

Report of : Director of Environments and Neighbourhoods

Report to: Executive Board

Date: 7 March 2012

Subject: Reducing Reported Domestic Burglary in Leeds - Update

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
<p>If relevant, name(s) of Ward(s): The Burglary Reduction Programme, operates across the city. However, focused activity takes place in priority Wards. At present these include: Burmantofts & Richmond Hill, Chapel Allerton, Armley, Kirkstall, Bramley & Stanningley, Hyde Park & Woodhouse, Headingley and Killingbeck and Seacroft.</p>		
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 checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
<p>If relevant, Access to Information Procedure Rule number: Appendix number:</p>		

Summary of the Main Issues

1. Leeds has had a longstanding burglary problem. To address this issue, in June 2011 Executive Board approved expenditure of £1.326m from the Community Safety Fund to support the delivery of the Leeds Burglary Reduction Programme, which aims to deliver a targeted and co-ordinated approach to tackling domestic burglary across the city.
2. This report provides Executive Board with an update on the impact of the Burglary Reduction programme since delivery commenced in September 2011.

Recommendations

3. Executive Board is asked to:
 - 3.1 Note the success of the programme to date to address the city's domestic burglary problem.
 - 3.2 Provide on-going support to promote and help sustain the multi-agency approach that has been adopted across the city.
 - 3.3 Provide on-going commitment to targeting activity to strategic areas of concern in 2012/13.
 - 3.4 Receive a further report on progress and the outline forward strategy for the Burglary Reduction Programme in the autumn of 2012.

1 Purpose of this report

- 1.1 This report provides the Executive Board with a position statement on the delivery of the city's multi-agency Burglary Reduction Programme, which commenced in September 2011.

2 Background information

- 2.1 Leeds recorded its highest ever burglary figure of 16,937 in 2002/3. Significant reductions were subsequently achieved to the low of 7,670 burglaries in 2005/6. This period of reduction then reversed over the following four years until 2010/11 when Leeds again saw an approximate 7% reduction on the previous year, recording 8,869 crimes.
- 2.2 Sustaining improvements to reduce domestic burglary has proved to be problematic for the city and in April 2011 the Safer Leeds Executive (the City's statutory Community Safety Partnership) set-out its ambition to reduce recorded burglary over the next four years in the Leeds Burglary Reduction Strategy (2011 to 2015). Central to the strategy is the partnerships' desired outcome ~ *Residents of Leeds are safe and feel safer in their homes.*
- 2.3 The strategy focuses on six priority strands:
- Offender Management & Criminal Justice
 - Reduce/Disrupt the Stolen Goods Market
 - Co-ordinated & Targeted Enforcement
 - Crime Prevention & Standards of Security
 - Reduce the impact of Burglary on Emerging Communities and Vulnerable Groups
 - Ensure Value for Money in Tackling Burglary
- 2.4 Clear milestones to mark the transition from sustainable to ambitious reductions were identified within the strategy. The first milestone is to sustain improvements on the 2010/11 out-turn. The second milestone is then to move into a phase of ambition, bringing offence levels below the previous best performance. Once offence levels have stabilised, the challenge is then to reduce comparative burglary rates to a level closer to the national average.
- 2.5 The Partnership agreed an ambitious stretched improvement target of 8,200 for 2011/12, 259 less than the West Yorkshire Police Leeds burglary reduction target for 2011/12 (4.6% reduction on the 2010/11 out-turn).

3.0 Performance

- 3.1 The Burglary Reduction Programme has brought together key partners from the city's main crime reduction and prevention agencies in to one focused city wide team. The team involves Probation, YOS, the Signpost Family Intervention project, the Persistent Prolific Offenders (PPO) burglary team, and Police IOM teams.
- 3.2 This multi-agency approach ensures collaboration between agencies who manage burglary cases across the Leeds district. Bi-Monthly strategic partnership meetings and weekly tactical meetings have been taking place to ensure that all activity is co-ordinated and targeted at those areas and individuals which will achieve the greatest impact.

3.3 The table (1) demonstrate the improvements on a monthly basis that have been made to reduce domestic burglary in 2011/12 in comparison to 2010/11. This becomes noticeable from September 2011 when the Burglary Reduction programme commenced. It also demonstrates a degree of sustainability month on month since this time. Importantly, over the last few years, the period of dark nights has seen significant increases in levels of crime – this pattern has been reversed this winter. Contributory to this has been a renewed focus by the police on domestic burglary, particularly in the West and North West of the city, which has contributed to a considerable reduction in burglary in some of the Wards of concern.

