

Serious Violence in North Yorkshire and York

Strategic Needs Assessment 2023/24



**NORTH YORKSHIRE
FIRE & RESCUE SERVICE**



January 2024

Authored by Holly Gardner

Serious Violence Duty Working Group

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Foreword

“Serious violence has a devastating impact on victims, families, and communities across the country and whilst we know that overall North Yorkshire is one of the safest places to live, we can’t be naïve in thinking serious violence doesn’t happen here – we know it does – and people across our county need to feel safe and be kept safe.

As a partnership of committed public sector agencies, North Yorkshire Community Safety Partnership and Safer York Partnership are proud to publish the North Yorkshire and York Response Strategy in line with the Government’s Serious Violence Duty.

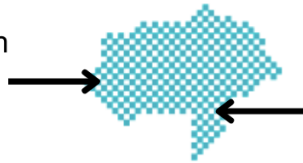
The Strategic Needs Assessment has effectively identified the areas in North Yorkshire and York where Serious Violence is the most prominent and where we most need to focus efforts to tackle it. This has informed our Response Strategy which will be implemented together over the next two years to tackle Serious Violence across our county and help keep our communities safe and feeling safe.”

Fran Naughton, Chair of Safer York Partnership and Catherine Clarke, Chair of North Yorkshire Community Safety Partnership



Our Strategic Needs Assessment: The Headlines

North Yorkshire is the 26th least deprived districts nationally (out of 296)



York is the 12th least deprived district nationally

York has overall lower level of crimes compared to North Yorkshire



York has 2% unemployment, North Yorkshire has 1.9%

More women are claiming unemployment benefits in North Yorkshire than in York

All schools in York were rated by Ofsted as 'good' or 'outstanding'; however, **18%** of schools in North Yorkshire were rated as 'inadequate'



Almost half of young people who had been cautioned or sentenced for a SV offence in North Yorkshire had been cautioned or sentenced for a prior offence

62% of children across the county linked to SV offences were eligible for free school meals



More than **1,000** people were in structured treatment for drug and alcohol use in York; **22% of them had children** living with them



This rose to more than **2,450** people in North Yorkshire, with **18%** of them having children in the household

Trends in violent crime have changed across the area...

35% rise in **weapon possession offences** in North Yorkshire

5% rise in weapon possession offences in York by comparison



	York	North Yorkshire
Grievous Bodily Harm	↓ 18%	↓ 7%
Rape	↓ 15%	↑ 11%

23% of rape victims were under 18 in York, while 41% of serious sexual offence victims were under 18 in North Yorkshire

Domestic Abuse ↓ 17% (York) ↓ 12% (North Yorkshire)

Domestic abuse rates still remain high across both areas. Although York has seen the largest decrease in the number of domestic offences, it still has the second-highest rate of crimes at 9.3 per 1,000

Executive Summary

Between April 2022 and March 2023, **5** people lost their lives to violence in York and North Yorkshire. In the same period there were **7,396** serious violence offences committed. In addition to the tragic loss of life and impact that serious violence offences have on individuals, families, and the community, in monetary terms these offences have cost York and North Yorkshire over **£150 million** during the analysed period.

The purpose of the Needs Assessment is to understand the extent of Serious Violence throughout York and North Yorkshire through the analysis of characteristics, patterns of behaviour and the impact on the wider community. Our aims are to establish the risk factors that increase the likelihood of violence, and how these factors can be reduced through prevention and early intervention.

The following key findings show the picture of Serious Violence in York and North Yorkshire and highlight the factors that underpin violence; this is the first step to implementing a public health approach to tackling and reducing Serious Violence within our communities.

York

Deprivation

- York is the 12th least deprived local authority nationally, ranked out of 151 upper tier local authorities.
- The score for Education and Training fell in the most recent IMD.
- York scores higher on most categories compared to North Yorkshire, showing lower levels of deprivation.
- York is the 6th least affected local authority in England for overall crime according to the Index of Multiple Deprivation score.

Employment

- 2% of the working population are in receipt of Jobs Seekers Allowance or Universal Credit.
- Both male and female claimants have seen a reduction in numbers.
- 11% of children are living in absolute low-income families, 4% lower than the national average.
- Those in York experience lower than average rates of pay, over 20% earn less than the national living wage.

Education

- York Ofsted ratings were at a high level, and all secondary schools were rated as 'outstanding' or 'good'.
- 1.5% of sessions had children absent without the school's consent; 93% of children linked to a serious violence offence had been persistently absent.
- Only 1% of 16–17-year-olds were not in education or training.
- 19% of school children in York were eligible for free school meals; 62% of those linked to a serious violence offence were eligible.
- 82% of children cautioned or sentenced for a serious violence offence had been suspended and 3% had been excluded.

Substance Misuse

- York had a large proportion of those admitted to hospital for substance and alcohol misuse.
- Over 1,000 people from York are in structured treatment for drug and alcohol use; 22% of those people had children living with them.

Mental Health

- York has a higher-than-average proportion of residents who were admitted to hospital due to self-harm injuries; rates were particularly high for 10–24-year-olds.
- There has been a decrease in suicide rates, however there is over-representation from those living in more deprived areas.

Youth Offending

- York had 29% of all Youth Outcome Panel referrals in 2022; the 10–17-year-old population in York is overrepresented, however Scarborough is more overrepresented.
- 14-year-olds made up the largest proportion of York's Youth Outcome Panel at 34%.
- Female referrals have increased from 19% in 2021 to 36% in 2022; these females are linked to high levels of violent offences.
- The percentage of referrals dealt with out the criminal justice system, for both York and North Yorkshire, increased to 72% due to 'Outcome 22'¹.

Violence Against Women and Girls

- Offences such as 'coercive and controlling behaviour' continue to be on the rise, a trend seen within York.
- Half of women who are suspected of being victims of such crimes are non-visible to services and do not report crimes.

Violence

- Compared to the national average York has lower crime severity levels, although higher than North Yorkshire.

- Overall, there was a decrease in serious violence, however York has an average rate of 7.8 per 1,000 for violence with injury offences. This is the second highest in all localities.
- There is a clear link between serious violence, alcohol, and the weekend & evening periods; night-time economy will be a priority.
- Administering poison offences remain high in York among young adults.
- Possession of weapon offences increased by 5%, lower than the rate in North Yorkshire. Firearms offences are not an issue within York.
- Rape offences have decreased by 15%, however 23% of victims were under 18 years old which is a clear vulnerability.
- Serious sexual offences increased by 9% and had the second highest rate of offences. Offences were linked to the night-time economy and student population with victim and offenders in the same age group.

Domestic Abuse

- York has seen the largest decrease in the number of domestic offences; however, it still has the second highest rate of crimes at 9.3 per 1,000 of the population.
- Low level assaults and stalking were the most common crimes, with an increase in non-fatal strangulation after it became an official offence.
- Offence numbers are high between ex-partners, which shows the need for further protection for domestic abuse survivors.

¹ Outcome 22 is a Police outcome that can be used when the police decide to defer prosecution until a child or young person has been given the opportunity to engage with an intervention activity, which is aimed at keeping them out of the criminal justice system.

North Yorkshire

Deprivation

- North Yorkshire is the 26th least deprived local authority nationally, ranked out of 151 upper tier local authorities.
- Barriers to services was a concern area, this can be partly explained due to the rural nature of the locality.
- Scarborough is significantly more deprived than any other locality within North Yorkshire, experiencing poor income, low employment, lack of educational attainment, poor health, and high crime rates.
- North Yorkshire is the 4th least affected local authority in England for overall crime according to the Index of Multiple Deprivation score.

Employment

- 1.9% of the working population are in receipt of Job Seekers Allowance or Universal Credit.
- The number of people claiming these benefits has decreased, however more women are now claiming.
- 12% of children are living in absolute low-income households; Scarborough had the largest amount at 37%.

Education

- 1.2% of schools' sessions had children absent without consent; 83% of pupils linked to a serious violence offence had been persistently absent.
- 1.9% of 16-17 years are not in education or training.
- 18% of North Yorkshire schools were rated as 'inadequate'.
- 17% of pupils are eligible for free school meals; 62% of those linked to a serious violence offence were eligible.
- 83% of children cautioned or sentenced for a serious violence offence had ever been suspended and 16% had been excluded.

Substance Misuse

- Over 2,450 people from North Yorkshire are in structured treatment for drug and alcohol use; 18% of those in treatment had children within the household.
- There are very low levels of people in structured treatment who complete and do not re-present within 6 months.
- There is a higher rate of hospital admissions for substance misuse for 15-24 years olds than the national average.
- Scarborough and Harrogate had high levels of hospital admissions due to alcohol misuse, which can be expected due to the urban nature of these areas.

Mental Health

- Scarborough has a higher-than-average rate of people experiencing depression or anxiety; 16% of the population.

Youth Offending

- The number of referrals to the Youth Outcome Panel from within North Yorkshire has decreased from 77% in 2021 to 71% in 2022.
- Scarborough had the highest proportion of referrals within the North Yorkshire cohort, and Harrogate had a high proportion of referrals comparative to the 10–17-year-old population.
- Those from Scarborough are significantly overrepresented at the panel, more so than any other locality.
- 12% of those referred to the panel have been re-referred within 12 months.

Violence Against Women and Girls

- Offences such as 'coercive and controlling behaviour' continue to be on the rise, a trend seen within North Yorkshire.
- Half of women who are suspected of being victims of such crimes are non-visible to services and do not report crimes.

Violence

- Compared to the national average North Yorkshire has a lower rate of crime severity levels, this is also lower than York and the Regional average.
- There has been a decrease across the most serious crimes; Homicide and GBH, however possession of weapon offences increased by 35%.
- The largest increase in possession offences was seen in Scarborough; offenders were younger than other crime types.
- 50% of North Yorkshires violent offences were linked to substance misuse, mostly alcohol related and can be associated to the late evening and weekend periods highlighting the night-time economy.
- Whilst York saw a decrease in rape offences, North Yorkshire had an increase of 11%. Scarborough had the highest rate of offences at 1.1 of the 1,000 population; the only locality to see a rate over 0.6 per 1,000 of the population.

- As recorded in Police data, a larger proportion of rape offences in North Yorkshire are domestic related, higher than York and serious sexual offences.
- Scarborough had a significantly higher rate of serious sexual offences at 1.2 compared to an average of 0.5 across the county.
- Victims of serious sexual offences were considerably younger than the trend of other violent offences; 41% were under 18 years old and offenders were of an older age group.

Domestic Abuse

- All localities have recorded a decrease within the past year; Selby and Harrogate having the biggest decrease in the number of offences.
- Scarborough had the highest rate of criminality at 15.7 per 1,000 of the population; second was Selby at 8.6.
- Low level assaults were the most common crime type, emotional injuries were recorded most frequently highlighting the psychological effect of domestic incidents.
- Offence numbers are high between ex-partners, which shows the need for further protection for domestic abuse survivors.

Introduction

The North Yorkshire Serious Violence Duty has been established to embed a public health approach to violence reduction in North Yorkshire. The Duty seeks to understand the risk factors that can lead to serious violence, and the impact this is having on members of our community.

To fully understand and to provide an effective response to the problem of serious violence, it is helpful to consider the range of 'violent harm':

- Actual Harm – physical and/or psychological harm has taken place.
- Intentional Harm – where harm was intended but did not occur.
- Potential Harm – where harm was not intended but their actions are such that risk of harm is a possibility.
- Cumulative Harm – the impact of repeated lower levels of harm from similar actions or the same offender, over an extended period.

Serious Violence is a multi-faceted problem, which requires a multi-agency approach and the full involvement of the community it affects. By looking at the wider risk factors which contribute to serious violence, such as deprivation, health issues, poor education, adverse childhood experiences and unemployment, we can fully understand the picture of why violence occurs and what prevention will fit the communities that require the duties involvement.

It is understandable those affected by and involved in violence are sometimes reluctant to engage with police led reform, and therefore a multi-agency response, tailored to our local communities will look at early intervention through several organisations. Whilst a strong law enforcement and offender management response will always be required, a public health model is better suited to achieve long-term benefits of reform.

'By adopting a public health approach violence can be prevented. A range of different interventions throughout the life course can reduce individuals' propensity for violence, lower the chances of those involved again and ensure that those affected by violence get the support they require'.

(Bellis et al 2012)

Violence is experienced on greater scale by communities who are more deprived and have fewer opportunities to break the cycle of violence. In recent years this has been exaggerated by the impact of COVID-19 and more recently the cost-of-living crisis. During this SNA the different risk factors of violence will be examined, and inequalities will be highlighted to ensure our approach is targeted to the local communities most at risk of serious violence.

Definition of Violence

The Serious Violence Duty is not given a set definition of serious violence, and each local area is encouraged to set their own definition.

The definition of serious violence for North Yorkshire and York reflects issues found within the local area, and the impact and prevalence of different types of serious violence.

Therefore, for North Yorkshire and York, the following crimes are included in our definition of serious violence and were used during the Strategic Needs Assessment (SNA):

- Homicide
- Violence with Injury²
- Domestic Abuse
- Rape and Sexual Offences
- Weapon Related Violence; including Weapon Possession
- Arson Endangering Life
- Stalking and Harassment; non-domestic

In addition, the following areas of thematic interest are considered within the wider profile:

- Violence Against Women and Girls (VAWG)
- Young People
- Alcohol and Substance Misuse
- Mental Health
- Deprivation and Employment
- Education

Rationale:

Some categories were considered for inclusion but excluded due to being covered by governance structures elsewhere.

- All Home Office Classifications under the 'Violence without Injury' subgroup have been excluded as they do not involve serious violence.
- County lines activity has the propensity for violence; however, this has not been included as a separate theme as it will be covered in the Drugs Market Profile, Drugs Strategy and Drug & Alcohol SNA.
- Modern Slavery has not been included, however any incidents with serious violence linked to victims of modern slavery will be picked up within the data set and noted within the SNA.

² Attempted Murder, Endangering Life, Grievous Bodily Harm, Actual Bodily Harm, Administering Poison with Intent to Injure, Non-Fatal Strangulation and Suffocation

Our aims are:

- To understand the extent of violence throughout North Yorkshire through the analysis of characteristics, patterns of behaviour and the impact on the wider community.
- To identify the risk factors that increase the likelihood of violence, and how these factors can be reduced through prevention, diversion, and early intervention.
- To establish effective interventions in a variety of settings and monitor the impact on reducing serious violence these interventions produce.

Public Health Approach

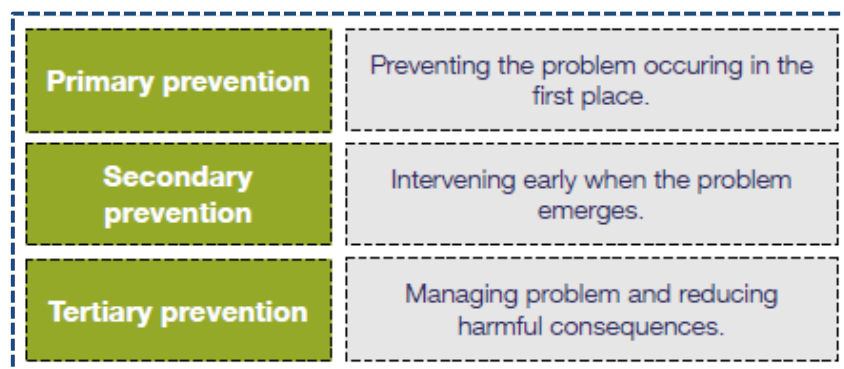
A Public Health approach is a multi-partner approach, utilising knowledge from specialist areas such as education, healthcare, and social services. A public health approach is defined by using data, intelligence, and case studies to identify the extent of serious violence and what impact this has on perpetrators and victims of crime, and the wider community. In using this approach interventions are not constrained by organisational or professional boundaries and focus on improving population health and wellbeing through long term solutions.

