



**West
Yorkshire
Policing
& Crime**

**Tracy
Brabin
Mayor of
West Yorkshire**



**Alison Lowe
Deputy Mayor for
Policing & Crime**

Item 6 App A

Report to: Police and Crime Panel

Date: 12 July 2024

Subject: Anti-Social Behaviour Immediate Justice Pilot Update

Report of: Alison Lowe, Deputy Mayor for Policing and Crime

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1. PURPOSE OF THE REPORT

- 1.1. To provide an update and overview of the progress to date in relation to the West Yorkshire Anti-Social Behaviour (ASB) Immediate Justice Pilot funded by the Home Office.
- 1.2. The pilot contributes to the delivery of the Police and Crime Plan 2021-2024 Safer Places and Thriving Communities priority:
 - Tackle ASB at the earliest opportunity through a tiered approach of prevention, intervention, and enforcement.
 - Reduce the number of ASB incidents.
 - Continue our joint problem-solving approach with partners at a local level, responding to ASB.
 - Focus on ASB through 'share, learn and improve' roundtables targeting specialist issues.
- 1.3. To the end of May 2024 there have been a total of 1,114 contacts with the provision in the pilot, 752 Adults and 362 children. This does not represent individual people as there are multiple contacts for each person through the Immediate Justice process. Section 3: Delivery provides a breakdown of each element of provision.
- 1.4. Further information can be found on our Immediate Justice website:
<https://www.westyorks-ca.gov.uk/policing-and-crime/anti-social-behaviour-asb-immediate-justice/>

2. BACKGROUND INFORMATION

- 2.1. At the end of March 2023, the Government published their Anti-Social Behaviour (ASB)

Item 6 - Appendix A Neighbourhood Crime and ASB Immediate Justice Pilot Update

Action Plan¹. Part of the Action Plan is to provide dedicated funding that will support Mayors/Police and Crime Commissioners, working with councils and others, to target enforcement in the areas where ASB is most prevalent in their communities.

2.2. West Yorkshire is one of ten Immediate Justice Pilot sites chosen nationally; the other Immediate Justice Pilot areas are:

1 Cleveland	6 Northamptonshire
2 Derbyshire	7 Northumbria
3 Dorset	8 Nottinghamshire
4 Durham	9 Sussex
5 Merseyside	

2.3. The Mayor has been allocated up to £2m grant funding over 2 years from 01 April 2023 to 31 March 2025.

2.4. Partnership working

2.4.1. The West Yorkshires partnership approach includes:

- Clear and timely communication.
- Central coordination and support.
- Establishing roles and responsibilities.
- Collective service design.
- Equal commitment to and from delivery partners.
- Collective performance monitoring.

2.4.2. A multi-agency ASB Steering Group was established and completed the co-designed service modelling approach. Both partnership and practitioner groups have been established by delivery partners to inform, share learning and drive the work forward.

2.4.3. The delivery partners are:

- His Majesty's Prison and Probation Service (HMPPS)
- West Yorkshire Youth Justice Services (YJS) in all five districts
- Restorative Solutions CIC
- Victim Support
- West Yorkshire Police (WYP)

2.5. The West Yorkshire approach

2.6.1 Definitions

- Anti-Social Behaviour is defined as 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.
- Restorative Justice for Adults is a victim-focused approach that empowers victims of crime by giving them the opportunity to communicate with the person responsible for that crime. 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

¹ [Anti-Social Behaviour Action Plan - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/714242/ASB_Action_Plan.pdf)

children to see the value of good behaviour and promote inclusion move forwards and recognise their valuable place in their communities.

- Reparative activity for adults means putting things right through repairing or making good the damage caused by an offence. For children it will be activities to help them to recognise and make a positive contribution for themselves and others in their community.

2.6.2 Trauma informed:

Work was undertaken by West Yorkshire Health and Care Partnership Adversity Trauma and Resilience (ATR) to place a trauma informed lens on the Governments ASB Action Plan. This was designed to support our delivery approach and external communications. Our trauma-informed approach in West Yorkshire means that services work in a way that sees and understands what has happened to people rather than what is wrong with people.

