

Police and Crime Commissioner Needs Assessment November 2013

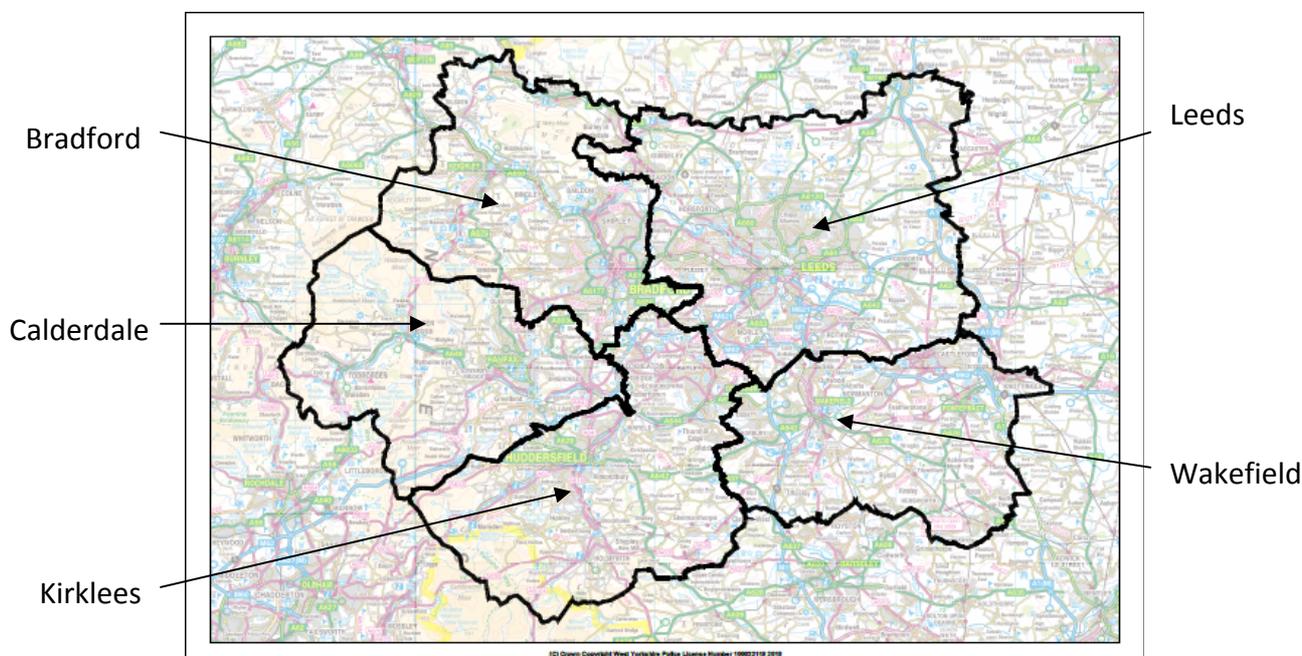
Process/methodology

PLEASE NOTE: This needs assessment was compiled during November 2013, with additional information added later from public consultation undertaken throughout November 2013 and partner consultation undertaken in December 2013 and January 2014. It was intended to build upon the needs assessment from 2012 rather than completely replace it, and was used to identify changing priorities and gaps to inform the refresh of the Police and Crime Plan in 2014. It is published alongside the Plan to evidence why priorities have appeared within the Plan. Information, especially related to performance and the budget, may have changed in proceeding months but will not be updated until the next refresh of the needs assessment and Police and Crime Plan is due (i.e. areas identified as a concern through looking at performance indicators was correct as at November 2013, but these may no longer be issues). The detail and findings of inspections and reports were also accurate at the time they were published, findings may since have been addressed.

We gathered information from a range of sources, including crime figures and performance information, perception and satisfaction data (crime, performance and perception data is for the 12 months to September 2013), consultation/research, force and partner strategic assessments, partner priorities, resourcing, Strategic Policing Requirement, Her Majesty's Inspectorate of Constabulary (HMIC) inspections and other environmental scanning during 2013. We have attached a list of the sources of information used at Appendix A.

We produced a summary of key/relevant findings from each source of information. We then drew out the main points and put them into the needs assessment, grouped by the community outcome framework headings which we have developed and agreed with partner agencies (see Appendix B for the community outcome framework). A glossary of terms used within this needs assessment is at Appendix C.

Context of West Yorkshire



There are 2,226,058¹ people living in West Yorkshire. West Yorkshire comprises five unitary areas or districts: Bradford (covering 143 square miles), Calderdale (140 square miles), Kirklees (157 square miles), Leeds (217 square miles) and Wakefield (130 square miles). At a local level it is comprised of 47 Neighbourhood Policing Team (NPT) areas and 126 council ward areas. West Yorkshire has a diverse population, and recent census data shows the following:

	WY	Bradford	Calderdale	Kirklees	Leeds	Wakefield
Population	2,226,058	522,452	203,826	422,458	751,485	325,837
Age %						
0-15	20.1	23.5	19.9	20.4	18.2	18.4
16-29	20.0	19.5	16.3	18.5	23.5	17.3
30-44	20.6	20.8	20.6	20.6	20.7	20.0
45-64	24.4	22.9	27.3	25.3	23.0	27.3
65+	14.9	13.3	15.9	15.2	14.6	17.0
Ethnicity %						
White	81.8	67.5	89.7	79.1	85.0	95.5
BME	18.2	32.6	10.3	20.9	15.0	4.7

Office for National Statistics, Crown Copyright 2012

The Office for National Statistics has projected an 8.6% increase in the population in England between 2011 and 2021, averaging at an increase of 0.8% a year. The population in West Yorkshire is predicted to grow by 8.3% and Leeds is expected to grow by 10.6%. This increase may impact on policing in terms of increased demand for service and crime levels. Increases to the 0-15 year age group are expected in Bradford, Calderdale and Kirklees but will be particularly apparent in Bradford. Preventing young people engaging in anti-social or criminal behaviour will therefore be important to prevent significant increases in demand and increases in crime and ASB. It is also predicted that Bradford and Leeds will have significant increases in the proportions of residents within the 16-29 year old categories by 2021. This may increase the demand for services and crime levels, especially as this is a key age group in terms of victims and offenders. Although West Yorkshire is predicted to have 3.2% fewer people over the age of 45 than England proportionally, an aging population is a concern due to demand on resources and the issues of isolation and loneliness faced by this age group, and the impact this can have on their vulnerability and wellbeing. The Black and Minority Ethnic (BME) population is increasing and for West Yorkshire as a whole is higher than the UK average. There are 13 wards in West Yorkshire with a BME population of over 50%, 9 in Bradford, 2 in Kirklees and 1 in Calderdale. Population growth across West Yorkshire is likely to be diverse and may lead to new emerging communities, which may in turn impact on community tensions and cohesion.

