

# Community Safety Strategy 2018-2021

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# <u>About Leeds</u>

Leeds is a growing city with a population estimated at 781,700 (ONS 2016), an increase of around 50,000 in the last decade. However, it is the shift in the make-up of our population at local levels that is most striking. There have been rapid demographic changes during this time, particularly in some of our most deprived communities which are the fastest growing and with the youngest age profile.

This population increase reflects the success of the Leeds economy, both within the city and in neighbouring localities. Leeds has seen the fastest private sector jobs growth of any UK city in recent years and has the largest concentration of financial and professional services and digital jobs in any city in the UK outside London. We also have one of the highest rates of business start-ups and scale-ups in the country. Leeds is a major hub for health innovation, data analytics, innovative manufacturing and knowledge-intensive jobs: for example, the University of Leeds spins out more listed companies than any other UK university, and the city experiences a "brain gain" with more undergraduates and graduates moving into the city than leaving.

Leeds is now a top five UK tourism destination, attracting over 26 million visitors a year, and was ranked fifth by the Lonely Planet in its list of the best places to visit in Europe in 2017, with the city's urban regeneration efforts and flourishing cultural scene highlighted.

However not everyone is benefiting fully from this economic success. There remain significant issues of poverty and deprivation in the city. Low pay is an increasing problem, with people caught in a trap of low pay and low skills, with limited opportunities for career progression. Our education and skills system does not work for everyone, and we need to continue to make progress in improving our schools so that they are equipping young people with the learning, attributes and awareness of opportunities they will need to succeed in work.

Looking forward, overall the prospects for economic growth in Leeds remain robust, supported by the city's skilled workforce, the growth and innovation of its firms and universities, and the progress being made with infrastructure. However, we will only fulfil this potential for growth if we sustain the progress we are making, and by taking action on areas where we could perform better. This includes tackling poverty, improving health and wellbeing, supporting greater resilience across the city, boosting housing growth and regeneration, continuing to define and express our culture, increasing productivity, attracting and retaining a skilled workforce, and enhancing transport and infrastructure.

(Source: Leeds City Council, Best Council Plan 2018-2021: Tackling poverty and reducing inequalities)

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## FOREWORD

Welcome to our new *Safer Leeds Community Safety Strategy (2018-21)* which sets out our intent and what we will collectively focus on over the next three years.

After sustained periods of crime reductions both nationally and locally, crime levels have started to increase. In Leeds, we have seen total recorded crime rise in the last three years. In 2017, there were 95,011 crimes, an increase of 11.7% on the previous year. The reasons for these increases are not straight forward...yes there have been changes in how crimes are recorded but also real positive changes in the way victims are supported and encouraged to report crimes as well as improvements in recording practice. At the same time however, the nature and type of crime has also changed; cyber related crime has become more prevalent and there are a multitude of platforms that are now used to facilitate, exploit and groom vulnerable people.

Like other cities we face significant challenges and pressures. In Leeds, to tackle existing, new and emerging risks, threats and harms, we must have a collective emphasis on meeting the needs and demands of people in this dynamic city, as well as preventing future victimisation and offending; ensuring we make every contact count.

Everyone has the right to live in a safe, clean and tolerant society and everyone has a responsibility to behave in a way that respects this right. As a collective we should never be complacent as there is always room for improvement.

The need to deliver results more efficiently and cost effectively, with clear accountability, across services and agencies is key. As a partnership, we have examples of integration and co-location, but we need to continue to be ambitious and take risks to maximise all opportunities, to review and refresh where needed, and apply lessons learnt.

Knowing what success looks like is critical, as is strong leadership and accountability at every level of delivery, and this has to be clear and visible. As such, Safer Leeds Executive has undertaken a review, in terms of governance, accountability and functionality, in order to make it 'fit for purpose' and support the delivery of this strategy.

Moving forward, Safer Leeds have agreed three partnership shared priorities:

1 Keeping people safe from harm		
	(Victim)	
2 Preventing & reducing offending		
	(Offender)	
3 Creating Safer, stronger communities		
	(Location)	

The shared priorities of 'victim, offender and location' are strongly connected as one impacts on the other both directly and indirectly. They also denote both a universal and targeted approach to addressing community safety issues, regardless of issue, with a recognition that to achieve the desired outcomes the emphasis has to be on 'People and Place'.