(1) Table showing monthly comparative domestic burglary figures for Leeds for 2010/11 & 2011/12

2010/11		2011/12		Diff from Previous Year
Feb-10	704	Feb-11	747	43
Mar-10	779	Mar-11	746	-33
Apr-10	653	Apr-11	708	55
May-10	570	May-11	762	192
Jun-10	690	Jun-11	642	-48
Jul-10	634	Jul-11	767	133
Aug-10	689	Aug-11	773	84
Sep-10	668	Sep-11	603	-65
Oct-10	841	Oct-11	678	-163
Nov-10	946	Nov-11	601	-345
Dec-10	744	Dec-11	511	-233
Jan-11	941	Jan-12	634*	-307
	8859**		8172**	-687

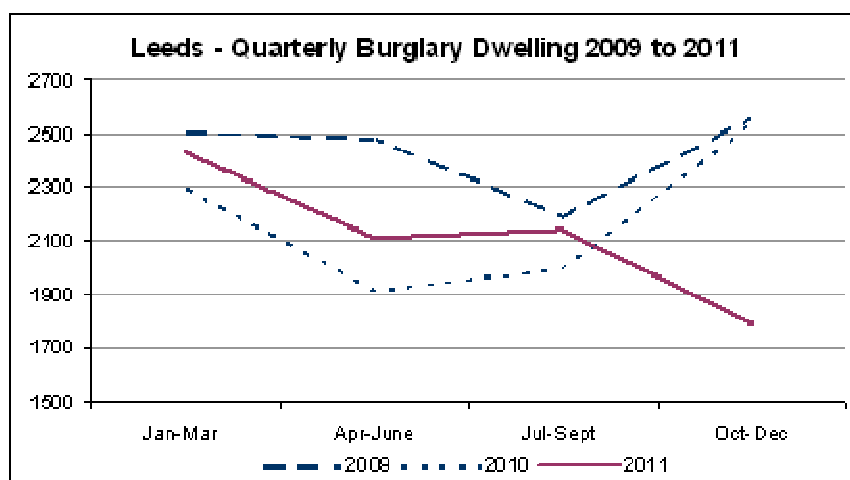
Denotes start of Burglary Reduction Programme

*Estimated outturn

**Full year outturn based on year Feb 11 – Jan 12

3.4 Chart (2) shows that Leeds is beginning to show sustained improvement since September 2011, correlating with the implementation of the projects described earlier in this report

(2)



- 3.5 There were 6,045 recorded burglary dwelling offences across the city between April and December 2011, down 6% (390 fewer offences) on the same period last year. Results for Q3 are even more significant, showing a 29.3% improvement (741 fewer victims) when compared to the same period last year and December 2011 saw the lowest recorded burglary count in the last ten years.
- 3.6 In the 3 month period to November 2011, Leeds improved its Most Similar Families position by one place, moving from last position, 43rd, to 42nd. This demonstrates that despite the improvement there is a considerable distance to travel. It is proposed as the next milestone, that Leeds sets the target to better its best ever result in 2012/13 achieving a target of under 7500.

4. Burglary Reduction Programme ~ Project Deliverables

- 4.1 An open and transparent commissioning process was used to identify five key projects to take forward. Alongside funding from the Council and other partners, this brings in excess of £2m of additional dedicated resources to March 2013. The projects commissioned by Safer Leeds seek to address one or more of the priority strands outlined in the strategy, with all projects being required to demonstrate value for money. Delivery for most projects commenced early September 2011.
- 4.2 An overview of the five projects receiving funding through the programme is outlined here.

4.2.1 West Yorkshire Police – Burglary Taskforce

The Burglary Task Force works across Leeds to deliver practical measures to help reduce domestic burglary. The team consists of staff from the Police, Probation, Crown Prosecution Service, Youth Offending, Signpost and Safer Leeds. The team have adopted an intelligence led approach to dealing with prolific offenders in localities of concern; adding value to the existing Integrated Offender Management Model. Work strands include:

- Identification and disruption of offenders causing the most harm
- Production of intelligence assessments to direct and support the delivery of work in localities of concern
- Work with the CPS to ensure appropriate outcomes for victims and communities and
- Dealing with organised crime groups and higher level crime activities

The team have specifically focused on investigating travelling Organised Crime Groups (OCGs) with the aim of disrupting and ultimately dismantling them through a combination of control measures including bail conditions, licence conditions, management of prison releases, overt and covert policing activity, prosecution and imprisonment.

