

# Barnsley Joint Strategic Intelligence Assessment

October 2014



# Introduction

## What is a joint Strategic Intelligence Assessment (JSIA)

Crime and Disorder Reduction Partnerships (CDRP's) were created by the Crime and Disorder Reduction Act 1998. CDRP's were re-named Community Safety Partnerships (CSP's) in April 2010.

CSP's enable 'responsible authorities' (Police, Council, Probation & Health) to develop and deliver local strategies to reduce crime and disorder. The responsible authorities work alongside 'co-operating bodies' to achieve their objectives.

In order to discharge these functions, the CSP has to prepare a strategic assessment of local crime and community safety priorities – this is done using information from partner agencies. The CSP then produces a Partnership Plan to meet those priorities and evaluate their implementation.

For a more complete picture of local issues the JSIA and Partnership Plan can be read in conjunction with the Joint Strategic Needs Assessment (JSNA) produced by Public Health. The JSNA document is available on the BMBC website, and is refreshed automatically when new data is released. ([www.barnsley.gov.uk/jsna](http://www.barnsley.gov.uk/jsna))

Alongside the need to understand the community safety issues facing the residents of Barnsley and how they can be addressed, is an acknowledgement that partner resources (staff time available) are significantly less than in previous years. As such, care has been taken to produce a document that is well-researched but succinct. For this reason, this JSIA is relatively concise; further information can be made available on request, but this document will summarise partner submissions on the issues considered most important for the future.

## Date Parameters

The information within this report focuses on the most recent financial year April 2013 to March 2014 at the time of data collection. However, some sections may use other date parameters; where appropriate, these will be highlighted in the relevant section.

## Handling

Not Protectively Marked

## Disclaimer

This report is the position of the South Yorkshire Police as of 31<sup>st</sup> August 2014. The data used within this report was sourced October 2014. Any changes to the data or intelligence used following this date will not be captured within the report. Therefore, if the data held within the report is required for use elsewhere in the future, due to the Retain, Review, Delete requirements of MOPI, additional checks may be required to ensure accuracy of the information.

## Police and Crime Commissioner's Vision

To make South Yorkshire the safest place to live, learn, work and run business

## Police and Crime Commissioner's Mission

To work with and commission South Yorkshire Police and partners to deliver reductions in crime and anti-social behaviour

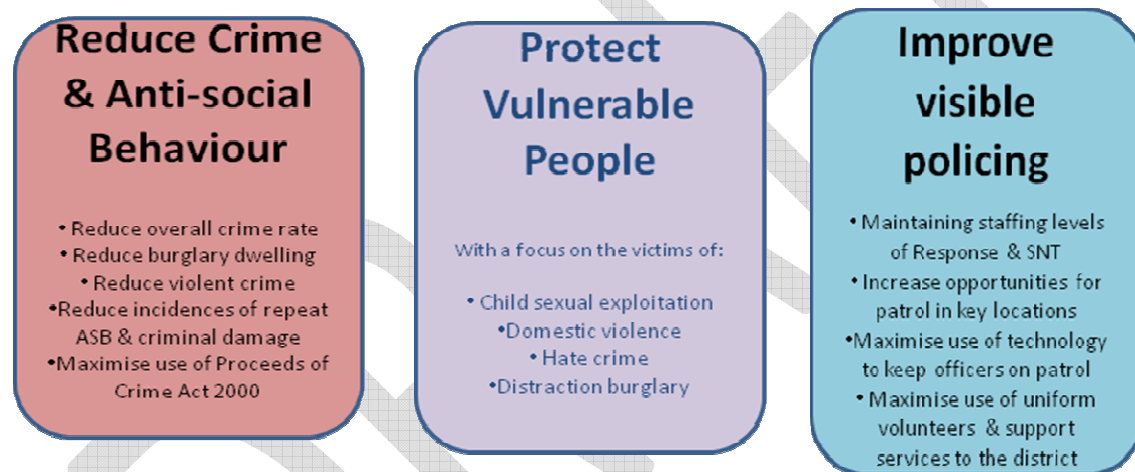
## Chief Constable's Vision

Tackling Crime  
Protecting Communities  
Delivering Quality

## Police and Crime Commissioner's Priorities

Reducing Crime & Anti-Social Behaviour  
Protecting Vulnerable People  
Visible Policing

## Barnsley District Commander's Priorities



## CSP Priorities: Themes and Emerging Issues

In researching this document, it became apparent that these are the key priorities for the CSP.

- (a) Anti-Social Behaviour
- (b) Vulnerable Victims
- (c) Preventing and Reducing Re-Offending
- (d) Substance Misuse in Barnsley

## Barnsley Demographic Data

The latest figures from the Office for National Statistics (ONS) show that in mid-2013 the population of Barnsley grew to 235,800 representing a gain of 2,100 (0.9%) over the previous year (mid-2012). The reasons for population change were as follows:

- Internal Migration = (Net Internal 1,160) 0.5%
- Natural change = (2,914 births minus 2,352 deaths) 0.24%
- International migration (including migrant workers) = (Net International 349) 0.15%

The Barnsley population at mid-2013 consisted of:

- 43,500 aged 0 to 15 years (18.4% of the total population)
- 149,400 of working age 16 to 64 years (63.4% of the total population)
- 42,900 aged 65 years and over (18.2% of the total population)

The latest population projections from ONS estimates that the population of Barnsley to reach 236,400 in 2014 and 237,900 in 2015.

From the 2011 Census the predominate religion within Barnsley is Christianity 68.5%, 24% stated they had no religious belief, 6.5% did not state a religion, the remaining 1% consists of a combination of those which are Buddhist, Hindu, Jewish, Muslim, Sikh and other religions.

From the 2011 Census 97.9% of the Barnsley residents were White, and of these 96.1% were White British.

Figures from the Department of Work & Pensions (DWP) show that in February 2014, 28,130 people in Barnsley were claiming Key Out of Work Benefits (Job Seekers, Employment and Support Allowance (ESA) and Incapacity Benefits, Lone Parents and Others on Income Related Benefits). The Barnsley rate was 18.8% higher than both the regional average 14.9% and the England average 12.9%.

# All Crime<sup>1</sup>

The table below displays the percentage change from the previous financial year 2012/13 to the last financial year 2013/14.

	<i>Apr 2012</i>	<i>Apr 2013</i>	<i>Change</i>	<i>% Change</i>
	<i>Mar 2013</i>	<i>Mar 2014</i>		
<b>All Crime</b>	14568	14230	- 338	- 2.0%
<b>ASB</b>	12396	11048	- 1348	- 11.0%
<b>Burglary</b>	2558	2273	-285	-11.0%
Burglary in a dwelling	899	867	-32	-4.0%
Burglary in a dwelling - distraction	27	13	-14	-51.9%
Burglary other	1659	1406	-253	-15.0%
<b>Criminal Damage and Arson</b>	2886	2532	-354	-12.0%
Arson endangering life	11	8	-3	-27.3%
Arson not endangering life	133	122	-11	-8.3%
<b>Vehicle crime</b>	1776	1742	-34	-2.0%
Theft from a vehicle	1293	1250	-43	-3.0%
Theft or unauthorised taking of a MV	331	329	-2	-1.0%
Vehicle interference	126	130	+4	+3.0%
<b>Shoplifting</b>	1476	1556	+80	+5.0%

## Sexual Offences

Over the last financial year, there has been an increase of 125 sexual offences compared to the previous financial year, further analysis has shown that almost half of these offences are historical.

<sup>1</sup> Based on Statistics Data

## Robbery Offences

Over the last financial year, there has been an increase of 14 robberies compared to the previous financial year.

## Hate Crime

Over the last financial year, there has been an increase from 93 offences to 112 this financial year. This is an increase in 19 crimes from the previous year.

## Aggravated Vehicle Taking (TWOC)

Over the last financial year, there has been an increase from 27 offences to 33 this financial year.

