

# SAFER, STRONGER COMMUNITIES

Leeds Plan: 2021-2024



Foreword .....3  
About this Plan .....4  
Approach .....5  
Shared Priorities .....6  
Key Deliverables .....7  
Implementation Framework..... 10  
Focus on our Strategic Outcomes..... 11

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**#BeSafeFeelSafe**  
**Safer, Stronger Communities**

## Foreword

Welcome to the Leeds Safer, Stronger Communities: Leeds Plan, which sets out our statement of intent and what we will collectively focus on to achieve better community safety outcomes.

Much has been achieved over the last three years, including reductions in recorded crime and real positive changes in the way victims are supported and encouraged to report crimes but we are not complacent, and we know there is always room for improvement. The pandemic has shone a light on a host of inequalities and through this new Leeds plan we will strengthen our commitment to work with and for communities. As a partnership we recognise there is more we can collectively do to keep people safe from harm, prevent and reduce offending, and create safer and stronger neighbourhoods.

From listening to our communities, we have heard how the impact of crime on individuals, families and neighbourhoods can be devastating and we understand how the fear of crime can affect people in their homes, on the streets and the places they go. Some communities will experience crime and anti-social behaviour because of who they are, or where they live and some may not feel comfortable in coming forward and reporting it, this is not right. In turn, peoples' experiences and perceptions can have a detrimental impact on their lives. At the same time, we know the nature and type of crime is changing and evolving; cyber related crime has become more prevalent, and there are a multitude of platforms that are now used to facilitate, exploit, and groom people. There are young people and adults in this city who are being abused or exploited into criminality.

As a compassionate city, preventing victimisation and supporting people harmed by crime is central to our work, as is tailoring our response to individual needs. We will listen to, be informed by, and work with people with lived experience, to shape services.

Within the plan we outline our shared priorities; all have a 'victim, offender, location' basis and all are strongly connected, as one impacts on the other both directly and indirectly. Our 'safer, stronger communities' model will place a greater emphasis on early identification, prevention and intervention so we can be responsive to local needs and work with others to create thriving, resilient communities that promote respect. We will place a collective emphasis on meeting the needs and demands of people in this dynamic and diverse city, as well as preventing future victimisation and offending; ensuring we strive to 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.

Our approach denotes both universal and targeted approaches to addressing community safety themes, regardless of the issue, with a recognition that to achieve the desired outcomes, emphasis has to be on both '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 are truly a compassionate and courageous city and you have demonstrated this during the pandemic.

We are therefore pleased to introduce the Safer, Stronger Communities: Leeds Plan and ask you to consider your offer in supporting and securing better community safety outcomes for the people of Leeds.

We are firmly believe we are stronger when we work together.

Kind regards

***Councillor Debra Coupar***

Deputy Leader of Leeds City Council and  
Executive Member for Resources

***James Rogers***

Chair of Safer Leeds Executive and  
Director of Communities, Housing  
and Environment: Leeds City Council

## About this Plan

This Safer, Stronger Communities: Leeds Plan sets out the strategic direction of Safer Leeds Executive and will be used to hold the partnership to account for keeping communities safe.

Safer Leeds is the city's statutory Community Safety Partnership, responsible for tackling crime, and disorder; we have a strong record of partnership working, which was embedded as part of the Crime and Disorder Act (1998) and subsequent legal enhancements. 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.

### Our Ambition

To be the best city in the UK with the best community safety partnership and services:

- ❖ Working with and for communities, families and individuals, so people are safe and feel safe in their homes, in the streets, and the places they go
- ❖ Developing a shared sense of the assets of individuals and communities, with a focus on building self-reliance and resilience
- ❖ Getting to the root causes of issues, developing effective solutions and creating new ways of working to enhance locality working
- ❖ Building real opportunities so there is potential for people and places to prosper

### Our Strategic Outcomes

As the end result, we want to:

- I. Keep people safe from harm,
- II. Prevent and reduce offending and
- III. Create safer and stronger communities

### **Accountability**

The Safer Leeds Executive has a statutory requirement to:

- Regular engage and consult with the community
- Prepare and implement a Community Safety Plan
- Produce Joint Strategic Assessments
- Ensure information sharing arrangements
- 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

Recognising 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: - Leeds City Council, West Yorkshire Police, Leeds NHS, West Yorkshire Fire and Rescue Service, West Yorkshire Probation Services, HMP Service, and the Voluntary & Community Sector.

