusion data, among other metrics - partners expressed reservations that the impact of IJ would never be properly articulated. In many cases, especially among YJS, partners expressed they felt this was justified, because the work had been so successfully integrated with existing service provision it could not be meaningfully delineated or disentangled. Other partners noted that evaluation planning had not been

considered early enough to integrate dedicated evaluation metrics within financial reporting - which would have been a key asset. Recommendations laid out in the Phase 1 summary report are relevant here.

Recommendations for commissioners considering future similar work focused extensively on the allocation of funding being needs-based and proportionate, both between and within regions, but also between delivery partners. This is, once again, in line with the Phase 1 evidence. The police were widely framed as the most pivotal partner driving referrals and yet were severely under resourced for a significant portion of the funding period. A longer, more drawn-out preparatory period was also desired, given the need to recruit dedicated staff. There was sentiment that the expectation to deliver immediately following funding allocation was unrealistic and set the partnership on the back foot from the start, though this challenge was eventually overcome.

As in the Phase 1 evidence, partners were widely celebrative of their relationships with each other and the combined authority. The partnership working approach was framed as a key asset and enabler of the programme, and the deepening of ties to other organisations was articulated as one of the most impactful and long-lasting anticipated outcomes of IJ within West Yorkshire.

A final recommendation for the Home Office is to review the data across all pilot areas to attempt to ascertain the importance of features recorded in financial reporting data – and thus pin down the possible factors indicative of completion of activities. In the Phase 1 reporting, logistic regressions were a recommended method proposed to achieve this end. As part of phase 2 analysis, cursory exploration was performed by SFJ on HMPPS data, including logistic regressions<sup>1</sup>, which suggested potential features worth examining more closely for statistical significance include 1) the days between incident and referral, and 2) the days from referral to the start of reparative activity, and 3) the total time between incident and activity. Fully exploring these relationships across national IJ delivery is beyond the remit or ability of this regional evaluation; further work should be undertaken using full data from all pilot regions.

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<sup>1</sup> As well as ensemble machine learning methods: Random Forest classification, gradient boosting, and support vector machines.

## 2. Definitions

The following definitions have been adopted throughout the course of this analysis:

| Definitions                                |                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|--------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>48 hours of the referral</b>            | Court disposals with immediate justice conditions issued within 48 hours of the referral                                                                                                                                                                                                                                                                                                                                                                                     |
| <b>Adults' immediate justice condition</b> | Either supervised unpaid work, an ASB Awareness Course, or both.                                                                                                                                                                                                                                                                                                                                                                                                             |
| <b>Anti-social behaviour (ASB)</b>         | Behaviour by a person which causes, or is likely to cause, harassment, alarm, or distress to persons not of the same household as the person.                                                                                                                                                                                                                                                                                                                                |
| <b>Case resolved</b>                       | Once the ASB course is complete or unpaid work is complete, or where the offender refused or failed to attend the session. No further activity will take place.                                                                                                                                                                                                                                                                                                              |
| <b>Completion rate</b>                     | Percentage of people who start ASB courses or unpaid work that complete. This excludes refusals.                                                                                                                                                                                                                                                                                                                                                                             |
| <b>Community Resolution</b>                | A method of restorative justice. This is an alternative way of dealing with less serious crimes and incidents, allowing officers to use their professional judgement when dealing with offenders.                                                                                                                                                                                                                                                                            |
| <b>Conditional Caution</b>                 | Allows the police officer or a relevant prosecutor such as the Crown Prosecution Service (CPS) to decide to give a caution with one or more conditions attached.                                                                                                                                                                                                                                                                                                             |
| <b>Outcome 22</b>                          | A Home Office administration code that the police use to indicate that no further action has been taken in response to an offence, but some form of diversionary or educational activity has taken place.                                                                                                                                                                                                                                                                    |
| <b>Refusal rate</b>                        | Percentage of people who were given an immediate justice condition(s) but declined to take part.                                                                                                                                                                                                                                                                                                                                                                             |
| <b>Referral pathway</b>                    | Once an investigation by the police into a crime involving ASB has concluded, a Community Resolution, an Outcome 22, or a Conditional Caution referral may be issued.                                                                                                                                                                                                                                                                                                        |
| <b>Restorative justice</b>                 | For adults, this is a victim-focused approach that empowers victims of crime by giving them the opportunity to communicate with the person responsible for that crime.<br>For children, it supports each child to develop a 'pro-social' identity, and to help them to take a positive place in society. It can help children to see the value of good behaviour, promote inclusion, and help them to move forwards and recognise their valuable place in their communities. |

### 3. Adult pathway data

The focus for the analysis of adult data is on completion rates and factors affecting these. Descriptive analysis is provided in the first instance which show breakdowns by local authority area and demographics (sex, age group and ethnic group).

This utilises data from both West Yorkshire Police (WYP) and His Majesty's Prison and Probation Service (HMPPS). This is followed by an overview of data on refusals and completion rates, this utilises data from both HMPPS and Restorative Solutions Community Interest Company (CIC).

Limitations of the data (Annex A) should be considered in relation to these findings.

#### Key Findings

- Since the start of the pilot period 507 ASB in scope offences have been recorded in HMPPS data. The most common type of offence recorded was public order offences, which accounted for 24% of offences.
- Local authority areas have broadly similar patterns of offences. There are however notable differences in the referral pathways used in different local authority areas. In Bradford, Calderdale and Kirklees over four in five ASB cases are issued an adult conditional caution, this reduces to less than half in Leeds and Wakefield.
- Nearly four in five ASB offences were committed by males. Differences in referral pathways between males and females are observed with 32% of males given a community resolution referral compared with 21% of females.
- There are similar patterns of offence across the main ethnic groups with the exception of drug or substance misuse offences, where Asian, Asian British or Asian Welsh are overrepresented, 42% compared to the regional average of 26%. There appear to be small differences between ethnic groups in referral pathways.
- There are similar patterns of offence across age groups, with the exception of the over 55's. There are no notable differences in referral pathways.
- Of those who were assigned an activity 17% refused to take part. This was notably higher for criminal damage or vandalism where the refusal rate was 27% - though this had notably reduced from the interim reporting period (43%).
- Of those undertaking unpaid work 70% completed, an uplift of 9% from the mid-term analysis. Completion rate by referral pathway had diverged slightly, 68% conditional caution and 75% community resolution. Criminal damage or vandalism has the lowest completion rate at 45%.
- Of the those undertaking restorative justice activity 84% completed. However, the completion rate by referral pathway differs greatly, 70% conditional caution and 86% community resolution and 96% community conference.

- A fourth 'Other' referral pathway was identified in the data as school-based awareness courses, with 100% completion rate, though it is unclear if the young people were given an option to decline to participate. This data has been retained in the adult pathway discussion alongside other Restorative Solutions CIC data but separated out to avoid inflating the completion rate of other referral pathways. This data cannot be cleanly integrated into the youth pathway data due to the data recording approach and lack of unique identifiers.
- Of the individuals who completed a restorative justice activity, 40% completed an awareness course, 42% participated in a group session, 40% participated in a community conference, and 12% participated in a one-to-one session. These sum to an excess of 100% as data suggested participation in multiple activities for some participants.

### 3.1. Overview

Since the start of the pilot period 507 ASB in scope offences were recorded by HMPPS (see Annex A for exclusions). Overall, the most common type of ASB offence recorded was public order offences which accounted for 24% of offences (down from 29% in the mid-project data pull). This is followed by drug or substance misuse (22%) and then assault (17%), both up from 19% and 15% in the mid-term data pull, respectively.

*Table 1. ASB offences by offence type*

|                                          | West Yorkshire |
|------------------------------------------|----------------|
| <b>Assaults (Common Assault and ABH)</b> | 17%            |
| <b>Criminal damage or vandalism</b>      | 9%             |
| <b>Drug or substance misuse</b>          | 22%            |
| <b>Drunk and disorderly</b>              | 10%            |
| <b>Harassment</b>                        | 2%             |
| <b>Public order offence</b>              | 24%            |
| <b>Theft (from person/shop only)</b>     | 15%            |
| <b>Other</b>                             | 2%             |

Source: HMPPS

Mirroring the mid-term data analysis, just over seven in ten of those committing an ASB offences were given a conditional caution, however unlike the mid-term data pull, no other pathways were recorded aside Conditional Caution and Community Resolution.

*Table 2. ASB offences by offence referral pathway*

|                             | <b>West<br/>Yorkshire</b> |
|-----------------------------|---------------------------|
| <b>Conditional caution</b>  | 71%                       |
| <b>Community resolution</b> | 29%                       |

Source: HMPPS

### 3.2. Local authority areas

In the mid-term data analysis estimates were made of the number of recorded cases per 1,000 population, using data from West Yorkshire Police between November 2023 and April 2024, for each local authority area. Existing data as of June 24 was scaled up to estimate a year of offending. This estimate was then used in a calculation, with the latest available local authority 2022 midyear population estimates (ONS, 2024), to estimate cases per 1,000 population.

The below table compares this estimated year of offending data to the actual data reported by WYP, November 23 to October 24, and uses updated 2023 midyear population estimates (ONS, 2025), to provide a more accurate estimate of cases per 1,000 population.