## All Crime Figures by SNT

SNT	2013 / 2014	% of 2013/2014 Total	2012 / 2013	% of 2012/2013 Total	% Change from 2012/2013 to 2013/2014
Cudworth SNT	1278	9%	1343	9%	-4.8%
D & OT SNT	1115	8%	1150	8%	-3.0%
Darton SNT	658	5%	702	5%	-6.3%
Dearne SNT	1630	11%	1885	13%	-13.5%
Hoyland SNT	1156	8%	1221	8%	-5.3%
K & W SNT	1381	10%	1404	10%	-1.6%
Penistone SNT	550	4%	569	4%	-3.3%
Royston SNT	2051	14%	1997	14%	2.7%
T & K SNT	3023	21%	3202	22%	-5.6%
Wombwell SNT	1359	10%	1177	8%	15.5%
U/K	11	0%	7	0%	57.1%
<b>Grand Total</b>	<b>14212</b>	<b>100%</b>	<b>14657</b>	<b>100%</b>	<b>-3.0%</b>

# Anti-Social Behaviour

## Introduction

Addressing the impact of anti-social behaviour on people and communities remains a priority for the Government and the Police and Crime Commissioner (PCC). This is reflected in both the Anti-Social Behaviour Crime and Policing Act 2014 and the Police and Crime Commissioner's Police and Crime Plan. A departure from the traditional intervention led agenda is to place significantly more emphasis and focus upon helping and supporting people who become "victims" of anti-social behaviour. The Act creates statutory responsibilities for the Community Safety Partnership (CSP) to consider and act upon the needs of victims with the Community Trigger (due to be launched in September 2014 in South Yorkshire). It also provides a tool kit of interventions for the Police and Council to tailor responses to specific issues of concern. The Act also seeks to make local statutory partners more accountable for their actions when addressing anti-social behaviour and its impact on individuals and communities.

Barnsley remains committed to addressing anti-social behaviour and it remains a strategic priority within the Community Safety Plan. In last year's Intelligence Assessment, a number of significant challenges around the agenda were highlighted and much work has been done over the subsequent year to make meaningful progress against these challenges. Nevertheless, there remains significant pressures at a local level to address anti-social behaviour in all its forms. Whilst reductions in overall demand have been achieved during 2013/14, the sustainability of continuing to achieve reductions is questionable set against the backdrop of increased public expectations and reducing resource capacity.

For this reason, Barnsley has set what it believes to be a challenging target of maintaining its 2013/14 level of demand across the full range of problems defined as anti-social behaviour, whilst allowing energies to be better focussed upon more serious or persistent problems. This will, in turn, require work with communities to increase both their resilience to anti-social behaviour and tolerance of lifestyle tensions which may account for some lower level demand. To this extent, an important departure in this year's assessment is to acknowledge the need to prioritise services and interventions in order to address those problems of anti-social behaviour that are having the most debilitating effect on individuals, communities and local environments.

## Responses To Challenges Identified As Part Of The Previous JSIA and Current Status

### 1. Anti-Social Behaviour Crime and Policing Act 2014

Last year it was reported that the emerging Anti-Social Behaviour Crime and Policing Bill would present the CSP with significant challenges in terms of preparation and response to new duties emerging and powers to address anti-social behaviour. The Bill was enacted in the spring of 2014 and the raft of changes take effect from 20 October 2014. Barnsley has for many years taken its responsibility of supporting the needs of victims very seriously, however, as the new Act has created a number of additional duties for CSP's certain adjustments to service design and working practises have had to be made. To this extent, Barnsley has sought to resource (with support from the PCC) a tailored support service for



victims of anti-social behaviour and has encapsulated repeat victimisation (of anti-social behaviour) as a key performance measure for the CSP. In addition to the resourcing of a tailored service, both South Yorkshire Police and the Council have developed information systems that allow for monitoring of individual issues and provide clear and structured pathways for support and action to address the needs of victims.

## **Current Status**

The Community Trigger has been embedded into the mainstream working practises of the operational partnerships shared between the Police, Council and Berneslai Homes and rolled out from the beginning of September 2014. As well as the renewed emphasis upon the needs of victims, the Act provides practitioners with a more streamlined and flexible toolkit of interventions and powers to tackle problems of anti-social behaviour. It has, therefore, been imperative that the partners embark upon a significant programme of awareness raising and training, to ensure that the new tools and powers enshrined in the Act can be applied effectively from their date of implementation at the end of October 2014. To achieve this, Barnsley CSP hosted a countywide event where representatives from The Home Office came and spoke to a range of organisations about the new tools and powers. Subsequently a further 4 countywide training events have now taken place. Training and awareness is being cascaded amongst operational staff across all the partners, elected members and members of the community. This will ensure that the impacts and challenges presented by the new legislative landscape is fully understood and that Barnsley is as prepared as it can be for these challenges.

## **2. Private Rented Housing Sector**

In last year's JSIA, pressures relating to the private rented housing sector were highlighted as an emerging concern, impacting upon, amongst other things, anti-social behaviour. Whilst it is important to recognise that this tenure is not a homogenous sector and that there is a diverse range of quality within it, it is apparent that much of Barnsley's lowest quality housing stock is ostensibly within the private rented sector. The private rented sector continues to grow in size with currently over 12,000 properties in the Borough compared to around 19,000 Council properties that are managed by Berneslai Homes. There are stark inequalities in standards of accommodation between the public sector and those in the poorer quality, private rented sector. These inequalities are exacerbated by a lack of capacity to estate manage and the fact that the sector has emerged for many as the 'tenure of last resort'. Some private rented areas are experiencing rapid decline, often symbolised by high numbers of empty dwellings, poor environments and increased levels of crime and anti-social behaviour.

Barnsley currently has the highest number of asylum seekers within the South Yorkshire, North Yorkshire and West Yorkshire areas and this can be attributable to the much cheaper housing within Barnsley Borough. Quite distinct communities are forming and a mapping exercise is currently underway. With this trend likely to continue, there is, of course, the potential for increased Anti-Social Behaviour and other associated crime and incident types within these communities, with possible targeting of families or individuals who are



vulnerable. For this reason, all partners need to be aware of the changing scene within Barnsley Borough and the impact it may have.

Part of last year's assessment was to try and generate sufficient investment to allow the partners to proactively engage with the sector and particularly with the poorer quality section of the market, which would allow a better understanding of what is happening and how we might best address any issues of concern. To compliment this, some analytical work has been undertaken to map the extent of crime and anti-social behaviour in some of Barnsley's densest areas of private rented accommodation. Whilst not surprising, the results of the research are stark and demonstrate huge inequalities with Borough averages in all social and economic measures. Specifically, certain areas have almost 4 times the levels of reported crime and anti-social behaviour, compared to the Borough average and this is compounded by the assertion that there is significant underreporting in these areas.

To mitigate this, the CSP has been actively promoting intervention in this sector, as a critical area for all the partners to embrace. During 2013/14, the Council were successful in securing direct resources from the Government to fund a dedicated, proactive estate management and enforcement pilot, into a number of targeted areas. This is known as the "Our Street" project and it is funded until March 2015. In addition the Community Safety Service has secured a further 24 month commission to continue this work in targeted areas of the Central and Dearne Area Councils.

### **Current Status**

Notwithstanding the progress made, continued and growing inequalities between this sector and other housing tenures continues to cause major concern. To ensure we halt further decline a longer term strategy is required to specifically target the most socially and economically deprived streets.

### **3. Community Justice**

The CSP have supported the development of various approaches to community driven justice, the sentiment of which is clearly captured in the new Anti-social Behaviour Crime and Policing Act. Specifically with regards anti-social behaviour, the Partnership has been keen to monitor and support the progress of Neighbourhood Resolution Panels and the Ministry of Justice has cited Barnsley as a good practise area for championing this approach.

The Panels, which are chaired by volunteers, have proved extremely successful both in galvanising interest through an expanding volunteer network and in reducing repeat demand from issues and problems referred into the programme. The CSP have sought to support Neighbourhood Resolutions Panels through funding and regular performance slots at the Partnership Executive and our aim will be to further develop the programme; increasing the numbers of referrals and the number of volunteer chairs. The PCC is likely to include Neighbourhood Resolutions as a Community Justice offer, as part of the menu of Community Resolutions which are set to be published in the Autumn of 2014. Work has also been undertaken with the Area Councils to further develop restorative opportunities for young people involved in environmental anti-social behaviour such as littering and graffiti. By

working with local Tidy Teams and area based environmental enforcement teams, young people (under the age of 18) are offered the opportunity to engage in community led environmental campaigns as an alternative to being fined or prosecuted for littering or graffiti offences.