'Partnership is central to public health approaches because the breadth of population need requires intervention across many disciplines and services. Different partners have access to different skills, levers, and mechanisms to effect change'.

(Public Health England, 2019)

Serious Violence can be prevented, and through the reduction of risk factors in common public health issues this can be sustainable. Due to the wide range of issues which contribute to serious violence, a public health approach naturally lends itself to the problem.

Public Health England's public health approach to serious violence identifies the '5 C's approach' – collaboration, co-production, cooperation in data and intelligence sharing, counter-narrative, and community consensus. This approach will be applied within the North Yorkshire Serious Violence Duty.



Three levels of prevention are identified and can be applied to different cohorts of offenders or potential offenders. A high-risk cohort requires a reduction in offending and tertiary prevention, the at-risk cohort requires early intervention and therefore secondary intervention, and the low-risk cohort needs primary prevention.

Although the importance of preventative work is widely recognised, demand for services and years of cuts in funding has resulted in services responding at crisis point, rather than at an early intervention stage. By identifying the key risk factors, locations at risk and cohorts of offenders, targeted preventative solutions can be embedded into everyday work throughout the partnership services which already exist.

North Yorkshire and York Serious Violence Duty - Our Response to Serious Violence



Financial Cost of Violence

The financial cost of violence can have a significant impact on other areas of intervention and prevention, and the ability to tackle serious crime. By reducing serious violence, we can allow more funding for essential support to victims and offenders and allocate demand to areas which are most in need.

The cost of serious violence in York and North Yorkshire has been estimated by multiplying the number of recorded crimes April 2022 to March 2023, by the unit cost of crime provided by the Home Office.³

The method takes into consideration factors such as anticipation of crime, such as defensive expenditure, consequences of crime, such as stolen property and victim services, and response to crime, such as police cost.

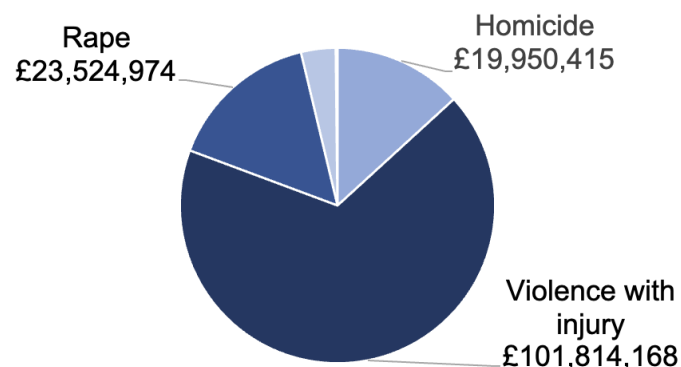
These unit costs have been adjusted to factor in inflation rates as the original publication was circulated in 2018. The Bank of England Inflation Calculator has been used to estimate this adjustment.⁴

Only certain break down of crimes within York and North Yorkshires definition of serious violence were available in the methodology, and so only these have been included.

Crime Type	Cost per Crime	Number of Crimes	Total Cost
Homicide	£3,990,083	5	£19,950,415
Violence with injury	£17,422	5,844	£101,814,168
Rape	£48,807	482	£23,524,974
Other sexual offences	£8,084	664	£5,367,776
Arson	£10,441	26	£271,466

The overall cost of serious violence in York and North Yorkshire, between April 2022 and March 2023, was approximately **£150,928,799**.

This figure can be reduced through the implementation of prevention and intervention, to prevent serious violence and reduce the financial and psychological impact of crime on victims and services.



³ Home Office, *The Economic and Social Cost of Crime: Second Edition*, July 2018

⁴ Bank Of England, *Inflation Calculator*, September 2023

Survey Results

North Yorkshire Police, Fire & Crime Commissioner ran a public survey for several weeks to encourage the community to have their say on the impact of serious violence, and how to address this in their local areas.

The survey was conducted through the month of July 2023, and the below results were compiled in August 2023.

The survey asked several questions relating to types of violence, how safe people felt in different locations and times of the day, and requested the communities' thoughts on how best the Serious Violence Duty can bring together partners to best prevent serious violence.

67 people completed the survey in total; however, participants had the option to skip questions or answer with their own lived experiences. Over 100 people started the survey but chose to exit before the end and so their responses were not counted.

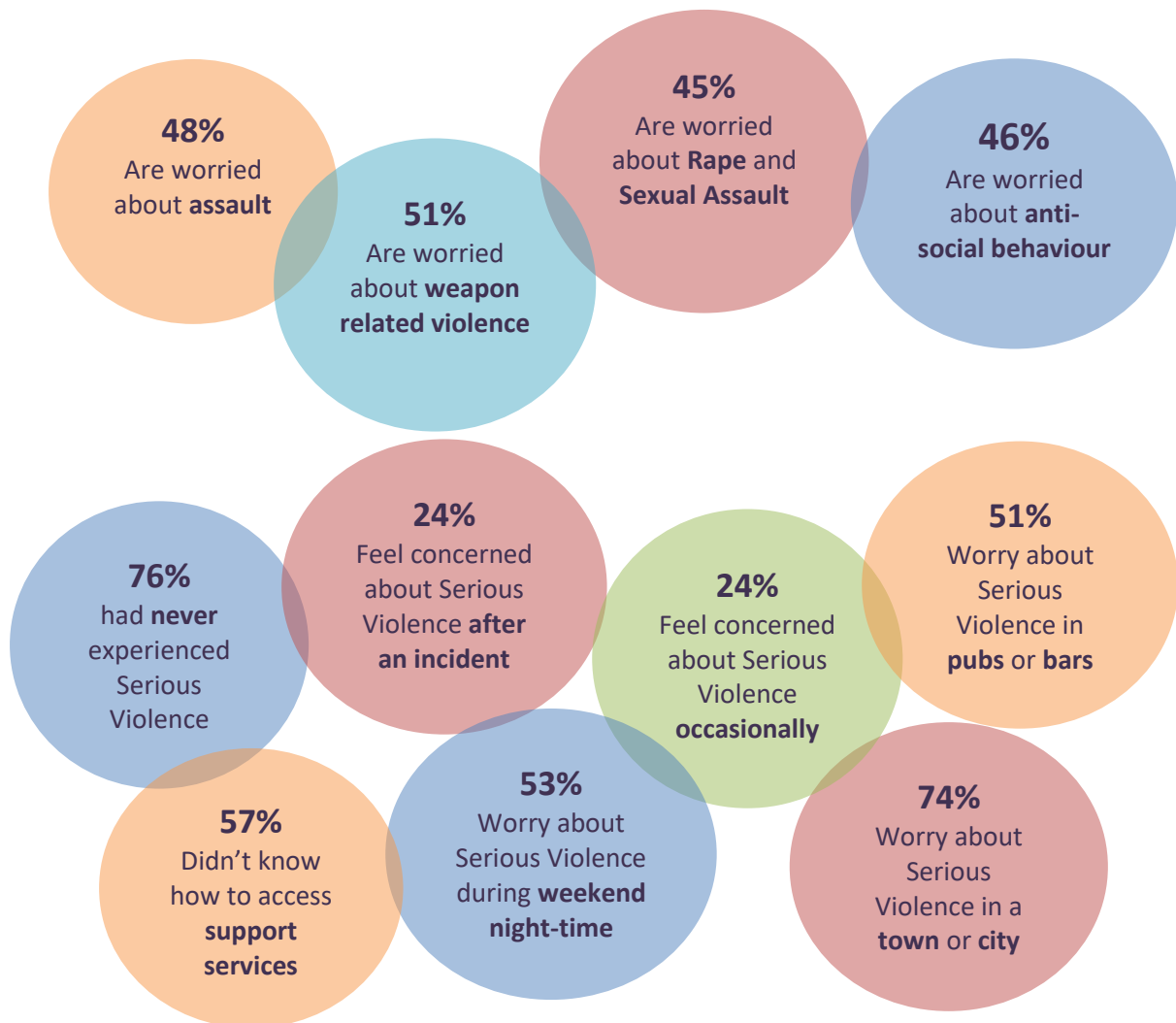
It should be noted that due to such a small sample size, the results of the survey do not represent the overall population of York and North Yorkshire and instead can be considered a snapshot of a few.

In conjunction with the annual review of the SNA and the Strategy, the survey will be updated and re-run to compare responses from the initial survey. These results will continue to inform our approach to tackling serious violence.

There will also be an aim to increase the amount of people completing the survey, with an additional focus on the younger population engaging with the survey.

Characteristic	Demographic breakdown
Gender	80% females and 17% male
Sexuality	The majority were heterosexual.
Ethnicity	90% selected their ethnicity as white, which reflects the demographic trend of North Yorkshire
Age	The majority age group at 46% were 45-54 years, this accurately reflects North Yorkshire's demographic. 55-64 years was the next largest group; only 17% of survey respondents were 34 or younger. York has a much lower median age, which were not reflected in the participants.
Location	Participants from York made up the majority group with 26%, followed by those in Scarborough 22%, then Harrogate 20%. 17% of participants were from out of the area, however the survey is also directed at those who travel into North Yorkshire for work and leisure.

A snapshot of results:



Participants were asked 'How should Serious Violence be addressed?' Many responses were included; however, the most selected options were as followed:

- Diversion from offending through support activities, both for adults and children
- Enforcement through the criminal justice system
- Raising awareness and education through schools for young people
- Awareness raising for adults
- Increased regulation in shops selling knives and other weapons
- Parenting programmes
- Employment opportunities
- Weapon amnesty
- Training for professionals

Locality

North Yorkshire is made up of two council areas, North Yorkshire, and City of York. York is an urban, densely populated area. North Yorkshire is largely rural area that consists of seven localities - Craven, Hambleton, Harrogate, Richmondshire, Ryedale, Scarborough, and Selby. Harrogate and Scarborough stand out as more demographically urban areas, however, are very different characteristically.

There are three universities within the region; University of York, York St. John University and Coventry University: Scarborough; York University is a large Russell Group university, which incorporates a large campus and many student accommodations.

There is one prison situated North Yorkshire and York which is an open prison for women over the age of 18. There are however many in the surrounding areas of Yorkshire and Humberside, including a young offenders institute and a high security prison. Those convicted within North Yorkshire and York will likely be sent to one of these regional prisons.

In recent months notable violence within prisons has seen an increase. In regional prisons, to the end of March 2023 there had been a yearly total of 756 prisoner on prisoner assaults; the previous year had seen 727. It can be noted that the population of the prisons is ever increasing and so the rate of assaults per 1,000 has previously been at a similar rate.⁵

Assault on prison staff members has seen fluctuating numbers. For the year to March 2023 there were 329 assaults recorded on staff members within the region's prisons: only a decrease of 10 on the previous 12 months.⁶

A national operation is in place which enables prisoners to be held in police cells and other accommodation when prisons are at capacity. This is prevalent at the time of writing and could increase the risk of violence towards staff and prisoners within York and North Yorkshire.

Population

North Yorkshire and York is England's largest county by area, covering over 3,100 square miles with a population of over 800,000.⁷

North Yorkshire is the third least densely populated upper tier local authority in England; only Northumberland and Cumbria have fewer residents per square kilometre. Amongst a set of similar areas, known as statistical neighbours, North Yorkshire has the lowest population density by a considerable margin.

The 2021 census showed that the population of North Yorkshire and York is predominantly white: 96.7% in North Yorkshire and 92.8% in York; these are both higher than the national average showing that the region is not notably ethnically diverse.

⁵ HMPS – Yorkshire Prison Group, *Prisoner on Prisoner Assaults (HMP Hatfield, HMP Moorland, HMP Hull, HMP Humber, HMP Leeds, HMP Lindholme, HMP Wealstun)*, August 2023

⁶ HMPS – Yorkshire Prison Group, *Prisoner on Staff Assaults (HMP Hatfield, HMP Moorland, HMP Hull, HMP Humber, HMP Leeds, HMP Lindholme, HMP Wealstun)*, August 2023

⁷ Office for National Statistics, *Census 2021*, July 2022

Trends over the last decade indicate that the area is becoming marginally more ethnically diverse. York's white population sat at 94.2% in the 2011 census. This trend is expected to continue.

The female population is slightly larger; 51% in North Yorkshire and 52% in York. The age profile is very varied between the two localities; York hosts a much younger population and North Yorkshire has a higher-than-average age of residents.

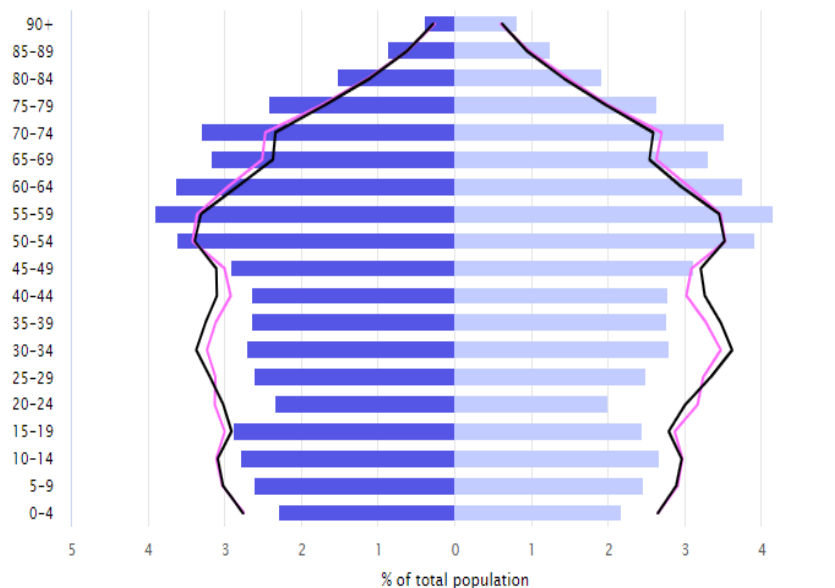
North Yorkshire

The most recent census indicates that the approximate population of North Yorkshire is 615,500. The median age was 48.5; this average age is above the national average and represents an ageing population. The working age population is 60% of the total population.

As expected, Harrogate and Scarborough are the most densely populated localities; Harrogate hosts 26.4% of the overall population and Scarborough 17.6%.

Despite being the most populated areas, they recorded the smallest population growth in North Yorkshire, with Scarborough recording a 0.1% decrease since 2011. Richmondshire was the only other area with a decrease, falling 4.2%. The regional average was a population increase of 3.7%.

Selby recorded the largest increase with a 10.2% uplift in population growth, higher than the national average of 6.6%.



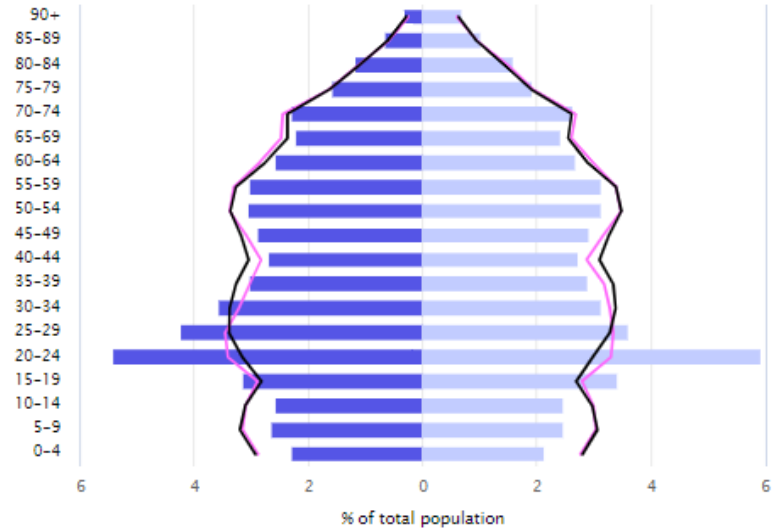
The wards of Scarborough Central and Eastfield, Crossgates & Seamer have the highest proportion of 25- to 34-year-olds. In Harrogate the wards with the highest amounts of 25- to 34-year-olds fell within the wards of Central Harrogate and Harrogate East.