*Table 3. Local Authority Area 2023 Midyear population estimates and adult cases per 1,000 population*

|                       | <b>MYE 2023<br/>Population<br/>Estimate</b> | <b>Estimated<br/>Annual<br/>Cases<br/>(June 24)</b> | <b>Estimated<br/>Cases Per<br/>1,000<br/>Population</b> | <b>Reported<br/>Annual<br/>Cases<br/>(Feb 25)</b> | <b>Reported<br/>Cases Per<br/>1,000<br/>Population</b> |
|-----------------------|---------------------------------------------|-----------------------------------------------------|---------------------------------------------------------|---------------------------------------------------|--------------------------------------------------------|
| <b>Bradford</b>       | 560,194                                     | 174                                                 | 0.31                                                    | 132                                               | 0.24                                                   |
| <b>Calderdale</b>     | 208,735                                     | 58                                                  | 0.28                                                    | 48                                                | 0.23                                                   |
| <b>Kirklees</b>       | 442,033                                     | 110                                                 | 0.25                                                    | 102                                               | 0.23                                                   |
| <b>Leeds</b>          | 829,413                                     | 114                                                 | 0.14                                                    | 123                                               | 0.15                                                   |
| <b>Wakefield</b>      | 361,786                                     | 70                                                  | 0.20                                                    | 44                                                | 0.12                                                   |
| <b>West Yorkshire</b> | 2,402,161                                   | 526                                                 | 0.22                                                    | 449                                               | 0.19                                                   |

Source: West Yorkshire Police and MYE ONS

The overall numbers remain small, so it is difficult to assess differences by local authority areas. Notably, the actual reported cases fall short of estimates made in June 2024 in phase 1 of the evaluation for all areas except Leeds. Qualitative data collected in phase 1 and 2 of the evaluation provides two likely explanations for this: 1) During the Summer of 2024, West Yorkshire Police were undergoing severe capacity

constraints within the relevant team and were in the process of recruiting a member of staff to support Immediate Justice activities. Referrals were known to have dropped due to a lack of capacity to spread awareness of IJ and complete officer training activities. Referral numbers were expected to rise after the new staff member was in post. However, qualitative data collected in 2025 noted that the staff member taking their post coincided with the announcement of the end of funding, which immediately stalled the momentum of referrals. This data may indicate the scale of the impact police capacity issues had on potential referral numbers - although this data should be contrasted with overall ASB offence data in addition to Immediate Justice referrals to control for variations in offending.

We have looked at broad comparisons and distributions which suggest that currently all local authority areas have broadly similar patterns of offences. Notable exceptions are:

- a higher percentage of public order offences in Calderdale (35% compared with the average of 24%);
- a higher percentage of thefts in Wakefield (31% compared with the average of 15%); and
- a higher percentage of drug or substance misuse in Bradford and Calderdale (31% and 29% respectively, compared with an average of 22%).

*Table 4. Local authority ASB offences by offence type*

|                                          | Bradford | Calderdale | Kirklees | Leeds | Wakefield |
|------------------------------------------|----------|------------|----------|-------|-----------|
| <b>Assaults (Common Assault and ABH)</b> | 13%      | 17%        | 15%      | 20%   | 19%       |
| <b>Criminal damage or vandalism</b>      | 9%       | ~          | 14%      | 7%    | ~         |
| <b>Drug or substance misuse</b>          | 31%      | 29%        | 20%      | 16%   | ~         |
| <b>Drunk and disorderly</b>              | 6%       | ~          | 11%      | 13%   | 18%       |
| <b>Harassment</b>                        | ~        |            | ~        | ~     | ~         |
| <b>Public order offence</b>              | 24%      | 35%        | 20%      | 23%   | 16%       |
| <b>Theft (from person/shop only)</b>     | 12%      | ~          | 17%      | 13%   | 31%       |
| <b>Other</b>                             | ~        |            | ~        | ~     |           |

Source: HMPPS

There are notable differences in the referral pathways used in different local authority areas. In Bradford, Calderdale and Kirklees over four in five ASB cases are issued an adult conditional caution, this reduces to less than half in Leeds and Wakefield.

*Table 5. Local authority ASB offences by offence referral pathway*

|                             | <b>Bradford</b> | <b>Calderdale</b> | <b>Kirklees</b> | <b>Leeds</b> | <b>Wakefield</b> |
|-----------------------------|-----------------|-------------------|-----------------|--------------|------------------|
| <b>Conditional caution</b>  | 80%             | 90%               | 84%             | 58%          | 40%              |
| <b>Community resolution</b> | 20%             | ~                 | 16%             | 42%          | 60%              |

Source: HMPPS

### 3.3. Offending demographics

Findings have been considered in relation to demographic group. HMPPS data has been used for this analysis as this represents the most complete data set (please see Annex A for an overview of disclosure control and Annex B for data issues).

#### Sex

Offences where sex has not been recorded have been excluded due to small numbers. Overall, nearly four in five ASB offences were committed by males. Patterns of offences committed by males and females differ, with a higher proportion of males than females recorded as committing drug or substance misuse offences. A higher proportion of females than males are recorded as having committed theft (27% female offences compared with 8% of male offences), and also, in a departure from the Phase 1 analysis, females showed a higher number of assaults (21%) compared to males (15%). Drunk and disorderly offences had normalised between sexes since the Phase 1 analysis.

*Table 6. Percentage of ASB offences committed by males and females*

|                                          | Female | Male |
|------------------------------------------|--------|------|
| <b>Assaults (Common Assault and ABH)</b> | 21%    | 15%  |
| <b>Criminal damage or vandalism</b>      | 5%     | 10%  |
| <b>Drug or substance misuse</b>          | 11%    | 25%  |
| <b>Drunk and disorderly</b>              | 8%     | 10%  |
| <b>Harassment</b>                        |        | ~    |
| <b>Public order offence</b>              | 26%    | 23%  |
| <b>Theft (from person/shop only)</b>     | 26%    | 12%  |
| <b>Other</b>                             |        | ~    |

Source: HMPPS

There appear to be differences in referral pathways between males and females with 32% of males being given a community resolution referral compared with only 21% of females. This may however also be related to offence type - and notably this gap closed relative to the Phase 1 data analysis (where a larger gap of 30% to 10% was observed) and may have normalised completely over a longer period.

*Table 7. ASB referral pathways by sex*

|                            | Female | Male |
|----------------------------|--------|------|
| <b>Conditional caution</b> | 79%    | 68%  |

**Community resolution**      21%      32%

Source: HMPPS

## Ethnic group

Mixed or Multiple ethnic groups, White: Gypsy or Irish Traveller, Roma or Other White and offences where no ethnic group has been recorded have been excluded due to small numbers. Reviewing type of offence by ethnic group there are broadly similar patterns of offence across the remaining groups.

However, it appears that drug or substance misuse is more common in the Asian, Asian British or Asian Welsh group with (42% of all offences in this category compared with 22% overall), this group was also less likely to commit a public order offence (18% of all offences in this category compared with 24% overall).

*Table 8. Percentage of offences committed by offence type by ethnic group*

|                                         | Asian, Asian British or Asian Welsh | Black, Black British, Black Welsh, Caribbean or African | White: English, Welsh, Scottish, Northern Irish or British |
|-----------------------------------------|-------------------------------------|---------------------------------------------------------|------------------------------------------------------------|
| <b>Assault (Common Assault and ABH)</b> | 13%                                 | 18%                                                     | 16%                                                        |
| <b>Criminal damage or vandalism</b>     |                                     | 14%                                                     | 9%                                                         |
| <b>Drug or substance misuse</b>         | 42%                                 | 25%                                                     | 18%                                                        |
| <b>Drunk and disorderly</b>             |                                     | 11%                                                     | 9%                                                         |
| <b>Harassment</b>                       |                                     |                                                         | ~                                                          |
| <b>Public order offence</b>             | 18%                                 | 20%                                                     | 26%                                                        |
| <b>Theft (from person/shop only)</b>    | 11%                                 |                                                         | 17%                                                        |
| <b>Other</b>                            |                                     |                                                         | ~                                                          |

Source: HMPPS

Data on referral pathways shows small differences in pathway between different ethnic groups with 33% of White: English, Welsh, Scottish, Northern Irish or British being issued a community resolution compared with 24% Asian, Asian British or Asian Welsh and 25% Black, Black British, Black Welsh, Caribbean or African. This may however reflect small numbers. There was slight normalisation between the Phase 1 and 2 data and the gap has narrowed, though the trend remains.

Table 9. ASB referral pathways by ethnic group

|                             | Asian, Asian<br>British or<br>Asian Welsh | Black, Black<br>British, Black<br>Welsh, Caribbean<br>or African | White: English,<br>Welsh, Scottish,<br>Northern Irish or<br>British |
|-----------------------------|-------------------------------------------|------------------------------------------------------------------|---------------------------------------------------------------------|
| <b>Conditional caution</b>  | 75%                                       | 75%                                                              | 67%                                                                 |
| <b>Community resolution</b> | 24%                                       | 25%                                                              | 33%                                                                 |

Source: HMPPS

### Age group

There are similar patterns of offence across age groups. In the Phase 1 analysis, the over 55s appeared to differ slightly from the norm with no recorded drunk and disorderly and a slightly higher percentage of assaults (19% compared with the average of 12%). In the Phase 2 analysis (showed by the table below) these trends had normalised, although a new outlier was seen in this age group with 27% of the offences committed being assault compared to the regional average of 17%.