### **Current Status**

A menu of Community Justice Options will be published in the Autumn of 2014 which should assist in reducing the amount of demand on the formal criminal justice system, whilst at the same time, giving victims a clear say in outcomes for offenders. It is hoped that by connecting low-level perpetrators with the victim focussed restorative work in their communities, public confidence will improve and incidents of low-level criminal damage and anti-social behaviour will reduce.

## **4. Building Community Resilience**

The Council's strategic priority to change the relationship between the Community and the Council, hinges upon the need to build stronger, more resilient communities that are less dependent upon public services. Clearly, this ambitious aim is impacted upon significantly by confidence and strength felt within communities and hinges around safety and perceptions of safety. For this reason, it remains imperative that the community will take a lead role in the planning and prioritisation of services and interventions locally. Greater emphasis will be placed upon communities to assist in co-produced solutions for problems pertinent to their localities.

For some years (via the Safer Neighbourhood Teams) Barnsley has been geared up to operate at a neighbourhood level to respond to the challenges of engaging and empowering people. Barnsley has an active and well established Neighbourhood Watch, over 25 community based Crime and Safety Groups and has open Partners and Communities Together (PACT) meetings where priorities are agreed collectively. At a more strategic level the Community Safety Forum represents active local community groups, advises on policy development and acts as a key strategic consultative group.

### **Current Status**

A challenge for the coming year is to align the approaches to engagement and empowerment between the Council and Police, ensuring existing strong networks are linked and that governance, administrative and operational boundaries are coterminous. To this extent it is hoped that Safer Neighbourhood Teams can align to the Area Council model being developed by the Council, and that Crime and Safety Groups and PACTS can work within the neighbourhood framework of Ward Alliances and Area Councils. The Area Councils have actively supported community safety agendas locally over the past twelve months focussing direct resources on local issues of environmental crime and anti-social behaviour and problems associated with the private rented sector. It is intended that these relationships are cemented further to develop strong and robust local responses to emerging issues relating to anti-social behaviour; with the community being at the heart of prioritising and assisting with the delivery of priorities.

## **Emerging Challenges**

### **Organisational Changes Due to Budget Pressures**

Ongoing financial pressures facing the partners continue to pose significant challenges around sustaining local services in tackling anti-social behaviour. This is further compounded by the additional duties placed upon Police and Council services as described above and which are enshrined in the ASB Crime and Policing Act. Both the Council and Police are undergoing significant transformation to address budget pressures and develop more efficient services for the future. The Council are set to outline full proposals for the “Future Council” in the Autumn of 2014 with an implementation timescale spanning 2015/16 - 2016/17. South Yorkshire Police are set to outline their plans by April 2015 with implementation scheduled for 2016/2017. In terms of resources aligned to address anti-social behaviour, there is no doubt that there will be some reductions in capacity. However, both organisations have maintained a commitment to tackle anti-social behaviour and maintain some form of integrated neighbourhood policing approach. Nevertheless, restructuring and re-organisation will require smarter ways of working and a clear focus is needed in developing strong intelligence to support deployment and service prioritisation. The Council, Police and Berneslai Homes are working closely to establish how best to mitigate these cuts by smarter and stronger collaborative working. It is also important to recognise that some lower level issues may be de-prioritised, or work will be carried out within communities to try to develop volunteer networks, who assist in providing reassurance and support at a lower level. Maintaining strong operational collaboration through co-location, pooling resources and expertise and structural realignment is imperative, if the partners are to avoid seeing increases in demand for reactive services. Over the next twelve months the efficiency plans of all the key partners will become clearer and within this context it is absolutely critical that collaborative working is maintained

### **New Psychoactive Substances**

The impact of New Psychoactive Substances (NPS) or Legal Highs has become particularly prominent in Barnsley during 2013/14 and has been linked to increased reports of anti-social behaviour in and around the town centre. Whilst the problems associated with NPS span a range of agendas, including health of young people, the tangible impact on the wider community tends to be associated with anti-social behaviour caused by people consuming these products in public places. Much work has been done locally to address the specific locations where these products were being taken, and to tackle individuals whose behaviour may have been influenced by taking NPS. Work was also carried out with the main retailer, in order to discourage sales to known individuals and to stop any sales to under 18's. More recently, the retailer has been persuaded to move to a different location, slightly outside the town centre.

To assist with managing anti-social behaviour in parts of the town centre, the Police and Council agreed to a Section 30 dispersal order which did assist in reducing the number of complaints received. The problems associated with NPS, specifically relating to increased reports of anti-social behaviour; need to be considered in the wider approach to addressing impacts of alcohol and illicit substances. Barnsley still has a problem with anti-social

behaviour linked to the use of cannabis and other substances such as M-Kat and alcohol; however, NPS are adding an extra dimension to this problem.

### **Supporting Victims of Anti-social Behaviour**

In anticipation of the requirements of the ASB Crime and Policing Act, the Council and The Police and Crime Commissioner have identified a clear need to provide direct and dedicated supported to “victims” of anti-social behaviour. This requirement now enshrined in the Community Trigger, is an area of activity that needs developing, and mainstreaming across the partner organisations.

The Victim and Witness Service is a specific part of the Community Safety and Enforcement service and is aligned to our principle responsibilities to protect and support the most vulnerable people in our communities. At a strategic level the Principal Officer oversees and coordinates the Council’s strategic responses to key equalities agendas including Hate and Harassment, and Domestic Abuse and Domestic Violence. Operationally, the service has two Victim and Witness Support Officers who accept referrals from frontline services about individuals and families who have become victims of anti-social behaviour, low-level domestic abuse and non-crime hate and harassment. In addition, the operational team are responsible for developing strong local networks of volunteers who can provide mentoring and support to people within their communities. Typically, volunteers are drawn from individuals who have themselves been victims and have felt isolated and afraid.

To ensure that the partners respond to the needs of victims of anti-social behaviour and develop clear and effective plans of support, the CSP have endorsed a performance measure around minimising the numbers of “repeat” victims as one of the key indicators around anti-social behaviour. It is anticipated that by directly and intensively supporting those most affected, public confidence and resilience will improve.

### **High Cost Families**

The Council and its partners have successfully embraced the Government’s Troubled Families Agenda. Significant successes have been achieved through services such as Berneslai Homes’ Family Intervention Service (FIS), Multi Systemic Therapy and the Stronger Families programme, to reduce anti-social behaviour and associated issues of truancy and worklessness with many families in the Borough. Notwithstanding these approaches, a number of families and individuals continue to generate disproportionate levels of concern within communities, and again this is due to their anti-social behaviour. Very often these families have benefitted from previous intensive intervention, however, initial improvements which may have been achieved have not been sustained.

For this reason, a Council and Police team supported by the Police and Crime Commissioner have sought to identify those families responsible for the highest level of demand and community concern across the Borough with a view to achieving longer-term reductions in the anti-social behaviour they are responsible for. The driving factor in identifying these families has been community generated demand, and the clear departure from the existing agenda is that the needs of the community takes priority over the needs of the families or individuals. A robust tool for identifying these families has been developed and the team are now working with 20 families across Barnsley who are responsible for the

most significant levels of anti-social behaviour. The approach of the team will be to intensively disrupt activity, and enforcement action will be taken against individuals who do not change their behaviour. A full evaluation of the scheme will be presented in next year's JSIA to assess whether the approach works in reducing the impact of anti-social behaviour and any demonstrable added value of this type of service.