4.2.2 Youth Offending Service (YOS) – Targeted Work with Young Burglars and their Families

The YOS have been commissioned to deliver tailored activity to the perpetrators of burglary, specifically the 'ThinkSmart' cognitive behaviour programme, which is an intensive programme of activity aimed at reducing the overall number of burglaries committed by young people aged between 10 – 17 years old. The project aims to

support a minimum of 50 young offenders to successfully complete the programme over the lifetime of the project (to March 2013).

4.2.3 West Yorkshire Probation Service - Desistance Project

The West Yorkshire Probation Trust's project aims to reduce the number of younger burglars aged between 18-21 years, becoming more entrenched offenders. 18-21 year olds form the majority of burglars on the probation caseload in Leeds

This targeted approach tracks young burglars as they progress from supervision by the Youth Offending Service to the Probation Service. By intervening more intensively with this age group, the number of burglary offences committed can be reduced by offering interventions to deter them embarking into a burgling career.

4.2.4 Safer Leeds - Addressing Burglary in Priority Locations

The Burglary Reduction Strategy placed an emphasis on targeted work initially in wards with over 400 burglary dwelling offences in the previous year. As part of this a renewed focus on local partnership work, using outcomes based accountability (OBA) methodology has been undertaken, with turning the curve exercises with local partners. Using intelligence assessments, tailored locality action plans have been compiled, progressed and reviewed monthly. These include turning the curve data and milestones, clear actions that have been prioritised and that add value to existing core work, with named lead officers, who are accountable to the overall action plan sponsors. Partnership actions have been supported by an allocation from the burglary reduction programme (typically £7,500 per locality) plus partnership match funding e.g. ALMOs, Area Committees.

The project aims to deliver practical actions at a very local level to address domestic burglary, embed good practice, and develop closer working amongst key delivery partners and link across to other areas of work such as young people not attending school and those not in education, employment or training (NEET).

4.2.5 Leeds University Union – Knowledge Project

The city's large student population are one of the most vulnerable victim groups for burglary. The Leeds University Union have expanded their existing 'Knowledge Student Safety' project which aims to reduce the number of burglaries within insecure properties through innovative communication methods, increase the number of students involved in burglary prevention work, and work with private landlords to improve the security of rental properties. The project is working closely with other partners involved in the burglary reduction programme such as West Yorkshire Police and Safer Leeds.

5. Activity and Successes to Date

5.1 In relation to activities, a summary of some of the key work areas progressed to date is provided below:

- **5 Organised Crime Groups (OCG) have been targeted** – Examples of activity include an OCG, centred in North East Leeds. Four of the five members have been recalled to prison as a result of policing activity in co-operation with

Probation colleagues. A further OCG, was in North West Leeds. Of the five members, one offender was recalled to prison to serve a further year, one was recalled to prison and then electronically monitored on Licence prior to being convicted for Handling Stolen Goods and a third has now been convicted.

- **Stolen Goods Market** - Several Operation Bulls-eye took place in conjunction with Divisional resources targeting Handlers of Stolen Goods across Leeds. In the December, 24 Search Warrants were executed, 12 offenders arrested and placed on bail with stolen goods exceeding £35k being recovered. Preliminary financial enquires are underway to assess criminal benefits from the proceeds of crime.
- **Offender Management** - Across Leeds in December, 70 offenders were managed as part of their prison release into the community; 6 were recalled to prison within a matter of days, 4 refused Home Detention Curfews based on negative attitudes at prison visits, 25 addresses provided by prisoners proved to be unsuitable, false or they had no actual connection to, alternative addresses were identified so they could be properly policed, 7 that would otherwise have been released with no fixed abode were provided with accommodation, and 6 were given additional licence conditions, exclusions and non associations based on activity and intelligence.
- Closer working has been established with HM Prison Leeds which has enabled a more managed and better co-ordinated approach to the release of offenders back in to the community. The Governor of HM Prison Leeds now sits on the Safer Leeds Executive, and work to improve the links between officers and agencies operating inside the prison and those undertaking post release work is now taking place. An example of this is the secondment of a Prison officer to work as part of the Signpost Family Intervention project. The officer will be working more closely with families to improve the integration of offenders back in to the community, thereby reduce the likelihood of reoffending.
- A Cognitive Behavioural Therapy programme has been adopted by the Probation service in consultation with Leeds YOS and will be delivered during February 2012 to a cohort of burglary offenders.
- Early identification of young burglars through the court system is evolving with a view to these cases being 'pre-allocated' prior to sentences so that work can begin during their bail period. This should be in place during February. If convicted, the probation officer in the team will write the court reports and the sentenced offender will be managed in the scheme.
- **Work in Priority Localities** - Outcome Based Accountability sessions have been delivered and action plans developed for Burmantofts & Richmond Hill (Sept 2011), Chapel Allerton (Dec 2011), Armley (May 2011), Kirkstall (July 2011), Bramley & Stanningley (Sept 2011), Hyde Park & Woodhouse (Oct 2011), and South Leeds (Sept 2011), with Headingley (Feb 2012) and Killingbeck and Seacroft to follow (April 2012).
- A 'target hardening' programme to improve the security measures of properties and streets at risk continues. £50k has been allocated by East North East Homes for ALMO properties and £15k for private rented /owner occupiers. A similar programme of activity has taken place in Bramley and Stanningley over the last 2 months, supported by resources from Safer Leeds and West North West Homes.
- A pilot scheme using intelligence to deploy Council security patrols has been funded by East North East Homes. This provides high visibility reassurance to