Over the past year unemployment has reduced slightly across West Yorkshire, however it remains above the national average of 7.7% in all districts with Bradford, Wakefield and Leeds particularly affected. Youth unemployment continues to be a concern in Bradford as well as long-term unemployment, which is rising sharply especially in the inner urban areas of Bradford and Keighley. In addition high levels

¹ Office for National Statistics, Crown Copyright 2012

² Since April 2014 West Yorkshire Police has moved to a new policing model consisting of 26 safer neighbourhood areas, 36 partnership working areas and 126 neighbourhood policing teams.

of deprivation are observed in many areas with 37 out of 47² Neighbourhood Policing Team areas (please note that a restructure of local areas within West Yorkshire Police has resulted in the introduction of Safer Neighbourhood Areas as well as having more NPTs) having at least one Lower Super Output Area (LSOA) in the top 10% economic deprivation index. At a national level there has been some evidence to suggest the gap between successful and struggling regions is set to widen. Given the links between deprivation and crime this might impact on crime levels. In addition welfare reform such as capping of benefits and a move from weekly to monthly payments coupled with the economic down turn may cause an increase in acquisitive crime. Certain crime types such as theft from vehicle and shoplifting offences have shown an increase in West Yorkshire, and there may also be an impact on other crime types such as domestic abuse, where research has suggested a link between financial pressures and domestic abuse.

There are some clear risk factors for offending according to national research. The level of mental illness among prisoners is high with 90% having one mental health issue. Around half of Probation Service users have a personality disorder in comparison with 10% of the general population. In addition 7.5% of Probation Service users have medically diagnosed learning disabilities and literacy problems affect roughly 32% of users. Poor basic skills are more prevalent in Probation Service users than the general population. Alcohol and drug dependency are often significant factors in offending in addition to unemployment. National research shows that of the 160,000 children who have a parent in prison, around 60% are likely to go on and offend.

In the last five years total recorded crime in West Yorkshire has reduced by almost 60,000 crimes per annum (a reduction of 27%). Despite this, in comparison with our Most Similar Forces (MSF – see Appendix D for a list of similar forces and partners) and nationally we have the second highest rate of recorded crime per 1,000 population overall. In part this high rate is due to similarly high rates for burglary (both domestic and other), vehicle crime and other theft (excluding shoplifting). The number of sexual offences recorded has also increased significantly and is contributing to the high overall rate. The overall detection rate for crime currently stands at 25.5%, a 0.4 percentage point improvement on 12 months ago and in general the overall detection rates across the categories of crime are stable, although the rates for sexual offences and vehicle crime has seen some deterioration in the past 12 months. The overall detection rate is below the national average. This is due to relatively low detection rates for sexual offences, shoplifting and criminal damage. The detection rates for other crime categories remain close to or above the national averages. Crime trends across each district and the rate of crime per 1,000 population are variable but the long term trend is continued reduction.

Joint Strategic Needs Assessments (JSNAs)

Studying the information provided in JSNAs – which are produced within each district area – highlights some potential district specific issues which may have an

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impact on crime and reoffending, anti-social behaviour, threats, harm and risks and resourcing in future years.

Wakefield JSNA	<ul style="list-style-type: none"> • By 2031 the number of older people is expected to have grown by over 50%. Some older people will become vulnerable to poor health and social outcomes. • Deprivation is higher than average and life expectancy for both men and women is lower than the England average. • Around 20% of offences reported are for violence, which can result in psychological distress and subsequent mental health problems which can be associated with harmful or hazardous drinking, which is more prevalent amongst the unemployed who are available to work. • Of those people attending Wakefield Accident and Emergency departments for assault-related injuries, between 65% and 70% of assailants and patients had been drinking. • During the course of 2010/11 over 700 positive drug tests were recorded for people arrested for trigger offences. 300 of these positive tests were for opiates, 200 were for cocaine and the remainder showed positive for both. • Demand for mental health services is likely to increase as a result of unemployment, personal debt, home repossession and other consequences of the recession. Poor mental wellbeing may undermine an individual's self-belief and their ability to engage with services.
Calderdale JSNA	<ul style="list-style-type: none"> • Calderdale's economy is performing well however there is a high level of vulnerability due to its dependence on the manufacturing and financial services sector. • Overall education standards are improving in line with England. However there is still a gap between the most and least deprived areas of Calderdale. • In 2010, 22.5% of 0-4 year olds were living in workless households (2,940).
Leeds JSNA	<ul style="list-style-type: none"> • Detrimental effects of deprivation fall disproportionately on certain communities and populations in Leeds, and there are over 150,000 people living in Leeds that rank amongst the most deprived 10% in England. • Higher levels of poor mental health and wellbeing and mental illness are inextricably linked with deprivation. • Unemployment and the economic downturn are having an impact on mental health across the city and not just in deprived areas. • At the end of March 2011, 1,444 children and young people were in care in Leeds. This represents a rate of 95.1 per 10,000 compared to the England rate of 59 per 10,000. • There are issues in Leeds with high strength alcohol,

Bradford JSNA	<ul style="list-style-type: none"> • Bradford ranks the 26th most deprived local authority in England. • There is a focus on getting people into work, providing decent homes, affordable housing and addressing homelessness. • Crime priorities to address are serious acquisitive crime, particularly burglary and theft from vehicle, violent crime including domestic abuse, hate crime and violence against women and girls, reducing reoffending, vulnerable adults, road safety and protecting vulnerable children. • Reduction in risky levels of drinking is a key priority.
Kirklees JSNA	<ul style="list-style-type: none"> • Population set to increase to around 483,000 by 2030. 1 in 5 will be aged over 65 and 1 in 6 over 85. • Local data show that offenders in Kirklees experience mental illness, drug misuse, alcohol misuse, homelessness and poor employability. Offenders tend to live in the areas of greatest deprivation. • Drug misuse among adults and young people has fallen steadily in Kirklees, although use of ‘legal highs’ is appearing. The priority is to engineer a shift towards prevention and early intervention for non-dependent users, and recover and re-integration for Class A drug users. • Kirklees has higher than average alcohol consumption and liver disease mortality rates in males. Those who are middle aged and have higher incomes are more likely to consume alcohol more frequently, but problematic drinking patterns are more prevalent in those with low household incomes, in those with routine or manual occupations and 18-34 year old males and females. • Focus for the next three years on: emotional health and wellbeing including coping skills and taking control of own health and wellbeing (everyone’s business); learning and skills across the life course; food and nutrition; and alcohol.