Table 10. Percentage of offences committed by offence type by age group

|                                          | 18-25 | 25-35 | 35-55 | Over 55 |
|------------------------------------------|-------|-------|-------|---------|
| <b>Assaults (Common Assault and ABH)</b> | 16%   | 13%   | 17%   | 27%     |
| <b>Criminal damage or vandalism</b>      | 9%    | 7%    | 10%   | ~       |
| <b>Drug or substance misuse</b>          | 29%   | 24%   | 17%   | 14%     |
| <b>Drunk and disorderly</b>              | ~     | 11%   | 11%   | ~       |
| <b>Harassment</b>                        |       | ~     | ~     |         |
| <b>Public order offence</b>              | 23%   | 28%   | 20%   | 27%     |
| <b>Theft (from person/shop only)</b>     | 13%   | 12%   | 19%   | 16%     |
| <b>Other</b>                             | ~     | ~     | ~     | ~       |

Source: HMPPS

There is a similar distribution of referral pathway across age groups in both data review periods, although between Phase 1 and 2 any discrepancies had completely normalised. The Phase 2 review data is shown below.

Table 11. ASB referral pathways by age group

|                             | 18-25 | 25-35 | 35-55 | Over 55 |
|-----------------------------|-------|-------|-------|---------|
| <b>Conditional caution</b>  | 71%   | 72%   | 70%   | 70%     |
| <b>Community resolution</b> | 29%   | 28%   | 30%   | 30%     |

Source: HMPPS

### 3.4. Refusals

Analysis of those who 'refused' to participate in immediate justice (definition p.6) has been carried out to see if there are referral pathways or offence types where people are more likely to refuse to take part.

There were 495 individuals recorded by HMPPS as being assigned an unpaid work activity where the outcome was recorded. Twelve were still recorded as ongoing at the time the final data was returned for evaluation. Of the 495 where an outcome was recorded, 83 (17%) were recorded as having 'refused' to take part in the activity.

The table below shows the percentage of recorded refusals by referral pathway. In the Phase 1 evaluation, a higher percentage of those given a conditional caution (20%) refused to take part in an activity compared with 9% of those being given a community resolution. As shown by the table below, with the addition of a full term of data, this trend had normalised between referral pathways.

*Table 12. Refusal of unpaid activity by referral pathway*

|                             | Non-Refusal | Refusal |
|-----------------------------|-------------|---------|
| <b>Conditional caution</b>  | 83%         | 17%     |
| <b>Community resolution</b> | 85%         | 15%     |

Source: HMPPS

The rate of recorded refusals was notably higher for criminal damage or vandalism at 43%.

*Table 13. Refusals by offence type*

|                                          | Non-Refusal | Refusal |
|------------------------------------------|-------------|---------|
| <b>Assaults (Common Assault and ABH)</b> | 87%         | 13%     |
| <b>Criminal damage or vandalism</b>      | 73%         | 27%     |
| <b>Drug or substance misuse</b>          | 81%         | 19%     |
| <b>Drunk and disorderly</b>              | 90%         | 10%     |
| <b>Harassment</b>                        | 100%        |         |
| <b>Public order offence</b>              | 81%         | 20%     |
| <b>Theft (from person/shop only)</b>     | 86%         | 15%     |
| <b>Other</b>                             | 100%        |         |

Source: HMPPS

The rate of recorded refusals was similar between females (15%) and males (17%).

*Table 14. Refusals by sex*

|               | Non-Refusal | Refusal |
|---------------|-------------|---------|
| <b>Female</b> | 85%         | 15%     |
| <b>Male</b>   | 83%         | 17%     |

Source: HMPPS

The rate of recorded refusals was similar between ethnic groups in the phase 1 review, however, in the phase 2 data (see table below, it was noted Asian offenders were less likely to refuse compared to other ethnic groups, 9% compared to 17% on average.)

*Table 15. Refusals by ethnic group*

|                                                                   | Non-Refusal | Refusal |
|-------------------------------------------------------------------|-------------|---------|
| <b>Asian, Asian British or Asian Welsh</b>                        | 91%         | 9%      |
| <b>Black, Black British, Black Welsh, Caribbean or African</b>    | 82%         | 18%     |
| <b>White: English, Welsh, Scottish, Northern Irish or British</b> | 84%         | 16%     |

Source: HMPPS

The rate of recorded refusals showed some differences between age groups. Varying from 20% in the 24-35s to 11% in the Over 55 age group.

*Table 16. Refusals by age group*

|                | Non-Refusal | Refusal |
|----------------|-------------|---------|
| <b>18-24</b>   | 82%         | 18%     |
| <b>25-35</b>   | 80%         | 20%     |
| <b>35-55</b>   | 86%         | 14%     |
| <b>Over 55</b> | 89%         | 11%     |

Source: HMPPS

### 3.5. Completion rates

Completion rates reflect the percentage of people who start ASB courses or unpaid work that complete. Completion rates exclude those who refuse to take part.

Completion rates are considered for both ASB courses and unpaid work however due to data limitations (Annex A) we are not able to assess the total percentage of those committing an offence who have completed either an activity and / or an ASB course.

### Unpaid work

Of the 413 on conditional caution and community resolution pathways undertaking unpaid work 289 (70%) completed and 123 (30%) did not complete. Notably the completion rate had increased by 9%, from 61% in the Phase 1 analysis. The completion rate by referral pathway had diverged from the Phase 1 analysis, where 61% conditional caution and 64% community resolution completed. In the current data, the completion rate is higher for community resolutions (75%) compared to conditional cautions (68%).

Figure 1. Unpaid work *completions by referral pathway*



Source: HMPPS

There are several offence types where completion rates are notably lower, criminal damage or vandalism has the lowest completion rate (45% - though this is up from 39% in the Phase 1 data). Two offence types witnessed substantial increases completion rate from Phase 1 to Phase 2 data analysis: drug and substance misuse (51% to 69%) and theft (54% to 65%). All offence types witnessed an increase in completion rate bar assault, which reduced marginally from 76% to 74%.

Table 17. Unpaid work completion rates by offence type

|                                          | No  | Yes  |
|------------------------------------------|-----|------|
| <b>Assaults (Common Assault and ABH)</b> | 26% | 74%  |
| <b>Criminal damage or vandalism</b>      | 55% | 45%  |
| <b>Drug or substance misuse</b>          | 31% | 69%  |
| <b>Drunk and disorderly</b>              | 30% | 70%  |
| <b>Harassment</b>                        |     | 100% |
| <b>Public order offence</b>              | 24% | 76%  |
| <b>Theft (from person/shop only)</b>     | 35% | 65%  |
| <b>Other</b>                             | 23% | 77%  |

Source: HMPPS

Unpaid work completion rates for females (73%) and males (69%) remain very similar.

*Table 18. Unpaid work completion rates by sex*

|               | No  | Yes |
|---------------|-----|-----|
| <b>Female</b> | 27% | 73% |
| <b>Male</b>   | 31% | 69% |

Source: HMPPS

Completion rates differ slightly between ethnic groups, with the highest rate being 85% for Black, Black British, Black Welsh, Caribbean or African. In the Phase 1 data, the highest was 67% for Asian, Asian British or Asian Welsh, so there has been a significant change in the pattern.

*Table 19. Unpaid work completion rates by ethnic group*

|                                                                   | No  | Yes |
|-------------------------------------------------------------------|-----|-----|
| <b>Asian, Asian British or Asian Welsh</b>                        | 31% | 69% |
| <b>Black, Black British, Black Welsh, Caribbean or African</b>    | 15% | 85% |
| <b>White: English, Welsh, Scottish, Northern Irish or British</b> | 35% | 65% |

Source: HMPPS

Completion rates between age groups had normalised somewhat between the Phase 1 and Phase 2 data, though the latest data showed the extremes of age groupings were more likely to complete.