This age group represents a large majority of those involved in criminality, at risk of being involved or a victim of crime. These areas will be highlighted further within the violence section of the needs assessment.

York

The most recent 2019 Census indicated that the approximate population of York is 202,800, which increased by 2.4% from the previous census in 2011. This was a smaller increase than the region at 3.7% and nationally at 6.6%.

The urban population of York accounted for 84% of the total population.



Looking at the City of York age profile, it is clear to see that the age groups 15-19 and 20-24 are overrepresented, which shows the impact that York University has on the age demographic.

It is widely known that urban areas, with a student population and a younger age profile are more susceptible to higher levels of criminality, influenced by the younger population and the night-time economy.

The largest proportion of 15- to 24-year-olds are situated in the wards of Fulford, Heslington & University totalling 53.6%. This is expected due to the student accommodation and city centre attractions within this area.

Tang Hall and Fulford Road & Clementhorpe also have a high density of 15- to 24-year-olds, with the student population and young professionals spread out into these areas of the city.

The median age of York is 39, considerably lower than that of North Yorkshire, and the region.

The working-age population totalled 66.4% of the population, this is higher than North Yorkshire and again shows the average younger age represented in York.

Risk and Protective Factors

Poverty

The Social Metrics Commission 2019 report on UK poverty estimated that at the time there were approximately 14.3 million people living in relative poverty. This is equivalent to more than 1 in 5 of the total population. The report also highlighted that child poverty has been rising since 2011, and in the 2019 report 4.6 million children were estimated to be living in poverty.⁸

Current poverty levels are defined as people living in households with income more than 60% below the national median.

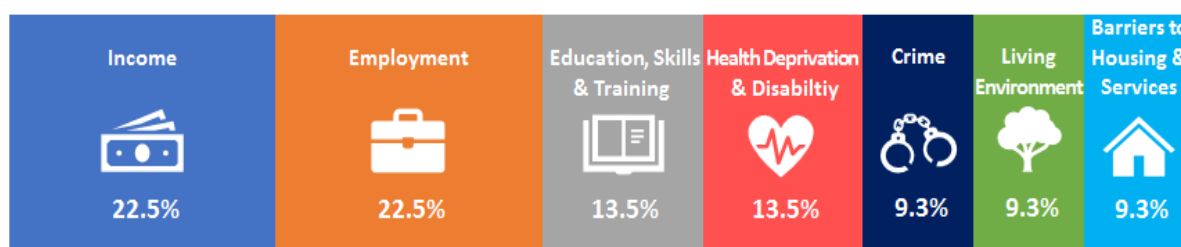
The average household disposable income in 2019 in the UK was £28,400 per year. In the 2022 statistics this had risen to £32,000.⁹

The phrases 'poverty' and 'deprivation' are often used interchangeably however someone can be in poverty due to economic circumstance, they can also be classed as deprived due to a lack of any number of resources, not just financial.

Poverty affects people disproportionately, defining the social context into which some children are born, which create disadvantages from birth.

Deprivation is measured nationally through the Index of Multiple Deprivation (IMD) by the Office for National Statistics (ONS). To score a level of deprivation 39 datasets, rounded into seven categories – income, employment, health, education & skills, housing & access to services, crime and living environment.

As can be seen in the graphic below, the domains are weighted with income and employment given the most weight. A higher score indicates a greater level of deprivation, and a rank of 1 indicates the most deprived area.



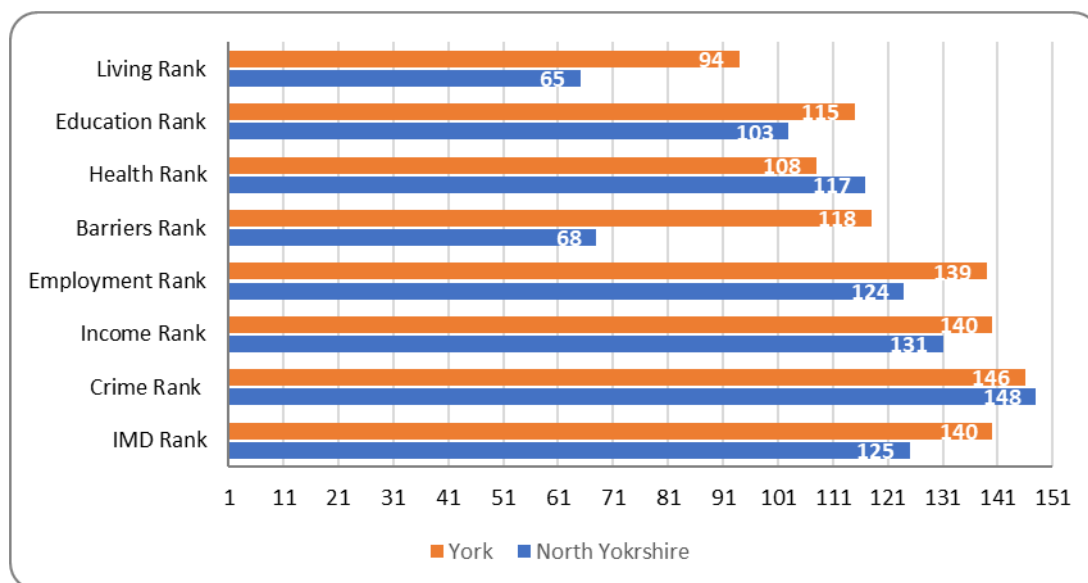
York and North Yorkshire are placed quite highly within the 151 local authorities which shows that on average there is not a significant problem with poverty or deprivation overall, however this does not take away from the small pockets of areas which have localised issues. This is further discussed below, in which 'average score' and rank of average score' measures from the IMD data have been utilised.¹⁰

⁸ The Social Metrics Commission, *Measuring Poverty 2019*, July 2019

⁹ Office for National Statistics, *Average Household Income*, January 2023

¹⁰ Ministry of Housing, Communities and Local Government, *English Indices of Deprivation 2019*, September 2019

Similarly, both York and North Yorkshire have a positive rank of Income Deprivation Affecting Children. Both were ranked within the least 15 deprived areas, meaning that children in our area are experiencing a better standard of living. This is of course an average and does not represent all households equally. This also does not reflect the current economic climate in which the cost-of-living crisis is affecting many households as fuel, food and other essentials are increasing in price.



The chart shows current IMD scores; a higher score means lower levels of deprivation.

York

The overall IMD average score for York is 11.73; the range in England scoring from the least deprived at 5.85 to the most deprived at 45.04.

York is ranked 140 out of 151 upper tier local authority (UTLA), meaning York is the 12th least deprived UTLA in England. York is the least deprived UTLA within the Yorkshire and Humber region; this has remained the same since 2015.

The domain on which York ranks the best is Crime, in which it ranks 6th least deprived local authority in England, showing the lower amounts of crime that occur within the City of York. The Crime domain has improved by 16 places since the 2015 IMD, which is a significant reduction in crime figures. Whilst the IMD shows low amounts of crime, it is important to analyse which crimes are happening within this area, something that will be focused on in the Violence section of this report.

Compared with 2015, York improved in four of the seven domains, showing significant uplift in the area. The domains in which York's ranking fell were Education Skills and Training and Health and Disability. **As will be discussed further in the document, children's education plays a significant part in the road to becoming involved in criminality and therefore must be an area which is improved before the next IMD is published.**

The Local Authorities are also sub-divided into lower tier categories, of which there are 317 nationally.

York is ranked 267 out of 317 lower tier local authority (LTLA), and so York is the 51st least deprived LTLA in England. Within the region, York is the second least deprived area, with Harrogate being the least deprived.

North Yorkshire

The overall IMD average score for North Yorkshire is 14.76; the range scoring from least deprived at 5.85 to the most deprived at 45.04. North Yorkshire is therefore ranked 125 out of 151 upper tier local authorities, meaning that North Yorkshire is the 26th least deprived UTLA in England.

Similarly, to York, the domain that North Yorkshire ranks best is crime, in which it is the 4th least deprived area out of the 151 local authorities. This shows that overall York and North Yorkshire have very low levels of crime overall, and that it is an area which is of least concern. It will be established in the Violence section of the profile, what proportion of crime is categorised as serious violence.

The domains in which North Yorkshire ranked the worst in was Barriers (68 out of 151) and Living (65 out of 151). Barriers to Housing and Services is something that North Yorkshire will be disadvantaged at due to the geographical nature of the county. There is a vast amount of small rural villages where many services are not easily accessible due to locations and transport. Living Environment deprivation is highlighted in both rural and urban areas of the county and represents the proportion of households in poor quality or without necessary functions such as central heating.

The Local Authorities are also sub-divided into lower tier categories, of which there are 317 nationally.

Within North Yorkshire, Scarborough is significantly more deprived overall than the other areas within the county. Scarborough has an IMD score of 26.28, ranking it 69 out of the 317. In comparison the next highest ranking North Yorkshire local authority is Ryedale which is ranked 200.

Scarborough ranks highly in Income, Employment, Education and Health. This indicates that Scarborough has a high amount of people experiencing low income, high levels of the population involuntary excluded from employment, a lack of educational attainment and a higher risk of premature death and people experiencing impairment of quality of life through poor physical or mental health.

It is also the highest-ranking lower tier area for Crime, however when this is compared nationally to the other 317 lower tier areas it is relatively low ranking, again showing North Yorkshires overall low levels of crime.

Richmondshire was highest ranking in the Barriers category, ranked 37 out of 317. This is representative of the rural nature of North Yorkshire which has previously been mentioned. Ryedale ranks next highest at 48. Ryedale is also the highest-ranking lower tier within the Living category at 29, followed by Craven at 34.

Employment

Nationally the unemployment rate from March to May 2023, for all aged 16+, is at 4% which has increased 0.2% from the previous quarter and is now at pre-pandemic levels.¹¹ Yorkshire and the Humber unemployment rate sat at 4.1%.

Nationally there has been an increase in the amount of people claiming either Jobseekers Allowance (JSA) or Universal Credit (UC); +6,805 for England in the 12 months before June 2023. Overall men had seen a decrease, with the number of women claiming significantly increasing.

In the year to March 2022 there were 2.47 million children (aged 0-15) in relative low-income families, and 1.89 million children in absolute low-income families across the UK. This accounts for 20% and 15% respectively.¹²

Unemployment can impact a person's living circumstances; the most extreme example is someone becoming homeless because of their financial situation. Across York and North Yorkshire in 2022/23 there were approximately 69 households in temporary accommodation. This was 0.7 per 1,000 of the population; the national average was 4.3. Half of these households had children within them.¹³

North Yorkshire

As of June 2023, 7,035 people are in receipt of either JSA or UC. This accounted for 1.9% of the population, aged 16 – 64, and showed a 235 decrease in claimants from the previous year. 54% of the claimants were male, however male claimants had seen a reduction of 310 from the previous 12 months. Female claimants had increased by 80.

In the year to March 2022 North Yorkshire had 11,555 children living in absolute low-income families; this is 12% of all children living within North Yorkshire. The national median rate sat at 15%, and so North Yorkshire had a lower than national average rate.¹⁴ Scarborough has the largest proportion with 3,007 which is 37% of the total. The lowest area total was in Richmondshire.¹⁵

In the last quarter of 2021, a total of 538 households across North Yorkshire were officially recorded as being threatened with homelessness or as homeless; although this figure sits below 1% of the population of North Yorkshire, it is a relatively economically stable county, and no households should be in a position in which the residents are at risk of homelessness.

Nearly two in four (38%) of these households were from Scarborough and one quarter (25%) from Harrogate.¹⁶

¹¹ Office for National Statistics, *Unemployment Statistical Release*, September 2023

¹² Relative low income: This refers to people living in households with income below 60% of the median in that year. Absolute low income: This refers to people living in households with income below 60% of median income in a base year, usually 2010/11. This measurement is adjusted for inflation.

¹³ City of York Council, *Homeless Households 2022/23*, September 2023

¹⁴ Department for Work & Pensions, *Children in low-income families: Area statistics 2014 to 2022*, March 2023

¹⁵ Department for Work & Pensions, *Stat-Xplore*, July 2023

¹⁶ Department for Levelling Up, Housing & Communities, *Statutory Homelessness: Detailed local authority-level tables*, September 2022

York

In York, the percentage of people aged 16 years and over who were employed sat at 52.5% as estimated in the 2021 census. This was a decrease of 3.0% since 2011.

As of June 2023, 2,270 people were in receipt of either JSA or UC; this is 2% of the working age population of York. This figure has seen a reduction of 205 from the previous year.

58% of claimants were male. Both female and male claimants had shown a reduction in numbers from the prior 12 months.¹⁷

In the year to March 2022 York had 3,283 children in absolute low-income families; this equates to 11% of the under 16 years old population of York. This has dropped by approximately 1,000 from the year previous and is 4% lower than the national average.

Those who are in employment within York will experience lower than average wage compared to the national average. Over 20% of working people in York earned less than the living wage, which places 13% of York's children in low-income families.¹⁸

Education and School Absenteeism

Systems of support are crucial to protect children from being drawn into criminality, however the involvement a child has in these systems can also expose children, rather than support them. A child's full attendance in good quality education is a significant protective factor against the risk of young people being involved in or becoming a victim of serious violence.

The drivers of violence are complex, and concern is not only for children who become offenders, but also those who become victims of violence.

'The 'term serious youth violence' implies a one-way relationship where youths commit violence, but there are children who are victims of violence and many who are experiencing violence as a victim and offender at the same time.'

Neal Hazel, Professor of Criminology and Criminal Justice, University of Salford

A recent review into child support systems shows that stigmatisation is a significant factor into a child's journey into violence. Children and young people form 'pro-social' and 'pro-offending' identities and systems can entrench or challenge this. Practitioners who label a child as 'risky' or 'offender' can influence their self-identity, having a negative impact on the child's perception

¹⁷ Office for National Statistics, *Claimant Count by Unitary and Local Authority*, July 2023

¹⁸ City of York Council, *York Joint Strategic Needs Assessment*, 2021

towards themselves and the system.¹⁹ In contrast to this, it is widely known that positive relationships with practitioners and easy access to the right support can protect against violence, and encourage healthy behaviours in young people.

National data shows a small decrease in the number of young people aged 16-24 years and not in education, employment, or training (NEET) in January to March 2023, at an estimated 770,000. This puts the current approximation of young people who were NEET at 11.3%. The decrease in numbers has been entirely driven by young men who saw a decrease of 26,000.²⁰

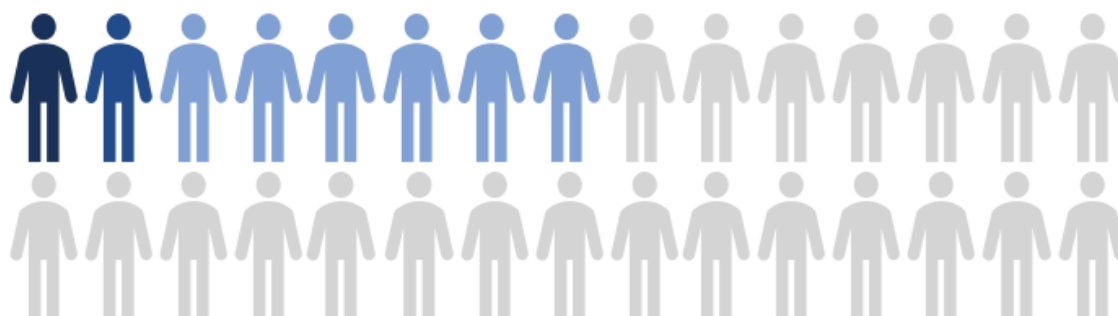
Nationally the number of pupils eligible for free school meals has continued to increase, in January 2023 over 2 million pupils were eligible for free school meals, this is 23.8% of all pupils. This has increased from 22.5% since the previous year.

