

Report of the Director of Environment and Housing

Report to the Executive Board

Date: 23rd September 2015

Subject: Draft Safer Leeds Strategy 2015-16

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. As the city's Community Safety Partnership, the Safer Leeds Executive has a statutory requirement to prepare and implement a local Crime and Disorder Reduction Strategy, referred to locally as the 'Safer Leeds Strategy' (appendix 1). This strategy also forms part of the council's budget and policy framework, and will be submitted to full council on 11th November 2015.
2. The overarching outcome that the Partnership seeks to achieve is that:

People in Leeds are safe and feel safe in their homes, in the streets and the places they go.
3. Following the introduction of Police and Crime Commissioners in November 2012, local Crime and Disorder Reduction Strategies are required to have regard to the objectives set out in the Police and Crime Plan for the wider police area. The first West Yorkshire Police and Crime Plan 2013-2018 was published in March 2013, and was subsequently updated in 2014.
4. The Environment and Housing Scrutiny Board, considered the strategy on 21st June, and it was then agreed by the Safer Leeds Executive on the 30th June 2015. The views of both these groups have been included in the attached version of the strategy where applicable.
5. The strategy sets out three shared priorities that the partnership will focus on over the forthcoming year. These are:

- Promoting Community Tolerance and Respect
- Keeping People Safe from Harm
- Protecting the Rights of Citizens

Recommendations

6. Executive Board is asked to consider and support the draft Safer Leeds Strategy, as the city's Crime and Disorder Strategy for 2015-16, prior to its submission to full Council for approval on 11th November 2015.

1. Purpose of this report

- 1.1 For the Council's Executive Board to consider and support the draft Safer Leeds Strategy 2015-2016, prior to being submitted for approval by Full Council on 11th November 2015.

2 Background information

- 2.1 The Police Reform and Social Responsibility Act 2011 replaced Police Authorities with Police and Crime Commissioners (PCCs), and introduced Police and Crime Panels (PCPs) to scrutinise the decisions and actions of the PCCs and assist them in carrying out their functions.
- 2.2 In November 2012, Mark Burns-Williamson was elected as the first West Yorkshire Police and Crime Commissioner and will hold office to May 2016. He published his first five year Police and Crime Plan in March 2013.
- 2.3 Community Safety Partnerships have a statutory requirement to prepare and implement a local Crime and Disorder Reduction Strategy every 3 years. In doing so, these local strategies are expected to have regard to the objectives set out in the Commissioner's Police and Crime Plan.
- 2.4 Safer Leeds is a long standing partnership body with statutory representation from Council, Police, the National Probation Service, Community Rehabilitation Company, Health, Fire and the Clinical Commissioning Groups. The partnership is augmented by the representatives from the voluntary sector, prison service and a wide range of Council Services.
- 2.5 Since 2011 the partnership has focused much of its efforts on reducing domestic burglary, which was significantly higher in Leeds than in other comparable cities, and on combating anti-social behaviour, which was of great public concern.
- 2.6 The partnership has successfully delivered against both of these ambitions to date. In 2011 there were almost 9000 burglary dwellings recorded in Leeds. In both 2014 and 2015 there were less than 5000 offences recorded per year, a sustained reduction of over 45%. In addition, user satisfaction rates for the Leeds Anti-Social Behaviour Team (LASBT) are currently running at 94%.
- 2.7 Whilst these issues continue to be priorities for the partnership, over the past 18 months there has been a shift towards the Safeguarding agenda, with a particular emphasis on reducing repeat domestic violence/abuse incidents for victims and offenders, protecting vulnerable children and adults from exploitation and improving support for victims and offenders with mental health needs. The strategy seeks to provide a high level outline of how the partnership will work together to address these important issue, amongst others, over the next 12 months.

3 Main issues

- 3.1 Local Crime and Disorder Reduction Strategies are expected to have regard to the objectives set out in the wider Police and Crime Plan produced by the PCC.