Table 20. Unpaid work completion rates by age group

|                | No  | Yes |
|----------------|-----|-----|
| <b>18-24</b>   | 23% | 77% |
| <b>25-35</b>   | 31% | 69% |
| <b>35-55</b>   | 34% | 66% |
| <b>Over 55</b> | 24% | 76% |

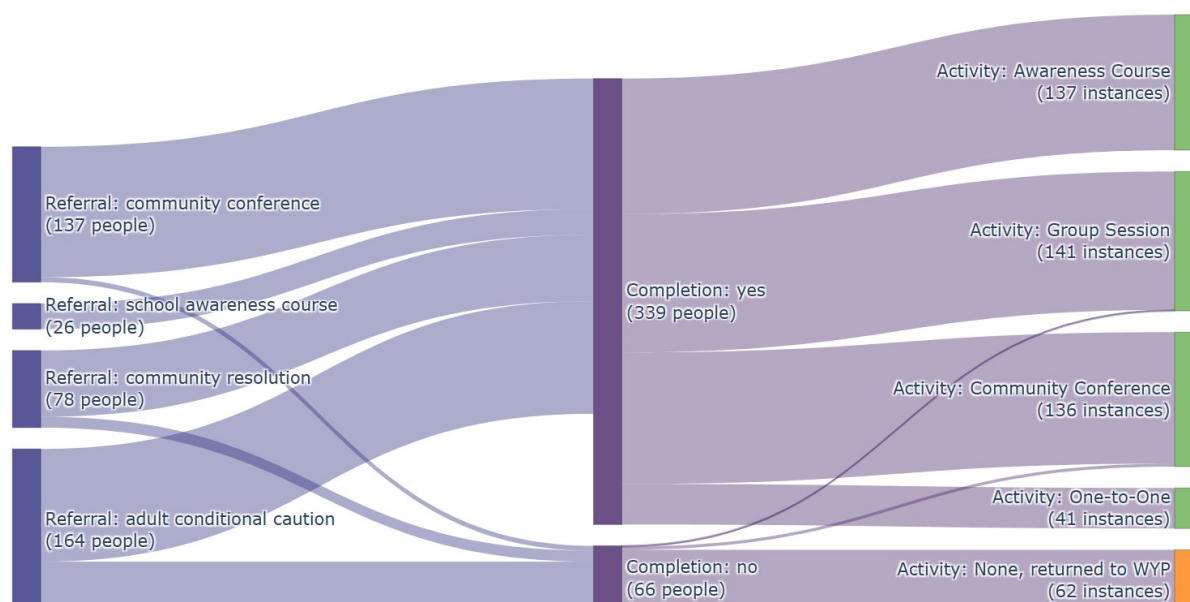
Source: HMPPS

### ASB awareness course and restorative justice

Restorative Solutions provided data on 421 individuals with an immediate justice referral who took part in an ASB / victim awareness course<sup>2</sup>, group session, one-to-one session, or community conference. Of those, 15 were recorded as 'ongoing', and are excluded from analysis, and a further one had missing completion status data. Therefore 405 individuals were considered within this analysis.

Of these 405, a total of 339 individuals took part in some kind of restorative activity (84%). The activities undertaken by these 339 individuals are described by the figure below.

Figure 2. ASB awareness course completions and activities participated in by referral pathway



<sup>2</sup> NB: 'VAC' or 'victim awareness course,' or 'awareness course', and 'group work' pertain to the same activities delivered. They have been split within the analysis as that is how they were recorded in the data, and there are some indications of different completion rates conditional to this, as all 'awareness courses' delivered in a school setting had 100% completion rates.

Source: Restorative Solutions CIC

Activity completion data was extracted from the 'additional comments' field<sup>3</sup>. Formatting of additional comments within this field was consistent enough (405 rows, 142 unique labels) to classify activities using data cleaning and regex pattern matching techniques. However, this approach does risk introducing errors and should be considered a data limitation. The inclusion here was weighed against having no strong data on the proportions of activities undertaken. Future work should incentivise clean recording of activities to support impact evaluation and project monitoring.

Notably, two individuals who were listed as non-completions were reported to have taken part in community conference and a group session respectively, although this may be a data quality issue.

Completion rate for conditional cautions (70%) was significantly lower than community resolution (86%), community conferencing (96%), and school awareness course (100%) – although it is unclear if participation was optional for the latter.

A significant number of individuals were reported to have taken part in more than one restorative activity, most commonly, a restorative awareness course and community conference<sup>4</sup> (112 total completed these two activities as a pair). As a result, participation in 451 activities were recorded in the data, delivered to the 339 individuals who completed at least one activity.

When looking at completion rate against offence type, almost all offence types are below the average completion rate of 84% - only public order offenses exceeds this, at 92% - but as public order offenses make up 56% of all referrals to Restorative Solutions, the high compliance rate for this offense type pulls up the average significantly. Notably, theft has the lowest completion rate for restorative activity at 65%.

*Table 21. ASB course completion rates by offence type*

|                                          | No  | Yes |
|------------------------------------------|-----|-----|
| <b>Assaults (Common Assault and ABH)</b> | 26% | 74% |
| <b>Criminal damage or vandalism</b>      | 30% | 70% |
| <b>Drug or substance misuse</b>          | 28% | 73% |

<sup>3</sup> The 'Referral: school awareness course' pathway was sourced from 'Referral pathway': 'other' within the data, as additional comments noted all instances of 'other' received an awareness course activity, and ages confirmed this activity took place in a school setting. Again, please note, an 'awareness course' is functionally the same activity as 'group work', the only difference is in how these activities were recorded.

<sup>4</sup> NB: the similarity in reported instances of awareness course and community conference is coincidental, it is not a perfect overlap despite these activities being more commonly undertaken together.

|                                      |     |     |
|--------------------------------------|-----|-----|
| <b>Drunk and disorderly</b>          | 19% | 81% |
| <b>Public order offence</b>          | 8%  | 92% |
| <b>Theft (from person/shop only)</b> | 35% | 65% |
| <b>Other</b>                         | 27% | 73% |

Source: Restorative Solutions CIC

ASB awareness course completion rates for females (88%) and males (81%) are similar, though females are slightly higher.

*Table 22. ASB awareness course completion rates by sex*

|               | No  | Yes |
|---------------|-----|-----|
| <b>Female</b> | 12% | 88% |
| <b>Male</b>   | 19% | 81% |

Source: Restorative Solutions CIC

Completion rates differ between ethnic groups, although this may be as a result of the small numbers. The differences between groups have normalised somewhat from the Phase 1 data.

*Table 23. ASB awareness course completion rates by ethnic group*

|                                                                   | No  | Yes |
|-------------------------------------------------------------------|-----|-----|
| <b>Asian, Asian British or Asian Welsh</b>                        | 15% | 85% |
| <b>Black, Black British, Black Welsh, Caribbean or African</b>    | 22% | 78% |
| <b>White: English, Welsh, Scottish, Northern Irish or British</b> | 11% | 89% |

Source: Restorative Solutions CIC

Completion rates differ between age groups. It is highest for the under 18's (97%) although it is possible that this compliance rate is artificially increased by the number of awareness course sessions delivered in school settings where participants may not have had an option to opt out.

*Table 24. ASB awareness course completion rates by age group*

|                 | No  | Yes |
|-----------------|-----|-----|
| <b>Under 18</b> | 3%  | 97% |
| <b>18-24</b>    | 26% | 74% |

|                |     |     |
|----------------|-----|-----|
| <b>24-35</b>   | 25% | 75% |
| <b>35-55</b>   | 24% | 76% |
| <b>Over 55</b> | 24% | 76% |

Source: Restorative Solutions CIC

## 4. Youth Justice Service (YJS) data

Youth justice data has been sourced from the YJS in each local authority area (See Annex A for data issues). In reviewing the data, the focus is on volume and variety - what are the types of offences they are committing and what are the demographics of those committing them, rather than referral pathways. Data is presented which shows breakdowns by Local Authority and demographics (sex, age group and ethnic group).

### Key Findings

- Limitations of the data should be considered in relation to these findings due to data quality constraints, missing data, and variations in recording habits between local authority areas.
- Since the start of the pilot period 785 YJS offences were recorded. The most common offence was assault accounting for 26% of offences, followed by public order offences 23%.
- Some trends were observed geographically: 12% of offences involved possession of a weapon, and the vast majority were in Kirklees; 43% of cases in Leeds were assault, compared to 26% across the region; Bradford and Calderdale had a comparatively high percentage of public order offences, 39% and 48% respectively.
- Nearly four in five ASB offences were committed by males. Female offending was highest in relation to Arson (32% - although numbers remained small) and assaults (27%).
- There are similar patterns of offence across the three largest ethnic groups although some differences did emerge with the addition of Phase 2 data.
- There are similar patterns of offence across age groups. However, the 16-17 year old group appear to differ with a higher proportion of drug and substance misuse and drunk and disorderly offences.

## 4.1. Overview

Since the start of the pilot period 785 YJS offences were recorded. The most common offence was assault which accounted for 26% of offences, Public Order Offences, (23%), criminal damage and vandalism (15%) and theft (9%).

*Table 22. Local authority area recorded ASB offences by offence type*

| West Yorkshire                           |     |
|------------------------------------------|-----|
| <b>Arson</b>                             | 3%  |
| <b>Assaults</b>                          | 26% |
| <b>Criminal Damage or Vandalism</b>      | 15% |
| <b>Drug or Substance Misuse</b>          | 4%  |
| <b>Drunk and Disorderly</b>              | 1%  |
| <b>Harassment</b>                        | 2%  |
| <b>Possession of an Offensive Weapon</b> | 1%  |
| <b>Public Order Offence</b>              | 23% |
| <b>Statutory Nuisance</b>                | 2%  |
| <b>Theft</b>                             | 9%  |
| <b>Vehicle-related Nuisance</b>          | 6%  |
| <b>Other</b>                             | 8%  |

Source: YJS Bradford, YJS Calderdale, YJS Kirklees, YJS Leeds, YJS Wakefield

## 4.2. Local authority areas

In the mid-term data analysis estimates were made of the number of recorded cases per 1,000 population, using data from YJS' between November 2023 and April 2024, for each local authority area. Existing data as of June 24 was scaled up to estimate a year of offending. This estimate was then used in a calculation, with the latest available local authority 2022 midyear population estimates (ONS, 2024), to estimate cases per 1,000 population.

The below table compares this estimated year of offending data to the actual data reported by WJS', November 23 to October 24, and uses updated 2023 midyear population estimates (ONS, 2025) newly available for this second phase of analysis. This provides a more accurate estimate of cases per 1,000 population.