Finally, we would like to thank all staff and volunteers across the partnership for your continued commitment and passion to serve the people and communities of Leeds. We strongly believe we are better when we work together.

We are therefore pleased to introduce the Safer Leeds Community Safety Strategy and ask you to consider your offer in supporting and securing better outcomes for Leeds.

## Kind regards Councillor Debra Coupar

Deputy Leader of Leeds City Council and Executive Board member for Communities

### **James Rogers**

Director of Communities & Environment (LCC) & Chair of Safer Leeds

# AMBITION

Safer Leeds is the city's statutory Community Safety Partnership, responsible for tackling crime, disorder and substance misuse.

# Our 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
- A city that challenges and seeks to change behaviours that negatively impact on safer and cleaner streets.

# **Our Outcome**

People in Leeds are safe and feel safe in their homes, in the streets, and the places they go.

#### Accountability

The Safer Leeds Executive has a statutory requirement to:

- Establish information sharing arrangements
- Produce an annual Joint Strategic Assessment
- Prepare and implement a Plan
- Produce a strategy to reduce reoffending
- Be responsible for establishing Domestic Homicide Reviews and applying learning
- Be responsible for establishing anti-social behaviour reviews and applying learning
- Regular engagement and consultation with the community

Recognising that no single agency can address these complex risks, threats and harms alone, the following are committed to working collectively through the Safer Leeds Executive in line with agreed terms of reference and information sharing protocols.

#### **Responsible Authorities**

Leeds City Council; West Yorkshire Police; West Yorkshire Fire and Rescue Service; National Probation Trust and Leeds Clinical Commissioning Group

## **Co-operating Bodies**

Voluntary & Community Sector, West Yorkshire Community Rehabilitation Company; HM Prison Service, Leeds Children's Trust Board; Leeds Health and Welling Board, Leeds Safeguarding Adults Board and Leeds Safeguarding Children Board.

Safer Leeds aims to serve all members of its communities, giving due regard to implications for different groups to ensure people are not excluded or disadvantaged because of Age, Disability, Gender, Race, Religion and Belief, or Sexual Orientation.

# **Record of achievements**

Leeds is proud of its strong record of partnership working, which was embedded as part of the Crime and Disorder Act (1998) and subsequent legal enhancements.

# **Reassurance**

85% of people feel safe in their neighbourhoods

Source: 'Your View' OPCC

People Places Partnerships

# **CRITICAL THEMES & ISSUES**

A number of reoccurring *themes and issues* were identified when combining results from consultation with the annual Joint Strategic Assessment, these are summarised below:

- Violent Crime: on-street violence and knife/ gun crime; online harassment and abuse; alcohol related violence.
- Sexual Crime: sexual violence and abuse; registered sex offenders.
- Domestic Violence and Abuse: high levels of reported repeat domestic abuse; threats of escalation and increased violence; risks and vulnerabilities among families often linked to vulnerable children, substance misuse, financial pressures and housing conditions.
- Vulnerability and Exploitation: coercive sexual and criminal exploitation; organised exploitation/ trafficking; street users; missing persons; high levels of demand impacting on services and responses.
- Serious and Organised Crime: organised crime groups; street gangs; stolen goods markets; perpetrators operating across different offence types; fluid and flexible offending patterns; use of violence and intimidation to maintain control of individuals and/ or areas.
- Offending Behaviours: re-offending; ingrained behaviours exacerbated by mental health and substance misuse; prolific offenders linked to various crimes; new or changing offending patterns; youth and "upcoming" offenders.
- Community Tensions: radicalisation and extremism; hate crime; youth related nuisance; neighbourhood ASB; varying levels of tolerance and willingness to report
- Community Crime: social and environmental impact on communities and feelings of safety; prolific levels in some localities; opportunistic stealing; lack of victim empathy; impacts of acquisitive crime on residents and businesses.
- Illegal Drugs: cannabis production and supply; new and emerging substances (NPS); Class A drug use; open drug markets, related crime and disorder; health impacts and deaths

It is clear that:

- These complex issues interrelate and interlink with wider social and economic determinants
- All have 'Victim-Offender-Location' basis and
- All provide clarity for defining outcomes and measuring progress

These findings have helped shape the partnerships priorities for Leeds; will inform the development of delivery plans and the commissioning of activity.