## Challenge and Change

As a partnership, we are ambitious and look to maximise all opportunities, review and refresh where needed, and apply lessons learnt, to:

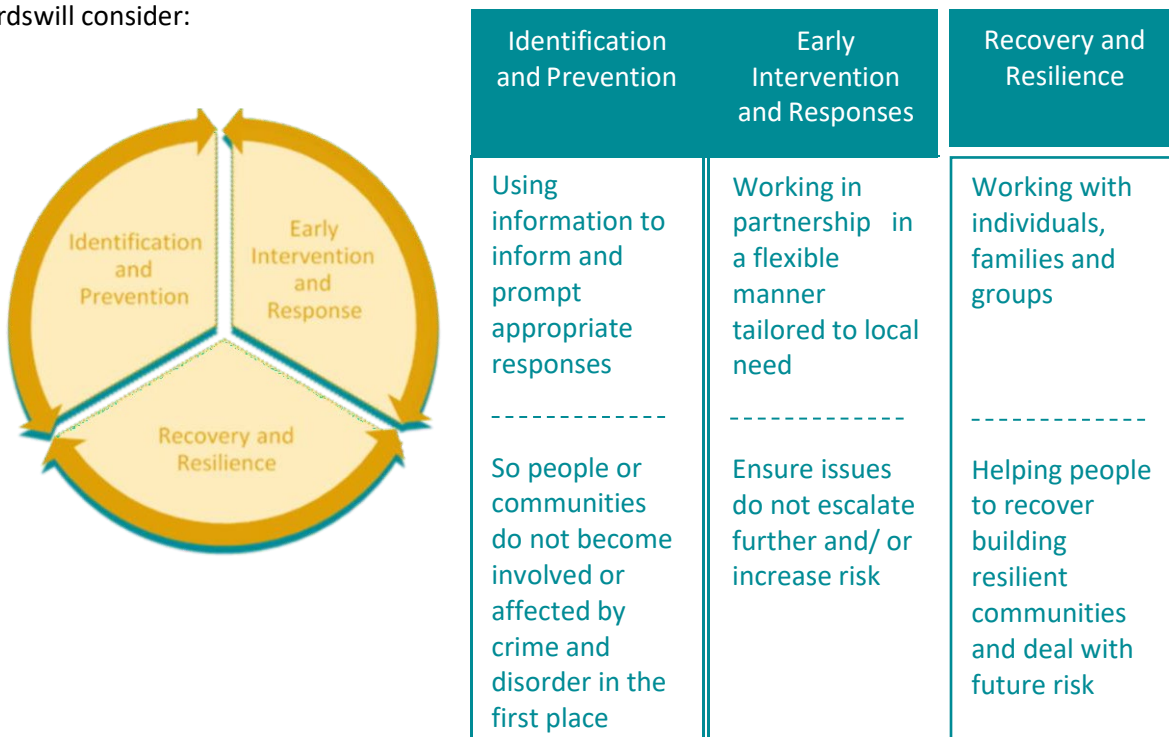
- ❖ Apply a Safer, Stronger Communities model which places a greater emphasis on early identification, prevention, and intervention, so we can be responsive to local needs by working with communities before a crisis point, preventing future victimisation and offending.
- ❖ Deliver results efficiently and cost effectively, with clear accountability. We will use this plan to direct resources and activity, working with and for the people of Leeds to achieve better community safety outcomes.
- ❖ Work jointly with local connected boards (e.g. Health and Wellbeing Board, Leeds Safeguarding Children Partnership, Leeds Safeguarding Adults Partnership), and key West Yorkshire boards, including the West Yorkshire Combined Authority, on shared priorities.
- ❖ Address the impact of inequalities experienced by some members of our communities, who may be more affected by incidents and/ or crimes.
- ❖ Undertake an annual review and refresh of our delivery plans.

## Approach

The **Safer, Stronger Communities** model will guide strategic thinking and operational activity across all the shared priorities, so we can:

- ❖ Strengthen the safer and stronger elements of partnership working
- ❖ Address crime and anti-social behaviour to keep people safe from harm, and
- ❖ Be responsive to local needs, to create thriving, resilient communities that promotes respect

When developing, implementing, and reviewing delivery plans against the shared priorities, respective boards will consider:



The model is based around a **PEOPLE** and **PLACE** approach encompassing all aspects of lifestyle and identity. This includes neighbourhoods where people live and the places they go, but also communities of interest and groups with which a person will interact and can be applied at the following levels:

- ➡ Individual/ Family...Community/ Neighbourhood...City-wide/ Strategic

Fundamental to this model will be connecting the wider social and economic determinants that impact on safer and stronger communities, through effective partnership collaboration.