Long term exclusion or absence from school and further education can become a significant factor in young people being involved in exploitation, substance misuse and violent crime. Nationally there is an average 6.9% absence rate, 2.2% of these were unauthorised absences. The unauthorised absence rates were higher in secondary schools at 3%.²¹

North Yorkshire

North Yorkshire hosts 362 state-funded schools: 300 primary, 43 secondary, 11 special, five alternative provision and three nurseries. This data is correct as of December 2022.

Roughly 82,598 children attended North Yorkshire schools, with 100 different languages spoken. 9.3% of school children are from a black and minority ethnic background which compares to a national figure of 33.7%.



North Yorkshire Safeguarding Child Partnership conducted research which highlighted that in the average North Yorkshire classroom of 30 children, by the age of 15 one would regularly smoke, one would have taken at least one drug in the last month and six would have had an alcoholic drink in the last seven days.²²

¹⁹ Department of Education, *The Role of Systems of Support in Serious Youth Violence: Evidence and gaps*, June 2023

²⁰ Office for National Statistics, *Young People Not in Education, Employment or Training*, May 2023

²¹ Department of Education, *Pupil Absence in Schools in England: Autumn and spring terms*, October 2023

²² North Yorkshire Safeguarding Children Partnership, *Being Young in North Yorkshire 2021-2024*

Levels of deprivation can have an impact on children's school journey, from lack of resources to going to school without a proper diet, which has been proven to decrease a child's ability to focus. Free school meals enable children to get the nutrients they need. Of the 83,632 pupils recorded in state schools of North Yorkshire, approximately 14,068 pupils use the free school meal scheme; this is 17% of the total.

As stated above, non-attendance at school can considerably affect a child or young person's prospects and can enable them to slip into a cycle of poor behaviour. Of the 179,122,37 sessions available to attend at North Yorkshire's schools, 11,544,84 sessions had non-authorised unattendance. This means that 1.2% of sessions had children absent without the school's consent, slightly lower than the rate within York.²³

Looking at children aged 16-17 years, 88% of children remain in full time education with only 1.9% recorded as being NEET. The remaining are enrolled in apprenticeships or other education and training programmes.

There had been 1,000 missing episodes for 391 children in 2019/2020 and estimated that 39 were at risk of child sexual exploitation and 57 at risk of child criminal exploitation.²⁴

It is vital that all children across the county have access to quality education; educational settings are where children can form good relationships with teachers and other practitioners and gain trust in support services.

As of August 2023, North Yorkshire had 18 schools which were rated as 'inadequate', which is the lowest grading given by Ofsted.

When looking at secondary schools in the same period, 18% of schools were rated as 'required improvement' or 'inadequate'. Nationally this figure sat at 19%, and so North Yorkshire is not proportionally underachieving when the comparison is made. However, as mentioned above, the impact that schools, and more significantly secondary schools, have on supporting a young person is crucial to their on-going well-being. If the overall effectiveness of a school is inadequate, then it can be assumed that the support services within the school setting are also lacking in effectiveness.

York

York has a total of 63 state-funded schools: 50 primary, nine secondary, two special, one alternative provision and one nursery. Of the 63s schools 11 (17%) were rated as outstanding and 46 (73%) good.

None of the secondary schools in York were graded as 'requires improvement' or 'inadequate'.

Of the 50 primary schools, 5 (10%) were rated as 'requires improvement', which is just above the national average however due to the small number associated with this figure it is not an accurate comparison.

²³ Department of Education, *Pupil Absence in Schools in England: Autumn and spring terms*, October 2023

²⁴ North Yorkshire Safeguarding Child Partnership, *Being Young in North Yorkshire 2021-2024*

As stated above, non-attendance at school can considerably affect a child or young person's prospects and can enable them to slip into a cycle of poor behaviour. Of the 55,627,09 sessions available to attend at York's schools, 86,234 sessions had non-authorized unattendance. This means that 1.5% of session had children absent without the school's consent.²⁵

The most recent data shows that York had 31 children aged 16-17 who were classed as NEET, which is 1% of the Year 12-13 age group. This suggests that there is not a significant problem with children within York failing to attend school long term.

Of the 21,856 pupils recorded in state schools of York, approximately 4,112 pupils use the free school meal scheme; this is 19% of the total.

The Department of Education Dashboard holds data from 3.7 million pupils aged 7-11 years from 2007 to 2013. Nationally there has been 128,300 (4%) of children cautioned or sentenced for any offence.

34,100 (1%) of these were for a serious violence offence. The peak age for a child's first offence is 15 years old, and the peak age of the first serious violence offence is 16 years old.

The below data originates from the education dashboard, specific to York and North Yorkshire.

North Yorkshire

At the end of the academic year 2020/21 North Yorkshire had 36,644 pupils: 49% female and 51% male.

Of the 36,664 pupils 1,397 (4%) had been cautioned or sentenced for an offence, with 214 (1%) being cautioned or sentenced for a serious violence offence. These figures equal the national average.

Almost half of those who had been cautioned or sentenced for a serious violence offence, had been cautioned or sentenced for a prior offence.

56% of children who were cautioned or sentenced for an offence had previously been eligible for free school meals, this percentage rises when looking at those cautioned or sentenced for a serious violence offence at 62%.

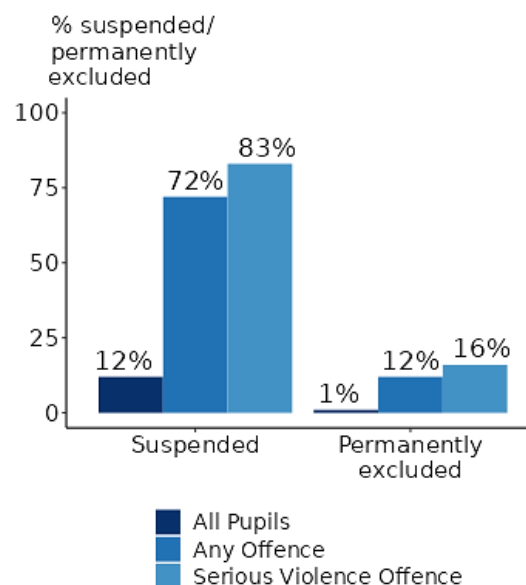
²⁵ Department of Education, *Pupil Absence in Schools in England: Autumn and spring terms, October 2023*

80% of children who were cautioned or sentenced for an offence had previously been persistently absent. This figure rises to 83% when looking at those cautioned or sentenced for a serious violence offence.

Children cautioned or sentence for any offence; 72% had previously been suspended and 12% had been excluded.

Children cautioned or sentenced for a serious violence offence; 83% had previously been suspended and 16% had been excluded.

37% of pupils who experienced their first exclusion prior to their first serious violence offence had committed this offence within two years of the exclusion.²⁶



York

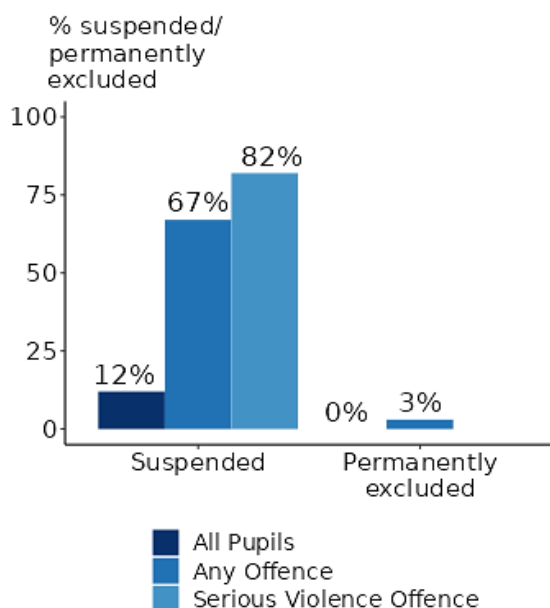
At the end of the academic year 2020/21 York had 10,017 pupils, 51% being male and 49% being female.

479 pupils (5%) were cautioned or sentenced for an offence, with 76 pupils (1%) being cautioned or sentenced for a serious violence offence. These percentages are in line with the national averages.

When looking at those who has committed a serious violence offence, 47 of the 76 had previously been cautioned or sentenced for a prior offence of any offence type; this equalled 62% which is significantly higher than the national average of 37%.

61% of children who were cautioned or sentenced for an offence had previously been eligible for free school meals; this figure highlights how multiple levels of risk can impact on one another.

²⁶ Department of Education, *Interactive Dashboard: Education, Children's Social Care and Offending*, March 2022



80% of children who were cautioned or sentenced for an offence had ever been persistently absent from school; this figure increases to 93% when looking at those cautioned or sentenced for a serious violence offence.

Children cautioned or sentence for any offence; 67% had previously been suspended.

Children cautioned or sentenced for a serious violence offence; 82% had previously been suspended and 3% had been excluded.²⁷

This exclusion rate is much lower than North Yorkshire.

It can be inferred that children who are persistently absent or have a high number of exclusions from school are far more likely to be involved in criminality from a young age and therefore should be the focus of educational interventions.

The main effort should be to keep children in the classroom or educational setting regardless of other circumstances and provide them with early intervention.

Children Looked After

The Prison Reform Trust suggests that a disproportionate number of children in custody come from a care background. Fewer than 1% of all children in England are in care, but almost half of children in secure training centres (46%) and more than half in young offender institutions (62%) have been in care.²⁸

The complex needs of children in care, and their potential living environment can result in a risk of offending and serious violence. Children can be placed in multiple households, and in areas with higher levels of criminality and deprivation.

Across England, new children's homes, and demand for these homes, continues to rise. As at March 2022 there was a 7% increase in the number of homes and a 4% increase in the number of places compared with the previous 12 months.

Out of the 12 million children living in England, just under 400,000 (3%) are known to the social care system. Just over 80,000 of these children are in care.

A total of 82,170 children looked after (CLA). This is up by 2% on the 2021 statistics. 31,010 children entered the 'looked after' category during the 12 months; this is up 9%.

²⁷ Department of Education, *Interactive Dashboard: Education, Children's Social Care and Offending*, March 2022

²⁸ Prison Reform Trust, *Bromley Briefings Summer 2023*, June 2023

The proportion of CLA experiencing high instability through at least one mid-year school move in 2022 was 8%, remaining broadly stable since 2018. The data shows that younger children aged 4 to 9 years old experience the highest educational instability, 12% compared to 8% of children aged 10 to 15 years.²⁹

Nationally, 54% of children who were cautioned or sentenced for a serious violence offence had ever been children in need, however only 5% of those in care were children who were cautioned or sentenced for a serious violence offence.³⁰

Looking at offending rates for all children (over ten years old) in care, which in 2022 was over 39,000, the proportion convicted or subject to youth cautions or youth conditional cautions during the year was 2% - the same as last year and down from 4% in 2018. In 2022 this equated to 860 children.³¹

This suggests that whilst some children in care may carry more risk and protective factors than the average child, the trend does not show that they are always more likely to be committing serious violence offences.

York

In the year to March 2023 York has 262 young people within the care system.³² Throughout the pandemic when national rates of children in care rose, York's figures remained comparatively stable, with a reduction in the most recent 12-month period.

The Department of Education has highlighted in York 63% of children in need³³, of Key Stage 4 age group, had been cautioned or sentenced for a serious violence offence.

However, only 5% of all that had ever been children in need were children who had been cautioned or sentenced for a serious violence offence.³⁴

²⁹ GOV.UK, *Children's Social Care in England 2022*, July 2022

³⁰ Department of Education, *Interactive Dashboard: Education, Children's Social Care and Offending*, 2021

³¹ Department of Education, *Children Looked After in England including Adoptions*, July 2023

³² City of York Council, *York Open Data – Number of Children in Care*, July 2023

³³ Children in need, as described by the department of education as those who are subject to different social care classifications such as a child protection plan, children looked after or under youth detention accommodation.

³⁴ Department of Education, *Interactive Dashboard: Education, Children's Social Care and Offending*, 2021

North Yorkshire

Locality	Count
Scarborough	147
Out of County	91
Harrogate	66
Hambleton	60
Selby	48
Ryedale	20
Richmondshire	17
Craven	11
Unknown	4
Total	464

As of March 2023, North Yorkshire has 464 children in care. The largest number of children are placed within Scarborough, which has 147 children located there. 91 are placed out of county.

The table shows how many children are placed within each local area.

Services have seen consistently high levels of demand across 2022/23, and this trend shows no sign of abating. Between January and March 2023 there were 1409 referrals to social services, the highest quarterly number of referrals received in at least the last seven years and is 26% higher than the same period last year.

The Department of Education has highlighted in York 58% of children in need, of Key Stage 4 age group, had been cautioned or sentenced for a serious violence offence. **However, only 4% of all that had ever been children in need were children who had been cautioned or sentenced for a serious violence offence.**³⁵

North Yorkshire No Wrong Door was established to support young people on the edge of care, to give them more stability. The intervention has seen a positive impact on reducing the number of children in care. Further details can be seen in the existing interventions section of the document.

Substance Misuse

The impact of alcohol and illicit drug use is far reaching, affecting the outcomes of individuals, family members and wider communities.

In the year to March 2023, York had 11% (155) of children in needs assessments identified alcohol misuse by a parent or other adult living with the child as an issue. Drug misuse was a factor in 10% (139) of assessments.³⁶

In North Yorkshire the numbers were higher; 17% (833) of children in needs assessments identified alcohol misuse by a parent or other adult living with them, and 14% (705) with drug misuse as a factor.³⁷

There is a substantially higher rate of hospital admissions due to substance misuse for 15–24-year-olds in North Yorkshire compared to the national average; 105 per 100,000 vs 85 per 100,000.

There is also a higher-than-average percentage of children with parents or carers in drug treatment; 18% locally vs 13% nationally.³⁸

³⁵ Department of Education, *Interactive Dashboard: Education, Children's Social Care and Offending*, 2021

³⁶ Department of Education, *Characteristics of Children in Need*, March 2023

³⁷ Department of Education, *Characteristics of Children in Need*, March 2023

³⁸ Department of Education, *Comparator Local Authorities Interactive Tool*, 2022

There are strong links between illicit drugs and health inequalities and poverty. Illicit drug misuse is a significant risk factor for a number of acute and chronic health conditions, reduced life expectancy, lower quality of life, and a range of social and economic issues such as unemployment, homelessness, exposure to criminal activity and violence.³⁹

Drugs

NHS data tells us that between April 2021 and March 2023 in York and North Yorkshire there were 337 admissions where the primary diagnosis was solely related to taking substances, other than alcohol. The age group 20-29 were responsible for the most admissions with 100 over the two years. The next being 30-39 with 69 admissions.

York had the largest proportion of patients, with 80. Scarborough was the highest within North Yorkshire with 75 admissions. Hambleton and Harrogate both had 55 admissions over the period.

Of the total admissions, 19 patients were admitted more than once due to the same condition. Unlike the trend for alcohol admissions, females had the largest proportion of incidents accounting for 54%.⁴⁰

County Lines drug dealing is a modern and competitive market, which can increase tensions between rival 'gangs' and between drug lines.

Whilst we currently have sporadic feuding between Organised Crime Groups in North Yorkshire, the level of violence is not significant.

