

Report of Report of the Director of Environment and Communities

Report to Council

Date: 14th November 2018

Subject: Submission of the Safer Leeds Community Safety Strategy (2018-2021)

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 checked="" type="checkbox"/> Yes	<input 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. Safer Leeds Executive (SLE), the city's Community Safety Partnership, has a statutory requirement to prepare and implement a local Crime and Disorder Reduction Plan, referred to locally as the Safer Leeds Community Safety Strategy. The strategy also forms part of the council's budget and policy framework, and requires approval by Full Council. *(The strategy document is included as Appendix I).*
2. Safer Leeds has an overarching outcome that the Partnership seeks to achieve, this being: *People in Leeds are safe and feel safe in their homes, in the streets and the places they go.* For the new Community Safety Strategy (2018-21); a short, public-facing document, SLE have agreed the following shared priorities that the partnership will concentrate on over the term of the strategy:
 - Keeping people safe from harm (victim)
 - Preventing and reducing offending (offender)
 - Creating safer, stronger communities (location)
3. The shared priorities of '**victim, offender and location**' denotes both a universal and targeted approach to addressing community safety matters, regardless of the issue, with a recognition that to achieve the desired outcomes the emphasis has to be on '**People and Place**'.

4. The Crime and Disorder (Formulation and Implementation of Strategy) Regulations 2007, prescribes each Local Government Area to prepare an annual strategic assessment, to assist the strategy group to review and revise the local partnership plan. On the **17th January 2018**, SLE members considered the annual Joint Strategic Assessment (JSA) which includes both quantitative and qualitative information and data across a range of community safety and linked factors, to determine a final “risk score” assessment. From this intelligence product, a number of reoccurring themes and issues were identified, these fed into workshop with SLE members to consider strategic priorities and help shape a new strategy.
5. Throughout this process the Community Safety Strategy has been developed in conjunction with representatives of all the ‘Responsible Authorities’ and ‘Cooperating Bodies’ of SLE, including representatives from the Leeds Health and Wellbeing Board, Leeds Safeguarding Children Partnership and Leeds Adults Safeguarding Board. At subsequent SLE meetings (**28th March, 6th June and 19th July**) and as part of the SLE Review, further discussions and feedback on the draft strategy was obtained.
6. On **25th July 2018**, the Council’s Leadership Team received the draft strategy for consideration and approval for this to be considered by the relevant Scrutiny Board, prior to submission to the Executive Board.
7. On the **26th July 2018**, the Environment, Housing and Communities Scrutiny Board considered the draft Community Safety Strategy. Formal feedback was received in their Statement for the Executive Board on the **3rd October 2018** and amendments to the strategy were made accordingly. (*This report is included as Appendix II*). The strategy was also discussed and cleared by the Community Safety Champions on **10th October 2018**. The recommendations and inclusions were documented in the Executive Board report.
8. On the **5th September**, the Health and Wellbeing Board also considered the draft strategy and included a focus on increasing connectivity between Boards.
9. On the **17th October**, the Executive Board recommended that Council approves the submission. (*This report is included as Appendix III*).
10. During the consultation phase it was clear that stakeholders acknowledged the mature partnership that already exists, the areas that require further development and the links to numerous cross cutting agendas and work with other Boards. In particular stakeholders welcomed the:
 - increased focus on the acute safeguarding issues relating to victims, offenders and locations regardless of crime type
 - greater emphasis on ‘People and Place’ with a focus on early intervention and prevention around the ‘Think Family/ Work Family’ approach as part of local problem solving, and
 - the sense and commitment to continually improve both policy and practice, in order to achieve better outcomes for individuals, families and communities

Recommendations

11. Council is invited to:
 - i. Approve the submission of the Safer Leeds ‘Community Safety Strategy’.

1. Purpose of this report

1.1. The purpose of this report is to seek Council approval of the Safer Leeds Community Safety Strategy (2018-2021).

1.1 The **Partnership's Shared Priorities** over the term of the strategy will be:

- Keeping people safe from harm (victim)
- Preventing and reducing offending (offender)
- Creating safer, stronger communities (location)

With a focus on:

- ❖ Anti-social behaviours and criminal exploitation
- ❖ Crime and disorder related to drugs, alcohol and mental health
- ❖ Hate crime and community tensions
- ❖ Safeguarding including domestic violence and abuse, sexual violence and abuse, forced marriage and honour based abuse and modern slavery abuse
- ❖ Serious and organised crime

1.2 In addition, Safer Leeds will work with and support other partnership boards and delivery groups on the following issues:

- Community cohesion
- Pupil/ Student Safety
- Safer Travel/ Road Safety/ Vehicular anti-social behaviour
- Other relevant Safeguarding issues pertinent to crime and disorder

2. Background information

2.1. 2018 marks 20 years since the 1998 Crime and Disorder Act, in which (Section 5 of the Act) community safety partnerships were established, then known as 'crime and disorder reduction partnerships' in England. Over this time, Leeds has maintained its strong commitment to an alliance of organisations and partnership arrangements to generate a number of strategies and policies, implement a range of actions and interventions all relating to addressing concerns around crime and disorder, drug misuse and offending, within the partnership area.