local residents and links patrol staff to LeedsWatch CCTV and the police control room, enabling a police response if required. Early evaluations show a decrease in burglary on streets patrolled with no significant displacement and free police resources to be deployed elsewhere.

- In South Leeds, the Neighbourhood Policing Teams and ALMOs now share details of burglary victims enabling housing officers to routinely follow up with visits to offer practical support. As part of a funded 'Darker Nights' initiative timer switches and security products were distributed and burglary reduction advice to local residents in key hotspot areas.
- **Multi Agency Work with Individuals at High Risk of Offending** - Following a positive pilot scheme (Feb-August 2011), further work has taken place to support early intervention with individuals at risk of escalating offending. Monthly multi-agency case conferences now take place targeting emerging problematic offenders not already involved in Offender Management processes. Detailed intervention plans have been drawn up to divert and help reduce offending behaviour of those selected. This has aided relationships between key partners, enabled a Better understanding of services and identified joint opportunities for partnership work. Training for police officers at a neighbourhood level is to be rolled out across the division.
- **Property Marking** - Both Universities have purchased a number of sets of property marking equipment to use in student halls of residence. Work is underway to promote immobilise.com through the universities, community groups, door knocking operations, tenants and resident groups. The property marking kit consists of a laptop and scanner which will record property which is added to the national property database (immobilise.com). The second product is a police scanner linked to the national property database, which will inform the police if property is reported as stolen. To date Operation Alison has been held in Headingley and Hyde Park linked to crime prevention messages (insecure doors, etc) and promotion of registration of 'goods' on immobilise.com. This was undertaken by student volunteers with 83 doors knocked, 175 immobilise registrations and 450 items placed on the register.
- **Work with Young People** - In Armley, a joint partnership project to target young people who have received a police caution or reprimand, and or are known to be at risk or are involved in criminal activity has progressed. The Revizit programme commenced on 25th January 2012, offering positive diversionary learning opportunities to targeted young people aged 11 +.
- In Rothwell and Holbeck, a pilot programme targeting a 'top 10' cohort of young people at risk of becoming involved in burglary has been initiated. Risk assessments have been completed on the individuals and intervention plans activated. A review of outcomes and any issues to address difficulties in accessing support will take place in February with the potential to roll out and extend the approach to include younger siblings.
- **Work with the Student Community** - Through the Knowledge project, 26 student volunteers have been recruited to support / deliver a wide range of crime reduction related initiatives. A further recruitment drive is currently underway. Four 'hot spot' events have taken place to promote crime reduction in areas of concern within the student wards.
- 12,728 'hits' have been received on the Knowledge website to date.

- Following a tender exercise, a film company have been appointed to develop a number of short 'viral' films covering subjects such as burglary, robbery, theft and personal safety.

6. Engagement with the Media and Public Awareness

- 6.1 Media and Marketing resources from both LCC and WYP have been collaborating and a relocation of WYP resources into Leeds Community Safety has enabled a co-produced plan to be formulated to deliver a co-ordinated strategy to address media needs. The first bus advertising campaign went live in Feb 2012 and a timeline is now in place to deliver media campaigns over the next 12 months.

7. Corporate Considerations

7.1 Consultation and Engagement

- 7.1.1 Regular meetings have been taking place via weekly and bi-monthly tasking meetings with all the partners involved in the delivery of the overall burglary programme.
- 7.1.2 Local partners, including Ward Members and key local agencies such as ALMO's, have been invited to the Outcome Based Accountability (OBA) sessions that Safer Leeds staff have been delivering across priority areas. These have been followed up with individual meetings and briefings with Ward Members to update them on the action plans that have been developed as a result of the sessions.
- 7.1.3 A briefing session has been held with the Safer and Stronger Scrutiny Board which all members were invited to attend. A further session was scheduled in February 2012 to outline progress to date, as part of the member development programme.