# SHARED PRIORITIES (2018-21)

Safer Leeds has agreed the following shared priorities for the next three years (2018-21):

1 Keeping people safe from harm (Victim)
2 Preventing & reducing offending (Offender)
3 Creating Safer, stronger communities (Location)

# Focussing on the following:

- 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, forced marriage and honour based abuse and modern slavery
- Serious and organised crime

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

- Community cohesion ~ including extremism and radicalisation
- Other relevant Safeguarding issues pertinent to crime and disorder
- Pupil/ Student Safety
- Safer Travel/ Road Safety



#### We will consider opportunities to:

- Take action at a local level
- Support victims and witnesses
- Protect those with complex needs
- Support individuals to change damaging or risky behaviours
- Engage and involve people, to influence and shape response



# **KEEPING PEOPLE SAFE FROM HARM**

# <u>Shared Priority I:</u> Keeping people safe from harm (Victim)

# What does this mean?

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 complex needs so having a person-centred approach and improving our collective response is fundamental.

# <u>It is about:</u>

- 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

# During the next 3 years we will work collectively to:

- ✓ Deliver effective services, which are well informed (insight gained from integrated intelligence and voice of the service user), that are person-centred with an emphasis on earlier identification, help and intervention
- ✓ Raise awareness of associated risks and threats to victims/ potential victims, giving people increased confidence to report, ensuring the provision of services supports victims to cope and/ or recover
- ✓ Train front line workers from different services to help them identify those people most at risk from harm, recognising actual signs and potential signs, so allowing earlier interventions to put in place
- ✓ Utilise restorative approaches with offenders so they understand the human impact of their crimes and to help victims to recover
- ✓ Improve our collective response to ASB and hate crime by working with communities, supporting victims, challenging prejudice, and sharing best practice
- ✓ Support and Implement a range of programmes to reduce rough sleeping and begging, addressing needs by listening to the voice of service users
- ✓ Increase the support available for victims of Modern Slavery and Trafficking through the provisions of advocates to provide direct support, enhancing pathways and capacity, and increase intelligence to re-trafficking and repeat victimisation

# PREVENTING AND REDUCING OFFENDING

# Shared Priority II: Preventing & reducing offending (Offender)

# What does this mean?

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.

### <u>It is about:</u>

- Preventing acts of anti-social ad 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

# During the next 3 years we will work collectively to:

- ✓ Improve understanding of the drivers and motivators for offending and re-offending behaviour, acting on prohibitors for desistance and obstacles preventing offenders to move on in their lives, by working across children and adult offender management services
- ✓ Resolve anti-social behaviour at the earliest opportunity and to prevent escalation and reduce the impact of such behaviour on individuals, families and communities
- ✓ Continue to support and enhance liaison and diversion schemes to ensure people who end up in custody are given help and support to reduce their offending behaviour
- Commission a flexible and intelligence led Integrated Offender Management (IOM) intensive support service, responding to the changing landscape of criminal justice; directing and coordinating partnership resources through IOM arrangements
- ✓ Reduce the number of first time entrants into the criminal justice system, utilising existing pathways and exploring new ways of preventing and diverting young people
- ✓ Reduce the number of Black, Asian and Minority Ethnic (BAME) individuals entering the criminal justice system, improving their treatment and outcomes
- Reduce the number of women entering the criminal justice system using a problem-solving approach to address their offending behaviour and rebuild their lives
- ✓ Direct and coordinate partnership initiatives through the Reducing Offending Board in respect of key themes including, drug and alcohol misuse, mental health and accommodation

<u>Shared Priority III:</u> Creating safer, stronger communities (Location)

# What does this mean?

We want Leeds to be a compassionate and caring city with a strong economy, which tackles poverty and reduces inequalities.

This priority is fundamental to the city's vision of being welcoming, fair, sustainable, ambitious, creative and fun for all. Within the growing demands of crime and disorder there is a requirement to focus resources in the right place and 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.