*Table 23. Local authority 2022 Midyear population estimates and YJS cases per 1,000 population*

|                       | <b>MYE 2023<br/>Population<br/>Estimate</b> | <b>Estimated<br/>Annual<br/>Cases<br/>(June '24)</b> | <b>Estimated<br/>Cases Per<br/>1,000<br/>Population</b> | <b>Reported<br/>Annual<br/>Cases<br/>(Feb '25)</b> | <b>Reported<br/>Cases Per<br/>1,000<br/>Population</b> |
|-----------------------|---------------------------------------------|------------------------------------------------------|---------------------------------------------------------|----------------------------------------------------|--------------------------------------------------------|
| <b>Bradford</b>       | 560,194                                     | 104                                                  | 0.19                                                    | 113                                                | 0.20                                                   |
| <b>Calderdale</b>     | 208,735                                     | 46                                                   | 0.22                                                    | 51                                                 | 0.24                                                   |
| <b>Kirklees</b>       | 442,033                                     | 218                                                  | 0.49                                                    | 158                                                | 0.36                                                   |
| <b>Leeds</b>          | 829,413                                     | 160                                                  | 0.19                                                    | 176                                                | 0.21                                                   |
| <b>Wakefield</b>      | 361,786                                     | 36                                                   | 0.10                                                    | 40                                                 | 0.11                                                   |
| <b>West Yorkshire</b> | 2,402,161                                   | 564                                                  | 0.23                                                    | 538                                                | 0.22                                                   |

Source: YJS data MYE ONS

Numbers remain small, so it is difficult to assess meaningful differences by local authority area. High recording in Kirklees remained a trend from the Phase 1 to 2 data analysis, however this trend normalises somewhat with a reduction from 0.49 to 0.36 per thousand.

We are able to comment on broad comparisons and distributions, but these should be interpreted with caution.

With this in mind, there are some trends apparent from the data:

- Of the 12% of cases in West Yorkshire reporting possession of a weapon the vast majority of these were in Kirklees.
- In Leeds 43% of cases were assault, compared with 26% across West Yorkshire overall.
- Bradford and Calderdale have a comparatively high percentage of public order offence, 39% and 48% respectively.

Table 24. Local authority area recorded ASB offences by offence type

|                                     | Bradford | Calderdale | Kirklees | Leeds | Wakefield |
|-------------------------------------|----------|------------|----------|-------|-----------|
| <b>Arson</b>                        |          |            | ~        | ~     | ~         |
| <b>Assault</b>                      | 30%      | 22%        | 27%      | 43%   | 32%       |
| <b>Criminal damage or vandalism</b> | 8%       | 30%        | 13%      | 12%   | 27%       |
| <b>Drug or substance misuse</b>     | ~        |            | 11%      | ~     |           |
| <b>Possession of a weapon</b>       |          |            | 12%      |       | ~         |
| <b>Public Order Offence</b>         | 39%      | 48%        | 5%       | ~     |           |
| <b>Statutory nuisance</b>           |          |            | 1%       | 17%   |           |
| <b>Theft</b>                        | 9%       |            | 18%      | 12%   | 23%       |
| <b>Vehicle-related nuisance</b>     | 9%       |            |          | 3%    |           |
| <b>Other</b>                        |          |            | 10%      | 6%    | ~         |

Source: YJS Bradford, YJS Calderdale, YJS Kirklees, YJS Leeds, YJS Wakefield

### 4.3. Demographics

Findings have been considered in relation to demographic group (please see Annex A for an overview of disclosure control and Annex B for data issues).

#### Sex

Offences where sex has not been recorded have been excluded due to small numbers. Overall, nearly four in five ASB offences were committed by males. However, 38% of all assaults were committed by females.

Table 25. Percentage of offences committed by males and females

|                                          | Female | Male |
|------------------------------------------|--------|------|
| <b>Arson</b>                             | 5%     | 2%   |
| <b>Assaults</b>                          | 38%    | 23%  |
| <b>Criminal Damage or Vandalism</b>      | 13%    | 15%  |
| <b>Drug or Substance Misuse</b>          | 1%     | 5%   |
| <b>Drunk and Disorderly</b>              | 1%     | 1%   |
| <b>Harassment</b>                        | 2%     | 2%   |
| <b>Possession of an Offensive Weapon</b> | 1%     | 1%   |
| <b>Public Order Offence</b>              | 24%    | 24%  |
| <b>Statutory Nuisance</b>                | 1%     | 2%   |

|                                 |    |    |
|---------------------------------|----|----|
| <b>Theft</b>                    | 9% | 9% |
| <b>Vehicle-related Nuisance</b> | 2% | 7% |
| <b>Other</b>                    | 3% | 9% |

Source: YJS Bradford, YJS Calderdale, YJS Kirklees, YJS Leeds, YJS Wakefield

## Ethnic group

Ethnic group categories for recording were set by the Home Office; however, reporting has undergone necessary distortion as part of disclosure control procedures (see Annex B for more information).

Reviewing type of offence by ethnic group patterns are broadly similar between the most common ethnicities. Asian, Asian British or Asian Welsh are overrepresented in assaults (37%) and public order offences (35%) compared to the overall averages of 26% and 23% respectively. Mixed or Multiple ethnic groups and White: Gypsy or Irish Traveller, Roma or Other White are both overrepresented in Public Order offences, with 40% and 47% compared to the regional average of 23%.

Table 26. Percentage of offences committed by offence type by ethnic group

|                                              | Asian,<br>Asian<br>British or<br>Asian<br>Welsh | Black,<br>Black<br>British,<br>Black<br>Welsh,<br>Caribbean<br>or African | Mixed<br>or<br>Multiple<br>ethnic<br>groups | White:<br>English,<br>Welsh,<br>Scottish,<br>Northern<br>Irish or<br>British | White:<br>Gypsy or<br>Irish<br>Traveller,<br>Roma or<br>Other<br>White | Blank<br>/Other |
|----------------------------------------------|-------------------------------------------------|---------------------------------------------------------------------------|---------------------------------------------|------------------------------------------------------------------------------|------------------------------------------------------------------------|-----------------|
| <b>Arson</b>                                 |                                                 |                                                                           |                                             | 4%                                                                           |                                                                        |                 |
| <b>Assaults</b>                              | 37%                                             | 17%                                                                       | 20%                                         | 26%                                                                          | 12%                                                                    | 30%             |
| <b>Criminal Damage or<br/>Vandalism</b>      | 12%                                             | 7%                                                                        | 20%                                         | 17%                                                                          | 8%                                                                     | 13%             |
| <b>Drug or Substance<br/>Misuse</b>          | ~                                               | 13%                                                                       |                                             | 4%                                                                           | 10%                                                                    | 7%              |
| <b>Drunk and<br/>Disorderly</b>              |                                                 | ~                                                                         |                                             | ~                                                                            |                                                                        |                 |
| <b>Harassment</b>                            |                                                 | ~                                                                         |                                             | ~                                                                            |                                                                        |                 |
| <b>Possession of an<br/>Offensive Weapon</b> |                                                 |                                                                           |                                             | ~                                                                            |                                                                        |                 |
| <b>Public Order<br/>Offence</b>              | 35%                                             | 23%                                                                       | 40%                                         | 18%                                                                          | 47%                                                                    | 17%             |
| <b>Statutory Nuisance</b>                    |                                                 | 17%                                                                       |                                             | ~                                                                            | ~                                                                      | ~               |
| <b>Theft</b>                                 | ~                                               | ~                                                                         | 8%                                          | 10%                                                                          | 14%                                                                    | 13%             |
| <b>Vehicle-related<br/>Nuisance</b>          | 7%                                              | ~                                                                         | 8%                                          | 6%                                                                           | 5%                                                                     |                 |
| <b>Other</b>                                 | ~                                               | ~                                                                         | ~                                           | ~                                                                            | ~                                                                      | ~               |

Source: YJS Bradford, YJS Calderdale, YJS Kirklees, YJS Leeds, YJS Wakefield

## Age group

Offences where age has not been recorded have been excluded due to small numbers. There are similar patterns of offences across age groups 12 to 13, 14 to 15,

16 to 17 year old age groups. A total of 56% of public order offences were committed by under 12s. Assaults, substance misuse, and vehicle-related nuisances trend upwards with age.