7.2 Equality and Diversity / Cohesion and Integration

- 7.2.1 An EIA screening will be undertaken as and when appropriate to ensure that due regard is given to issues raised in the report as the work progresses'.

7.3 Council policies and City Priorities

- 7.3.1 The 1998 Crime & Disorder Act provides a statutory obligation on Leeds City Council to tackle crime & disorder in partnership with certain other agencies.
- 7.3.2 Reducing recorded burglary will contribute to people feeling safer in their homes, which the people of Leeds have identified as their top priority.
- 7.3.3 Reducing burglary is identified as one of the city's main priorities. The Safer and Stronger Board will oversee the strategic delivery of the Safer and Stronger City Priority Plan, which will feature high level targets and milestones to be delivered over the next four years in relation to burglary reduction.
- 7.3.4 The Safer Leeds Plan is owned by the Safer Leeds Executive and provides a framework for the delivery of the City's three Community Safety priorities: Reducing Burglary; dealing with Anti-Social Behaviour; and Improving Safeguarding and Reducing Vulnerability.

7.4 Resources and value for money

- 7.4.1 The Home Office have allocated the Community Safety Fund over the next three years (to 2013/14). The funding allocation for the current financial year (2011/12) is £846,779 (net of £100k allocated to the VCFS hardship fund). However, this drops by almost 50% to £478,978 in 2012/13, and by a further 13.5% in 2013/14 to £415,403.
- 7.4.2 Funding allocations for 2013/14 are at present subject to the Police Reform and Social Responsibility Act 2011, which will see West Yorkshire appoint its first elected Police and Crime Commissioner in November 2012. The Commissioner will be responsible for the allocation of all crime reduction funding via the Home Office from March 2013, this includes the Community Safety Fund which currently supports the delivery of the Burglary Reduction Programme.
- 7.4.3 A separate piece of work is taking place through a sub-group of the Safer Leeds Executive to provide a better understanding of the implications of this Act to the city. This will include the development of case studies and evidence to demonstrate the effectiveness of priority projects / activity, which will include the Burglary Reduction programme.

7.5 Legal Implications, Access to Information and Call In

- 7.5.1 There are no legal, access to information issues associated with the contents of this report.
- 7.5.2 This report is subject to call in arrangements.

7.6 Risk Management

- 7.6.1 The overall delivery of the Burglary Reduction Programme, is managed through local tasking arrangements, overseen by the North West Leeds Divisional Commander.
- 7.6.2 All projects are required to submit quarterly performance management reports which are verified by the Commissioning and Strategy and Resources services.
- 7.6.3 This overall approach enables risks to be managed effectively, and where appropriate escalated to the appropriate level to agree actions to mitigate and manage risks in a transparent and effective manner.
- 7.6.4 Police budgets will continue to be under significant pressures in the medium term (at least to 2015). Safer Leeds are working closely with the city's Divisional Commanders to minimise any potential implications on the Burglary Reduction Programme and thereby sustain improvements in the level of domestic burglary over this period.

8. Recommendations

- 8.1 Executive Board is asked to:

- 8.1.1 Note the success of the programme to date to address the city's domestic burglary problem.
- 8.1.2 Provide on-going support to promote and help sustain the multi-agency approach that has been adopted across the city.
- 8.1.3 To provide on-going commitment to targeting activity in strategic areas of concern for 2012/13.
- 8.1.4 Receive a further report on progress and the outline forward strategy for the Burglary Reduction Programme in autumn 2012.

9. Background documents¹

- 9.1 Leeds Partnership Burglary Reduction Strategy 2011 – 2015 – this is protectively marked as a restricted document under the Government Protective Marking Scheme and is not available to members of the public. The key themes of the strategy are found in section 3.12 of the main report.
- 9.2 Safer Leeds Plan 2011
- 9.3 Audit Commission / HMIC Burglary Inspection report 2009/10, 2010/11
- 9.4 Leeds Burglary Reduction Programme Commissioning Document
- 9.5 Quarter 3 CPP Report Card – Tackling Burglary

¹ The background documents listed in this section are available for inspection on request for a period of four years following the date of the relevant meeting. Accordingly this list does not include documents containing exempt or confidential information, or any published works. Requests to inspect any background documents should be submitted to the report author. The Burglary Reduction Strategy includes details of tactics which would compromise the ability of agencies to disrupt and detain offenders and is therefore not available for publication.