# <u>It is about:</u>

- 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

# During the next 3 years we will work collectively to:

- ✓ Enhance the partnership operational delivery models; adopting a place-based approach which is centred on people and incorporates integrated intelligence to provide insight to problem solving and enables increased early intervention and prevention activity
- ✓ Continue to utilise designing out crime principles to make places and premises less vulnerable to crime and develop sustainable local solutions to protect public spaces
- ✓ Work with communities to break down barriers that exist to prevent, identify and report crime that may be hidden because of fear and/ or intimation giving them a voice to help shape and continue to solutions
- ✓ Raise awareness of existing, new and or emerging risks or issues through active awareness programmes and campaigns
- ✓ Improve services by engaging with people, communities of interest and businesses to understand their perceptions and experience of policing, community safety and criminal justice system
- ✓ Seek further opportunities aimed at keeping people safe as part of the day, evening and night time economy plans
- ✓ Listen to and work with people with lived experience to shape and improve service response

# KEY DELIVERABLES ~ I (YEAR 1)

Domestic violence and abuse

Safer Leeds will continue to *improve current core services* but we will also focus on programmes and projects that help us move closer to our desired outcome; *additional* partnership deliverables here include:

Fo	ocus on Innovation & Activity Victim, Offender, Location	Ascribed Primary Lead
An	ti-social behaviours and criminal exploitation	
0	Undertake a review of the Leeds Anti-Social Behaviour Service to ensure our response effectively meets the changing demands of ASB within the city and communities	LCC Community Safety
٢	Strengthen links and support the Leeds Safer Road Steering Group, educating schools, sharing knowledge and risk recognition/management initiatives	WY Fire & Rescue
•	Develop a blended approach to CCTV surveillance by progressing modernisation projects across Leeds	LCC Community Safety
٢	Introduce situational crime prevention programmes in tower blocks such as a concierge system to address ASB and reassurance tenants	LCC Housing
•	Utilisation of regulative and enforcements powers as part of joint operations	LCC & WYP Licensing
•	Promote meaningful alternatives to 'gangs' through education, training and employment and mentoring opportunities as well as developing diversion activities for young people	WYP & LCC Communities

0	Refresh our partnership Front Door Safeguarding Hub model, making best use of partnership resources, to provide more effective responses to victims and perpetrators of domestic violence and abuse	LCC Community Safety and Children & Families			
0	Implement a multi-agency action plan to develop our responses to honour based abuse and forced marriage; focussing on raising awareness, developing clear pathways and protocols	LCC Community Safety			
0	Develop and test locality based responses to domestic violence working within the 6 LCC priority neighbourhoods	LCC Community Safety			
•	Undertake a pilot development programme to ensure that the profession of social work is as adept at working with victims as well as abusers, with individuals who are abusive in relationships	LCC Adults & Health			

На	te crime and community tensions	
•	Explore opportunities to increase and strengthen hate crime reporting centres in a range of community based settings, educational establishments and businesses (e.g. transport exchange)	LCC & VCS
•	Develop a community tensions framework and toolkit to ensure consistent methodology and approach to sharing and developing solutions	Safer Leeds
•	Undertake tailored and targeted campaigns with identified communities of interest in conjunction with services, building previous work as part of the Hate Crime Awareness Week	Safer Leeds
•	Following the review, implement new processes and procedures for Hate Crime Multi- Agency Risk Assessment Conference (MARAC)	LCC Community Safety
0	Community cohesion and tackling extremism (e.g. by working with the Communities Service to develop more cohesive and resilient communities, tackle all types of extremism and safeguard those most vulnerable to radicalisation)	LCC Communities

# Key Deliverables ~ II (Year 1)

# Focus on Innovation & Activity

# Victim, Offender, Location

Ascribed

Impact of drugs, alcohol and mental health			
Publish and implement a new drug and alcohol strategy for the city; including developing our partnership information sharing capability to better understand and respond to emerging threats and harms	LCC Adults & Health		
Develop new ways of working to respond better to 'street based' drug use and reduce impact on services and public perceptions	LCC Adults & Health		
Develop new approaches to address problems associated with excessive 'street drinking' and exploring the potential for alcohol recovery centres and other initiatives to protect individuals and reduce demand places on emergency services	LCC Adults & Health		
Ensure mental health professionals support the police and provide better response to people in distress and who need assistance	WYP Safer Leeds Partnership & CCG		