Analysis

COMMUNITIES IN WEST YORKSHIRE ARE SAFER AND FEEL SAFER

Feedback from public consultation, partner and force strategic assessments and environmental scanning reveal the following specific themes:

Visible policing	<ul style="list-style-type: none"> • According to public perception survey (PPS) respondents, satisfaction with levels of visible patrol is reducing over time, in all districts with the exception of Leeds. Across West Yorkshire satisfaction has now dropped to 41.4%, and more people are saying that levels of visible patrol have decreased (24.3% believe levels have decreased). • Respondents to the listening to you survey overwhelmingly stated that more bobbies on the beat is one of the key ways to making them feel safer (72.7%), while respondents assigned the most money (inferring the most importance) to maintaining the number of police officers and staff available for patrol and responding to calls for assistance. • An HMIC survey reported in July 2013 found that 18% of respondents in West Yorkshire said they had seen a police officer more often than they had 12 months before (13% nationally). • A report by the Children’s Rights Director states that police officers being more visible, accessible and approachable to young people would help keep them out of trouble.
Safety	<ul style="list-style-type: none"> • When asked ‘what are the issues that matter in your local area’ the fifth highest issue identified by West Yorkshire public perception survey respondents was safety (8.5%). • 77.0% of PPS respondents are satisfied with their local area as a place to live. • In November 2013, 94.6% of respondents to the listening to you survey reported feeling safe during the day, while 74.3% reported feeling safe after dark. • 75.0% of respondents said they felt about the same in terms of safety, while 17% felt either a little or a lot less safe. • An HMIC survey report found that 77% of respondents in West Yorkshire felt as safe or safer where they live than two years ago.
Crime prevention	<ul style="list-style-type: none"> • Crime prevention and safety was the fourth biggest concern of respondents to the listening to you survey. • Two thirds of small and medium businesses surveyed nationally by the FSB (Federation of Small Businesses) have acted in some way to prevent fraud, and they are keen for banks to take more responsibility.

In addition to the above, the public health outcomes framework for 2013-16 cites the police and partners as having a significant role to play in improving the wider determinants of health. Indicators include poverty, first-time entrants in the youth justice system, people in prison who have a mental illness, killed or seriously injured casualties on England’s roads, domestic abuse, violent crime (including sexual violence), re-offending, social contentedness and older people’s perception of community safety.

CRIME AND RE-OFFENDING IS REDUCED

Performance³

Reviewing Home Office performance information around crime and disorder types highlights some achievements, with some crime types showing an improvement over time across West Yorkshire, and performing in line with or better than peers. In terms of current Police and Crime Plan indicators, there are six getting better over time, six showing no change, and one getting worse over time. The indicator getting worse is around the volume of safeguarding activity, which does not reflect a reduction in activity but is due to changes to legal aid for private family law cases, a new national agreement for Cafcass and the introduction of a new triage system in Bradford and Leeds.

Particular performance issues, feedback from public consultation, partner and force strategic assessments and environmental scanning reveal the following specific themes:

Total crime	<ul style="list-style-type: none"> • Currently improving over time for all crime although this rate of improvement is slowing and remains relatively high compared to other police force areas. This is mainly due to the increase in theft from motor vehicles and shoplifting. • Reducing crime is an outcome in the transforming the CJS strategy. • Total crime is a priority for the police.
Serious acquisitive crimes	<ul style="list-style-type: none"> • Specifically: Domestic burglary, non domestic burglary, theft from vehicle, and shoplifting. • 39.0% of PPS respondents think property crime is a problem in their local area while respondents to the listening to you first survey assigned the second highest amount of money (inferring the second most importance) to tackling crime such as burglary, car crime, robbery and theft. • Burglary (domestic and commercial) was the biggest concern of respondents to the listening to you survey. • Worse than similar forces and stable over time for serious acquisitive crime, burglary in a building other than a dwelling, theft from the person and theft from a vehicle. • Currently improving over time for domestic burglary (although this rate of improvement is slowing down and continues to have a relatively

³ All performance information is for the 12 months to September 2013 and therefore was accurate at the time of writing the needs assessment. These trends may, therefore, have changed since the assessment was written.

	<p>high rate compared to similar forces). However the rate of reduction in West Yorkshire is out performing similar forces and the police is on track to meet the target in the Police and Crime Plan.</p> <ul style="list-style-type: none"> • The police continues to have a relatively high rate of non-domestic burglary (burglary of sheds/garages and commercial premises). • In the Commercial Victimisation Survey, Yorkshire and the Humber had the highest proportion of premises experiencing burglary. • Theft from vehicle has increased by 10% and continues to have a relatively high rate of theft from vehicle offences per 100 population. • Shoplifting has increased by 11% and the police has moved from a comparable to high rate of shoplifting offences per 1,000 population in the last 2 years.
Reducing re-offending	<ul style="list-style-type: none"> • Four re-offending measures within the current Police and Crime Plan, three of which are showing no improvement over time (one does not currently have an assessment of change). • Offender management is of critical importance to the police and requires the involvement of partners. • Reducing re-offending is an outcome in the transforming the CJS strategy. • Significant changes are being made through the transforming rehabilitation agenda. • The management of dangerous offenders remains a high amber risk on the West Yorkshire Police Strategic Risk Register.
Child sexual exploitation	<ul style="list-style-type: none"> • Identified nationally through the serious and organised crime strategy. • The Home Affairs Select Committee led an inquiry on child sexual exploitation and localised grooming, which the Government has responded to. Each police force is to commission child sexual exploitation problem profiles. • Child sexual exploitation continues to be a key issue for the police and partners. It is likely that the number of investigations will increase in the short and long term.
Human trafficking	<ul style="list-style-type: none"> • Human trafficking is an emerging issue and it is predicted that it will gather momentum in a similar way to child sexual exploitation. • Identified nationally through the serious and organised crime strategy. • A new national action plan will be published in Spring 2014 with requirements for the police and other public bodies, and the Modern Slavery Bill is likely to come into force in 2015. • A wealth of literature has been released throughout the year around trafficking and modern day slavery. Role for PCCs to make links and partnerships locally. • A strategic assessment has also been produced, citing 2,255 potential victims of trafficking encountered in 2011 nationally, 1,186 of which were referred into the National Referral Mechanism. Sexual and labour exploitation were the two most prevalent exploitation types recorded.
Serious sexual offences	<ul style="list-style-type: none"> • Serious sexual offences are increasing over time and remain higher than similar forces. This increase is in part due to an increase in