2.2. Of note, 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. Local community safety strategies are required to have due 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 and currently the Police and Crime Plan for 2016-21 is in operation. The Leeds 'Community Safety Strategy' reflects and supports the West Yorkshire Plan.

2.3. Leeds City Council continues to provide strong political and officer lead strategic leadership to Safer Leeds, recognising its place and function, in fulfilling its duties and responsibilities to Leeds, and working with partners in addressing these complex issues.

3. Main issues

- 3.1. Like other cities, Leeds faces significant challenges and pressures that have an impact on community safety at an individual, family and community level. To tackle existing, new and emerging risks, threats and harms, the collective focus on meeting increasing demands and preventing future victimisation and offending; is and remains central. The shared priorities of **'victim, offender and location'** are strongly connected as one impacts on the other directly and indirectly. They also denote both a universal and targeted approach to addressing community safety issues, with a recognition that to achieve the desired outcomes, there has to be a greater emphasis on both **'People and Place'**.
- 3.2. **Keeping people safe from harm (victim)** ~ we want all people who live, work and socialise in Leeds to be safe and feel safe. This priority is at the heart of the work that all partner agencies do. The increases in demand for services relating to crime and wider anti-social behaviour issues can cause considerable distress to people, can be damaging and can escalate into more serious behaviours. People who come into contact with services may have multiple and/ or complex needs so having a person-centred approach and improving our collective response is fundamental. This is about:
- ❖ Protecting people who are victims of crime or at risk of being victimised and safeguarding the most vulnerable from harm
 - ❖ Preventing people from being victims and/ or being exploited
 - ❖ Promoting feelings of safety and confidence in policing and community safety, building resilience for individuals, families and communities
- 3.3. **Preventing and reducing offending (offender)** ~ we want people who commit crime and anti-social behaviour to change their negative behaviour. This priority is fundamental to keeping people safe and is central to the work of services working for and linked to the criminal justice system. Offending takes many forms from anti-social behaviour, acquisitive crime, through to violence and organised crime. For those causing harm, there are and should be appropriate consequences including custodial sentences, offender management programmes and supervision in the community. People who offend, reoffend or who are at risk of first time offending do so for a host of different reasons but it's their behaviour that has a direct impact on their victims, their families and communities, and ultimately themselves. This is about:
- ❖ Preventing acts of anti-social and criminal behaviour, using a Think Family/ Work Family approach
 - ❖ Problem solving justice, across services and with individuals, families and communities
 - ❖ Intervening early to reduce escalation of offending
 - ❖ Rehabilitating offenders to build public confidence
- 3.4. **Creating safer, stronger communities (location)** ~ we want Leeds to be a compassionate and caring city with a strong economy, which tackles poverty and reduces inequalities. This priority is central to the city's vision of being welcoming, fair, sustainable, ambitious, creative, safe and fun for all. Within the growing demands of crime and disorder there is a requirement to focus resources in the right place at the right time. Having a place-based approach that is still centred on people, be that a geographical locality or a community of interest, regardless of the issue. This is about:

- Building resilient communities, supporting those in most need as well as ensuring all people are empowered to help themselves
- Strong local leadership, increasing community conversations to resolve problems and conflict locally, raising aspirations, creating better links to social and economic opportunities
- Protecting the places where people live, socialise, travel to or work from, creating safer and cleaner streets
- Promoting feelings of safety and confidence in policing and community safety

3.5. The Safer Leeds Community Safety Strategy provides all partners with an opportunity to 'refocus' on some critical challenges; of which 3 are highlighted here:

- **Problem Solving** ~ requires a breakthrough in prevention, early intervention and vulnerability at an individual, family and community level
- **Acute Safeguarding Risks** ~ diverse & complex issues requires transformation in service delivery models
- **Invest to Save** ~ addressing sources of demand through partnership activity and community led policing, that builds trust & confidence

3.6. Safer Leeds will continue to look to improve current core services and work with other Boards, partnerships and/ or bodies on programmes and projects that help the city move closer to the desired outcome. The strategy also sets out high level intent and as with all strategies it's about the delivery of those intentions. The SLE were keen in this strategy to have ascribed actions (additionality) that named leads would commit to taking forward this year.

3.7. To support the implementation of the strategy, work is in progress on a developing a refreshed partnership architecture and reconfigured operational delivery model, to take forward the new strategy. This is outlined in the Executive Board report (appendix III) and includes:

❖ Safer Leeds Executive Review

- Refreshed terms of reference ~ including membership from partners previously not on SLE
- New Governance and Accountability arrangements ~ including the establishment of Operational Delivery Boards and Placed Based Boards
- Revised Information Sharing Protocol and refocus on Performance and Outcomes
- Consultation and engagement on the Strategy with the development of a Communications and Engagement Plan
- A commitment to continually review the allocation of Safer Communities Funding, via the OPCC, to support the priorities within the strategy.