- 3.2 The West Yorkshire Police and Crime Plan 2013-2018 was published on 27th March 2013, the plan was later updated in March 2014. An annual report was published on 2nd September 2015, outlining how the PCC and his District partners have delivered against the Police and Crime Plan.
- 3.3 The local Crime and Disorder Reduction Strategy, also forms part of the council's budget and policy framework. As such, the draft Safer Leeds Strategy 2015-16 is due to be submitted to full Council for approval on 11th November 2015.
- 3.4 The plan has been developed using intelligence provided in the Leeds Joint Strategic Assessment (JSA) 2015/16, and in consultation with the Safer Leeds Executive, the city's statutory Community Safety Partnership.
- 3.5 Furthermore, the Environment and Housing Scrutiny Board discussed the draft plan at their meeting on the 21st June. The Board were supportive of the Strategy and asked for background plans to be provided at their October meeting where a discussion on Community Safety priorities will take place. The West Yorkshire Police and Crime Commissioner has been asked to attend this meeting to be part of the discussion.
- 3.6 The strategy has been developed in conjunction with representatives of both the Adults and Children's Safeguarding Boards and the Health and Wellbeing Board, who sit on the Safer Leeds Executive. There are particularly strong connections with regard to tackling domestic abuse, child sexual exploitation and the drug and alcohol agendas. Cross representation will ensure that the city develops a coherent and complementary package of measures across all three boards.
- 3.7 Improving road safety and the reduction of road collisions and injuries has an important contribution to make towards the Best City ambitions of the Council, its partners and communities in providing for safe, sustainable and healthy travel. There are well established delivery arrangements with key partners in Leeds and through the West Yorkshire Safer Roads Partnership. There is a commitment to reducing road injuries in line with Local Transport Plan objectives and targets and through co-ordinated programmes of road safety engineering and across a range of education, promotion and enforcement activities. Nevertheless, although total road injuries are at historically low levels, the number of killed and serious injuries has declined very little over the last five years and indeed increased significantly in 2014.
- 3.8 It is acknowledged that in many respects the key to successfully tackling the challenge of improving road safety lies with local communities and in this regard developing the collaboration with the Safer Leeds Partnership has an important place in the strategy for reducing road traffic collisions, as does the support for better road safety given by the Police and Crime Commissioner. Visible and effective roads policing has a key role to play and, alongside the Police and Crime Plan, our action plans will need to build on the integration of partner activities and collaboration with the Police to achieve our shared ambitions for safer roads in the city.

3.9 Safer Leeds Priorities – 2015/16

- 3.9.1 During 2015/16, the Safer Leeds Executive has agreed to focus activity on the following priorities. Details of the issues and key actions are set out in the accompanying plan.

3.10 Promoting Community Tolerance and Respect

3.10.1 Prevent nuisance and anti-social behaviour - ASB and Noise Nuisance continues to be a significant concern to local communities. Utilising the multi-agency approach that has been developed through the Leeds Anti-Social behaviour Team (LASBT), Safer Leeds continues to work in partnership to promote the benefits of good citizenship and positive relationships through its work with local communities. LASBT will continue to use a full range of preventative, supportive and enforcement measures under the new anti-social behaviour legislation to protect and safeguard the vulnerable and bring positive changes to the lives of those engaging in anti-social activities.

3.10.2 Reduce the aggravating effects of alcohol and drugs on crime and anti-social behaviour - A comprehensive review of drug and alcohol interventions, which involved Safer Leeds partners, resulted in the launch of the Forward Leeds service on 1 July 2015. This integrated drug and alcohol service for adults, children and young people, with an increased emphasis on recovery and prevention, aims to increase the number of people who choose not to misuse drugs and/or alcohol thereby reducing the number of people, in particular families and children, who are affected by substance misuse or experience crime and disorder related to it. Non-dependent alcohol, prescription/OTC and NPS misuse will be tackled through interventions targeting schools, the night time economy and other relevant settings.

3.10.3 Reduce the occurrence and impact of Hate Crime - LASBT has continued to raise awareness of the reporting arrangements in operation across the city developing new reporting routes for schools to raise concerns and request support. A wide range of partners across Leeds continue to work together to reduce repeat victimisation and improve community relations.

3.11 Keeping People Safe from Harm

3.11.1 Prevent domestic violence & abuse for those at risk – This is the top priority for the Safer Leeds Executive for 2015/16. The Domestic Violence Breakthrough project has galvanised significant activity to provide more effective responses to victims and perpetrators of domestic violence. The development of the multi-agency Front Door Safeguarding Hub has significantly improved the timeliness and co-ordination of interventions to high risk victims and perpetrators. The next stages of this work will concentrate on consolidating and building on this initiative to improve responses to all victims of domestic violence and increase our capacity to deliver effective interventions to perpetrators / instigators of domestic violence.