### **Environmental Crime and Signal Crime**

Unfortunately, over the past twelve months Barnsley has seen a significant increase in problems associated with environmental anti-social behaviour and crime. Much of this may be directly linked to efficiencies and service reductions, however, reports of fly-tipping, untidy and unkempt yards and gardens, litter, dog fouling and graffiti have increased significantly. The appearance of an area and associated increased levels of other types of anti-social behaviour are well documented, and whilst increased enforcement intervention has been achieved across all the key categories of environmental anti-social behaviour, there is no doubt that demand is outstripping capacity to respond. For this reason environmental crime and our collaborative approaches to tackling these issues is being given greater prominence in Citizens' Focus Tasking. Furthermore, an intelligent deployment of resources to address key issues of concern has been agreed as a priority for the partners.

### **Cyclical Pressures and Smarter Working**

The Chair of the CSP continues to maintain the importance of planning, and joint activity, in order to address seasonal spikes in demand. These are related to specific conditions events or occasions. For this reason, the CSP Leads on anti-social behaviour will look to develop an annual calendar of problems that can be forecast or anticipated to allow for more intelligent use of partner resources. This will include the development of a multi-agency communications and action plan. Occasions such as Christmas, Bonfire Night and the summer holidays all see spikes in demand related to different types of anti-social behaviour. In addition, high profile events such as football tournaments and summer festivals can lead to increases in reported problems. Adding to these profiles, the CSP will also be looking to have up to date demographic information which will help to create a more comprehensive intelligence picture in order to support the better use of scarce resources. Emerging data around the numbers and origins of asylum seekers rehoused in the Borough, trends around houses with multiple occupation, migrant workers, void properties and environmental blighting will all be jointly mapped to help determine the requirement for, and type of intervention necessary to ensure lifestyle tensions are minimised.

### ASB Percentage Change by SNT

As per the table below, the majority of the Safer Neighbourhood Teams (SNT) have successfully managed to show a good reduction in ASB incidents from the previous financial year with the full District showing an 11% decrease in the number of incidents.

	Apr 2012 – Mar 2013	Apr 2013 – Mar 2014	Change	% Change
<b>Barnsley District</b>	<b>12396</b>	<b>11034</b>	<b>-1356</b>	<b>-11%</b>
<b>Town &amp; Kingstone SNT</b>	2271	2023	<b>-248</b>	<b>-11%</b>
<b>Royston SNT</b>	1942	1743	<b>-199</b>	<b>-10%</b>
<b>Dearne SNT</b>	1798	1336	<b>-462</b>	<b>-26%</b>
<b>Cudworth SNT</b>	1273	1172	<b>-101</b>	<b>-8%</b>
<b>Wombwell SNT</b>	1063	1093	<b>30</b>	<b>3%</b>
<b>Kendray &amp; Worsbrough SNT</b>	1178	1006	<b>-172</b>	<b>-15%</b>
<b>Dodworth &amp; Old Town SNT</b>	808	834	<b>26</b>	<b>3%</b>
<b>Hoyland SNT</b>	897	828	<b>-69</b>	<b>-8%</b>
<b>Darton SNT</b>	665	556	<b>-109</b>	<b>-16%</b>
<b>Penistone SNT</b>	495	443	<b>-52</b>	<b>-11%</b>

## Criminal Damage

Criminal damage is often seen as a less impactful crime but is cited in academic research as being correlated to increases in anti-social behaviour (ASB). This is known as the 'Broken Windows Theory' in that once something becomes damaged, if it is not tackled quickly, then problems in the area will quickly escalate. This also results in residents become increasingly more worried about crime. Other, more serious offending can also be attributed to criminal damage. Within South Yorkshire, links have been found between criminal damage, ASB, violence and alcohol abuse; as well as links to social-economic factors, where areas of high vulnerability and deprivation have significantly higher offending rates than would be expected, based on their populations alone. By increasing the use and sharing of partnership and socio-economic data to create a more holistic view of an area, joint interventions can be planned utilising both police and partner resources. The identification of priority locations and the use of partnership problem solving tactics will influence criminal damage and other associated crime and incident types.

Criminal damage is a high volume offence and accounts for just under 18% of all crime in 2013/2014 (2,532 reported offences). This is a decrease of 354 offences on the previous year and equates to an average of 211 offences per month, whereas in 2012/13 it averaged at 240 crimes per month.

Arson offences have also decreased within the Barnsley area with reductions of 27.3% in Arson Endangering Life and a reduction of 8.3% for Arson Not Endangering Life.

According to the Home Office<sup>2</sup>, Criminal Damage and Arson has reduced nationally by a total of 4% over the last 12 months, however, Barnsley has experienced a much higher reduction of 12%.

<sup>2</sup> Police Recorded Crime – Home Office Figures

# Vulnerable Victims

## Domestic Abuse

In April 2014 the Domestic Abuse team at Barnsley was expanded. It now consists of a Police Sergeant and five Domestic Abuse Officers.

There is growing recognition that domestic abuse starts in earlier adult life, and as such, these domestic type incidents need to be recorded. Young perpetrators will be more likely to go on to become abusers in future. Identifying both potential future victims and offenders is vital to prevent and tackle domestic abuse. The government widened the definition of domestic abuse to include under-18 year olds (as well as forms of non-violent coercive behaviour, such as preventing partners from leaving the house), in March 2013. Clearly this wider definition has had added to the increase in incidents and crimes.

The volume of domestic incidents and crime has been rising over the last couple of years. Last financial year saw an 18% increase of domestic incidents from the previous year and an increase in domestic related crimes of 38%. These increases are thought to be due, in part, to better identification and recording of domestic abuse.

From April to July 2014, Barnsley District recorded 426 domestic crimes, this represents just under 9% of all recorded crime in the Borough for this year to date. This is a notable increase on what was recorded over previous years when domestic crime accounted for approximately 5% of crimes recorded within the district.

## Offenders

Domestic abuse offenders are predominately white unemployed males aged between 20 and 40 years old. Male offenders were most likely to be a current or ex partner/spouse. Female offenders were most likely to be a blood relation or ex partner/spouse.

Looking at crimes and incidents together, there were a total of 4,036 victims and 2,277 offenders, of these there were 607 persons who were both the offender and the victim in a relationship over the past 12 months.

## Victims

Domestic abuse victims are predominately-white unemployed females aged between 20 and 50 years old, split between being employed and unemployed.

A quarter of the victims are reporting more than half of the crime. There were 137 victims who reported 5 or more crimes, with a small minority reporting 10 or more crimes over the course of the year.

## Locations

The distribution of recording of domestic crimes and incidents has remained static over the past two years, Royston SNT recorded 17% of offences, Town & Kingstone SNT recorded 16% and Kendray & Worsbrough SNT recorded 13% of offences.



## Child Abuse/Sexual Exploitation

***“Child sexual exploitation happens across the country, it is found wherever it is looked for, and is a national problem<sup>3</sup>”.***

Child Sexual Exploitation (CSE) is defined as ‘The sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive ‘something’ (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/or another or others performing on them, sexual activities. CSE can be via the use of technology or face to face and in all cases, there is an element of control and power by virtue of age, gender, intellect, strength etc. Violence, coercion and intimidation are common.’<sup>4</sup>

CSE encompasses many different types and forms. Barnardos<sup>5</sup> places CSE into three broad categories:

- **Inappropriate relationships** – involving a lone perpetrator who has inappropriate power or control over a young person, whether physical, emotional or economic. There is likely to be a significant age gap between the perpetrator and victim. The young person may also believe that they are in a loving, equal relationship.
- **‘Boyfriend’ model of exploitation and peer exploitation** – The perpetrator befriends and grooms a young person into a ‘relationship’ and subsequently coerces them to have sex with friends or associates. This includes gang exploitation and peer-on-peer exploitation.
- **Organised/networked sexual exploitation or trafficking** – Young people are passed through networks of offenders, possibly between towns and cities, where they may be coerced into sexual activity with multiple men. Victims may also be used as agents to recruit other children and young people. Where they are groups of offenders in a network, these can be considered Organised Crime Groups (OCG’s).

## Barnsley Safeguarding Children Board (BSCB)

Considerable effort and resource have been put into raising awareness and developing structures across partnership arrangements to provide a robust and effective local response to child sexual exploitation. This includes:

- Challenge from the Safeguarding Board to the approach being taken to tackle Child Sexual Exploitation (CSE) prompted by a wish to accelerate progress.
- Development and approval of a Child Sexual Exploitation Strategy and multi-agency CSE Action Plan.