*Table 27. Percentage of offences committed by offence type by age group*

|                                          | Under 12 | 12 to 13 | 14 to 15 | 16 to 17 | 18 to 24 |
|------------------------------------------|----------|----------|----------|----------|----------|
| <b>Arson</b>                             |          | 6%       | ~        | ~        |          |
| <b>Assaults</b>                          | 11%      | 17%      | 29%      | 29%      | 21%      |
| <b>Criminal Damage or Vandalism</b>      |          | 21%      | 18%      | 9%       | 7%       |
| <b>Drug or Substance Misuse</b>          |          |          | 3%       | 8%       | 7%       |
| <b>Drunk and Disorderly</b>              |          |          | 1%       | ~        |          |
| <b>Harassment</b>                        |          | 3%       | 2%       | ~        |          |
| <b>Possession of an Offensive Weapon</b> |          | ~        | ~        |          |          |
| <b>Public Order Offence</b>              | 56%      | 23%      | 21%      | 23%      | 43%      |
| <b>Statutory Nuisance</b>                | 11%      | 3%       | ~        | ~        |          |
| <b>Theft</b>                             | 22%      | 8%       | 8%       | 11%      |          |
| <b>Vehicle-related Nuisance</b>          |          | 6%       | 4%       | 7%       | 21%      |
| <b>Other</b>                             |          | 12%      | 9%       | 5%       |          |

Source: YJS Bradford, YJS Calderdale, YJS Kirklees, YJS Leeds, YJS Wakefield

## 5. Qualitative Interviews

As part of the remit for the second Phase of evaluation, Skills for Justice conducted supplementary qualitative interviews with each delivery partner. These interviews were conducted to cover the gap between the end of the Phase 1 mid-programme interviews and the end of the programme, collecting post project insights from partners about their work and providing an opportunity for them to reflect on the final 6-8 months of delivery.

Interviews were conducted with representatives from:

- West Yorkshire Police
- HM Prisons and Probation Service
- Restorative Solutions CIC
- Victim Support
- Youth Justice Services from four of the five local authority areas: Calderdale, Kirklees, Leeds and Wakefield.

A total of 8 interviews were completed with 12 individuals from the delivery partners. A representative from Bradford Youth Justice Service was contacted but were unable to participate in interview due to availability. All other partners participated.

In line with the remit provided to Skills for Justice, these second phase interviews were intended to build on qualitative research conducted in Phase 1 rather than repeat them. The interview schedule covered final reflections, legacy planning, and recommendations for commissioners and programme designers, among other topics.

In the interest of avoiding repetition of previous findings, this analysis details key highlights from each partner, rather than presenting a thematic analysis as in the Phase 1 reports. Where significant departures or developments from the Phase 1 data are observed, these are noted, but these were rare.

It should be noted that the opinions expressed by individuals may not represent the views of their organisation.

### Summary of qualitative interviews:

Wide consensus pointed to the final 6 months of delivery progressing as expected, and broadly in keeping with the trend at the time of the Phase 1 analysis (please see Phase 1 reports for more information). Referrals had dipped after WYP necessarily diverted resources away from outreach work and building awareness of IJ among officers towards hiring an IJ coordinator. This coordinator was to enter their post during late Summer of 2024, and it was anticipated that referrals would pick up, and according to partners and the data, they did. However, by early Autumn, the news that the project funding was coming to an end hobbled the momentum of referrals again, leading to slow tapering of activity towards the final referrals in February '25.

Delivery partners universally lamented the end of the programme, asserting, independently of one another, that programmes like IJ typically take 1-2 years to set up and build momentum and that IJ had reached this stage, only for the funding to end before the region could see the full benefit of the extensive set up work. At a high level, the data supports this interpretation – we would have expected referral numbers in full-year data from 2025 to fall short of forecasts made in June 2024 - as qualitative evidence in August 2024 suggested

referrals had and would continue to reduce during the lengthy process of recruiting an IJ coordinator. Referrals did fall, but the June 24 forecast made by Skills for Justice using extrapolated data ended up broadly accurate, indicating that referral numbers were accelerating towards the end, enough to offset the dip caused by the recruitment drive.

Youth Justice Services uniquely seemed to anticipate the short-term nature of the funding and plan around this as early as before the first kick off meeting. Kirklees and Leeds especially, showcased extremely creative use of the limited funding term to reorganise and rebalance their workforces, expand their repertoire of reparative offerings, and improve their links to organisations within their communities. Other delivery partners reported incidental benefits in these areas that were also expected to outlast the IJ moniker (Calderdale, Wakefield, HMPPS). In several areas IJ-aligned activities had continued under other names, most commonly 'Making it Right.'

While sporadic evaluation work was underway in pockets across West Yorkshire, with plans to consider offending and school exclusion data, among other metrics - partners expressed reservations that the impact of IJ would ever be properly articulated. In many cases, especially YJS, partners expressed they felt this was justified, because the work had been so successfully integrated with existing service provision it could not be meaningfully delineated or disentangled. In other cases, evaluation planning had not been considered early enough to integrate dedicated evaluation metrics within financial reporting - which would have been a key asset.

Recommendations for commissioners considering future similar work focused extensively on the allocation of funding being needs based and proportionate, both between and within regions, but also between delivery partners. The police were widely framed as the most pivotal partner driving referrals and yet were severely under resourced for a significant portion of the funding period. A longer, more drawn-out preparatory period was also desired, given the need to recruit, an immediate expectation to deliver was unrealistic and set the partnership on the back foot from the start.

As in the Phase 1 evidence, partners were widely celebrative of their relationships with each other and the Combined Authority. The partnership working approach was framed as a key asset and enabler of the programme, and the deepening of ties to other organisations was articulated as the most impactful and long-lasting anticipated outcome of IJ on systems working within West Yorkshire. The following sections explore many of these ties to the extent available evidence permits.

## 5.1. West Yorkshire Police

- WYP described the referrals *"falling off a cliff edge"* towards the end of the project, as officers became uncertain whether or not the pathway was available and when exactly referrals would be accepted. There was a keen desire to avoid putting offenders and victims *"in limbo."*
- While there was some indication this problem was unavoidable during any short-term funding project, the impact of the referrals dropping was described as resulting in *"losing around 6 weeks of delivery."* It is unclear if this could have been mitigated with a more considered long-term offboarding strategy.

- The Immediate Justice coordinator appointed to their role stayed within the same team, but only by coincidence - a vacancy became available, and they applied and secured the new role.
- A key consequence of the end of funding was described as the *“lack of alternative provision”* and a consequent dip in quality in the conditions applied to out of court disposals. WYP described the process of attempting to find an alternative intervention appropriate for addressing ASB offences and found *“local provision”*, however, most were not available region wide, and not catch-all programmes aimed at targeting ASB as an offence type, but interventions directed at addressing criminogenic need and the drivers of offending behaviour, *“for better or worse.”* The *“number one question from districts”* during the wind down was *“so what do we offer now?”* and no analogous work was found to fill this role. WYP lamented this regression towards a *“post code lottery”* of options and emphasised their ambitions for interventions to be region wide.
- In line with the Phase 1 evaluation work, administration, referral management, and data protection were reported to be the key challenges of the police as delivery partner – but also specified the reporting requirements of the programme were *“not too burdensome.”*
- WYP representatives recommended that future funding be *“proportional to the scale of what we’re aiming to deliver,”* reemphasising that West Yorkshire received identical funding to other pilot forces despite servicing a larger area. They also recommended that any future funding aiming to achieve similar outcomes through similar means should commit to a longer funding period, even if total funding available remained the same. A longer delivery period would have allowed for better preparation and the ability to build momentum and inertia: *“you need to get it rolled out, with five districts and six thousand cops to get the message out to - it takes time to get through to all those people.”* The sentiment was, a slow burn and steadily increasing referrals would have better allowed systems to adapt to need and provided reassurance to front line officers that the referral pathway was reliable.

## 5.2. HM Prisons and Probation Service

- HMPPS representatives noted the end of IJ funding meant the end of HMPPS’ involvement in pre-court working for the time being in West Yorkshire, noting opportunities to explore any kind of continuation of activity were dashed by the May Sentencing Review<sup>5</sup> and the shift in organisational priority that occurred in response to the change in Minister’s expectations.
- HMPPS noted a key delivery challenge was ensuring consistent enough referral numbers to have full groups, as the cost effectiveness of the programme declined significantly wherever unpaid work groups were not full.
- HMPPS highlighted the possibility for future work to explore seconding HMPPS staff into police teams to address capacity issues and circumvent data security and vetting issues that had become a significant administrative burden to the IJ programme. They noted this had been done for other programmes of work in substance misuse.

<sup>5</sup> <https://www.gov.uk/government/publications/independent-sentencing-review-final-report>

- HMPPS noted that Immediate Justice had had a significant impact on rebuilding relationships with local authorities that had been “*strained*” in the past, by relying on the Combined Authorities central position and contacts to “*open up lines of communication.*” It was expected these relationships would be maintained going forward and had already been exploited in other work in the region:

*“We had lot of problems tapping into right people at the right places, street wardens, area coordinators, and so on. The CA bringing in those links helped us access those right people when we need to, and that has carried on and been brought into all our other work.” - HMPPS*

- A stronger partnership with police was also noted as a key outcome, emphasising that police in Leeds and Kirklees were in much closer contact with HMPPS<sup>6</sup> and this had translated to better outcomes in safer neighbourhoods with HMPPS having a closer line of contact with communities through the walk and talk initiative<sup>6</sup>. Specifically, one outcome was “*more referrals from women who identify places that are not safe, and now we’re tackling that.*” The partnership working all round was continued to be highlighted as a success:

*“Expectations throughout the teams were quite high, but it didn’t feel demanding, it felt friendly, and there was never time where’d I’d approach someone or contact them and find them combative. Everybody wanted this to work.” - HMPPS*

- Another key outcome of Immediate Justice for HMPPS was the motivation to develop a more “*comprehensive offer*” to tackle ASB: “*before, it was an add on, we had nothing developed specifically to tackle ASB.*” They expressed that learning from IJ had been carried forward into their placement strategy in other unpaid work projects.
- Echoing the WYP response to this evaluation, HMPPS also noted that the impact of the programme had been limited by the expected pace of delivery, and that the timescale was a key barrier due to the unavoidable need for commercial and legal processes to be completed, for other partners to recruit, referral mechanisms to be installed, and word to spread about the pathway. These processes were noted to take a predetermined amount of time wholly out of control of any delivery partner but were also requisite to the success of the programme. Time for these processes to be completed prior to the start of delivery would have resulted in a greater overall impact.
- Anecdotal evidence provided by HMPPS suggested the unpaid work delivered through IJ was of higher quality than typical unpaid work activities: “*The IJ team was better in the sense that the work was better for the community, and we got much better feedback from public and beneficiaries.*” This may suggest the utility of short-term unpaid work can deliver different reparative outcomes than long term unpaid work programmes: “*longer orders it’s hard to keep motivated, but the shorter term of IJ meant they just wanted to get it done and out of the way.*”

### 5.3. Restorative Solutions CIC

<sup>6</sup> <https://www.westyorkshire.police.uk/WalkAndTalk>

- Restorative Solutions CIC (RS) representatives described the significant learning carried over from West Yorkshire to Dorset specifically, as RS had a key role in delivery in Dorset, with sight and permission from commissioners in both regions.