The national picture assesses that within County lines those most at risk of violence are young cuckooing perpetrators, victims of cuckooing and adult dealers involved in dealing for county lines.⁴¹

York

Unlike the rates in alcohol dependence, drug misuse in York is well below the national average, for all types of illegal substances.⁴²

In the year to February 2023, there were 676 adults in structured treatment for drug misuse; 66% were opiate users, with the remaining being non-opiate users. Only 5% of opiate users recorded completing treatment and not re-presenting. This was higher for non-opiate users at 23%.⁴³

³⁹ North Yorkshire County Council, *Illicit Drugs Needs Assessment 2022*, December 2022

⁴⁰ NHS North Yorkshire and York, *Alcohol and Substance Hospital Admissions – Excludes Craven*, July 2023

⁴¹ NCLCC County Lines Strategic Assessment 2020-2022

⁴² Office for Health Improvement and Disparities, *National Drug Treatment Monitoring System*, August 2023

⁴³ Office for Health Improvement and Disparities, *National Drug Treatment Monitoring System*, August 2023

North Yorkshire

In the year to February 2023, there were 1,329 adults in structured treatment for drug misuse; 63% were opiate users, with the remaining being non-opiate users. A small 7% of opiate users recorded completing treatment and not re-presenting. This was higher for non-opiate users at 27%.⁴⁴

Alcohol

NHS data tells us that between April 2021 and March 2023 in York and North Yorkshire there were 9,172 patient admissions where primary or secondary diagnoses were attributed to alcohol. There was a decrease of 404 admissions from 2021/22 to 2022/23. Of the total patients 1,560 were admitted more than once due to the same set of conditions.⁴⁵

The age range of patients with the most admissions sat between 50 to 69. With the maturity of these age groups, it could suggest that these admissions are due to more serious alcohol dependencies than that of younger age groups, who are more frequently casually drinking. Men were admitted more than women; however, this was only by a small margin.

York

York had 2,855 admissions over the two-year period, showing the highest figures for all North Yorkshire and York.

Comparing York to national data, York shows higher rates of alcohol related admissions at 771 per 100,00 of the population compared to 626 per 100,00 in England in the 2021/22 year.⁴⁶

In the year to February 2023, there were 380 adults in structured treatment for alcohol misuse; 28% of people in treatment completed and did not re-present. 18% of those in treatment are parents living with children; this shows the impact that alcohol dependency can have on the wider family.⁴⁷

York's most recent drug and alcohol profile suggested that 84% of people who are alcohol dependant are not in treatment. The number of adults in active treatment has reduced year on year over the last decade; down from 813 in 2009/10.⁴⁸

The figures relate to those admitted to a ward due to conditions such as alcoholic liver disease and unintentional injuries, rather than A&E admissions and whilst these figures allow us to understand those who are struggling with alcohol daily, it however may not give us an insight into those who are committing serious violence within York and North Yorkshire.

Trends within urban areas, such as York, show that violence being committed in the night-time economy are often committed by those who are travelling into the cities and towns for the weekend, or the evening, and are abusing alcohol in a 'binge drinking' manor, causing violent behaviour.

⁴⁴ Office for Health Improvement and Disparities, *National Drug Treatment Monitoring System*, August 2023

⁴⁵ NHS North Yorkshire and York, *Alcohol and Substance Hospital Admissions – Excludes Craven*, July 2023

⁴⁶ Office for Health Improvement and Disparities, *Fingertips: Local Alcohol Profiles*, November 2023

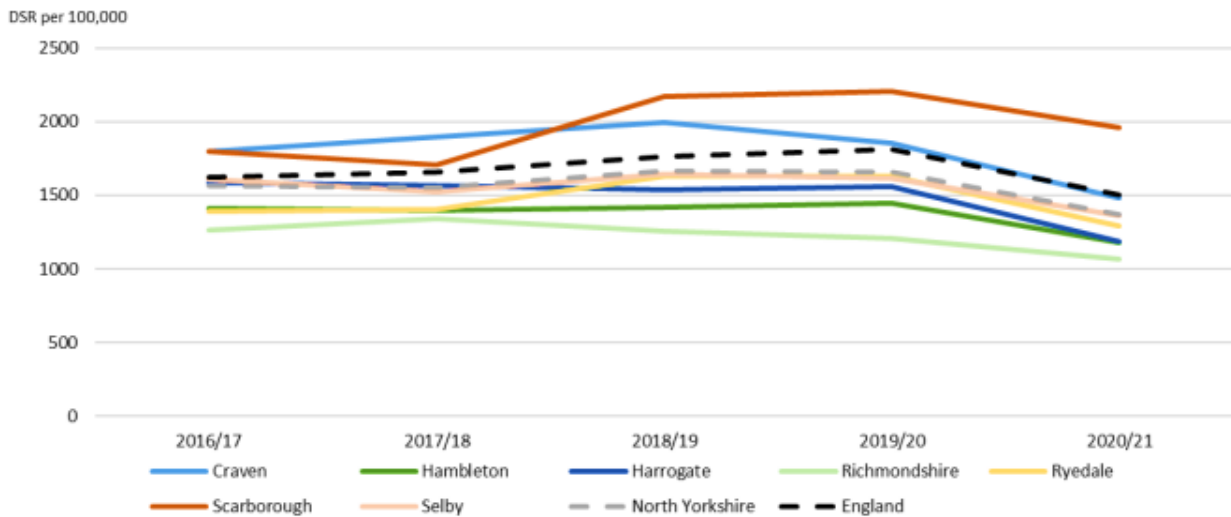
⁴⁷ Office for Health Improvement and Disparities, *National Drug Treatment Monitoring System*, August 2023

⁴⁸ City of York Council, *Drug and Alcohol Needs Assessment*, January 2022

North Yorkshire

Within North Yorkshire, the localities with the highest admissions for alcohol related conditions were Scarborough (2,855 admissions) and Harrogate (2,042 admissions), which is expected due to the more urban nature of these places.⁴⁹

In the year to February 2023, there were 1,136 adults in structured treatment for alcohol misuse; 30% of people in treatment completed and did not re-present.⁵⁰



Mental Health

The links between mental health and violent criminality is complex, and often not a focus for individual services. Nationally there are 1.7 million people in contact with mental health services at the end of May 2023.

As seen in the Poverty section of the SNA, Health is given a weighting of 13.5% in the Indices of Deprivation, relating to the populations risk of premature death or experiencing an impairment of quality of life through poor physical or mental health.

Health and Poverty can become a risk factor into criminality by forcing a situation on someone, where they feel that they need to use illegal means to support their lifestyle or families. It can often be the reason people fall into the cycle of alcohol and substance misuse.

Mental ill health and other pressure in someone's lived experience can cause people to believe that they have no further options left to them, with suicide being one of the biggest killers in the UK.

Nationally 5,583 suicides were registered in 2021, 6.9% higher than in 2020. Yorkshire and the Humber recorded 12.3 deaths per 100,000 people which is higher than the national average of 10.7 per 100,000.⁵¹

⁴⁹ NHS North Yorkshire and York, *Alcohol and Substance Hospital Admissions – Excludes Craven*, July 2023

⁵⁰ Office for Health Improvement and Disparities, *National Drug Treatment Monitoring System*, August 2023

⁵¹ Office for National Statistics, *Suicides in England and Wales 2021*, September 2022

North Yorkshire

The percentage of people reporting depression or anxiety in North Yorkshire is 13%, slightly lower than the national average at 14%. Scarborough has a higher rate at 16%.

While there is not a direct link between mental health and serious violence, it is widely accepted that mental health can lead to substance abuse and as discussed above this can become a risk to being involved in criminality.

Despite there being a rise in suicides nationally, North Yorkshire has seen a decrease in recorded deaths. In 2021 there were 45 suicide deaths, a decrease of 24 from 2020. Scarborough and Harrogate had the highest rates with 11 and 10 respectively, however this is expected due to being larger, more urban areas. All areas in North Yorkshire saw a decrease in suicide deaths in 2021.⁵²

York

In 2021, 48.5% of residents described their health as 'very good'. This had increased slightly since the previous census.⁵³ Despite this York has a higher proportion of residents who were admitted to hospital because of self-harm injuries than the national average. The rates were particularly high for those aged 10-24./.⁵⁴

Similarly, to North Yorkshire and against the trend nationally, York has seen a decrease in suicide death rates. In 2021 there were 20 deaths, down from 29 in 2020.

Despite seeing a decrease in numbers, local analysis shows that there is over-representation from those living in more deprived areas. The number of suicides per 100,00 of population is 90 in the most deprived quintile in York, compared to 49 in the least deprived.

Violence Against Women and Girls

Violence Against Women and Girls (VAWG) is a term used to describe a wide range of harms which affect women and girls disproportionately. It is clear to say that anyone can be affected by violence, however the offences included in the VAWG definitions are those in which women and girls are overrepresented in victim numbers.

Offences included in the definition are sexual offences, stalking, domestic abuse, honour-based abuse, and revenge porn. These are just a few examples of the types of crimes disproportionately experienced by women and girls. The offenders of these crimes can be partners, children, acquaintances or strangers and victims can be from all backgrounds, age, sexualities, and race.

The scale and prevalence have been brought to the forefront of the nation's attention in recent years, and to support this the government, in 2021/22, pledged to provide £151 million for victim and witness support services.

⁵² City of York Council, *Self-Harm and Suicide Rates*, September 2023

⁵³ Office for National Statistics, *Census 2021 – How York has Changed*, January 2023

⁵⁴ City of York Council, *York Health and Wellbeing*, June 2022

Nationally there has been an increase in reports of coercive and controlling behaviour; 41,626 offences in the year to March 2022 compared to 33,954 and 24,856 during the previous two years.⁵⁵ This trend is also followed in York and North Yorkshire. The year ending March 2022 recorded 653 offences, with a rise to 700 offences in the year ending March 2023.⁵⁶

The increase in offences may be due to a wider understanding of this aspect of domestic abuse since it was included in the official domestic abuse definition.

Women are more likely to experience some form of misogyny, with Women's Aid 2022 found that 93.7% of all women had experienced street harassment, including whistling, leering and sexually explicit language. Behaviour that impacted the victims' long-term actions such as avoiding areas and not going out alone.⁵⁷

Behaviours such as these are also moving online, with social platforms such as Instagram and TikTok being used to promote hatred towards women and spread derogatory language and attitudes.

The SafeLives review in 2022/23 highlighted that in York and North Yorkshire an estimated 118,000 adult victims have experienced domestic abuse at any point; 79,000 (67%) of these are estimated to be female. This shows the extent that women as victims are outnumbered within the domestic abuse landscape and demonstrates the need for a focus on VAWG offences.

North Yorkshire

In North Yorkshire 62,000 adult females are estimated to have experienced domestic abuse at some point since the age of 16; this equates to 20% of North Yorkshire's female population. 17,000 or 5% of these victims will have experienced this abuse in the last year.

SafeLives has conducted research that shows that double the number of victims who are visible to services, were non-visible.⁵⁸

York

In York an estimated 17,000 adult females are estimated to have experienced domestic abuse at some point since the age of 16; this equates to 16% of York's female population. A lower proportion than that of North Yorkshire. 4,500 or 4% of these victims will have experienced abuse within the last year.

SafeLives research has concluded that in York there is double the number of victims who are visible to services, who are non-visible.⁵⁹

⁵⁵ Office for National Statistics, *Domestic Abuse Prevalence and Trends*, November 2022

⁵⁶ North Yorkshire Police, *Police Recorded Data*, March 2023

⁵⁷ Women's Aid, *The Domestic Abuse Report*, 2021

⁵⁸ SaveLives, *North Yorkshire and City of York: Public Health Approach to Ending Domestic Abuse*, July 2023

⁵⁹ SaveLives, *North Yorkshire and City of York: Public Health Approach to Ending Domestic Abuse*, July 2023

The high number of non-visible victims in York and North Yorkshire highlights the need for further support in these areas to give women and girls the confidence and space to come forward and report these crimes.

North Yorkshire & York VAWG Strategy

The strategy has been established to strengthen the multi-agency approach to VAWG, enhance support services, increase public confidence and trust in Police and to enable continuous feedback and lived experiences from those within North Yorkshire and York.

To support the strategy an online survey was conducted, 84% being completed by female participants. 34% of respondents were aware of the VAWG Strategy prior to completing the survey.

Of the 80% of victims who did share their experience, only 43% of told the Police. Trust in the Police needs to be improved throughout North Yorkshire and York to support victims in being able to comfortably report offences, which will increase the ability to direct victims to the support they require.

Those who didn't tell anyone, reasons included: embarrassment, financial implications, fear of not being believed and fear of consequences at work.

Those that did tell the Police found that 'good responses' were experiences when they were taken seriously, follow up contact and support was given, and reports were responded to quickly. These qualities in policing need to be standard practice to ensure victims can be heard and believed.

Trauma awareness should begin with the Police and extend across the criminal justice system and support services throughout North Yorkshire and York. This requires more understanding and further training for those in a public facing role.

What works:

29% of those who had experienced some form of VAWG had received support from support services or agencies, with positive experiences including: being listened to, offered protective equipment and realisation that they weren't only and that the behaviour wasn't normal.

A progress report completed June 2023 found that 12% more referrals were being made to victim's services and for those who access services, 154% more were reporting positive outcomes.

Further training has resulted in 116 stalking champions; 1,000 North Yorkshire Police employees trained to spot domestic abuse and 187 night-time economy workers received vulnerability training.

Youth Offending

Youth services have seen consistently high levels of demand across 2022/23, and this shows no sign of abating.

It is widely accepted that children and young people who experience violence themselves as victims, are more at risk of becoming the offender of a violent offence.

Between January and March 2023, the number of violent offences in York and North Yorkshire, where a child was the victim remains high, with 747 offences recorded during the quarter.

For the full year, the rate of violent offences against children was 238 per 10,000 population. This is significantly higher than the rate of 207 per 10,000 in the same period last year.⁶⁰

The proportion of children aged 10-17 years who enter the criminal justice system for the first time, to March 2022, is higher in North Yorkshire; 150 per 100,000 vs 123 per 100,000 in York.

The National average was 144 per 100,000 of the 10–17-year-old population and so North Yorkshire is showing a higher-than-average rate.⁶¹

The Youth Outcome Panel has been operating since 2017 and is used to consider the most appropriate disposal for children and young people who have committed a criminal offence. The panel aim to ensure disposals are:

- Proportionate to the crime committed.
- Effective in reducing first time entrants to the criminal justice system.
- Effective in reducing the risk of further offending.

The data below refers to referrals to the YOP between January 2021 to December 2022.

The panel sat on 27 occasions in 2021, relating to 195 referrals and 25 occasions during 2022 relating to 179 referrals.

There have been no significant changes over recent years to the age of children and young people being referred to the panel. Relatively few pre-teens are referred to the panel; only 7% in 2022.

Locality	10-17 Population	Population Percentage	Referral Percentage
Craven	4,729	6.6%	5.1%
Hambleton	7,361	10.3%	6.8%
Harrogate	12,753	23.4%	15.9%
Richmond	4,171	5.8%	8.0%
Ryedale	4,615	6.5%	2.8%
Scarborough	8,921	12.5%	21.0%
Selby	8,360	11.7%	10.8%
York	16,539	23.2%	29.5%

⁶⁰ North Yorkshire Council, *NYSCP Performance Report Q4 2022_23*, August 2023

⁶¹ Office for National Statistics, *First Time Entrants into the Criminal Justice System: year ending March 2022*, August 2022

In the 2022 cohort 14-year-olds made up the highest number of referrals in the York cohort: 34% of all referrals. Within North Yorkshire 14-year-olds made up only 17%, with 16-year-olds being the age with the most referrals.