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<sup>3</sup> CEOP (2011) CEOP Thematic Assessment – Out of sight out of mind. Breaking down the barriers to understanding child sexual exploitation

<sup>4</sup> This definition arises from joint work between project members of the National Working Group for Sexually Exploited Children and Young People (NWG) 2008. The Group’s membership covers voluntary and statutory services including health, education and social services.

<sup>5</sup> Barnardos (2011) Puppet on A String – Reveals the urgent need to cut children free from sexual exploitation

- A multi agency CSE Strategic Group is in place, chaired by South Yorkshire Police, which drives the CSE agenda, action plan and oversees the work of the operational forum. The action plan is subject to regular monitoring by the Strategic CSE Group to ensure planned actions are being achieved and all the actions are progressing.
- The Safeguarding Board provide scrutiny and challenge with regard to the progress of the action plan
- A multi agency and operational CSE and Runaway's forum is in place which provides a quality assurance function, ensuring that appropriate assessments, plans and interventions are in place to safeguard children.
- Activity has taken place relating to awareness raising and targeted work to be undertaken in secondary schools.
- Publication of who to contact and how to make a referral concerning a vulnerable child is on the Safeguarding Board website.
- Provision of additional multi-agency training with a concentrated programme of awareness raising sessions.
- Active participation in the county-wide campaign ('Say something if you see something') coordinated and promoted by the South Yorkshire Police and Crime Commissioner. Barnsley's contribution will focus on schools.
- Participation in the countywide CSE Tactical/Operational Group coordinated by the police.

There is no current information or intelligence to suggest that Barnsley has any OCGs operating in relation to CSE. However, there has been a significant increase in the number of CSE related incidents reported to the Police in recent months. It is believed that this is due to professionals better understanding CSE as a result of the ongoing programme of awareness raising by the Police and Local Safeguarding Children Board (LSCB).

During 2013/2014 there were 92 CSE related incidents reported to the Police in Barnsley. Between April 2014 and July 2014 there were 76 CSE related incidents reported to the Police.

In April 2014 a multi agency CSE Hub was set up within Barnsley Public Protection Unit. This currently consists of a detective sergeant, four detective constables and a Barnsley, local authority Children's Social Worker. The Barnsley missing from home officer works alongside the team, as does a CSE specialist from the children's charity Barnardos. The charity Safe at Last provides support to the team in respect of children who go missing from home.

## **Rape**

Police recorded crime statistics provide a partial picture of the extent of sexual offences in England and Wales. This is largely because a high proportion of such offences is not reported to the police and therefore not recorded. Changes in recorded crime figures also reflect changes in reporting rates (with criminal justice agencies encouraging victims to come forward and report offences) and changes in recording practices, rather than number of

sexual offences actually taking place. For these reasons, caution should be used when interpreting trends in these offences.<sup>6</sup>

Rape makes up a very small proportion of all crime in Barnsley, but it is one of the most impactful upon the victim. During 2013/ 2014 a total of 86 rapes were recorded as crimes in Barnsley. 60 of these were reported by children under 18. This is a 59% increase on the previous year. Barnsley's rate of rape crimes per 1000 population is 0.38 which is South Yorkshire Police's Force average.

In the wake of the Operation Yewtree investigation, connected to the Jimmy Savile inquiry, there is evidence to suggest that there has been a substantial "Yewtree effect" whereby there is increased willingness on the part of the victims to come forward and report historic sexual offences.<sup>7</sup>

This 'Yewtree effect' is in addition to earlier increases seen over the last 5 years with a 29% increase in the number of police recorded rape offences since 2007/08. Extra guidance for the recording of sexual offences was incorporated into the Home Office Counting Rules from 1 April 2010 and this reflected good practice guidance issued prior to this by the Association of Chief Police Officers (ACPO). This is likely to have been a factor driving year-on-year increases seen in the number of sexual offences, in particular rape, recorded in 2009/10 and 2010/11.

## **Hate Crime**

Hate Crime accounts for a very small number of offences in Barnsley. During 2013/2014 there were 112 'hate crimes' recorded, this is an increase of 19 crimes from the previous year.

The Home Office launched a hate crime action plan<sup>8</sup> to combat the issue last year. It included objectives to challenge attitudes and behaviours, increase reporting and work with CJS to improve operational responses to hate crime. One Barnsley also has a Hate and Harassment Strategy and this could also be the reason for increased reporting due to the number of public consultation events that have been held to raise awareness of reporting. This is the first increase in hate crime recording in the last 6 years and it is believed that the increase is attributable to both the Home Office campaign giving victims confidence to report crimes, and the multi-agency effort towards the One Barnsley Hate and Harassment Strategy

## **Homicides**

In the financial year 2012/13 there were 4 offences recorded as Homicide in Barnsley. In 2013/2014, again during the financial year, 2 offences were recorded, none of which were domestic related.

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<sup>6</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/214970/sexual-offending-overview-jan-2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/214970/sexual-offending-overview-jan-2013.pdf)

<sup>7</sup> [http://www.ons.gov.uk/ons/dcp171778\\_318761.pdf](http://www.ons.gov.uk/ons/dcp171778_318761.pdf)

<sup>8</sup> <https://www.gov.uk/government/publications/hate-crime-action-plan-challenge-it-report-it-stop-it>

# South Yorkshire Fire & Rescue

Prevention and Protection plays a key role in maintaining Barnsley as a safe place to live and work. Our aim is to efficiently and effectively work alongside and in partnerships, with local people and partners, to identify and respond to key areas affecting our diverse communities.

The 2013-2017 Operational Plan identifies our Prevention and Protection work as the foundation of our activity and there are two local objectives,

**(a) Reduce risk in our communities**

**(b) Reduce deaths and injuries in our communities**

*The former has key performance measures for:*

Educating Communities

Developing partnership working to reduce arson and ASB related incidents

Working closely with vulnerable people and their carers

Gathering information to improve crew safety at incidents

*The latter priority has these performance measures:*

Maintain a programme of home safety checks in high risk areas

Ensure all teams are achieving realistic targets

Providing additional support for vulnerable people

Develop the public knowledge of fire safety

## **Educating Communities**

The most effective way to ensure a sustained reduction in risk is to educate people to assist them to live safer lives. In answer to the identified risks we are proactively engaged in a range of activities designed to educate and inform the communities we serve.

We've taken an innovative approach to our community safety and educational work. Putting firefighters into classrooms, running courses for young offenders and delivering 'Crucial Crew' events at our Lifewise Centre are just some of the ways we are engaging with young people.

## **Reducing Arson and ASB related incidents**

Arson (deliberate fires) has a negative impact on communities and can be a major drain on not only our own resources, but those of other organisations, including the Police, local authorities and businesses.

We work with the Police, young people and partner agencies, amongst others, to deliver campaigns and initiatives to reduce arson. Many of these are tailored to meet the needs and

issues relating to a particular area or community. Within Barnsley steps have been taken to reduce anti-social behaviour (ASB) through a number of initiatives co-ordinated by our Arson Reduction Officers:

- Arson foot and cycle patrols– in targeted areas identified by statistical data
- Education and engagement initiatives in targeted areas where ASB has been an issue
- Training and engagement courses like Achieving, Respect and Confidence course, “ARC”.
- “one to one” – juvenile education scheme working with fire setters to eliminate the problem of arson

### **Vulnerable People**

Our Vulnerable Person Advocates (VPAs) provide SYFR with an invaluable link to our communities by liaising with Partner Agencies to identify those most at risk from fire, working with our Fire Community Support Officers (FCSOs) to complete a Vulnerable Persons Home Safety Check (HSC3) visit. Safeguarding, Children and Young People and Vulnerable People make up three of the six Cross Cutting Themes within our Prevention and Protection Strategy 2013-2017

### **Risk Analysis & Targeting**

We have recently updated our methodology and approach to targeting our community prevention work in respect of dwelling fires by using our new Community Fire Risk Model. Using Community risk and social demographic models to identify the diverse nature of the community and plan targeted preventative responses.