3.11.2 Protect children and adults from sexual exploitation - There has been an increase in the number of young people identified as at risk of, or experiencing Child Sexual Exploitation (CSE), which highlights the commitment of all agencies to safeguard children and young people in Leeds from being sexually exploited, and whilst progress has been achieved, it is vital that this is maintained and built upon. Understanding and responding to the complexities of this type of child sexual abuse requires all partner agencies to regularly review and adapt strategic and operational multi-agency responses further assist the safeguard children and young people from the risk of sexual exploitation, whilst also improving the partnership understanding of the problem profiles in relation to areas of concern, ('hotspots') perpetrators, and children at risk of, or experiencing sexual exploitation.

3.11.3 Provide appropriate support for victims and offenders with mental health needs – Public Health currently commission services with Foundation and Home Group that provide housing related support for offenders with mental health problems, as well as some other housing related support provision for this client group. Offenders may access these services, depending on their need and requirements. In respect of non-housing related support for offenders with mental health problems, this may be accessed through primary care or wider community services. The Drug Intervention Programme (DIP) /Integrated Offender Management (IOM) service based at Mabgate Mills will refer offenders into these services where needed or requested. There has been ongoing work to improve pathways into these services.

3.11.4 The strategy will also support the Council's commitment to deliver against the Crisis Care Concordat, a national agreement between services and agencies involved in the care and support of people in crisis, which sets out how organisations will work together better to make sure that people get the help they need when they are having a mental health crisis. Initiatives include; Mental Health Outreach Nurses who work with the Police to provide the assessment and care for people who might have otherwise been sent to police custody, targeted training and awareness around suicide risks and the development of a crisis assessment centre.

3.12 Protect Property and the Rights of Citizens

3.12.1 Break cycles of reoffending - Tackling drug related crime remains a priority for the Police and Crime Commissioner (PCC) and the City, however, significant changes in patterns of offending and substance misuse make it difficult for the DIP/IOM services to respond effectively – for example, around the increase in alcohol related crime, domestic violence and nuisance/ anti-social behaviour. Therefore, a review of the DIP/IOM service now provides an opportunity to refocus and improve DIP/IOM arrangements to ensure a more integrated and flexible approach. This contributes towards city priorities around reducing offending and anti-social behaviour linked to drug and alcohol misuse. By ensuring early intervention and access to treatment and recovery support for people coming through the criminal justice system, wider health and social care outcomes will also be improved, including reoffending rates.

3.12.2 Early identification of those at risk of becoming involved in criminality – This priority aims to ensure the early identification of those children and young people and families most at risk of becoming involved in criminality so that they can be provided with multi-agency support, to positively influence their lives and divert them from an offending lifestyle. The Youth Offending Service will refresh the city wide youth crime prevention strategy over the course of the next year to ensure that there is a whole partnership approach to this agenda.

3.12.3 Prevent victimisation from acquisitive crime - Continue to prioritise acquisitive crime prevention and detection through effective use of intelligence and properly coordinated resource deployment to mitigate threats posed. Tactical and investigative activity will maintain focus on key offenders and localities of concern, managed through regular tasking meetings to ensure the most appropriate resources are utilised.

4. Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Key partners such as West Yorkshire Police, Probation, Youth Offending Service and Criminal Justice service partners have contributed and commented on the draft Safer Leeds Strategy 2015-2016 through the Safer Leeds Executive.
- 4.1.2 The Environment and Housing Scrutiny Board have commented on the strategy at the meeting on 21st June 2015. A further Community Safety focused meeting is planned for later in the year.
- 4.1.3 Intelligence collated from residents accessing services delivered by Community Safety, such as the Leeds Anti-Social Behaviour Team, have been used to inform the contents of the plan.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 The draft Safer Leeds Strategy 2015-2016 makes reference to the Safer Leeds Partnership's commitment to serve all members of its communities effectively and acknowledges that all of its actions and plans should give due regard to implications for different groups and sections of the community.
- 4.2.2 A key aim of the strategy is to work closely with harder to reach groups, and in particular to improve hate crime reporting and domestic violence and abuse related incidents both of which are under reported.
- 4.2.3 The Equality, Diversity, Cohesion and Integration Screening document is attached to this report.