	<ul style="list-style-type: none"> • The police has a relatively low outcome rate for serious sexual offences. • Links between sexual violence and mental health – see social issues box below.
Domestic abuse	<ul style="list-style-type: none"> • There are around 38,000 domestic abuse incidents per year in West Yorkshire and around 34% of victims have previously reported domestic abuse. • Repeat victimisation rate is getting better over time across West Yorkshire, with the exception of Calderdale where it is getting worse. • Domestic Violence Protection Orders and the Domestic Violence Disclosure Scheme will be rolled out to all police forces from March 2014. • Links between domestic abuse and mental health – see social issues box below. • Domestic abuse is a key issue for all CSPs, including prevalence, recording, causes, lack of convictions and high level of repeat incidents.
Hate crime	<ul style="list-style-type: none"> • 9.1% of PPS respondents think hate crime is a problem. • A joint inspection report (undertaken by HM Crown Prosecution Service Inspectorate, HM Inspectorate of Probation and HMIC) in March 2013 (although not undertaken in West Yorkshire) concluded that victims of disability hate crime are being let down by the criminal justice system, and progress to improve their experience of reporting offences has generally been too slow. • The same inspection recommended that further steps are needed to improve the confidence of disabled people to report matters to the police, and that leaders need to regard disability hate crime as a strategic priority.
Serious and organised crime	<ul style="list-style-type: none"> • Respondents to the West Yorkshire listening to you survey assigned the third highest amount of money (inferring the third most importance) to tackling serious and organised crime. • As at June 2013 National Crime Agency data shows that West Yorkshire is rated medium in terms of the approximate distribution of organised crime groups being investigated and/or disrupted by the police and other agencies. It does not, however, indicate the level of threat that groups pose within police force areas. • This is a national priority, lead by the National Crime Agency and a strategy has been produced (see supplementary information below). • West Yorkshire is the lead force for the Yorkshire and Humber region for organised crime. • There are strong connections between organised crime, drugs and firearms. • Fraud is an increasing threat and has links to organised crime.
Drugs and alcohol	<ul style="list-style-type: none"> • Trafficking of drugs and its connection to organised crime remain a key issue for the police.

	<ul style="list-style-type: none"> • 30.0% of PPS respondents think people using or dealing drugs is a problem and it is the third biggest issue that matters in their local area, while 19.6% think drunk and rowdy behaviour is a problem. • Drug dealing/taking was the fifth biggest concern of respondents to the listening to you survey. • The cost to society of alcohol misuse for crime and licensing stands at £318.53m a year for West Yorkshire and £6.9b in England. The highest cost per head of population is in Wakefield at £163ph, compared with £133ph across Yorkshire and the Humber. • Alcohol dependence amongst British men is second in Western Europe and higher for women than anywhere in Europe. • Alcohol-related admissions to hospital have doubled in a decade and increasing readmissions indicate treatment isn't working. • The cost of drug misuse is around £15b a year nationally and the prescribing-based treatment system costs £730m a year. 55% of local authorities have cut funding to residential rehabilitation while the funding for prescribed interventions has been ring-fenced. • One in 100 adults in England is addicted to heroin or crack cocaine and 335,000 children are growing up in homes with a parent addicted to these drugs. • More young people in England have used 'legal highs' than anywhere else in Europe, representing a quarter of the European total. • The Forensic Early Warning System has identified 10 new psychoactive substances. • Drug trafficking is identified nationally through the serious and organised crime strategy. • Links between drug and alcohol use, violence and mental health – see social issues box below.
Firearms	<ul style="list-style-type: none"> • Use of firearms continues to be intrinsically linked to the supply of drugs. • The level of gun crime per 1,000 population has increased slightly but remains comparable with other forces.
Economic crime	<ul style="list-style-type: none"> • The 2013 Annual Fraud Indicator published by the National Fraud Authority estimates the cost of fraud nationally to be around £52 billion, £9.2b specifically for Small and Medium Enterprises. • Cyber crime costs the UK economy £27b a year. It is anticipated that reports of lower level cyber enabled crime will increase. • Identified nationally through the serious and organised crime strategy.
Violence without injury	<ul style="list-style-type: none"> • 12.3% of PPS respondents think violent crime is a problem (although this does not distinguish between violent crime with or without injury). • Violence without injury crime rate is getting worse over time, which is partly due to a change in recording practices for domestic abuse.
Social issues	<p>Mental health</p> <ul style="list-style-type: none"> • Whilst progress has been made in regard to s136 detainees, this still remains a concern for the police. • Mental health will remain a key issue for policing/community safety as