We now use the Mosaic demographic profiling tool, historical incident and prevention data and the Index of Multiple Deprivation to target the most vulnerable people down to a household level.

### **Stronger Safer Communities Reserve (SSCR)**

We understand that our prevention work is most effective when carried out in partnership and where we engage effectively with local communities to ensure our messages have an impact, and ultimately change behaviours.

To support this work, South Yorkshire Fire and Rescue Authority agreed to set aside £2 million from its general reserves to further support its work in the area of community safety. One example of this work within the Barnsley area is,

*“Phoenix Futures, one of the successful projects is a registered charity that provides services for people with drug and alcohol problems. To support treatment plans they run personal development programmes to help service users gain skills, confidence, motivation, and employment.*

*They are one of a number of organisations who are commissioned by Barnsley Drug and Alcohol Action Team (DAAT) to deliver a range of services aimed at reducing demand, restricting supply, building recovery and supporting people to live a drug-free life.*

*SSCR funding for £15,200 was approved to support Widening Horizons, a structured day care programme as part of BeRecovery, Barnsley Adult Substance Misuse Treatment system. The programme provides support to vulnerable adults whose substance use has impacted on their lives and aims to educate individuals on harm reduction to themselves and the wider community. The SSCR funding will be used to develop existing work with Lifewise and have specific sessions around fire and personal safety for people who the Service recognises as a high risk group.”*

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# Acquisitive Crime

## Burglary Dwelling

Burglary of a person's home is an invasive crime and there were 977 reported offences in Barnsley in the last financial year (2013-2014). This figure includes both burglary dwelling and distraction burglaries and accounts for 39% of all burglary offences within Barnsley. Vulnerable groups include the elderly, who suffer the majority of the distraction burglaries.

Burglary offences can be organised in nature, especially when high value goods are stolen, which require a specific distribution route. Methods of entry during burglaries vary from bogus officials to the targeting of Euro-locks, which are fast and easy to disable. A common theme is "two in one" offences, where offenders gain entry to a property with the specific intention to obtain keys and steal vehicles. Information suggests that keyless car theft remains an issue, which could result in a reduction in burglary offences if the offender is able to steal a vehicle without keys.

The last financial year saw an 11.2% reduction in the number of All Burglary offences from the previous financial year (2012-2013) and of these offences; distraction burglaries show a 51.9% reduction. These reductions reflected well on Barnsley, considering the difficult economic times, the trend predicted increase and the figures from 2012-2013. Forecasts over the past four years indicated burglary dwelling offences would increase, but Barnsley District has proven this is not the case for the last financial year.

## Vehicle Crime

In the last financial year (2013-2014) some 1,723 vehicles were targeted in Barnsley. These offences were predominantly Theft From Vehicle with 1,231 recorded offences, which is 71% of the total figure. Vehicle crime continues to decrease, with an overall reduction of 1.5%, with Theft From Vehicle showing a 3% reduction. At the beginning of the last financial year, trends had shown that vehicle crime was stabilising and an increase had been predicted, so the reduction in Barnsley is extremely positive. It is to note that Vehicle Interference and Aggravated Vehicle Taking have both shown a slight increase in the last financial year by 6 offences for each crime type. There were 130 incidents of Vehicle Interference and 33 incidents of Aggravated vehicle taking which account to 7.5% and 1.9% of total vehicle crime respectively.

## Retail Crime

Last financial year 2013/14, shoplifting offences accounted for 11% of overall crime on Barnsley, which was an increase of 5.4% on the previous financial year.

In response to rising shoplifting crime figures at Barnsley, the Retail Crime Team was set up in mid-September 2013. At this time, Barnsley was experiencing shoplifting offences at roughly 27% above the previous year. This was well above other districts within South Yorkshire Police.

Hot-spot locations and stores were identified by the team and work carried out to improve stores' own security and systems, so that offenders would be deterred from visiting their



premises. The main repeat offenders were also identified and targeted. This collective, targeted action meant that by November 2013, the number of offences had declined to an increase of 4.7% over the previous year.

The majority of offending is to fund drug habits, with many offenders stating that their benefits have been stopped for substantial periods of time which subsequently forces them to commit theft. Custody drugs testing for this offence type often shows up as negative result for drug use, however, these tests are only for opiates and cocaine. M-Kat is now commonly used and does not form part of the testing process. Most offenders see it as an 'easy' crime and state that the stores are unlikely to challenge them.

### **Burglary Other**

Burglary other is usually split into two distinct categories, one being shed and garage burglaries, closely linked with domestic burglary and the other commercial, closely linked with business and retail crime. Crimes involving property stolen during shed and garage burglaries constitute the greatest numbers. These are difficult to detect due to a lack of forensic evidence or opportunities. In the financial year 2012-12013, Barnsley saw a 3.5% increase in these offences, however, in the last financial year, there were 1,409 recorded offences which is an overall reduction of 15.2%

The recovery of stolen property is becoming increasingly difficult due to the rise in popularity of electronic market places such as Ebay. Barnsley have started a new initiative to target second hand dealers and pawn shops, in an effort to regulate the movement of stolen property and make it difficult for offenders to gain financially from acquisitive crime offences, as well as to recover victims' belongings.

### **Robbery**

There were 100 robberies recorded last year 2013/14 in Barnsley, which is less than one percent of all crime. Robbery of personal property accounts for the majority of robberies (83 offences) compared to the 17 offences that are robbery of business premises. Robbery levels have remained relatively stable over the last 5 years. There was an increase of 16.2% from 2012/13 to last year 2013/14, which amounted to an increase of 14 offences.

Recording less than one percent of all crime, Barnsley records proportionally less offences than is recorded in England and Wales where robbery is accountable for 1.5% of all crime in the year ending March 2014.

Last year showed a slight increase in robbery in Barnsley. The increase was predominantly due to a small group of offenders committing personal robbery offences over a few weeks' period. These offenders were arrested and are now serving custodial sentences.

Compared to other metropolitan areas, South Yorkshire Police has relatively low levels of robbery. The final impact of the economic climate is unknown, however, there is the potential for this crime-type to increase as offenders target easily saleable items like smartphones and MP3 players.

A continued problem is false reporting of robberies, in particular, robberies of mobile phones. Each district should continue the robust approach regarding false reports, taking positive

actions where necessary. One way to reduce the amount of work from false reporting is to ensure utilisation of the Immobilise website.

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# Preventing and Reducing Re-Offending

## Integrated Offender Management

Integrated Offender Management (IOM) is the multi-partnership framework that provides interventions for offenders who cause significant levels of crime in their locality. The primary focus of IOM is acquisitive crime. Offenders are selected for the cohort using a combination of intelligence and a prediction of their re-offending rate.

At 14<sup>th</sup> August 2014, the Barnsley IOM cohort is currently 170 offenders. This is made up of 107 “Statutory” offenders who receive mandatory supervision from SYCRC. 63 Non Statutory Offenders (no supervision by probation) Police Engagement. Within the cohort there are 30 PPO’s (17 currently in custody) and 52 of the cohort are currently in Custody.

The Offender Management Team conduct prison visits to nominals on the IOM list to engage them prior to release and in order to assist in any transition from prison i.e. prison, work, benefits etc. Any information of this kind is signposted to the appropriate agency for follow up.

SYCRC continue to receive funding from the PCC for a Probation officer to work solely with the Non Statutory offenders which is now being further developed to in-corporate shop lifters in Barnsley that are causing issues for the police.

The key objectives in preventing and reducing reoffending are:

- Continually improve the IOM Scheme
- Maximise offenders education
- Training and employment
- Maximise offender housing
- A reduction in youth offending
- Clear links with the prisons to facilitate effective releases.