*“[the region manager] took everything across to Dorset, structure, process, delivery, practice, everything.” - RS*

- They also noted the significant learning carried forward to Merseyside, where RS provided insight and consultancy to the restorative justice partner there involved with Immediate Justice.
- In future projects, RS representatives noted commissioners were looking to carry forward victim/offence awareness courses and the community conferencing approach into other programmes.
- A key issue was the lower number of referrals for restorative activity relative to unpaid work. This was theorised to have resulted from the confusion among front line officers around the purpose of the two conditions. Mandating both for all referrals was presented as a more coherent approach.
- RS noted that the police IJ coordinator entering their post was not “felt” by RS. There was some perception that capacity issues within the police ran wider than IJ and the appointment was insufficient to meet need. Beyond the police, RS noted the struggle all statutory partners faced in deciding whether to prioritise statutory work or a temporary project when faced with capacity constraints.
- Four people (two full time equivalent (FTE)) were brought on in RS in response to Immediate Justice. Two people left during the programme, and two were retained and moved to other work, though one reduced their hours voluntarily. The end of funding did not result in a loss of jobs, however RS noted that in Dorset this was not the case, 4 individuals were recruited for IJ (again, not 4 FTE), but all four were lost as there was no more work and “nothing for them to go to” following the end of funding.
- A key consequence of the end of funding was that work done to promote the impact of IJ and other work, e.g., a series of films produced by a professional filmmaker going into school contexts to highlight impact of IJ and promote ASB pathways now has “no future.” The end of funding meant that the pathway there to explore, evidence, and spread awareness of impact cannot be sustained.
- Recommendations for future funding echoed WYP and HMPPS: *“Don’t announce it and expect it to be up and running. Don’t homogenise funding. Don’t promote short term projects.”* Echoing sentiment from HMPPS in the Phase 1 evaluation, RS noted that the police were *“instrumental in making this work”* and the *“most pivotal partner”* but despite that, they had been *“under resourced”* relative to the other partners. RS further noted that after involvement in dozens of similarly structured programmes of work in the last two decades, it consistently takes *“about 2 years to establish an effective service to embed, spread awareness, sort issues, and for it to gain traction”* highlighting that IJ had just about reached this stage when the funding ended.

## 5.4. Victim Support

- Victim Support (VS) commended West Yorkshire for pushing to have a victim component in the project despite this not being in the original specification but lamented that the number of referrals for victims “never really picked up.” A five month period with no referrals was highlighted.
- There was some confusion over the role of VS, as in many cases where IJ had been offered the police had “naturally” already provided information to the victim about the condition and what would happen next. They emphasised the police were absolutely doing the right thing here - it just left VS orphaned in their intended role.

*“Initial and final contact was great in principle, but it would have been better to have more time to consider how to integrate the plan within existing systems and think about how in reality it might work and who was doing what.” - VS*

- In response to this lack of utility, VS supported the project in other ways, notably collaborating extensively with RS in the delivery of victim awareness / group courses in the restorative element, as well as community conferences. They also produced an information leaflet about IJ for victims and used this as a vehicle to provide as much detail as possible to victims in order for them to be satisfied with the condition and outcome.
- The joint delivery of victim awareness courses was highlighted as a useful development and something VS would look to explore in the future - funding dependent.
- The overall gain of systems knowledge was also highlighted as a key outcome:

*“It’s strengthened our knowledge of how probation and how all aspects of their offer work, e.g. community links. It’s strengthened our knowledge of Conditional Cautions, Community Resolutions, and Out of Court Disposals - the practical knowledge of how they work, and what the processes are, and how best to work within those systems.” - VS*

- The “joint training day” was held up as a strong activity that had helped embed the strong partnership working approach.
- Echoing the Phase 1 evidence, VS noted victims’ frustrations about not being able to influence the outcome or decisions made around IJ - noting one victim in the pilot period had vehemently complained that an offender should not have been offered IJ and was angry they had not been given chance to have their say:

*“I think the timeframe made things harder for the perpetrators, the victims, the officers, everyone – 48 hours was never going to be feasible, and the effort towards trying to make the justice as immediate as possible made it, at least in one case, less just.” - VS*

## 5.5. YJS

### Calderdale

- Calderdale was unique in that IJ was being offered before a diversion point (e.g. before a typical OOCs) effectively making IJ preventative and restorative ahead of punitive and keeping young people out of the criminal justice system. IJ was installed as an additional option within their existing ASB pathway, which the ASB referrals reverted back to after the end of IJ.
- Calderdale YJS was very positive on this approach and believed keeping children out of the criminal justice system wherever possible was a worthwhile cause and yet also delivering the same activities as the IJ programme was in other areas was a win-win situation.
- A major consequence of the end of funding was that one person hired for IJ could not be retained, and the loss of that person reduced the capacity of the service overall. The person was retained within the local authority but was no longer working with children.
- A key focus of Calderdale YJS was making sure they leveraged links with local organisations to help the children understand the impact their actions had on their communities, and to provide opportunities to make more 'indirect' reparation.
- Parental consent was a small barrier to engagement, and the key driver was parents did not consider their children's activity to be ASB, or in need of remediation.
- YJS Calderdale said their involvement in the programme had improved their links with police colleagues in community safety, and that community safety wardens referring into their other pathways had received an uptick. Likewise, IJ had provided incentive and space to reengage with community links that they previously were not able to:

*"We worked with a local organisation called Saint Augustine, so we had an established relationship with them anyway, but then IJ has allowed us to revisit them and involve them."*  
– YJS Calderdale

- For future programmes Calderdale YJS wanted to emphasise that there should be a stronger focus on the need for early intervention when working preventatively with children and a much stronger focus on individual need, and that this should be seen as the most desirable way to intervene under the mantra "prevention is easier than the cure."
- Lastly, they emphasised using IJ to enhance their existing referral pathways was a successful approach that had worked for them. Materials produced as part of IJ had been seamlessly used for other outcomes. Akin to this, investment in expanding the offering of IJ also translated to other referral pathways and many options remained as potential activities after the end of IJ funding:

*"The resources that we've put in has enabled our staff to be innovative and look at specific things we've never really delivered before because we didn't have the time, space to really focus on resources, whether that's kind of woodwork skills, or our allotment, and so on - I think that's probably the lasting legacy."* – YJS Calderdale

## Kirklees

- Kirklees highlighted they have retained the IJ model within the area, diverting funding, and retaining the two members of staff who were diverted from the restorative justice (RJ) team to deliver IJ: *“We recognised moving those workers into that space has been a benefit, and it has improved our balance across the service.”* While the IJ nomenclature *“may not continue”* there was no interruption in the service offered in the area, just *“no more referrals”* (through the primary IJ pathway.)
- As a consequence of this, long term planning was done to ensure service continuation, and so the end of funding *“didn’t impact us too much - because we could see the benefit and had that long-term plan to continue with that delivery and the changes made there.”*
- The success within Kirklees was noted to be particularly dependent upon the strong extant community links of the YJS which pre-dated IJ and allowed case workers to “get creative” with reparation. Organisations listed included charities, food banks, Churches, and a local bike shop.
- Kirklees were keen to highlight the flexibility of the programme had been a key asset:

*“Giving the LAs the freedom to be able to shape it and make it responsive to their area has been able to make us be able to make the most of it.”*

- When asked about any learning carried forward from IJ into other work, the representative from Kirklees YJS said the following (quote left in full for illustrative purposes):

*“It’s changed the way we do what we do, and the way we see with working with victims as a whole. Since the launch of IJ, it’s made victims and restorative justice more of a conversation within the service. Reparation is more of a focus. We had an RJ team that was **solely RJ** - and because this prompted case workers from that side of things into youth engagement, that started a whole new type of conversation. Because we’re doing it out of court, everybody feels like it’s their business. The case worker that’s been involved in delivering that donkey sanctuary, or baking, or whatever - it’s across the board - more workers are talking about victims and reparation. It’s a massive part of our work now.” – YJS Kirklees*

- The above was cited again when asked about unintended outcomes of the programme: *“That wasn’t an aim but is an outcome. It has had a transformative effect.”*

## Leeds

- Akin to Kirklees, Leeds YJS had also made efforts to continue providing activities aligned with IJ and had continued accepting referrals despite the end of funding. This was planned from the start: *“When it came in, we recognised this as a very political pot of money – thought that when it started, we guessed... there had to be a legacy.”* From then, Leeds adopted the internal goals of using IJ to demonstrate the benefits of enhancing sessional worker capacity, increasing the menu of reparative opportunities offered by the service, and improving links with communities – all of which needed to outlast IJ. Representatives framed the leadership of the YJS as pivotal to this clear vision to make the most of the short-term funding.