3.8. The Executive Board report summarises the key consultation issues raised which have been incorporated into the Safer Leeds Community Safety Strategy.

4. Corporate Considerations

4.1. Consultation and Engagement

- 4.1.1. The SLE 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. The JSA includes analysis of a range of both quantitative and qualitative data from across the partnership. It identified a number of reoccurring themes and this information and intelligence has therefore been used to inform delivery plans that underpin the overarching Strategy.
- 4.1.2. Evidence from public consultation via the Office of the Crime and Commissioner and 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 strategy along with a range of Outcomes Based Accountability sessions held with operational professionals and service users during 2016 and 2017.
- 4.1.3. Partners and representatives from a range of stakeholders (Leeds City Council; West Yorkshire Police; West Yorkshire Fire and Rescue Service; National Probation Trust; Leeds Clinical Commissioning Group, the Voluntary and Community Sector, West Yorkshire Community Rehabilitation Company; HM Prison Service, Leeds Children's Trust Board; Leeds Health and Wellbeing Board, Leeds Safeguarding Adults Board; Leeds Safeguarding Children Board and the Scrutiny Board (Environment, Housing and Communities) have helped shape and contributed to the new Safer Leeds Community Safety Strategy).

4.2. Equality and Diversity / Cohesion and Integration

- 4.2.1. Equality has been an integral part of the preparation of the Safer Leeds Community Safety. Due regard has been given to the equality characteristics and an equality screening has been prepared and was considered by Executive Board. Equality Impact Assessment screenings have and will be undertaken at key stages of the implementation of strategy
- 4.2.2. A key aim of the strategy is to work closely with a range of communities of interest, and in particular to improve all forms of hate crime reporting and domestic violence and abuse related incidents both of which are under reported. The Equality, Diversity, Cohesion and Integration Screening document (Appendix IV) is attached to this report.

4.3. Council Policies and Best Council Plan

- 4.3.1. The Safer Leeds Community Safety Strategy links directly to the Council's ambition of a Strong Economy and a Compassionate City, with an emphasis on People and Place and will contribute both directly and indirectly to all the Best City Priorities, including the Best Council Plan 2018/19 – 2020/21 priority, 'Safe, Strong Communities' and the Inclusive Growth Strategy which, alongside the Health and Wellbeing Strategy city strategies supports the Best Council Plan.
- 4.3.2. The partnership also plays a key role in monitoring community tensions and promoting community cohesion, by supporting communities and tackling poverty.

4.4. Resources and Value for Money

4.4.1. Leeds City Council invests through its core functions to the community safety agenda across all Directorates, contributing funding directly and indirectly to service provision and delivery, on this cross cutting agenda. It is estimated that the actual spend, for 2018/19, equates to £8.5m investment. A high level breakdown is provided here:

Expenditure by Service Area	£000s
LASBT	2,902
Leedswatch	3,188
Partnership	663
PCSOs	635
Safeguarding	605
Community Safety Fund/ Grant Funding	490
Total	8,483

4.4.2. Since coming to Office in November 2012, the West Yorkshire Police and Crime Commissioner has provided funding to Safer Leeds on an annual basis to support the partnership's priorities. For 2018/19, the confirmed local allocation being £1,275,959 of which £464,892 is specifically for the Community Safety Fund element, to deliver a range of community safety related activity to support the Safer Leeds Strategy.

4.4.3. Accountability for the delivery of these funds, sits with the SLE though Leeds City Council, who seek to ensure value for money and excellence in service delivery. Financial and performance reporting occurs on a quarterly basis.

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. In line with the Budget & Policy Framework Procedure Rules, the matter has been considered by the relevant Scrutiny Board.

4.6. Risk Management

4.6.1. National changes to government legislation and prioritisation will bring both challenges and opportunities for the city. SLE will continue to explore additional funding opportunities where this adds value to its local priorities as part of ongoing committed to support programmes of change through an 'invest to save' approach.

4.6.2. There are significant risks associated with budget reductions beyond the current financial year. Work will take place with partners to better understand what the implications and risks associated with budget reductions on the partnerships endeavours are to deliver against it shared priorities. Also, further negotiations will take place with regards to the Community Safety Fund for 2019/20 to ensure where possible, funding is aligned to local priorities set out in the strategy.

5. Conclusions

- 5.1. The Safer Leeds Community Safety Strategy (2018-2021) sets out the city's intent 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"
- A city that is inclusive and safe for all
 - A compassionate city that protects and safeguards the vulnerable and
 - A city that challenges and seeks to change behaviours that negatively impact people in their homes, on the streets and the places they go

6. Recommendations

- 6.1. Council is invited to:
- i. Approve the submission of the Safer Leeds 'Community Safety Strategy'.

7. Background documents¹

- 7.1. None

8. Appendices

I ~ Safer Leeds Community Safety Strategy (2018-2021)

II ~ Environment, Housing and Communities Scrutiny Board Statement (3rd October 2018)

III ~ Covering Report to Executive Board (17th October 2018)

IV ~ Equality, Diversity, Cohesion and Integration Screening Document

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.