	<ul style="list-style-type: none"> • People with mental health problems are at high risk of being victims of crime, especially personal crime, assault and sexual or domestic violence. • The impact of crime is substantial and is greater than for those without mental health problems. • Risk factors: those who do not engage with services; misuse of drugs; a history of violence. Many feel that having a mental health problem is a factor in their victimisation. • In a 2007 national study of mental health, half of those spoken to with the most extensive experiences of physical and sexual abuse met the threshold for common mental disorder, and those who experienced this abuse were 15 times more likely to have three or more disorders present at the time they were interviewed. • A wide range of mental disorders, including screening positive for psychosis, post-traumatic stress disorder and eating disorders, showed strong and consistent association with violent experiences. • 38% of those with the most extensive experiences of abuse were using alcohol problematically, and were twice as likely to be dependent on illegal drugs. • A national IPCC report on deaths following police contact during 2012/13 states that mental health continues to be a key factor in or after police custody, and the number of apparent suicides following custody has increased from 39 in 2011/12 to 64 in 2012/13. <p>Welfare reforms</p> <ul style="list-style-type: none"> • A report commissioned by the Local Government Association identifies that Yorkshire and the Humber will be one of the areas most impacted by the welfare reforms. • Analysis of different factors at a local level show that Bradford will be the district most impacted by the reforms, while all districts apart from Calderdale fall within the top 20% of local authorities affected by the social sector size criteria (bedroom tax) – between 4.1 and 8.6% of households will be impacted upon. • Leeds is identified as a district suffering from high rent and falling jobs, whereas Bradford, Kirklees and Wakefield have low rent and rising jobs. <p>Troubled families</p> <ul style="list-style-type: none"> • The government is spending eight times more on reacting to the problem of troubled families than they are delivering targeted interventions. • The cost of crimes committed by troubled families is approximately £2b per year nationally.
Road safety	<ul style="list-style-type: none"> • Issues of road safety are often deemed more as anti-social behaviour. These issues are consistently the top issues raised by respondents via the PPS. 55.5% of respondents feel that traffic issues are a problem in

	<ul style="list-style-type: none"> • Road safety and traffic issues was the second biggest concern of respondents to the listening to you survey. • The PCC also receives a number of complaints around road safety issues. • The number of people killed or seriously injured in road traffic collisions is worse than similar forces and stable over time.
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Supplementary information around themes

Total crime	<ul style="list-style-type: none"> • A What Works briefing from the College of Policing shows that young people who engaged in mentoring interventions displayed a lower likelihood of delinquency, aggression and substance-abuse, and achieved better academic results than those who were not being mentored. Of all the positive outcomes, the impact of mentoring was most marked in respect of reduced bad behaviour. The most successful mentoring schemes were those where emotional support for the mentee was emphasised and/or the mentor was motivated to take part as ‘part of professional advancement’. • Children’s Rights Director for England reports that children’s views of how they can be helped to keep out of trouble is through: more local activities/places to go; jobs and Government help for young people; help to counter peer pressure; having good supportive families; and would be helpful for police officers to be more visible, accessible and approachable to young people.
Reducing re-offending	<p>Strategic objectives for female offenders</p> <ul style="list-style-type: none"> • Ensuring the provision of credible, robust sentencing options in the community that will enable female offenders to be punished and rehabilitated in the community where appropriate. • Tailoring the women’s custodial estate and regimes so that they reform and rehabilitate offenders effectively. • Support better life management by female offenders ensuring all criminal justice system partners work together to enable women to stop reoffending.
Drugs and alcohol	<ul style="list-style-type: none"> • ‘The challenge of change’ report highlights the reinforcing link between drug use and prostitution, with many women becoming involved in prostitution because of drugs and then having to maintain involvement to pay for drugs. Alcohol use was another issue for these women. The report calls for the needs of these women to be considered in PCC plans.
Serious and organised crime	<p>Serious and organised crime strategy</p> <ul style="list-style-type: none"> • Includes drug trafficking, human trafficking, organised illegal immigration, high value fraud and other financial crimes, counterfeiting, organised acquisitive crime, cyber crime, child sexual exploitation and other fraud. • Estimated 5,500 active OCGs (Organised Crime Groups) operating against the UK, comprising about 37,000 people. • Social and economic cost at least £24 billion a year, including: £8.9b fraud; £1b immigration and human trafficking; £920m organised acquisitive crime. • West Yorkshire is rated medium for distribution of OCGs across the UK.

	<ul style="list-style-type: none"> • Strategy aims to substantially reduce the level of serious and organised crime affecting the UK and its interests, and is broken down into four components: pursue, prevent, protect and prepare. • Local organised crime partnership boards – PCCs to have a lead role in their creation – will provide support to local policing on all aspects of the strategy.
Road safety	<p>Road justice – the role of the police (national report)</p> <ul style="list-style-type: none"> • The Road Justice campaign seeks to encourage the police, the prosecution services and the courts to put policies and practices in place which demonstrate that bad driving is both taken seriously and actively discouraged, thereby increasing road safety for all road users. • The annual cost to the economy of road death and injury is £15.5b nationally (not taking into account un-reported incidents). • The risks of cycling increased in 2012, following a 5% rise in cycle serious injuries and deaths which is not proportionate to the rise in cycle deaths. • In 2011 42% of victims suffering serious injuries in road crashes between two or more vehicles were pedestrians or cyclists. • In 2011 61% of people surveyed (British Social Attitudes Survey, 2011) agreed that 'it is too dangerous for me to cycle on the roads'.

Crimes against businesses

Several national reports have revealed the extent of crimes against businesses, which are not always acquisitive crimes.

Cyber security and fraud: the impact on small business

- The average annual costs to small businesses of fraud and online crime is just under £4,000 per year. 37% of small businesses trade online.
- Around three in ten FSB members have been a victim of fraud over the last year, particularly customer or client fraud (13%), card fraud including 'card not present' fraud (10%) and computer software fraud (6%). Employee fraud (4%) is on the rise.
- In the case of card not present fraud, neither the bank nor the customer pay, it is the business that suffers the loss.
- Around three in ten have been a victim of online crime in the last year particularly virus infections (20%), hacking or electronic intrusions (8%) and system security breach/loss of availability (5%).
- Combating fraud - businesses are keen for banks to take more responsibility, particularly where card fraud is concerned (45%), more effective police response (31%) and more targeted advice and more effective signposting (27%).

Crime against businesses: detailed findings from the 2012 Commercial Victimisation Survey

- 9.2 million crimes against businesses in the four sectors over the previous 12 months, 7.7 million of which were in the wholesale and retail sector.
- Theft was the most common type of crime (74% of all incidents of crime).
- Shoplifting accounted for 4.1 million incidents.