The percentage of referrals dealt with outside of the formal criminal justice system, for York and North Yorkshire, increased significantly from 48% to 72% between the two periods. The increase is primarily due to the implementation of the Outcome 22 with its use increasing from 1% in 2021 to 28% in 2022.

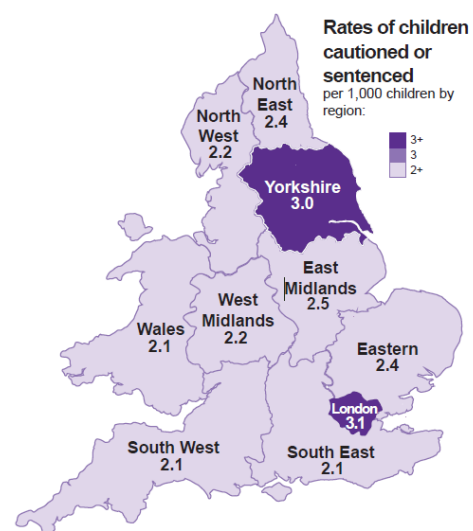
Outcome 22 was introduced in response to recommendations in the Lammy Report. It is a Police outcome that can be used when the police decide to defer prosecution until a child or young person has been given the opportunity to engage with an intervention activity, which is aimed at keeping them out of the criminal justice system.

In line with the increased use of Outcome 22, Youth Cautions or Youth Conditional Cautions have decreased from 96 in 2021 to 43 in 2022.

The graphic shows rates of children cautioned or sentenced in the year ending March 2022.

As shown on the map, Yorkshire has the second highest offending rates nationally with 3 in 1,000.

Although this doesn't represent the rates in North Yorkshire, it does show that North Yorkshire borders areas with high rates of criminality which can spill over the border and influence crimes involving young people such as County Lines and weapon possession.



York

In 2021 York had 23% of referrals, and 29% in 2022.

The percentage of young people referred, when broken down to locality level, highlights significant differences between York and North Yorkshire's local areas.

In both 2021 and 2022 York had a higher percentage of referrals than their relative percentage of the 10 – 17-year-old population. York is overrepresented by 27%, however Scarborough shows a higher percentage than York.

The percentage of females represented in the YOP is also on the increase in York, increasing from 19% in 2021 to 36% in 2022. When looking at First Time Entrant data, females in the 2022 York and North Yorkshire cohort is significantly higher than that in the national average.

94% of the primary offences being committed by females related to Violence Against the Person; for males this was much lower at 33%. Whilst males are attributed to a much wider range of offences, these can also be more serious than their female counterparts.

The themes shown above have also been highlighted in recent North Yorkshire cohorts with offences being committed against known peers or emergency workers. This is a theme that has been highlighted in recent years and should be an area that is focused on in ongoing work.

North Yorkshire

In 2021 North Yorkshire had 77% of referrals, and 71% in 2022. These percentages are relative to the amount of 10 – 17-year-olds represented in North Yorkshire.

The percentage of young people referred, when broken down to local level, highlights significant differences between York and North Yorkshire. In both 2021 and 2022 Scarborough had a higher percentage of referrals than their relative percentage of the 10 – 17-year-old population. Scarborough is overrepresented by 68% and remains the highest overrepresented locality, however referrals have decreased from 26% to 21%.

Richmondshire is the only other locality in either year where this is also the case; 2022 saw an overrepresentation of 37%.

Similarly, to York, North Yorkshire had a higher than usual rate of females being referred in 2022 at 37%. Again, these referrals can be linked to Violence Against the Person offences.

The significance overrepresentation of Scarborough can be linked to the deprivation levels found within this locality. The IMD 2019 shows that Scarborough has nine Lower Support Output Areas (LSOAs) in the most deprived 10% nationally. North Yorkshire had only a further two LSOAs within this deprivation scale; these were in Harrogate and Selby.

Since the inception of the panel in May 2017, North Yorkshire has seen 29 children or young persons who have been re-referred to the panel. This means that 24% of initial referrals, have had cause to be re-referred to the panel. 12% were re-referred within 12 months.

Violence Profile

York and North Yorkshire, in the year to March 2023, has seen a total of 7,396 serious violence offences. Overall, violent offences have decreased by a small 3% compared with the previous year.

Violence against the Person had an offence rate of 35 per 1,000 of the population for England; in Comparison York and North Yorkshire had a rate of 25 per 1,000. Regionally the average was a higher 46 per 1,000, mostly influenced by West Yorkshire which had a significantly higher rate of criminality.

Offence Category	2021/22	2022/23	Difference	% Difference
Arson	42	26	-16	-38%
Homicide	10	5	-5	-50%
Serious Sexual Offences	655	664	9	1%
Possession of Weapons	297	375	78	26%
Rape	473	482	9	2%
Violence with Injury	6,153	5,844	-309	-5%
Total	7,630	7,396	-234	-3%

Homicide offences halved from ten to five in 2022/23. Violence with injury offences also decreased by 309, a 5% reduction. **More notably weapon possession offences have increased over the year by 26%; 297 to 375.**

It could be inferred that an increase in possession of weapon offences, due to the result of proactive policing, has influenced the reduction in homicide and violence with injury offences. **Identifying those in possession of weapons is a key factor in preventing serious criminality.**

Violence with Injury

Violence with Injury⁶² had an offence rate of 8.5 per 1,000 of the population in York and North Yorkshire; this is lower than the national average rate at 9.6. The regional average was 11.7 per 1,000; all other counties in the region had a rate of over 12 per 1,000.

Overall, Violence with Injury has seen a 5% decrease in offences in 2022/23, including the more serious offences of Wounding or inflicting GBH and Wounding with intent to do GBH which saw 45 less crimes than the year previous. Attempted murder saw an increase of nine offences from two to 11 incidents, however homicides decreased from ten offences to five.

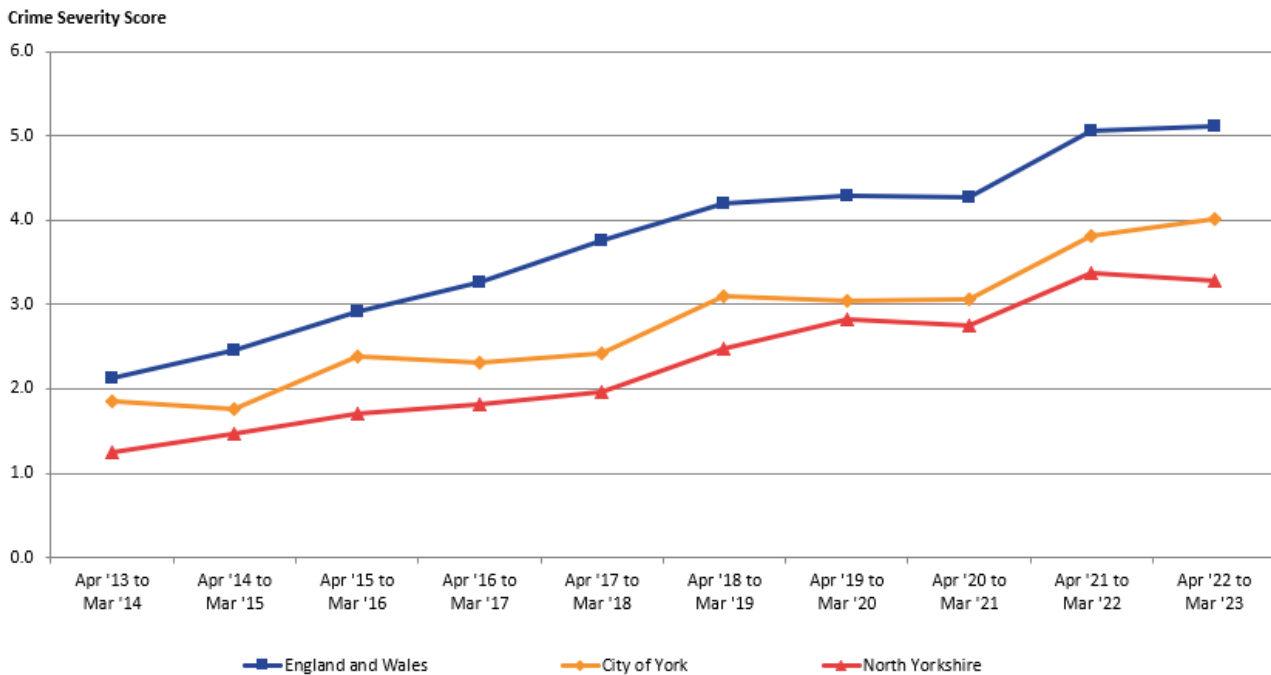
Of the violence with injury offences, for York and North Yorkshire, 194 included the use of a knife; this makes up 3% of the offences.

Not all offences are equal in terms of harm, and so crime numbers are not a true reflection of the scale of harm caused. The ONS has developed the Crime Severity Score (CSS) which

⁶² Please note that the following Violence against the Person offences have been excluded from the data set – Owner in charge of a dog out of control, Care worker neglect, Ill treatment and neglect and Dangerous driving offences

uses police recorded data and custody, community order or fine rate to calculate a severity weighting.

The graph shows the CSS levels, comparing York, North Yorkshire, and England & Wales. As can be seen, both York and North Yorkshire have much lower crime severity levels. York and North Yorkshire follow similar trends to one another; however, York has seen consistently higher levels of offences and severe crimes.



Homicide

Although homicide offences have shown a 50% decrease, the small numbers of crimes have a large impact on percentage change. Of the five homicides in 2022/23, one was murder and the other four were recorded as manslaughter.

As noted above there was an increase in attempted murders from two offences to 11, which equates to a 450% increase but again this is not likely to be an accurate representation of the changing levels in violence. However, we can use these offences as near misses and they should be highlighted as a possible trend in potential homicide incidents.

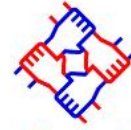
North Yorkshire had three offences: one murder and two manslaughters. The murder offence involved a knife, and victim and offender were known to one another.

York had two offences which were both classified as manslaughter, both occurring within the ward of Guildhall.

All offenders were male, ranging from the age of 16 to 57. Victims were mostly male, with one female. The pattern of ages reflects that of the offenders.

Two offences (one in York and one in Scarborough) were caused by a single punch incident. Many incidents like this one are influenced by alcohol and drugs, occurring within the night-time economy.

The charity One Punch UK is supporting the 'Punched Out Cold' campaign, which aims to prevent tragic deaths resulting from momentary acts of violence.



One Punch UK
One Punch Can Kill
Awareness - Education - Support

Through the summer the campaign was targeted at men aged 18 to 35 at pubs, gyms and sporting clubs urging people to "stop, think and walk away".

This has further been rolled out in secondary schools, with education and awareness seen as key factors in positively changing behaviour, helping young people make safer choices both now and in years to come.

A further campaign was run throughout the Christmas period in York and Scarborough, supported by North Yorkshire Police: 'Punched Out Cold' campaign heads to York and Scarborough | North Yorkshire Police.

Grievous Bodily Harm

Grievous Bodily Harm (GBH) offences were slightly lower this year than the same period last year; 434 offences to 389 which is a 10% decrease.

Locality	2021/22	Domestic	% Domestic	2022/23	Domestic	% Domestic
Craven	14	4	29%	21	7	33%
Hambleton	26	8	30%	39	9	23%
Harrogate	71	17	24%	54	9	17%
Richmondshire	21	4	19%	15	4	27%
Ryedale	18	1	6%	17	6	35%
Scarborough	89	27	30%	90	23	26%
Selby	49	12	24%	33	10	30%
York	146	25	17%	120	22	18%
Total	434	98	23%	389	90	23%

Of the 389 offences 23% were classed as domestic offences, this proportion is equal to the same period last year showing that serious domestic abuse has not reduced.

41% of offences had alcohol as a factor in the offence, with a large proportion of these occurring within the night-time economy. Of the 161 alcohol related offences 91% occurred between the evening and overnight hours of 18:00 - 23:59 and 00:00 – 05:59.^{63 64}

⁶³ Time periods: Morning 06:00 – 11:59, Afternoon 12:00 – 17:59, Evening 18:00 – 23:59, Overnight 00:00 – 05:59

⁶⁴ Please be aware that due to inaccurate recording, many crimes are recorded with a start time of 00:00 rather than the correct time being manually selected by the recording officer. This results in crimes being placed within the 'overnight' time frame, concluding in an overrepresentation of this period.

Saturday was the most at risk day, with a significantly higher number of offences; followed by Sunday and Friday. This is expected, as it is known that the use of alcohol in public spaces usually occurs during the weekend, which is a major factor in larger amounts of serious violence.

North Yorkshire

North Yorkshire had 269 GBH offences in 2022/23. 68 (25%) of these offences were domestic related incidents.

50% of North Yorkshire's GBH offences involved substances; 43% of offences were affected by alcohol and 7% had drugs as a contributing factor.⁶⁵ Linked to this, Saturday had the largest proportion of offences with a significant 30% of offending. As noted above, Friday and Sundays also had high levels of offences.

Where it is recorded, 48 occurrences had 'bladed implement' recorded as the weapon used; 112 had no weapon used. However, due to recording limitations it is unclear exactly what the bladed implements were and cannot be used as a reflection of knife possession offences.

The most at risk time periods are evening and overnight, however when the proportion of incorrectly recorded crimes are deducted from the total, evening is the period with the largest proportion of crimes at 36%; this is the same proportion as York.

The most at risk wards were highlighted as Castle (33 offences, Scarborough) Selby South (13, Selby) and Low Harrogate (13, Harrogate).

When domestic offences are excluded, the most frequent recorded relationship between victim and offender is acquaintance (42%) followed by stranger (31%). Domestic offences will be further discussed later in the violence profile.

GBH victims were mostly 25-34 years and 35-44 years making up 47% of the total; 9% were under the age of 18 years old. When the focus is on Saturday offences, there are more 18–24-year-olds present in the results. 69% of victims were male.

13% of offenders were under the age of 18, however the majority was made up of 25–34-year-olds. The number of crimes committed per age starts to increase significantly from the age of 14, which might highlight a tipping point in which young people are becoming involved in serious violence. Male offenders outweighed females at 82%.

York

York had 120 GBH offences in 2022/23. 22 (18%) of these were domestic related offences. 45% of York's GBH offences involved substances; 37% had alcohol listed as an influence, and 8% affected by drugs.

The most at risk wards within York were Guildhall (39), Westfield (16) and Micklegate (13).

Where it is recorded, 23 offences had 'bladed implement' recorded as the weapon used; there was no standout area in which offences involving a bladed implement occurred.

⁶⁵ Please be aware that one crime could have a qualifier for domestic, alcohol and drugs and so some crimes may feature in more than one percentage factor.

In line with the findings for North Yorkshire, Saturday had the highest level of offending with 25% of York's GBH offences; followed by Sunday with 18%.

The most at risk time periods are evening and overnight, however when the proportion of incorrectly recorded crimes are deducted from the total, evening is the period with the largest proportion of crimes at 36%; this is the same proportion as North Yorkshire.

When looking at the crimes in which alcohol is listed as a factor, the evening period remains the most at risk time of the day. Domestic incidents were evenly spread throughout the day; the hour of 19:00 – 19:59 had the most offences, however this was a small number.

When domestic offences are excluded, the most frequent recorded relationship between victim and offender is acquaintance (38%) followed by stranger (33%). Domestic offences will be further discussed later in the violence profile.

GBH victims in York were evenly distributed throughout the age groups, with no clear trend forming. 66% of victims were male.

Offenders in York followed a similar pattern to victims, 18–25-year-olds showed a slight majority however this was by a small amount. Males made up 81% of all offenders.

York has a well-known night-time economy, which attracts many visitors from outside the region. 20% of GBH offenders in York were linked to a home address outside of the county.