4.3 City Priorities & Best Council Plan

- 4.3.1 The draft Safer Leeds Strategy 2015-2016 sets out the city's approach to reduce crime and disorder and deliver the partnerships ambition to be "the best city in the UK with the best community safety partnership and services." Linked to this, particular consideration is also given to the relevant priorities set out in the plans of other priority Boards, such as the Children & Families Board and the Health and Wellbeing Board.
- 4.3.2 The report also supports the delivery of Objective 1: 'Supporting communities and tackling poverty', from the Best Council Plan by helping to prevent residents from entering the Criminal Justice System and helping those that have, be rehabilitated and become members of mainstream society. The strategy also seeks to provide support to the victims of crime by providing a range of support and advice services.
- 4.3.3 The Safer Leeds Executive also has a statutory requirement to produce an annual Joint Strategic Assessment (JSA) to assess the scale and nature of crime and disorder in the city and to identify medium to long term issues affecting community safety. Such intelligence has therefore been used to inform the delivery plans that underpin the overarching Safer Leeds Strategy.

4.3.4 Representatives of both the Adults and Childrens Safeguard Boards and the Health and Wellbeing Board, sit on the Safer Leeds Executive, and as the strategy has been developed work as taken place to ensure that the Safer Leeds Strategy links in to key priorities for each Board.

4.3.5 The work of the Safer Leeds Executive links in to the city wide priority; for Leeds to be the best city in the UK with the best community safety partnership and services. The desired outcome of the Executive is that; People in Leeds are safe and feel safe in their homes in the streets, and the places they go.

4.4 Resources and Value for Money

4.4.1 In total, £2.5m has been allocated to the West Yorkshire Police and Crime Commissioner Community Safety Fund for 2015/16. Accountability for the delivery of PPC funds, sits with the Safer Leeds Executive who seek to ensure value for money and excellence in service delivery.

4.4.2 PCC funding has been allocated against the following Safer Leeds priorities:

- Reducing Domestic Burglary
- Reducing Domestic Violence and Abuse – work with Victims and Perpetrators
- Drug and Alcohol Rehabilitation programmes and Integrated Offender Management
- Support to Young People already in the Criminal Justice System (CJS), or at risk of entering the CJS
- Providing extra capacity to support intelligence products to inform the deployment of resources
- Contribution to Police Community support Officers

4.5 Legal Implications, Access to Information and Call In

4.5.1 This report does not contain any exempt or confidential information. The report is ineligible for Call In, as the Executive and Decision Making Procedure Rules state: 'The power to call in decisions does not extend to decisions made in accordance with the Budget and Policy Framework Procedure Rules'. This is one such decision.

4.6 Risk Management

4.6.1 National changes to government legislation, governing the way in which offenders are managed on their release from prison, will bring challenges and opportunities for the city. Safer Leeds Partners will continue to discuss potential risks and identify ways of working together to mitigate these.

4.6.2 There are significant risks associated with budget reductions beyond the current financial year. Work is taking place with partners to better understand what the implications and risks associated with budget reductions on the partnerships endeavours to deliver against it shared priorities.

5. Conclusions

- 5.1 As the city's Community Safety Partnership, the Safer Leeds Executive has a statutory requirement to prepare and implement a local Crime and Disorder Reduction Strategy, referred to locally as the 'Safer Leeds Strategy'.
- 5.2 Following the introduction of Police and Crime Commissioners in November 2012, local Crime and Disorder Reduction Strategies are expected to have regard to the objectives set out in the Police and Crime Plan for the wider police area. In March 2013, the West Yorkshire Police and Crime Commissioner published the West Yorkshire Police and Crime Plan 2013-2018.
- 5.3 The Safer Leeds Executive agreed the draft Safer Leeds Strategy at its meeting on 30th June 2015. Furthermore, the Environment and Housing Scrutiny Board were offered the opportunity to comment on the strategy at their June meeting.
- 5.4 As this Strategy also forms part of the Council's budget and policy framework, it will be submitted to full Council for approval on 11th November 2015, subject to consideration and support by the Executive Board.

6. Recommendations

- 6.1 Executive Board is asked to consider and support the draft Safer Leeds Strategy, as the city's Crime and Disorder Strategy for 2015-16, prior to its submission to full Council for approval on 11th November 2015.

7. Background documents¹

- 7.1 none

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.