- 14% of businesses in the manufacturing sector had experienced metal theft.
- 15% of premises had been victims of vandalism in the previous 12 months.
- Employees were physically injured in 12% of cases of assault or threat.

ANTI-SOCIAL BEHAVIOUR IS REDUCED

Reducing anti-social behaviour is a priority for all CSPs and the police force. Performance against the Police and Crime Plan shows perceptions of ASB are improving over time, with only 12.4% of respondents believing that ASB has increased over the last 12 months, while the satisfaction of ASB victims remains steady over time at 81.7%. While ASB is reducing, it still presents high volume for the police to deal with, and it remains a high priority for communities.

The issues that matter locally are often ASB	<ul style="list-style-type: none"> • When asked ‘what are the issues that matter in your local area’ the top issues identified by PPS respondents were traffic (37.2%) and general cleanliness (22.5%) issues. This clearly highlights that the role of partners is critical. • Anti-social behaviour was the third biggest concern of respondents to the listening to you survey, while respondents assigned the fourth highest amount of money (inferring the fourth most importance) to protecting communities from anti-social behaviour.
Road safety	<ul style="list-style-type: none"> • Issues of road safety are often deemed more as anti-social behaviour. These issues are consistently the top issues raised by respondents via the PPS. 55.5% of respondents feel that traffic issues are a problem in their local area, and this is increasing over time. The PCC also receives a number of complaints around road safety issues. • Road safety and traffic issues was the second biggest concern of respondents to the listening to you survey.

The anti-social behaviour, crime and policing act sets out new powers for partners to work together to tackle anti-social behaviour. 19 existing powers have been replaced and condensed into six powers aimed at giving victims the power to ensure that action is taken to deal with persistent anti-social behaviour (such as through the Community Trigger) and a greater say in what form of sanction an offender receives out of court (through the new Community Remedy, which the PCC must consult with communities and partners on).

VICTIMS AND WITNESSES ARE SUPPORTED

In November 2013, 21.3% of respondents to the West Yorkshire listening to you survey reported being a victim of crime in the last 12 months, with more of those aged 34 and under and those from a black and minority ethnic background reporting

being a victim. Analysis of consultation and key reports/documents reveals the following themes:

<p>Meeting the needs of victims and witnesses</p>	<ul style="list-style-type: none"> • The police is in a strong position in regard to victim satisfaction, which has risen to its highest ever, standing at 88.0%, performing well around follow-up, treatment and overall satisfaction, but not so well around actions taken. • Of those responding to the West Yorkshire listening to you survey who reported being a victim of crime, 21.5% hadn't reported the crime, 16.0% did not need/want support, 29.5% felt they received the support they needed while 32.9% did not feel they received the support they needed. Feelings of support varied by which district they lived in and whether they had a disability. • The same respondents, when asked what could have been done better, requested an overall better response (55.9%) and that contact be made easier (16.9%). An overall better response covered issues such as attending reports, better treatment of victims, encouraging reporting, providing updates/feedback, punishing offenders, offer of support, and training staff to deal with issues. • Providing victims with reparation and increasing confidence among victims and witnesses are outcomes in the transforming the CJS strategy. • A joint inspection report in March 2013 (although not undertaken in West Yorkshire) concluded that victims of disability hate crime are being let down by the criminal justice system, and progress to improve their experience of reporting offences has generally been too slow. • The same report found that many police forces do not have in place an approach that supported disabled victims from the point of call through to the case being considered at court, and there are gaps in identification, communication and partnership working which all contributed to limitations in how these victims are dealt with. • The ASB Act strengthens the protection given to victims of forced marriages.
<p>Victim services</p>	<ul style="list-style-type: none"> • A revised Victims' Code was published on 29 October 2013, and sets out: <ul style="list-style-type: none"> ▪ Enhanced services for victims of the most serious crimes; vulnerable or intimidated victims; and persistently targeted victims. ▪ PCCs are now included within the Code as a service provider. ▪ Businesses and enterprises (such as charities) are now able to make an impact statement to the police, highlighting an increased focus nationally on the impact of crime on businesses. • People with mental health problems often have higher support needs after experiencing a crime, and often need support from a range of agencies.

LOCAL, REGIONAL AND NATIONAL THREATS, RISKS AND HARM ARE TACKLED

An assessment of the local threats, risks and harm is conducted at a local force level in the form of the strategic assessment. At a regional level there is not a formal assessment of threats, risks and harm. The National Crime Agency is responsible for the national threat assessment and the SPR is the link from local, to regional, to national.

Partner priorities	<ul style="list-style-type: none"> • Drugs, alcohol and mental health were priorities across CSPs. • Leeds JSNA – harmful drinking of alcohol will be a challenge. • Calderdale JSNA – harm caused by alcohol is increasing. • Bradford JSNA – reduction in risky levels of drinking is a priority. • Kirklees JSNA – vulnerability, especially in mental health, is a challenge. • Protecting the public is an outcome in the transforming the CJS strategy.
Police priorities	<ul style="list-style-type: none"> • Organised crime is identified as a Tier 2 risk in the National Security Risk Assessment and is a national threat in the Strategic Policing Requirement (SPR). The government’s recent organised crime strategy recognises the importance of partners’ contribution in tackling organised crime. • Human trafficking is an emerging issue and it is predicted that it will gather momentum in a similar way to child sexual exploitation. • Terrorism is a national threat in the SPR. • The use of firearms continues to be intrinsically linked to the supply of drugs. • A large scale cyber incident is identified as a Tier One risk on the National Security Risk Assessment and is a national threat in the SPR. • Public order and civil emergencies are national threats in the SPR. • There are around 2,000 missing person incidents per year involving around 1,600 people. Around 14% of incidents are categorised as ‘high risk’ and a further 70% are categorised as ‘medium risk’. • Mental health will remain a key issue for policing/community safety as for victims it is an area that heightens vulnerability and a large number of offenders also have a mental health issue. • Collaboration – the police has several regional and national responsibilities that is delivers to other police force areas such as the North East Counter Terrorism Unit, the National Police Air Service, organised crime and scientific support services.
Strategic Policing Requirement	<ul style="list-style-type: none"> • Sets out what in the Home Secretary’s view are the national threats that the police must address and the national policing capabilities required to counter those national threats. These extend beyond force boundaries. The threats in the SPR are around organised crime, terrorism, public order, civil emergencies and a major cyber incident. The SPR also sets out the required police force/PCC response to these threats in terms of ensuring the force has the capacity, capability, consistency, contribution and connectivity to help deliver the SPR. PCCs will be central to the delivery of the SPR, reflecting the SPR in their local planning and resource decisions, and holding their chief