- A key focus of building community links was looking to organisations and seeing “*what we could give each other that doesn’t carry a financial cost.*” A key example were two CICs in South and East of Leeds who collect paint and sell it for cheap as a social enterprise. Leeds YJS collaborated with them to create a painting and decorating course, complete with qualification. A similar example with woodworking was explained. Organisations involved included Seagulls CIC, LS14 Trust, and Holbeck Recycling Centre:

*“In all cases, we asked, how can we upskill our kids and give them something to feel good about. With this evidence, we can go to senior management and say “look, this works.” – YJS Leeds*

- It was noted that for the child pathway, the wrong impact metrics had been considered by the Home Office: *“Reoffending is a thing for the Youth Justice Board, for the YJS it’s ‘are they back in school.’ We know that’s a huge outcome, even though it wasn’t tracked as part of the finances.”*
- Evidence was shared that decision makers in the area saw the original ambition of IJ to be deficient, and this was the driving motivation to improve it: *“It would have been really easy to do the litter picking they suggested, but that’s not good enough.”* There was a strong sense from representatives that Leeds wanted to aim higher and specifically leverage evidence-based practices to target the motivations of youth offending: *“it’s about putting a human face on the consequences of their behaviour.”*
- Representatives noted that there was no boundary around the activity of IJ aside the referral reporting: *“Hard to distinguish with what’s IJ and what’s not, as IJ has been completely integrated into the Making it Right offer.”*
- Leeds actively intends to evaluate their own activity by looking at reoffending data and following participant cohorts.
- Akin to other partners, having no time to recruit prior to the start of delivery was listed as the most impactful challenge. There was sentiment that expecting each pilot region to offer the same outcomes with the same funding was as unrealistic as expecting Leeds to offer the same outcomes as Calderdale. No geographic needs assessment being conducted prior to funding allocation was argued to be a key failing of the funding and had reduced value for money.
- When asked about learning and lasting impact representatives highlighted that there had been a change in organisational culture within the service: *“Making it Right was an afterthought, now staff see it as a central component of what they’re doing.”* Another key outcome was the formalisation of community links: *“if I left, I know those links aren’t in jeopardy – our partnerships are org to org.”*

## Wakefield

- Like other YJS’, Wakefield had integrated IJ into other work, and like others, this was noted to be a key asset but also had resulted in a difficulty disentangling the impact of the funding: *“because it was integrated into other work, it’s hard to say what the impact of its absence would have been.”*

- Unlike most partners, YJS Wakefield discussed their own internal evaluation work, noting there had been an internal evaluation report that recommended to *“reduce the offer of interventions and reparative services, reduce that to consistent, effective options, to keep them as part of conditions so case managers can continue that work, to keep it meaningful and deliverable within current staff capacity.”*
- The manager responsible for delivering IJ had moved on to a new role planning early interventions, and noted they carried significant learning from IJ into this new role: specifying, the identification of at risk children and making sure the right services are working with them at the right time had been a key requirement of IJ and would be highly relevant to this new role and the management of this new team.
- Like other partners, YJS Wakefield noted that the delivery period had been just sufficient to build momentum, and yet insufficient to capitalise on that momentum and see the returns of the investment.

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## Annex A Disclosure control

Disclosure control is necessary when presenting any statistical or numeric information to safeguard the confidentiality of individuals.

Given the relatively small numbers involved in this analysis there were some concerns regarding disclosure and the protection of confidentiality. Therefore, the following methods of disclosure control have been used throughout the report:

- **Grouping** - categories of age, ethnic group and offence have been grouped together. Groups with less than five values, have been excluded.
- **Cell suppression** - cells where the value is less than five have been suppressed and replaced by a special character, ~, to indicate a suppressed value.
- **Percentages** - have been used to provide users with the information required without disclosing the underlying data.
- **Rounding** - Percentages are calculated from unrounded data and presented to the nearest percentage. Due to percentages being rounded to one decimal place, totals don't always add up to 100%. This creates a small amount uncertainty about the real value for any cell, adding an acceptable amount of distortion in the data.

## Annex B Data issues

In reviewing the data from this pilot study several major data issues have been identified, these are summarised below:

- **Numbers of cases remain small**, with 573 recorded for West Yorkshire Police, 507 by HMPSS, and 420 Restorative Solutions CIC. Overall, in the YJS 785 cases were recorded. Smaller numbers remain evident when carrying out subgroup analysis, and the consistency of complete entries remains highly variable.
- **Missing data** is apparent across all datasets, particularly among fields associated with victims and reasoning behind completions or lack thereof. Some data is missing pertaining to demographics: age, sex, and ethnicity.

Missing data is more apparent in the YJS data, as it appears different YJS adopted different recording habits and have used the additional comments field for a wide range of information that would have been more appropriate within the defined fields.

E.g., completion data was missing in 194 instances, hours attended in 244, date of reparation in 340. Over half of fields had half of the rows missing information. This precluded analysis into:

- Youth completions.
  - Youth referral pathways.
  - Hours of activity completed.
  - Gap between referrals and activity completion.
  - Victim consultation.
  - Extent to which activities were linked to offences.
- **In the Phase 1 reporting HMPSS data** included data from several local authority areas outside of West Yorkshire as well as some records with no local authority assigned. A total of six records have been excluded from the analysis. This was corrected before the phase 2 analysis.
- **Completion rates** for adults are considered for both ASB courses and unpaid work. However, it is not possible to link these two data sets and see the proportion of those who undertake both or whether there are people who undertake one and not the other, therefore we are not able to assess the total percentage of those committing an offence who have completed either an activity and / or an ASB course.
- **Referral pathways data for YJS** has not been reviewed as 55% of referrals are missing or recorded as either “other”.

## Annex C Data cleansing summary

**Date of referral** - additional data field created, “referral month”, which contains monthly data in a consistent date format.

Within the Restorative Justice data there were eight records that had an incident data of Feb / Mar 2024 and referral date of Mar 2023, these have been corrected to Mar 24. Within the HMPPS data there was one incident dated 2002, this was corrected to 2024.

**Ethnic group classification** 8a - Mnemonic: ethnic\_group\_tb\_8a (ONS, 2021)

| Code | Name                                                       |
|------|------------------------------------------------------------|
| 1    | Asian, Asian British or Asian Welsh                        |
| 2    | Black, Black British, Black Welsh, Caribbean or African    |
| 3    | Mixed or Multiple ethnic groups                            |
| 4    | White: English, Welsh, Scottish, Northern Irish or British |
| 5    | White: Irish                                               |
| 6    | White: Gypsy or Irish Traveller, Roma or Other White       |
| 7    | Other ethnic group                                         |

**Age Group** – due to different age categories being applied within the analysis the following categories have been identified for analysis:

Under 25  
24-35  
35-55  
55+

**Offence** – In the adult data offence categories with five or less cases have been grouped as other. This includes Wasting police time, vehicle-related nuisance, statutory nuisance, animal-related problems and blank entries.

YJS data has been grouped into higher level categories to help ease interpretation of data. Groupings are shown below:

#### **Arson**

Arson

#### **Assault**

Assault

Assault and possession of a bladed article

Assaults (Common Assault and ABH)

#### **Criminal damage or vandalism**

Criminal damage or vandalism

Attempt criminal damage

#### **Drugs offences**

Drug or substance misuse

Possession of Cannabis

#### **Drunk and disorderly**

Drunk and disorderly

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**Handling stolen goods**

Handling stolen goods

**Harassment**

Harassment

**Possession of a weapon**

Possession of a weapon

Possession of a bladed article on school premises

Possession of an offensive weapon

**Public decency**

Public decency

**Public Order Offence**

Public order

Public order offence

**Sexual Assault**

Sexual Assault

**Statutory nuisance**

Statutory nuisance

**Theft**

Taking Without Consent

Theft (from person/shop only)

Theft from MV/Criminal Damage

Theft of motor vehicle

**Vehicle-related nuisance**

Vehicle-related nuisance

**Other**

Threatening behaviour

Wasting police time

Wound/inflict bodily harm without intent

Other

(blank)

**Referral pathway** – Adult caution and adult conditional caution grouped. Two groups:

- Conditional caution
- Community resolution

Two additional groups identified in Restorative Solutions data:

- Community conferencing
- School awareness course – awareness course activity delivered in school setting based on age and number of participants. Described by RS CIC as functionally the same as “group work” but this was pulled out in the data as a distinct pathway/activity so as to not pollute the completion data of other group work.

**Activity undertaken** – 5 new fields created to translate activities recorded in additional comments section of Restorative Solutions data into Boolean fields denoting the activities undertaken by participants.

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