## Key Updates – Ministry of Justice: Transforming Rehabilitation

- SYCRC continues to work closely with the National Probation Service and the NPS staff are still engaged and resident in the IOM team in Barnsley.
- The preferred bidder for SYCRC was announced in October 2014 . Due diligence is taking place and we expect the contract is to be signed in December. The preferred bidder is Sodexo Justice services in partnership with NACRO, The new owners would commence the contract on 1<sup>st</sup> February 2015.
- SYCRC is preparing for the new rehabilitation Act, whereby we will be working with most under 12 month sentenced prisoners. This will enable us to enhance the current non-statutory work with offenders as they will all become statutory cases following release from prison from 1<sup>st</sup> April 2015 .. The SYCRC will have staff seconded to prisons to better prepare people for release. The prison service have nominated Doncaster, Lindholme and Hatfield as resettlement prisons. It is expected they along

with New Hall and Styal for females will house prisoners scheduled to return to Barnsley.

- IOM in Barnsley is looking at changing the nature of its work in order to reduce re-offending further and will now consider taking into the cohort any offender that is deemed to be causing issues within Barnsley. Moreover IOM would like to re-instate the reducing re-offending theme group in Barnsley, to ensure all partner agencies are aware of the criminal activity in Barnsley and can work together to reduce re-offending. The outcomes of such meetings will then be fed into the CSP.

### **Youth Offending Team**

Barnsley Youth Offending Team has lead responsibility for the coordination of services to young people involved in offending, their parents or carers, and the victims of their offences. The annual Youth Justice Plan identified the following objectives on behalf of the statutory partners;

- To reduce first time entrants to the Criminal Justice System to a rate of 600 per 100,000 of the eligible population.
- Ensure that the number of young people in the relevant cohort who re-offend is no more than 30%.
- Ensure that the number of children and young people sent to custody where a community sentence was an alternative option is no higher than 16 in the year.
- Ensure that children in care, whether from Barnsley or another area, are less likely to enter or re-enter the criminal justice system than their peers who are not in care.
- Ensure that every child subject to a Court Order has their attendance and attainment actively tracked during their involvement with the YOT, and that it improves.

### **Progress**

The number of First Time Entrants has continued to reduce and we are in the final stages of developing a diversion scheme to entrench this reduction and ensure it falls further. The new scheme will enable resources and interventions to be made to young people and their families earlier in the cycle of offending behaviour, and at a level commensurate with their need and not their status in the Criminal Justice System. We anticipate that as this system beds in, we will see a reduction in offences being committed by young people we have worked with, though the overall percentage in the cohort may increase.

We have reviewed and revitalised the provision of services to young people placed in the Barnsley Borough by other Local Authorities and by Barnsley in other areas. This area of our work is now led by an experienced Social Worker. We have been able to work with partners in the Criminal Justice System to provide alternatives to formal prosecution where a looked after young person may be at the brink of entry. We have also advocated with Placing Authorities about the needs of their young people.

Young people, who grow up able to access the labour market and do well as adults, are least likely to enter the criminal justice system again. Adult employment is underpinned by the skills gained as a child. We have focussed on supporting young people in engaging with school and are working hard to support them to stay on track and achieve their potential.

Regrettably, some young people continue to commit either serious offences or to repeatedly breach their Orders. In those circumstances, custody may be the only realistic option for the Court. Nonetheless, we are committed to reducing the number of times that custody becomes necessary and are on track to see less young people from Barnsley going to prison as a result of their behaviour.

### **Future Challenges**

We are aware that we need to review and remodel the interventions we offer to young people involved in crime. Although we see relatively few offences being committed by those young people, each offence creates a victim, and each offence is something we regret. Over the next year we will be re-modelling the service we offer to young people and their families in the Criminal Justice System. We will be working with partners to close down periods of time when we know young people re-offend and ensure that they receive an intervention to address their behaviour.

We also know that most young people who offend live in families that are not able to support their children from offending. So, over the next year we will re-model our provision to ensure that a stronger and more robust approach is taken to ensure that we empower families to control and manage their children in a way that stops them offending.

The changes in the funding available to the Youth Offending Team present some real challenges for us. However, we are confident that we will be able to re-model provision within the YOT to ensure that we are able to meet the demands for our services.

# Substance Misuse in Barnsley

## Prevalence of Drug and Alcohol Use

3% of adults nationally are defined as frequent drug users, with the majority (85%) of frequent drug users reporting cannabis use<sup>9</sup>.

It is estimated that there are around 1,700 opiate and/or crack users (OCUs) in Barnsley, which is equivalent to 11 per 1,000 of the population; this is in line with the regional average but greater than the national average of 8 per 1,000 of the population.

Within Barnsley alcohol consumption is estimated to be in line with the national average, with the exception of Binge drinking. It is estimated that 26% of adults are thought to binge drink in Barnsley<sup>10</sup>.

## Substance Misuse and Crime

Substance misuse has a complex relationship with Crime and Disorder. Substance misuse treatment has been shown to be effective at reducing an individual's offending and can have wider benefits on health and wellbeing of the individual, families, community and economy. For every £1 spent on drug treatment society benefits to the tune of £2.50<sup>11</sup>. There is therefore a shared interest for health and criminal justice partners to commission effective substance misuse treatment interventions that target offenders in custody and the community<sup>12</sup>. Within Barnsley, these are:

- The Drug Intervention Programme
- Fixed Penalty Notice Waivers )for alcohol related offending
- Conditional Bail Requirements )
- Alcohol Treatment Requirements and Drug Rehabilitation Requirements as sentencing options for the Court.

In Barnsley, these interventions are delivered, in the main, as part of the Integrated Offender Management work shared with Police and Probation and delivered from Acorn House or Barnsley Police Station.

## Drug Intervention Programme

When offenders commit 'trigger offences' or where the police suspect that the offence was linked to class A drug use, the police are able to test the offender for Class A drugs. Trigger offences are generally acquisitive offences closely linked to substance misuse i.e. theft, fraud or drug charges.

Within Barnsley, between April and Sept 2014, 505 people were tested, of which 35% (n=177) tested positive for class A drugs.

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<sup>9</sup> Frequent drug users are defined as having taken any illicit drug more than once a month on average in the last year. Data source is the crime survey for England and Wales 2014.

<sup>10</sup> 17% abstain, those who do drink 73% low risk, 20% increasing risk, 7% high risk. Binge drinking is defined as (drinking 8 units or more in a single drinking session for men and 6 units or more for women). Data source LAPE [www.lape.org.uk](http://www.lape.org.uk)

<sup>11</sup> <http://www.nta.nhs.uk/about-benefits.aspx>

<sup>12</sup> <http://www.nta.nhs.uk/r-Evidence%20and%20Guidance2.aspx>

Following a positive test result the individual is made subject to a restriction on bail and required to attend a 'required assessment' with a substance misuse worker.

As part of sentencing, an offender can be given a Drug Rehabilitation Requirement (DRR) which includes monthly reviews by the court. Between April 2014 and September 2014, 21 individuals in Barnsley completed a DRR.

### Alcohol Interventions

The Fixed Penalty Notice waiver (FPNw) offers individuals the opportunity to attend two alcohol awareness group sessions instead of paying a fine for low level alcohol related disorder. In 2013/14 the police issued 142 individuals with a FPNWs in Barnsley, compared to 135 in 2012/13. Out of the 142 individuals issued FPNW in 2013/14, 82% (n=116) attended the alcohol awareness sessions and had their fine waived.

Where alcohol has been a significant factor in a more serious offence e.g. violence, or drink driving, an Alcohol Conditional Bail (ACB) can be imposed. As a condition of their bail the individual must attend an assessment to determine the level of their drinking. Following the compulsory assessment the individual can on a voluntary basis opt to attend an awareness session or more intensive structured treatment. In 2013/14, 41 ACBs were issued compared to 146 in 2012/13, a drop of 72%. 5 out of the 41 (13%) given an ACB in 2013/14 attended an awareness session or structured treatment. The DAAT is working closely with partner organisations to improve the uptake of this scheme.

Prior to becoming involved in the FPNW or ACB scheme, it is unlikely that this cohort of offenders would have accessed treatment before.

A third type of disposal available in Barnsley is an Alcohol Treatment Requirement (ATR) which is similar to a DRR and is given as part of sentencing. Between April 2014 and August 2014, 3 people have completed an ATR.