	<ul style="list-style-type: none"> As part of the response to the SPR, a national document was needed which details the capacity, contribution, capability, consistency and connectivity to counter the identified threats. A document has been written, entitled 'national policing requirement' which sets out to do this.
National Crime Agency	Will tackle organised crime, defend borders, fight fraud and cyber crime, and protect children and young people. The NCA will operate in collaboration not isolation and will have specialist operational capabilities that add value to those in police forces and other law enforcement partners connecting activity from the local to international. The NCA will be tackling those elements set out within the serious and organised crime strategy.

CRIMINAL JUSTICE SYSTEM IS EFFECTIVE AND EFFICIENT

Analysis of consultation, partner priorities and other key documents reveals the following themes:

Public confidence	<ul style="list-style-type: none"> Public confidence is a priority for the police. Only 43.5% of PPS respondents agree that the police and local council are dealing with the issues that matter, this is decreasing over time meaning that less people are satisfied with the action taken to deal with issues. After many years of seeing a steady increase, the belief that the police do an excellent/good job (according to PPS respondents) is reducing over time, and now stands at 53.3%. However the police still compare favourably to similar forces on a national measure of confidence. The gap in confidence between white and black and minority ethnic communities persists and stands at 9.3%. Only 43% of CSEW respondents are confident that the criminal justice system is effective. Increasing public confidence is an outcome in the transforming the CJS strategy.
Crime recording/data integrity	<ul style="list-style-type: none"> Information Assurance and Data Quality have escalated to red risks on the police Strategic Risk Register. Much negative publicity at a national level around the reliability of crime statistics.
Integrity	<ul style="list-style-type: none"> PCCs are now included within the Victims' Code as a service provider, meaning there are obligations around dealing with complaints from victims. Unprofessional and unethical behaviour is a new high amber risk on the police Strategic Risk Register emphasising the focus of the police on integrity.

	<ul style="list-style-type: none"> • The proposal to top slice funding from police forces to the Independent Police Complaints Commission is of concern to the police. • 2012 HMIC report on police relationships was broadly positive but found that between September 2011 and May 2012 the force investigated 31 of its officers and staff for conduct in relation to the areas covered in the report. It also showed concern that changes had not been implemented at a quicker pace.
Detecting crime	<ul style="list-style-type: none"> • The overall outcome rate has remained relatively stable over the past couple of years and is now 27.0%. • Outcome rates that are worse than similar forces: all crime, victim-based crime, serious sexual offences, shoplifting and racially/religiously aggravated offences. • Outcome rates that are better than similar forces: serious acquisitive crime, burglary in a dwelling and theft from a vehicle. • There is scope to increase the use of out of court disposals (penalty notices for disorder, community resolution and cautions) to increase the overall outcome rate thereby improving success in bringing offenders to justice.
Treatment of all those involved in the CJS	<ul style="list-style-type: none"> • Although the proportion of PPS respondents agreeing the police treat everyone fairly is relatively high (at 68.2%), the proportion disagreeing is increasing over time (standing at 6.6%). The national measure, which cannot be used to diagnose local problems, reports a 7.1% decrease in agreement that the police treat people fairly. • 62% CSEW respondents are confident that the criminal justice is fair, in line with the national average and higher than the Yorkshire and Humber average. • Ensuring the CJS is fair and just is an outcome in the transforming the CJS strategy. • An independent commission on mental health and policing where people have died or been seriously injured following police contact found many issues including: a failure to deal effectively with calls in relation to mental health; lack of mental health awareness; frontline police lack of training and policy guidance in suicide prevention; disproportionate use of force and restraint; discriminatory attitudes and behaviour; and a failure to communicate with families.
Criminal justice service reform	<p><i>Transforming the CJS: a strategy and action plan</i></p> <ul style="list-style-type: none"> • A strategy and action plan for reform was set out in June 2013 covering the following outcomes: reduce crime; reduce re-offending; punish offenders; protect the public; provide victims with reparation; increase public confidence, including among victims and witnesses; ensure the system is fair and just. • A new Criminal Justice Board will provide clear cross-CJS leadership, bringing together operational leaders from across the

	<ul style="list-style-type: none"> • Key sections within the plan cover: <ul style="list-style-type: none"> ▪ A digital CJS – digital case files for traffic and shoplifting by April 2014, for other offences by April 2015 ▪ A CJS which is faster and right first time – including police-led prosecutions of low-level shoplifting by summer 2014 ▪ A transparent and responsive CJS – timeliness data to be published on police.uk by October 2013 ▪ Care and consideration for victims and witnesses – provide an improved complaints process for victims by August 2013 ▪ The right response to crime – pre-recorded cross-examination of a vulnerable witness pilot taking place in Leeds in late 2013 ▪ Working in partnership – links between local and national CJBs, but does not build on links between the PCC and LCJB <p>Strategic objectives for female offenders</p> <ul style="list-style-type: none"> • Ensuring the provision of credible, robust sentencing options in the community that will enable female offenders to be punished and rehabilitated in the community where appropriate. • Tailoring the women’s custodial estate and regimes so that they reform and rehabilitate offenders effectively. • Support better life management by female offenders ensuring all criminal justice system partners work together to enable women to stop reoffending.
Transforming rehabilitation	<p>The Ministry of Justice has launched its transforming rehabilitation strategy, the key issues from which are:</p> <ul style="list-style-type: none"> • New statutory rehabilitation extended to offenders sentenced to less than 12 months in custody. • A change to the way the prison estate is organised, in order to put in place a resettlement service that should mean most offenders are given continuous support by one provider from custody into the community. • Allowing a wide range of sectors and companies to provide rehabilitation. • New payment incentives for market providers who produce real reductions in reoffending. • A new national public sector probation service.
Stop and search needs to be executed in a fair, proportionate and proper manner	<ul style="list-style-type: none"> • HMIC report on stop and search made a number of recommendations on how West Yorkshire Police could improve its approach to stop and search. The report examined leadership, strategic governance, performance management, link to the force intelligence system, training provided to relevant staff, supervision of activity, adherence to the legislation, treatment of those stopped and publication of policy and data. The inspection found shortcomings across most of these areas, which have since been subject to an action plan, ensuring the recommendations are addressed. Stop and search also appears in the police