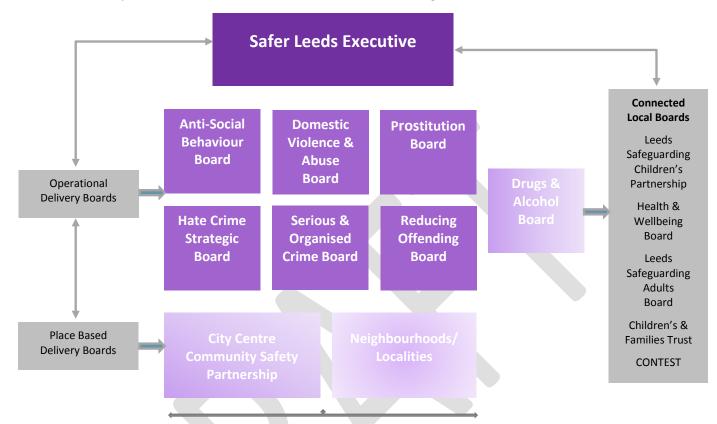
Serious and organised crime	
Strengthen existing and new partnership arrangements to improve the gathering of information and intelligence on known organised crime groups; introducing partnership network analysis to provide insight and inform response	WYP & Safer Leeds
Implement new operational approaches to tackle organised crime groups, utilising a combination relentless disruption techniques; taking criminal, civil and regulative action	WYP & Safer Leeds
Devise and introduce creative ways to support and build community resilience, in collaboration with trusted partners, the voluntary and community sector and community leaders; in line with agreed communications and engagement plans	WYP Safer Leeds

Place-Based	0	perational	Deliverv	
1 1400 04004	<u> </u>	perational		

٢	Further develop locality based community safety approaches, in line with the principles of neighbourhood policing	WYP Safer Leeds Partnership
•	Deliver 'Safe and Well' visits to vulnerable members of the community and develop targeted mentor schemes	WY Fire & Rescue
0	Implement a universal offer and targeted programmes following the review of the Safer Schools Partnership	WYP Safer Leeds Partnership
0	Pilot a new systems change programmes via an 'Early Help/ Early Intervention Hub' linking identification of children and young people at risk and offer practical support to families to change behaviours and achieve better outcomes	LCC Children & Families
0	Continue to co-ordinate and develop responses to reduce the impact and harm of street based sex work; including developing a better evidence base to monitor issues and measure effectiveness of interventions	WYP Safer Leeds Partnership
٢	Undertake a review of the city centre CSP, with an emphasis on people, places and premises to support community safety and linked service/ partnership delivery	LCC Community Safety
0	Establish a dedicated multi-agency Street Support Team (Phase I) working with the VCS, statutory services and the business sector to support and reduce the number of street users and address associated street activity	LCC Community Safety
•	Work with service users through effective 'in-reach work' for those who may be homeless, in need and/ or at risk of reoffending to ensure appropriate housing provision is assigned and 'wrap around' services are available and accessible be to meet presenting needs	VCS, CRC, YOS, Prison Service & Hospitals, LCC

#### GOVERNANCE

To support and manage the delivery of this strategy, Safer Leeds Executive has undertaken a review and refreshed its governance and accountability arrangements including: a) detailing the membership, function and roles of the Executive as described in a new terms of reference b) agreed its operational and placed-based delivery boards and c) outlined its connection with other significant local boards.



*Safer Leeds Executive*, consists of officers from the 'Responsible Authorities' and 'Co-operating Bodies', and includes political representation from the Lead member for Community Safety and coopted local representation from the West Yorkshire Police Crime Panel.

**Operational Delivery Boards**, are chaired by a member of Executive reporting on progress, risks or threats as part of their duties. Below these there are sub groups and/ or where appropriate Task and Finish Groups.

*Place Based Delivery Boards*, are chaired by a member of Executive or assigned to a Lead Supporting Officer, reporting on progress, risks or threats as part of their duties.

*Steering/ Task & Finish Groups*, this includes multi-agency groups working on Honour Based Violence & Abuse/ Forced Marriage; Modern Day Slavery and Human Trafficking. Plus time limited groups working on communication and engagement campaigns. *Connected/ Significant Boards*, play a significant role in contributing to Safer Leeds shared priorities and at least one person from the Executive is a member of these Boards, to ensure synergy, at a strategic and operational level.

In addition, this strategy links to other strategic plans, priorities and other Boards, including alignment to and contributing directly to West Yorkshire's Police and Crime Plan.

*Community Safety Champions,* these are elected members, assigned at a community committee, who 'champion' the work of Safer Leeds through their activity with local people in their constituency and with local service providers.

#### Funding

The work of Safer Leeds is primarily funded by mainstream resources of each organisation and work 'in-kind' and other grants where bids for additional funding are secured. The Police and Crime Commissioner allocates supplementary funding on an annual basis.