### Treatment Outcomes

Within Barnsley there is a larger proportion of people in structured treatment who entered through the criminal justice system than the national average.

**Figure 1: Proportion of the treatment population in contact with the criminal justice system on entry (Q1 2014/15).**

Primary substance	Barnsley		National average
Opiate	290 / 1048	27.7%	24.4%
Non-opiate	60 / 159	37.7%	25.8%
Alcohol	63 / 670	9.4%	6.5%
Alcohol and non-opiate	56 / 159	35.2%	15.6%

Across the treatment system there has been a significant improvement in performance in 2013/14 and the first quarter of 2014/15, demonstrated by an increase in the proportion of



'successful completions' from treatment. Within all client groups (except opiate users) successful completions are higher amongst those in contact with the criminal justice system.

**Figure 2: Proportion of the treatment population in contact with the criminal justice system (Q1 2014/15).**

Primary substance	CJ clients	All clients
Opiate	7.9%	8.3%
Non-opiate	51.7%	47.2%
Alcohol	54.0%	45.5%
Alcohol and non-opiate	44.6%	41.5%

The challenge for 2014/15 is to maintain the improvement achieved to date but with reduced resources, with a greater reduction to come in 2016/17 when new contracts for delivery of treatment will become operational. The DAAT commissioners are trying to minimise the impact of reduced funding on the recovery opportunities available to those within the treatment system and ensuring that early intervention and preventative services are as effective as possible; however, services will inevitably be reduced.

### **Summary**

In working to reduce the impact of substance misuse on crime and disorder in Barnsley, the DAAT Commissioners work closely with all Community Safety partners to ensure that duplication is minimised and synergy maximised – this is illustrated by work with SYFR, Probation, Police, Health etc.

We have recently achieved considerable success in increasing the number of successful completions from the treatment system which will have a positive impact on crime reduction. However, the general economic situation has had a disproportionate effect on those in areas of multiple deprivation which effect many substance users, individuals will be additionally affected by reduced treatment resources. However, we know what is needed to effect a 'successful completion' and will work with providers, service-users and partners to maximise these opportunities.

# Public Health Duties, Responsibilities and Resources

## Local Alcohol Profiles for England

Public Health England produces the Local Alcohol Profiles for England (LAPE), presenting 26 indicators that measure the impact of alcohol on local communities. These indicators provide measures to help prioritise and target local areas of concern.

Figure 1 presents information on a selection of alcohol related indicators for Barnsley compared to the national and regional averages. Across the range of indicators, Barnsley generally performs significantly better than the England average.

Figure 1

Indicator	Barnsley	Yorkshire and the Humber	England
Alcohol-related recorded crimes <sup>(1)</sup>	4.3	5.4	5.7
Alcohol-related violent crimes <sup>(2)</sup>	2.6	3.4	3.9
Alcohol-related sexual crimes <sup>(3)</sup>	0.1	0.1	0.1
Binge drinking <sup>(4)</sup>	26.1	24.5	20.1

Source: LAPE 2014 <http://www.lape.org.uk/index.html>

## Public Health Outcomes Framework

The Public Health Outcomes Framework (PHOF) sets out a vision for public health, desired outcomes and the indicators that will help us understand how well public health is being improved and protected. These outcomes are measured through a range of indicators grouped into four domains that provide a focus on tackling the wider determinants of health, health improvement, health protection and healthcare public health. The outcomes reflect a focus not only on how long people live, but on how well they live at all stages of life.

Public health services have an important role to play in tackling violence. Directors of Public Health, located within local authorities, are tasked with looking widely at issues including crime reduction, violence prevention, responses to violence and reducing levels of reoffending, which can also prevent health inequalities. Some of these indicators reflect the contribution local authorities already make to public health whilst other reflect new areas of responsibility.

The Public Health Outcomes Framework indicators that relate to community safety include:

- First time entrants to the youth justice system

- Domestic Abuse
- Violent Crime
- Re-offending
- The percentage of population affected by noise
- Older People's perception of Community Safety (no local data available)

Figure 2 illustrates the latest published data relating to community safety for Barnsley compared to Yorkshire and the Humber and England.

Figure 2

Indicator	Barnsley	Yorkshire and the Humber	England
First time entrants to the youth justice system <sup>(5)</sup>	703.4	458.7	440.9
Domestic abuse <sup>(6)</sup>	27.1	21.8	18.8
Violent crime (including sexual violence) – hospital admissions for violence <sup>(7)</sup>	75.7	73.1	57.6
Violent crime (including sexual violence) – violence offences per 1,000 population <sup>(8)</sup>	7.0	9.2	10.6
Violent crime (including sexual violence) - rate of sexual offences per 1,000 population <sup>(9)</sup>	0.4	0.9	0.8
Re-offending levels – percentage of offenders who re-offend <sup>(10)</sup>	27.1	27.8	26.9
Re-offending levels – average number of re-offences per offend <sup>(11)</sup>	0.7	0.8	0.8
The rate of complaints about noise <sup>(12)</sup>	6.0	7.4	7.5

Source: Public Health Outcomes Framework (August 2014) <http://www.phoutcomes.info/>

### Key facts

- Trend data shows that there has been a significant decrease in the rate of first time entrants to the youth justice system, in line with regional and national trends. The Barnsley rate has been falling each year since 2010, from 1019.9 per 100,000 in 2010 to 703.4 per 100,000 in 2013. The actual number of young Barnsley residents entering the youth justice system has also fallen in recent years. In 2010, 235 young people in Barnsley received their first reprimand, warning or conviction, compared to 152 in 2013.

- Trend data shows that there has been a significant increase of domestic abuse incidents recorded by the police for Barnsley. Rates have increased by 19% between 2010/11 and 2012/13 from 22.8 per 1,000 to 27.1 per 1,000.
- Barnsley residents experience a higher rate of hospital admissions due to violent crime compared to England as a whole; this is important as hospital admissions for violence generally represent more serious forms of violence. The Barnsley rate of 75.7 per 100,000 population is equivalent to around 177 admissions per year.
- Over a three year period Barnsley has experienced year on year reductions in the levels of violent crime (including sexual violence).
- The most recent data indicates that Barnsley has a higher rate of offenders who re-offend when compared to the England average. 765 people re-offended between July 2011 – June 2011, 27.1% of the total offending population. Although, when compared to the previous 12 month period, figures show a reduction of 1.3%.

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<sup>(1)</sup> Alcohol-related recorded crimes, crude rate per 1,000 population (2012/13)

<sup>(2)</sup> Alcohol-related violent crimes, crude rate per 1,000 population (2012/13)

<sup>(3)</sup> Alcohol-related sexual crimes, crude rate per 1,000 population (2012/13)

<sup>(4)</sup> Synthetic estimate of the percentage of the population aged 16 and over who report engaging in binge drinking (2007-2008)

<sup>(5)</sup> Crude rate of 10-17 year olds receiving their first reprimand, warning or conviction per 100,000 population (2013)

<sup>(6)</sup> Crude of domestic abuse incidents recorded by the police per 1,000 population (2012/13)

<sup>(7)</sup> Directly age-standardised rate of emergency hospital admissions for violence per 100,000 population (2010/11-12/13)

<sup>(8)</sup> Crude rate of violence against the person offences per 1,000 population (2012/13)

<sup>(9)</sup> Crude rate of sexual offences per 1,000 population (2012/13)

<sup>(10)</sup> Percentage of offenders who re-offend from a rolling 12 month cohort (2011)

<sup>(11)</sup> Crude rate average no. of re-offences committed per offender from a rolling 12 month cohort (2011)

<sup>(12)</sup> Crude rate of complaints per year per LA about noise per 1,000 population (2011/12)

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## **Acknowledgments**

Barnsley Community Safety Partnership acknowledges the contributions of the following people to this Strategic Assessment: Paul Brannan (BMBC), Sally Woffenden & Roxanne Krishnarao (DAAT), Caroline Hanson, Gill Blake & John Fitzgibbons (SYP), Sue Ludlam (CRC), Damien Henderson (SYF&RS), Ben Finley (YOT), Liz Pitt (BMBC), Louise Wake (Public Health)

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