3. DELIVERY

Adults

- 3.1. This element delivers supervised unpaid work activity of up to 20 hours, 7 days a week across West Yorkshire, enabling ratios from 1:1 up to a maximum of 1:8.
- 3.2. Disposals issued by the Officer In Case (OIC) and associated unpaid work hours are as follows:
 - Community Resolution: 1 day (7 hours)
 - Outcome 22: 1 day (7 hours)
 - Out of Court Disposal: 2 days (14 hours)
- 3.3. The service is mobile, with the ability to respond across West Yorkshire to ensure up to 20 hours of Immediate Justice Activity is delivered in the public realm, and within the community impacted by the crime (where possible). Public realm activity does have exceptions for alternative activities available for those with a disability, neurodiversity or injuries.
- 3.4. This service model has enabled West Yorkshire to test the ambition and capacity for reparative activity to be undertaken within 48hrs of a relevant order or referral.
- 3.5. **Delivery partners:** West Yorkshire Police and HMPPS.
- 3.6. **Activity to April 2024**
 - 3.6.1. **West Yorkshire Police**
 - Total of 284 referrals made to Immediate Justice.
 - 59 females and 221 males (4 not recorded at this stage).
 - Across the full age range of 18 to 65+ years.
 - Consisting of 193 Adult conditional cautions, 90 Community resolutions and 1 Penalty notice for disorder.
 - 3.6.2. **HMPPS**
 - Total of 270 referrals received to Immediate Justice unpaid work.
 - 58 female and 210 male (2 not recorded at this stage).

Item 6 - Appendix A Neighbourhood Crime and ASB Immediate Justice Pilot Update

- Total hours of scheduled activity: 81 scheduled for 7 hours (1 day); 186 for 14 hours (2 days); 1 for 23 hours and 2 not recorded at this stage.
- 136 are completed and 131 are not yet completed, this can be because of refusals to attend, illness and are awaiting re-scheduling or the information has been returned to WYP for clarifications. At this time 3 are not known.
- 21 undertook activity where the offence took place.

Children aged 12 to 17 years

3.7. Restorative Justice workers complement reparative activities through expanding the reparation opportunities for children aged 12 to 17 years who are considered at out of court disposal and ASB decision making panels in each district.

- 2 x Restorative Justice workers in Bradford.
- 1 x Restorative Justice worker in Calderdale.
- 1 x Restorative Justice worker in Kirklees.
- 2 x Restorative Justice workers in Leeds.
- 1 x Restorative Justice worker in Wakefield.

3.8. **Delivery partners:** Youth Justice Services in all five districts of West Yorkshire.

3.9. Activity to April 2024

3.9.1. A total of 362 Children have been referred. Of these:

- 140 children have completed.
- There has been the full age range of 12 to 17 years across referrals. Where the child is under 12, parental consent is sought and agreed.
- 66 were female, 288 male and 8 not recorded at this stage.

Victim support

3.10. Direct support for victims of ASB is provided through additionality in the contracted West Yorkshire-wide Victim Support service.

3.11. **Delivery partner:** Victim Support

3.12. Activity to April 2024

- 60 Referrals - all referrals are from WYP and through a Voluntary intervention.
- 20 were female, 39 male and 1 was a business.

Restorative Justice

3.13. Introduction and delivery of ASB Awareness Courses (based on the successful Hate Crime and Violent Crime Awareness courses) is delivered by trained volunteers. The course is two hours long and can be delivered in a group setting or 1:1 depending on the requirements of participants.

3.14. A Restorative Victim Engagement Worker undertakes remote contact with individual victims of ASB where offenders have been identified, to consult on reparative activity for offenders and to feed back after completion.

3.15. For the first time, we have introduced ASB Community Conferencing provision with a Restorative Practitioner to work with partners to organise and facilitate community conferences with groups of victims and offenders. These are being utilised as a part of the criminal justice system and a relevant order may be issued as a part of

the process.

3.16. **Delivery partners:** Restorative Solutions CIC and Victim Support

3.17. **Activity to April 2024 – ASB Awareness Course**

- 126 referrals
- Of these, 72 have completed, 31 did not complete and 17 are ongoing 6 are unknown at this time.

3.18. **Activity to April 2024 – Community Conferencing**

- 12 referrals: 6 are active, 4 are under assessment or awaiting more information, and 2 have been closed.
- The referrals are linked to ASB in communities where harassment, vandalism, littering, shoplifting and nuisance behaviour is taking place.

External Evaluation

3.19. **National:** The Home Office has commissioned Ipsos Mori to undertake an evaluation of all the pilot sites. The results of this evaluation are expected in September 2024.

3.20. **West Yorkshire:** The Mayor has also commissioned a local evaluation through public procurement. A total of 43 Expressions of Interest were received with a total of 12 bids submitted. The successful bidder is Workforce Development Trust to deliver the following key elements:

- Detail methodology and approach to evaluation.
- Detail findings as a full report (with executive summary) and presentation, to include:
 - National context
 - Local context
 - Results of research undertaken
 - Evidence of critical success factors of the approach
 - Evidence of key learning from the approach
 - Consultation responses
 - Priorities to progress development of the approach
 - Key recommendations and actions
- Provide a “Key Findings on a Page” document, which will be used to champion activity and promote the pilot.
- Map stakeholders, both current and recommended.
- Recommend next steps and sustainability pathways for the development of ASB Immediate Justice in West Yorkshire.