## Shared Priorities

We have listened to our communities, consulted stakeholders and through the 2021 Strategic Intelligence Assessment identified a number of priority themes and issues affecting safety and feelings of safety, for individuals, neighbourhoods, and communities. Listed here are the core community safety shared priorities that negatively impact on people and places. We will focus on these priorities, flexing to respond to need and demands ensuring we are intelligence led and agile in our partnership response.

Shared Priorities	What are the key issues?
ASB and Public Order	<ul style="list-style-type: none"> <li>Victims/ witnesses who suffer from the impacts of ASB</li> <li>Youth nuisance and disorder</li> <li>Communities where there is high prevalence of incidents</li> </ul>
Domestic Violence and Abuse	<ul style="list-style-type: none"> <li>Victims/ witnesses of traumatic incidents, including young people living in abusive households and repeat victims</li> <li>High risk offenders</li> </ul>
Hate Crime	<ul style="list-style-type: none"> <li>Impact on victims' and communities' feelings of safety</li> <li>Rises in tensions and incidents following local/ national/ international events</li> </ul>
Illicit Drugs and Substance Use	<ul style="list-style-type: none"> <li>Impacts of illicit drug markets on communities and families</li> <li>Complex drug supply networks</li> </ul>
Offending Behaviours	<ul style="list-style-type: none"> <li>Offender management and repeat offending</li> <li>Use of violence/ intimidation, including targeting associates and families of individuals</li> <li>Communities where there is high prevalence of offending</li> </ul>
Organised Crime and Street Gangs	<ul style="list-style-type: none"> <li>Community impacts of organised criminality</li> <li>Individuals at risk of becoming involved in organised criminality, or who have or may potentially be targeted</li> <li>Street gang violence</li> </ul>
Exploitation and Radicalisation	<ul style="list-style-type: none"> <li>Online radicalisation, including lone actors</li> <li>Instability in other countries and communities</li> <li>Exploitation/ trafficking of adults and families, and criminal and sexual exploitation of children</li> </ul>
People with multiple needs (Street Users and Sex Workers)	<ul style="list-style-type: none"> <li>Individuals with highly complex needs, including historical trauma, mental health, and substance misuse</li> <li>Specific street user groups: Begging, Rough Sleeping, Sex working</li> </ul>
Violence and Sexual Crime	<ul style="list-style-type: none"> <li>Victims and witnesses of traumatic incidents</li> <li>Repeat and organised offending, especially on street offending, youth violence, and knife crime</li> <li>Night Time Economy related Violent and Sexual Offences,</li> <li>Neighbourhoods/ communities with high prevalence of offences</li> </ul>

These priorities interrelate and interlink with wider social and economic determinants, such as impacts of poverty and deprivation, mental health and chronic effects of trauma, substance use, family/peer relationships, education, housing and homelessness, employment, and community/ neighbourhood design. All have a potential 'Victim-Offender-Location' basis, and all provide clarity for defining and measuring outcomes.

## Key Deliverables

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 strategic outcome. At the end of the yearly cycle a review of what has been achieved and what needs improving will inform Yr2 key deliverables.

Focus on Change YR1 Key Deliverables	Ascribed to relevant Silver Board
<b>ASB and Public Order</b>	
<p>➔ Prevention and Early Intervention ~ enhance operational working between Leeds Anti-Social behaviour Team and Youth Justice Service by using an intelligence led approach to identify, support and divert young people away from the Criminal Justice System. Examine and improve referral pathways at an early stage to address factors which contribute to anti-social behaviour, working closely with existing programmes, linking in with earlyHelp Hubs.</p>	
<p>➔ Targeted Responses ~ reduce the impact of anti-social behaviour on communities by targeting 'hotspot' areas. Facilitate and support co-ordinated, multi-agency approaches at a local level and increase targeted operations with Safer Stronger Communities partners during peak months.</p>	
<p>➔ Problem Solving ~ further develop and embed community-based applications to address ASB, enhancing work with targeted communities through a multi-agency approach to reduce risk, threat and harm. For example: i) address concerns around motorcycle/ quad bike related anti-social behaviour, ii) address arson and nuisance fires, through the 'Enough is Enough' campaign</p>	
<b>Domestic Violence and Abuse</b>	
<p>➔ Complete a local comprehensive needs assessment and a refreshed DVA strategy as part of the new statutory requirements ~ specifically working with housing providers to ensure timely availability and suitable accommodation and place-based support for DVA victims.</p>	
<p>➔ Actively engage with providers of services to children and young people who are living in abusive households ~ to fully recognise them as victims in their own right and provide the right support at the right time.</p>	
<p>➔ Enhance the offer of support to perpetrators of domestic abuse through service improvement, workforce development and identifying opportunities to develop specialist projects ~ to ensure more perpetrators are supported and the risk/ harm caused by them is reduced.</p>	
<b>Hate Crime</b>	
<p>➔ Increasing the reporting of hate crime by making it easier for those affected to report, and increasing victim confidence ~ Improve third party reporting in schools and explore opportunities to increase and strengthen hate crime reporting centres in a range of community-based settings, educational establishments, and businesses; by focussing on the settings that have proven to be high-risk environments for hate crime</p>	
<p>➔ Preventing hate crime by tackling the beliefs and attitudes that can lead to hate ~ Undertake city wide targeted campaigns in line with #LeedsNoPlaceForHate, including messages around 'Upstanders not Bystanders', urging people to stand with those who have experienced hate crime, as well as providing practical tips on reporting, creating a sense of reassurance, solidarity and unity</p>	
<p>➔ Improving support for the victims of hate crime by ensuring effective provision is available at the time of reporting ~ Promoting the Community Multi Agency Risk Assessment Conference (Community MARAC) so that agencies supporting hate crime victims are encouraged to make appropriate referrals to access the right support and working with the CJS and Victim Support to ensure victims of hate crime are adequately supported through their involvement with the criminal justice process.</p>	