	<ul style="list-style-type: none"> • The Equality and Human Rights Commission identified a number of steps taken which reduced disproportionality in stop and searches included: training in ‘reasonable grounds’ and lawful and proportionate use; promoting ‘intelligence led’ use and prohibiting practice based on hunches and generalisations about groups; micro-monitoring to identify those ‘outlier’ areas and individuals with skewed race distributions; examination of patterns over time and hold the force to account; senior level commitment and leadership to underpin the programme.
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RESOURCING

West Yorkshire has been hit particularly hard by the severe cuts to policing because of the disproportionate way the government allocates funds to PCCs. A high proportion of spending is met from government grant, with only 20% raised locally from the police element of the council tax (precept).

The police precept was raised by 3.8% (£5 a year) to pay for 44 new police recruits for 2013/14. Even so, police numbers will continue to fall, and it is expected that there to be 106 fewer police officers and 132 fewer support staff by the end of the year.

There has been a big reduction in the size of the force and it is anticipated that the government cuts to policing and to partners across the public sector will only get worse. By 2016/17 the budget will be £152.2m lower.

The main sources of evidence for resourcing issues comes from the police force’s Strategic Assessment, HMICs value for money profiles and public consultation.

Funding	<ul style="list-style-type: none"> • The financial threat has increased as the police are now required to save over £152m. • Whilst the Medium Term Financial Forecast predicts that a balanced budget is feasible, its realisation is dependent on the implementation of the New Operating Model for the police force. • Uncertainty around partnership funding and commissioning of services. • Report on private sector partnering in the police service suggests that force’s and PCCs should try to agree what might be ‘in’ scope and ‘out’ of scope in developing different options, and then considering the option of partnership with the private sector.
Collaboration	<ul style="list-style-type: none"> • Report by AIMTech Consulting Ltd states a rise in the need for collaboration and interoperability of systems so that information can be shared both between forces and/or with other emergency services.

	<ul style="list-style-type: none"> A Home Office report into multi-agency working and information sharing identified co-location as a welcome approach for good information gathering and decision making.
Staffing	<p>HMIC report – valuing the police</p> <ul style="list-style-type: none"> Planned reduction of 17% in police officer numbers between March 2010 and March 2015 and 25% of police staff numbers, greater than in most forces. 69% of police officers and PCSOs are allocated to visible roles, a reduction of only 1% since 2010. <p>Leadership and standards in the police</p> <ul style="list-style-type: none"> The police need to be representative, as this is critical for public acceptance. Multi-point entry into the police to be introduced from 2014, for entry at inspector and superintendent level – College of Policing designing and implementing the schemes.
Internal change	<ul style="list-style-type: none"> The restructure of the organisation is a priority for the police in order to meet budget cuts and its performance ambitions.

Value for Money Profiles

Once a year HMIC releases value for money profiles for each police force, which combines planned expenditure for 2013/14, a snap-shot of people in the organisation as at 31 March 2013, and also crime and user satisfaction data for 2012/13. All forces in England and Wales (except the Metropolitan Police) are compared, as well as most similar forces, and are designed to prompt police forces to review resource allocation decisions. The table below summarises those areas which stand out compared to national or similar force averages.

Higher than national/MSF average	Lower than national/MSF average
Highest proportion of police officers in MSG on operational frontline	3 rd lowest nationally for council tax per household
4 th highest spend nationally on PCSOs per head of population and highest cost per FTE in the MSG	Low % of police officers on short and medium term sickness
Above average for victim satisfaction	Low specials headcount compared to national average
Highest spend in MSG per head of population on non-staff costs, including on restructure, training and conference and force collaboration	Lower use of recuperative duty compared to MSG
Highest spend in MSG on command team and support overheads for local policing and operational support	2 nd lowest use of charge summons in MSG
Spend more per head than MSG on central costs (equating to an extra £15.2m)	
Highest ratio nationally of constables and PCSOs per	

sergeant	
Higher use of restricted duty compared to MSG	
Highest number of crimes per visible officer in MSG	
2 nd highest in MSG and nationally for use of TICs (taken into consideration)	
High spend on economic crime and fingerprint/internal forensic costs	

HMIC report – Valuing the Police: West Yorkshire Police’s response to the funding challenge

An inspection in July 2013 found the following:

- West Yorkshire Police had a more difficult financial challenge than many other forces, but with higher spending on policing, higher workforce numbers and costs, there are opportunities to deliver savings.
- The force has not grasped the same opportunities to transform and to deliver savings as other forces, and has left large elements of its business untouched.
- Savings of £103.1m have been planned leaving a £9.4m shortfall against the required savings of £112.6m by March 2015.
- It is imperative that detailed plans are rapidly developed and implemented. The force will need to develop a new structure and associated change in 2013/14 so that it can be implemented in 2014/15.
- Strong and effective leadership will be essential if this is to be achieved alongside delivering improved performance.

After a recent revisit in November 2013 HMIC recognised that positive progress had been made including the development of a New Operating Model with robust plans in place to deliver the savings required and that there was also a strong focus on performance improvement.

COMMUNITIES ARE LISTENED TO AND INVOLVED

Only 43.3% of PPS respondents agree that the police and local council seeks people’s views. The proportion disagreeing with this statement is increasing over time.

The demand for visits/meetings with the PCC or for help has been overwhelming – in the 12 months to November 2013 the PCC has visited 184 community groups and individuals and has been out with 17 Neighbourhood Policing Teams, while since April 2013 over 800 people have contacted him with their issues.

Separate to the police volunteer scheme and the custody visitors scheme, 31 people have indicated they would like to volunteer with the OPCC.

APPENDICES
A – sources of information
B – community outcome framework
C – glossary of terms
D – MSG forces/CSPs