4. **EQUALITY, DIVERSITY AND INCLUSION BENEFITS AND IMPLICATIONS**

4.1. The Mayor’s commitment to equity, diversity and inclusion (EDI) is central to the commissioning approach and processes.

4.2. The pilot supports eliminating unlawful discrimination, victimisation and harassment, advancing equality of opportunity and fostering good community relations.

4.3. EDI is evidenced in the commissioning process and is a requirement of all commissioned services.

5. IMPLICATIONS FOR YOUNG PEOPLE IN WEST YORKSHIRE

- 5.1. The pilot is in keeping with the Child First approach and trauma informed practice undertaken in the existing services through much needed expansion of the restorative offer. It supports more children to develop a child's sense of victim empathy and the need to repair harm. The approach will support an equity of provision for children and young people across West Yorkshire.
- 5.2. This approach will support children who frequently have existing police records for ASB behaviours which have been NFA'd (no further actioned) for various reasons and/or who are being considered for an Out of Court Disposal (OoCD) for ASB behaviour and are at risk of progressing to entering the criminal space.

6. FINANCIAL IMPLICATIONS

- 6.1. Funding is allocated from the Home Office for up to £2m over 2 years via a grant agreement.

7. LEGAL IMPLICATIONS

- 7.1. West Yorkshire Combined Authority legal services have supported all requirements for funding agreements.
- 7.2. All other legal processes are managed and adhered to within delivery.

8. EXTERNAL CONSULTATION

- 8.1. An initial public consultation was undertaken in June 2023 via an online survey and an offer to facilitate a direct response if required. This received over 700 responses. The survey was co-designed with the ASB Steering Group members and supported by the Policing and Crime Consultation and Engagement Team.
- 8.2. The survey aimed to inform and increase understanding about the types of services and activity undertaken. The initial survey included asking what communities think will have biggest impact on tackling ASB and supporting victims; identifying preferred options for offenders taking part in interventions and education to stop ASB; diverting offenders from crime; restorative justice and reparative practice; supervised unpaid work; and positive benefits to community.
- 8.3. Key findings were as follows:
 - Just under half (48.5%) of those who responded to the survey stated they had been a victim of ASB in the last 12 months.
 - Of note nearly 32% of victims chose not to report ASB to any of the agencies listed.
 - Nuisance ASB had impacted slightly more people than Environmental ASB but, in both categories, over 94% had experienced multiple incidents.
 - Most people were concerned with the principle of immediate justice. They were supportive of learning rather than punitive arrangements. However, some people felt that harsher punishments were required.
 - There was frustration and a lack of confidence in reporting, mostly based on experience regarding the outcome of previously reported incidents.
 - For adults there was no difference in responses between those that had been victim

Item 6 - Appendix A Neighbourhood Crime and ASB Immediate Justice Pilot Update

of ASB and those that hadn't, in respect of their preferences on unpaid community work/activities.

- For children's activities, those that had been a victim of ASB were more likely to favour direct reparative activity e.g., letters of apology, direct Restorative Justice meetings and direct request reparative activities linked to victims' requests.
- All respondents aged 25-34 stated they had reported ASB.
- 60% of respondents described themselves as female, with 36% male. 4% said they were from a non-binary gender group or preferred to withhold this information.
- 6% of respondents to the survey described themselves as belonging to a Black or Minority Ethnic group, 89% of respondents described themselves as White, with 5% of respondents withholding information about their ethnicity.
- 24% of our respondents to the consultation described themselves as having a disability or health condition.
- Just over 90% of those who completed the survey did so as an individual, however we have received responses from the VCSE sector (5%) Statutory organisations (2%) and others (3%) which included Neighbourhood Watch and Religious organisations
- Respondents said the top three activities they would like to see for children were:
 1. Reparative activities that offer opportunities for children to develop new skills, and work towards accreditation for these tasks.
 2. Maintenance tasks for community groups, decorating, gardening, woodwork.
 3. Knife crime / weapons awareness courses.
- Respondents said the top three activities they would like to see for adults were
 1. Litter picking.
 2. Removing graffiti.
 3. Upkeep of community spaces.

9. RECOMMENDATIONS

9.1. For the panel to note the report and to be provided with a copy of the West Yorkshire pilot evaluation report in early autumn.

BACKGROUND PAPERS AND APPENDICES

None

CONTACT INFORMATION

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