When looking at weekend days only, the percentage sat at 16%. For both the weekdays and weekends the younger age groups made up the larger percentage of offenders.

This could suggest that some of the travelling offenders could be attributed to students with a different home address or visitors of York's student residents.

Violence with Injury (excluding GBH)

Violence with injury offences for 2022/23, excluding GBH, has seen a decrease of 5% compared to the previous period.

Locality	Administering Poison	Actual Bodily Harm	Attempted Murder	Non-fatal Strangulation	Total	Total per 1,000
Craven	10	202		16	228	4.1
Hambleton	9	407		28	444	4.8
Harrogate	21	819	4	45	889	5.4
Richmondshire	7	258		13	278	5.5
Ryedale	5	217		12	234	4.2
Scarborough	18	1,225	1	66	1,310	12
Selby	6	457	1	17	481	5.2
York	78	1,424	5	84	1,591	7.8
Grand Total	154	5,009	11	281	5,455	6.6

This was most significantly impacted by a 10% decrease in Actual Bodily Harm (ABH) offences, and an increase in Non-Fatal Strangulation offences.

Non-fatal strangulation was introduced as a criminal offence in June 2022 and is a well-known feature of domestic abuse, used to increase fear in victims and increase injury severity with little to no visible signs.

The inclusion of this crime will spread further knowledge about the different aspects of domestic abuse and increase reporting on these crimes. As seen from the data above, many incidents have already been reported and this is expected to increase in the years to come.

Further analysis will be included in the Domestic Abuse section.

When the figures are looked at without the inclusion of non-fatal strangulation, lower-level violence with injury has seen a 10% decrease.

As the table shows, Scarborough had the highest rate of offences by a significant amount at 12 per 1,000 of the population.

York was second highest at a rate of 7.8; this was largely impacted by the high number of York's Administering Poison offences which can be attributed to the night-time economy and student population.

North Yorkshire

North Yorkshire had 3,864 lower-level violent offences during 2022/23. Of these offences 1,472 (38%) were classed as domestic incidents; this is 15% higher than the proportion of GBH offences.

One clear reason for the larger proportion of domestic incidents within this category is the inclusion of the crime type 'non-fatal strangulation and suffocation'.

The localities with the largest proportion of offences are Scarborough and Harrogate; when domestic abuse offences are excluded these areas remain the most at risk.

Alcohol was listed as a factor in 1,253 offences (32%).

21% of victims were under the age of 18, a higher proportion than York. Most victims were in the 25–34-year age group, however 35–44-year-olds were almost the same proportion.

North Yorkshire also had a higher percentage of under 18-year-old offenders; 15%. 25–34-year-olds were the majority by a large proportion. As expected, most offenders were male accounting for 76% of the total; however, this was lower than York and lower than the trend for most other crime types.

York

York had 1,591 lower-level violent offences during 2022/23. Of these 501 (31%) were classed as domestic; this is a 7% decrease compared to North Yorkshire and could suggest that the county experiences a more significant domestic abuse issue due to the rural location.

York has a large amount of the administering poison offences, due to hosting a significant night-time economy which increase the 'spiking' offences which are reported, mostly from the city's late-night bars and clubs. Victims of these crimes were mostly aged 18-20 years old and female.

16% of victims were under the age of 18, the majority were aged 18-24 years old at 21%.

Males made up 80% of all offenders, and the largest age group was 25-34-year-olds; under 18s made up 11% with numbers increasing from the age of 15.

Weapon Enabled Violence

In the year 2021/22, looking at a wider range of crime types, North Yorkshire and York had a total of 324 serious offences which included the use of a knife or a bladed implement. During 2022/23 this number had decreased to 289 offences.

Offence Category	2021/22	2022/23	Difference	% Difference
Assault with Injury	224	194	-30	-13%
Attempted Murder	3	6	3	100%
Homicide	6	1	-5	-83%
Rape	4	6	2	50%
Robbery	65	61	-4	-6%
Sexual Assault	1	2	1	100%
Threats to Kill	21	19	-2	-10%
Total	324	289	-35	-11%

Nationally over the past decade there has been a steady increase of weapon enabled violence year on year, this is no different for York and North Yorkshire. **Weapon enabled offences has increased 232% over the previous 10 years.**

In the year to March 2013 there was 87 weapon enabled offences, within five years this had increased to 189 offences, and within another five years, to March 2023 a total of 289 knife enabled offences were recorded.

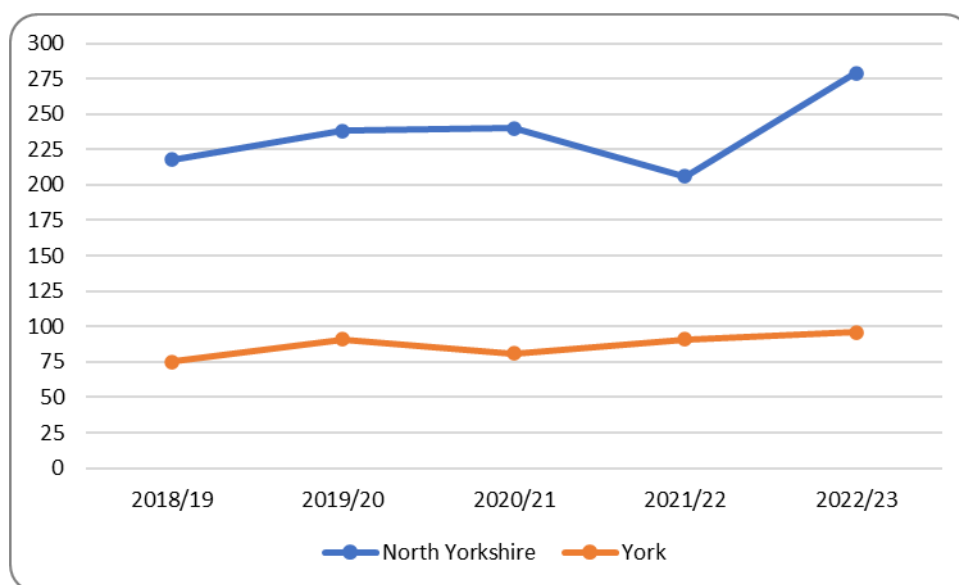
This 232% increase, from 2013 to 2023, is significantly higher than the national and regional average. Nationally the increase sat at 7%, and regionally 93% however this was largely influenced by our inflation, for example South Yorkshire saw an overall increase of 95% for the 10-year period.

Despite our increase over the previous ten years, York and North Yorkshire had a rate of 35 offences per 100,000 of the population in the year to March 2023. The national rate in 2023 was 87 offences per 100,000 of the population.

York and North Yorkshire had the lowest rate of offences across all of England and Wales. Whilst this is positive, knife enabled offences will remain a focus of the serious violence strategy as we look to reduce the number of offences year on year.

Possession of Weapons

Possession of weapons has seen the most significant increase; 78 more offences which is a 26% rise. Most of the increase in offences can be attributed to North Yorkshire, rather than York.



The national average increase was 17% for the year to March 2023. While the increase over the last year was sitting well above the national average, York and North Yorkshire still have a lower rate of weapon possession than the national average.

Nationally possession of weapons offences sits at a rate of 1 per 1,000 of the population. York and North Yorkshire recorded a rate of 0.5 per 1,000 of the population.

This is an unusually sharp increase for a 12-month period, however with more time and focus placed on knife-crime proactive policing, it is expected that there will be an increase due to operational activity.

Notably, **possession of weapon offences had a much younger offender age group;** 18% were under the age of 18.

It is known that York and North Yorkshire does not have a possession of firearms risk within its borders; this is evidenced in the small numbers of possession offences recorded for the year, and findings in the 2022 SOCLP which told us that the threat of firearms is a perceived threat, with intelligence showing potential access to firearms as opposed to the use of them.⁶⁶

⁶⁶ North Yorkshire Police, *Serious Organised Crime Local Profile*, September 2022

North Yorkshire

North Yorkshire had a total of 279 weapon possession offences in the year ending March 2023, this is an increase of 73 offences, which equates to a 35% increase.

Scarborough had the largest increase of 34%, totalling 106 offences in 2022/23. Castle had the most offences with 24, however this was a decrease on the previous year of 3. Falsgrave Park recorded the largest increase year on year with +8 offences.

Richmond and Ryedale were the only areas with a decrease in figures compared to the previous year.

Scarborough is a high priority area for weapon possession offences. There were ten specific locations which had repeat offences.

For Scarborough specifically, Saturday had the largest proportion of offences with 20%. When looking at the period of offences on a Saturday there is no period with a significantly higher amount and so all hours of the day are at risk.

North Yorkshire had 13 incidents relating to the possession of a firearm, with some of the incidents being more serious in nature than those in York. There is a direct link between rural communities and the risk of illegal firearm ownership or use. It is common that those working in an agricultural setting often have shotguns, which can be used for intimidation or are at risk of being stolen for use in other crimes.

Of the 279 total crimes, 19 offences occurred within a school or further educational setting. Eight offences occurred in Scarborough, and seven in Harrogate; within these offences there were three educational settings which had more than one offence during the period.

Afternoon and evening had an equally high number of offences, and Friday through to Monday all had a large proportion of incidents.

Offenders were notably younger than that of other crimes; 19% were under 18 years old and 24% were aged 18-24 years. Male offenders considerably outweighed female offenders totalling 91%.

York

York had a total of 96 weapon possession offences, with a small increase of 5%. Statistically this is significantly less than the 35% increase seen within North Yorkshire.

There were five incidents which related to the ownership of a firearm; however, these were all low-level offences relating to the use of an airsoft or imitation firearm in which no harm was caused.

Guildhall had the highest number of offences, 19% of the total, however Clifton and Westfield saw the greatest increase in offences with a 66% increase (+6 offences).

In comparison to North Yorkshire where offences were concentrated around the weekend, offences in York were more evenly distributed throughout the week, with the peak day being Thursday. Saturday had the lowest volume of incidents.

The hour of the day with the largest proportion of offences was 16:00 – 16:59, however there is no pattern to these offences. All other periods of the day had a similar number of occurrences.

Although there were fewer offenders for York, the majority age group remained 18–24-year-olds at 24%, the same proportion as North Yorkshire. Males made up 88% of the offending group.

Rape

York and North Yorkshire had a total of 482 rape offences during the 2022/23 period.

This is a slight increase of 2% on the previous year.

Locality	2021/22	2022/23	% Difference
Craven	21	34	62%
Hambleton	26	28	7%
Harrogate	80	74	-8%
Richmondshire	23	20	-13%
Ryedale	29	33	14%
Scarborough	83	121	46%
Selby	49	35	-28%
York	162	137	-15%
Total	473	482	2%

North Yorkshire

North Yorkshire had a total of 345 rape offences in 2022/23: an increase of 11% on the previous year. Scarborough had an offence rate of 1.1 per 1,000 of the population; the only locality that had a rate over 0.6 per 1,000.

21% of occurrences related to an offence against a child aged 16 and under, the majority having a female as the victim.

The wards with the largest proportion of offences were Castle, North Bay and Ramshill. As expected, the days with most occurrences were Friday and Saturday.

37% of offences were domestic related; this is notably higher than the rate in York and when compared to serious sexual assaults. 21% were noted as being alcohol related.

In line with a higher rate of domestic related incidents, 40% of victim to offender relationships were recorded as 'partner' or 'ex-partner', the second highest category remained at 'acquaintance' with 31%.

Of the 174 offenders identified 172 of them were male; the majority age group were 25–34-year-olds.

York

York had a total of 137 rape offences during 2022/23, which is a decrease of 15% on the previous year. The offence rate sat at 0.6 per 1,000 of the population.

15% of offences had a child aged 16 or under as the victim, with most victims being female.

29% of offences were domestic related, notably higher than the proportion of sexual assaults which was 14%. Acquaintance and stranger remain the largest categories in the victim and offender relationships.

The wards with the highest rate of offending were Micklegate, Guildhall and Westfield, and as expected the day with the most occurrences was Saturday.

Of the 54 offenders identified, all of them were male. Offender age profiles were more evenly spread than North Yorkshire, with a slight increase between the ages of 18- to 30-year-olds.

Victims were mostly 18–25-year-olds; 23% were under the age of 18. 63% of victims were female.

Serious Sexual Offences

Locality	2021/22	2022/23	% Difference
Craven	29	28	-3%
Hambleton	66	55	-16%
Harrogate	108	105	-2%
Richmondshire	34	36	5%
Ryedale	33	44	33%
Scarborough	137	136	-1%
Selby	52	47	-10%
York	196	213	9%
Total	655	664	1%

Nationally, sexual offences had a crime rate of 3 per 1,000 of the population in the year to March 2023.

York and North Yorkshire had the same rate of criminality; regionally it was slightly higher at 4 per 1,000.

York and North Yorkshire had a total of 664 serious sexual offences in 2022/23, this is a small increase of 1.3%.

North Yorkshire

North Yorkshire had a total of 451 serious sexual offences. Scarborough had the highest rate of criminality at 1.2 per 1,000 of the population. All other areas had an average rate of 0.5 per 1,000.

The offence with the highest rate of criminality was 'sexual assault on a female' accounting for 66% of offences, followed by 'assault on female by penetration' and 'sexual assault on female child under 13. This highlights the high levels of risk for female victims compared to their male counterparts.

14% of offences were domestic related, the same proportion as York. 18% were flagged as being alcohol related, a lower proportion than York.

Friday had the highest offending rates, followed by Thursday and Saturday. The afternoon period of 12:00 to 17:59 had the most offences occur; again, it can be noted that results were inaccurate as 223 crimes were recorded as having a 00:00 start time.

Of the 123 offenders identified, 116 of them were male. The largest proportion of offenders were aged 25–34-year-olds making up 24% of the total.

50% of victim to offender relationships were recorded as 'acquaintance', followed by 22% as 'stranger'.

A large 41% of victims were under 18 years old, this was the largest age group by a significant margin and shows how vulnerable young people are within this crime type. 83% of victims were female.

This clearly shows the demographic as older males offending against younger females.

York

York had a total of 213 serious sexual offences; the rate of serious sexual offences per 1,000 of the population was 1.0, slightly lower than Scarborough which had the highest rate.

14% of offences were flagged as domestic related, and 26% were flagged as alcohol related. Those that were alcohol related mostly occurred late evening and overnight which shows a link to the night-time economy.

Saturday had the highest offending rate, followed by Wednesday which may be influenced by the student population within York; Wednesday being a popular night to attend social events.

York followed the trend having almost all offences relating to the assault of a female rather than a male victim. Victim to offender relationship was mostly 'acquaintance' at 46%, followed by 25% being recorded as 'stranger'.

Offenders were mostly 18–24-year-olds, the same as victims. Males made up 94% of the total.

80% of victims were female, with a majority age group of 18–24-year-olds. This age group may reflect the impact that the university and night-time economy has on the landscape, when compared to the offending in North Yorkshire.

Arson

There was a small number of arson - endangering life incidents; 26 offences for the year to March 2023, down from 42 offences the year previous for York and North Yorkshire.

15 offences were in North Yorkshire, and 11 within York. Harrogate had the most offences within the county of North Yorkshire.

Where the information was recorded, only one of the incidents during 2022/23 resulted in an injury, the majority caused more financial problems to the victim rather than physical.

Most cases were suspected to be caused by an unknown offender, and so there is risk involved that these crimes can be random and unexpected, however due to the low-level nature of these incidents they can be deemed a low-risk problem in York and North Yorkshire.

Domestic Abuse

Nationally domestic abuse incidents have been increasing over time; a 14% uplift in crimes since March 2020, and large increase in sexual offences flagged as domestic abuse-related with a 32% increase between March 2020 and March 2023.⁶⁷

The two years to March 2023 there were 17,204 domestic incidents reported to North Yorkshire Police. 1,437 of these were historic incidents.

Despite the increases seen nationally, York and North Yorkshire have seen decreases in every locality, with a notable 13% decrease in the past year.

The table below shows the crime rate per 1,000 of the population for each locality, in relation to their population sizes.

Locality	2021/22	2022/23	Difference	% Difference	Rate per 1,000
Craven	378	377	-1	0%	6.8
Hambleton	680	632	-48	-7%	6.9
Harrogate	1,316	1,167	-149	-11%	7.1
Richmondshire	416	384	-32	-8%	7.7
Ryedale	472	355	-117	-25%	6.4
Scarborough	1,885	1,710	-175	-9%	15.7
Selby	989	798	-191	-19%	8.6
York	2,288	1,893	-395	-17%	9.3
Total	8,436	7,331	-1,105	-13%	8.9

The average rate of domestic incidents for York and North Yorkshire for 2022/23 was 8.9 per 1,000 of the population. This number was largely influenced by the high number of offences within Scarborough.

As previously noted, there has been a significant increase of 'non-fatal strangulation' offences, due to the introduction of the official offence type. As shown above, domestic offences have reduced despite this increase.

'Non-fatal strangulation' would previously have been recorded as a 'common assault' offence; such offences saw an 8% decrease in 2022/23, this is equivalent to a difference of 196 crimes. 'Non-fatal strangulation' had an additional 203 offences in 2022/23.

⁶⁷ ONS, *Crimes in England and Wales: year ending March 2023*, July 2023

North Yorkshire

North Yorkshire had a total of 5,423 domestic abuse crimes in the year to March 2023.

The locality with the highest number of offences, and the highest rate of crime per 1,000 of the population was Scarborough. The rate of criminality is significantly higher than any other area within North Yorkshire.

Selby also has a high rate of offences; Selby's population size is comparable to Hambleton's however the rate of criminality was 1.7 higher.

The highest offending wards were Castle, Eastfield, Selby South, Selby North, and North Bay which together accounted for 15% of North Yorkshires offences.

The crimes with the largest proportion of offences are Common Assault and ABH with 53% of the total. This shows that the physical nature of domestic abuse is at the forefront of this crime type, and repeat victims are always at risk of some level of physical violence, alongside the psychological abuse that is also inflicted by the offender.

Offending such as common assault is common in domestic incidents as offenders follow a trend of frequent violence, with little to no injury so the offences go unnoticed by those outside the relationship. When injury type was recorded the most common answer was 'emotional' which accounted for 35% of the responses.

Although offending was high during any day of the week, Saturday and Sunday had slightly higher levels of incidents. This may be linked to higher rates of alcohol and drug usage on these days expected from more social activities on the weekend.

Offences that have been flagged as having alcohol as a contributing factor are highest on the weekend, having more than double the number of crimes occur than on the days Monday to Thursday.

The highest levels of offending were recorded as happening overnight between 00:00 and 05:59, however 1,896 crimes were recorded as having a start time of 00:00 which is not proportionate and suggests incorrect recording. When these times are excluded from analysis, the evening period of 18:00 to 23:59 has the largest proportion of incidents at 26%. The number of incidents increases as the hours of the day get later.

Scarborough has been highlighted as a high priority locality for domestic abuse offending. As noted above, it hosts three of the top five most at-risk ward areas – Castle, Eastfield, and North Bay.

Common Assault, ABH and Stalking were the most common offences accounting for 20% of all offences. Although this reflects a violent aspect of domestic abuse, with many resulting in injury and mental stress for the victim, the more serious offences have a much lower rate of criminality.

The impact on victims is therefore not the extreme injuries associated with serious violence, it is the repeated low-level violence that many victims experience on a weekly or daily basis. It is also expected that due to such a high number of offences, many victims will be under reporting these offences.

This is reflected in the recording of the injury to the victim, with the highest injury being reported as 'emotional'.

10% of all offences within Scarborough were flagged as having alcohol as a contributing factor; 6% had mental health as an aspect of incident. These may be related to either offender or the victim.

Saturday had the highest levels of offending; however, this was not by a significant amount. Monday was the only day in which crime levels were below 200.

Offending is highest during the hours of 21:00 to 23:59, with high levels beginning at 17:00 which could be linked to the hours of the day in which partners, or families are brought together within the home.

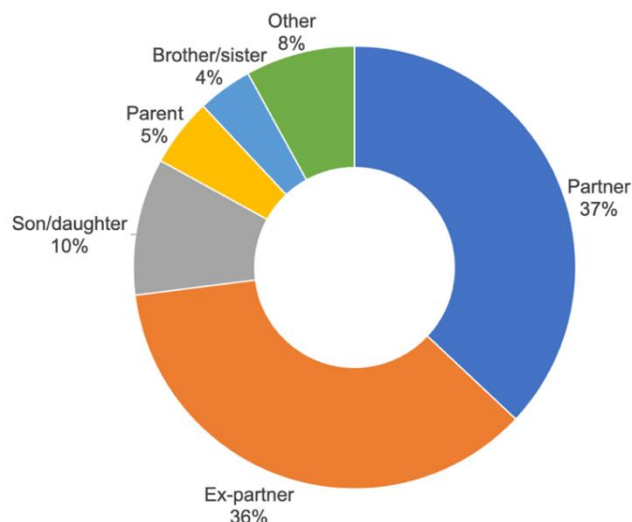
Victims & Offenders

Victims were largely female, accounting for 68% of the total. 137 victims were under the age of 18, however the most at risk age was 25 – 34 years old, closely followed by 35- to 44-year-olds.

Offenders were mostly male; 70%. Similarly, to victims, the age group with the most offenders was 25 – 34-year-olds. Compared to the 137 victims under the age of 18, there were 223 offenders under 18 years old which may reflect a child on parent violence problem.

The most common relationship between victims and offenders was 'partners' at 37%; followed by 'ex-partner' with 36% of the total reflecting a complicated situation for the victim who is trying to remove themselves from the offending partner.

10% of offences involved 'son/daughter', 5% a 'parent' and 4% 'brother/sister'.



York

York had a total of 1,893 domestic abuse crimes in the year to March 2023. York had the second highest rate of criminality in North Yorkshire at 9.3 per 1,000 of the population.

The highest offending wards were Guildhall, Westfield, and Clifton. This is an expected result as high levels of population density, deprivation and criminality is common within these localities.

Following the trend of North Yorkshire, the crimes with the largest proportion of offences are Common Assault, ABH and Stalking with 61% of the total. This shows the physical nature of abuse victims in York are experiencing, but also shows a more unknown side of domestic incidents in stalking, that can inflict more psychological trauma on the victim.

As noted above, many incidents result in low-level or no injury however victims experience psychological trauma from many different offences. When injury type was recorded the most common answer was 'emotional' which accounted for 34% of the responses.

Offending is more evenly spread throughout the week in York; Sunday had the highest number of offences at 328 however, all days recorded more than 220 offences. The most at risk time of the day remains the evening period, with the most offences occurring during the hour of 21:00.

Victims & Offenders

Victims were largely female, accounting for 71% of the total. 48 victims were under the age of 18, however the most at risk age was 25 – 34 years old.

Offenders were mostly male; 68%. Similarly, to victims, the age group with the most offenders was 25 – 34-year-olds.

Domestic incidents can also be common between family members; child on parent violence can be a common problem, often influenced by undiagnosed mental health problems or issues surrounding behaviour at school or through peer groups. 10% of crimes involved a 'son/daughter', 5% 'parent' and 5% 'brother/sister'.

37% of offences occurred between 'partners', however 38% of incidents were between 'ex-partners' which highlights that despite victims attempting to distance themselves from the offender, abuse can be on-going. This may be one reason why victims struggle to report crimes or move away from these violent relationships.

North Yorkshire Police has recently won recognition for their ground-breaking **Project Shield**, a domestic abuse non-molestation order pilot.

Project Shield developed a new approach to ensure vital information about victims' non-molestation orders were easily accessible to safeguarding professionals and police officers across the country.

The pilot has meant more protection for survivors and victims of domestic abuse, more effective early intervention and prevention and enabled efficient partnership working.

Stalking

There has been a total of 973 stalking incidents in the year to March 2023.

Locality	Domestic	Non-Domestic
Craven	42	7
Hambleton	69	8
Harrogate	135	14
Richmondshire	60	4
Ryedale	37	11
Scarborough	192	23
Selby	101	9
York	231	30
Total	867	106

The localities with the highest rate of offences per 1,000 of the population are: Scarborough with a rate of 1.9, York at 1.2, Richmondshire at 1.2 and Selby at 1.1.

867 of the 973 offences were domestic incidents; this is 89% of the total. 106 offences were therefore classed as non-domestic stalking.

120 offences were recorded as 'stalking involving serious alarm/distress' and 39 were recorded as 'stalking involving fear of violence'.

When domestic incidents are excluded, 47 were non-domestic 'stalking involving serious alarm/distress' and four were non-domestic 'stalking involving fear of violence'.

Of the 973 total crimes, 84% were offences committed by an ex-partner of the victim.

Of the 106 non-domestic incidents 51% were committed by an acquaintance, and 25% were committed by a person unknown to the victim.

Victims were mostly female at 76%, with a majority age of 25-34 years. 40 victims were under the age 18 years old.

Offenders also had a majority age group of 25-34 years and were largely male which is the expected trend.

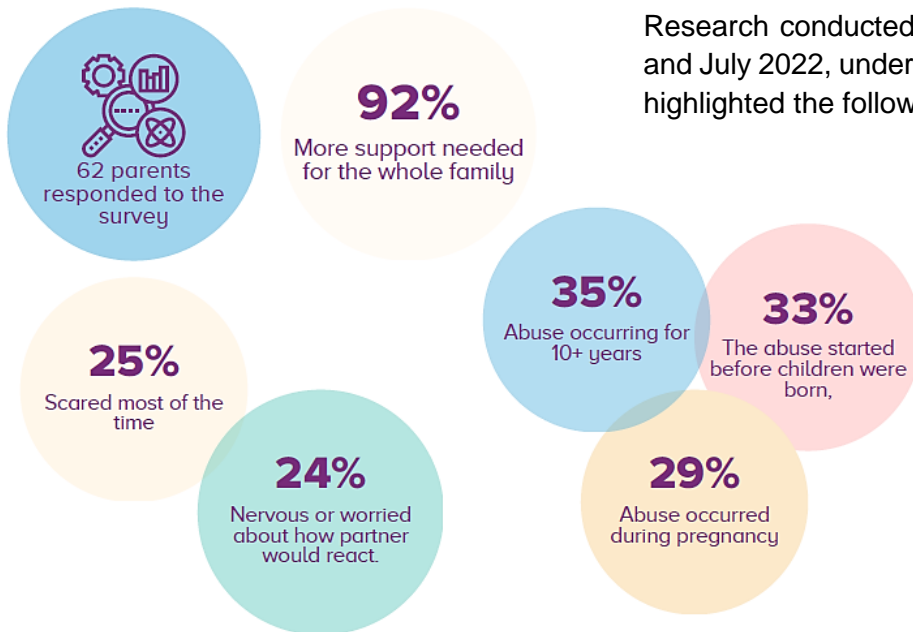
Due to the low numbers of non-domestic incidents, which are classed as the most serious types of stalking, and the low numbers of stranger stalking incidents, it can be concluded that non-domestic stalking is not a significant threat for York and North Yorkshire, in terms of volume.

Existing Interventions

This section provides a snapshot of some of the best practice within York and North Yorkshire to show the range of existing interventions and their impact.

Domestic Abuse Whole Family Approach

DAWFA is an innovative intervention that works with both the family and partners to deliver effective support, keeping families safe and breaking the cycle of abuse. A multi-agency approach has been used to provide a case-based approach to develop strong partnerships. Practitioners work collaboratively with adult and child services with an emphasis on prevention and early intervention.



The research highlighted gaps in the way in which domestic abuse identification and support was being provided. It found that domestic abuse needs to be identified sooner to enable early intervention, language needs to be domestic abuse informed, children should have age-appropriate support, support should be consistent, and finally that perpetrators must be held to account.

DAWFA began in July 2021 in York as a pilot, and following the success the support was rolled out to the whole county of North Yorkshire in April 2022.

Impact to March 2023:



Youth Commission

The North Yorkshire Youth Commission (NYYC) was established in 2015 and aims to enable young people 10/25 to inform decisions about policing and crime prevention in North Yorkshire.



A key part of NYYC's role is to gather the views of young people across the county through peer-to-peer research in the form of the 'Big Conversation'. This peer-led research provides a safe environment for young people to talk about relevant issues.

The latest report produced is made up of extensive research from over **1,400 young people** across North Yorkshire between March 2022 and January 2023.

Not only does the commission collect this important research, but it provides training for those young people involved in the project, such as interview techniques and how to create the tools used for the research collection.

The NYYC also enables strong partnership working, creating relationships, and actively promoting the commission. From this the commission have been able to engage in local events, review online products aimed at young people and create resources in collaboration with other partners.

In line with the Youth Commission's aim to inform policy, the North Yorkshire and York Serious Violence Local Partnership has worked in conjunction with NYYC to review the Serious Violence Strategy Interventions.

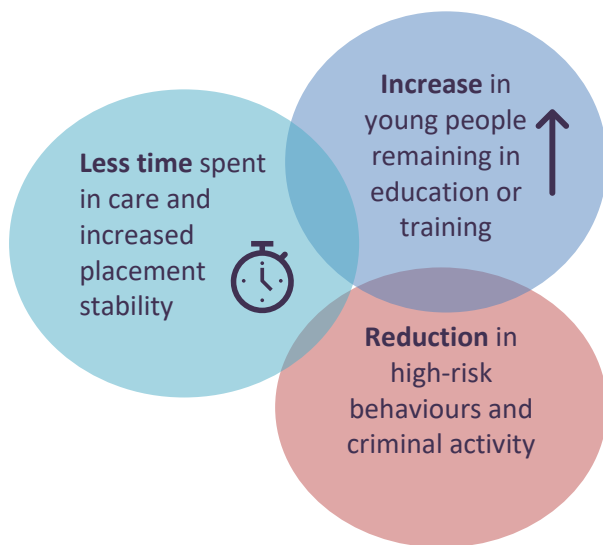
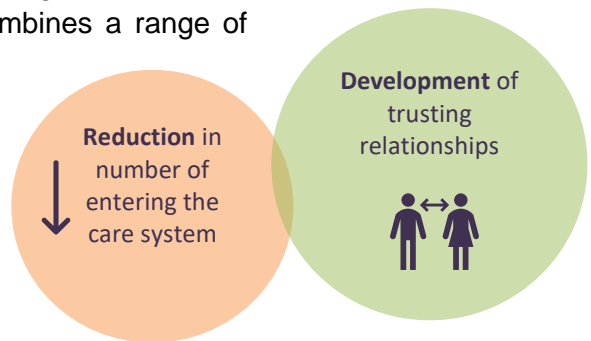
The thoughts of young people are crucial to understanding one of our key groups and will enable us to further enhance our support in a way that will benefit the most.

This working relationship will continue and will be further used to review our interventions following the launch of the Strategy.

No Wrong Door

NWD is an integrated service and approach to supporting adolescents in or on the edge of the care system. The model combines a range of services and support options, with a team of specialists working together through a shared practice framework.

The goal is to reduce the number of young people coming into care, and to find permanence in a family setting through long-term foster care, reunification with their families or independence.



At the heart of the approach is the key workers relationship with the young person, basing the plan of support around the young person's needs and aspirations.

Fifty percent of young people with an NWD worker said they would go to them first in a time of crisis.⁶⁸

⁶⁸ Social Care Institute for Excellence, *Strengthening Families, Protecting Children*, February 2022