## Drugs and Substance Use

- ➔ Maintain the high performing drug and alcohol treatment service in the city, taking a blended approach to service delivery i.e., a combination of remote and face-to-face working, tailored to individual need.
- ➔ Continue to explore innovative, evidence-based approaches and incorporate them into the service, as appropriate ~ including developing partnership working to expand promotion of current, and future, drug and alcohol campaigns and conduct the preparatory work for the new drug and alcohol treatment contract.

## Offending Behaviours

- ➔ Working collaboratively with the criminal justice services and healthcare/ wellbeing services to support the rehabilitation and resettlement of adult offenders ~ Continue to support and enhance liaison and diversion and those serving under 12 months custodial sentences, and delivering community based rehabilitation programmes.
- ➔ Work with the Leeds Youth Justice Partnership to implement a local Youth Justice Plan to deliver services to improve outcomes for young people, families, and communities.
- ➔ Develop a Female Offender Plan for Leeds, in line with the Home Office strategy to ensure female offenders and at-risk women are being supported in the community, providing gender-informed approach to individual needs, through partnership arrangements.

## Organised Crime and Street Gangs

- ➔ Reinvigorate and refocus partnership capacity to tackle organised crime groups in the city, in line with Operation Precision and the 4Ps Plan (Prepare: Improve victim protection and support Pursue: Disrupt and prosecute perpetrators Prevent: Harm to people Protect: Vulnerable people and increase resilience)
- ➔ Work in partnership to develop the early identification and intervention agenda to reduce youth violence through a collaborative approach; delivering universal and targeted services, based on intelligence led work in localities of concern.
- ➔ In line with addressing Modern Slavery and Human Trafficking plans, continue to align activity around the 4Ps plan (Prepare-Pursue-Prevent-Protect) by i) Raising public awareness and workforces development; ii) Increase intelligence sharing to identify more victims and prosecute more perpetrators; iii) Provide a quality, partnership response to victims.

## Violence and Sexual Crime

- ➔ Produce and implement a local Reducing Serious Violence Plan, including a focus on Youth Violence, and deliver a programme of activity aligned to Violence Reduction Unit desired outcome.
- ➔ Develop a local strategy to address Violence against Women and Girls, in line with the forthcoming national strategy and local needs ~ establish a partnership development group to take forward and develop a co-ordinated city-wide approach.

## Exploitation and Radicalisation

- ➔ Work in partnership to identify children at risk of child sexual exploitation and/ or child criminal exploitation and mitigate risks through early identification and intervention plans.
- ➔ Using safeguarding principles, provide tailored multi-agency to: i) support those identified most at risk of radicalisation; ii) look to rehabilitate individuals known to have ideologies that potentially put themselves and the wider community at risk of serious harm.
- ➔ Strengthen existing local partnerships, specifically working online and offline to empower young people, families and communities, to build capacity through community engagement and civil society organisations.



## People with multiple needs (Street Users and Sex Workers)

- ➔ Relaunch, refresh and refocus the city-wide Homeless Prevention Forum to ensure local plans continue to develop a blended accommodation offer ~ Work with housing providers to create movement in the supported housing pathways and examine requirements of emergency accommodation.
- ➔ Further develop/ enhance provision for service users with mental health issues ~ Work with health commissioners to further develop collaboration, joint commissioning, and delivery models.
- ➔ Look to develop a city centre commissioned Health and Wellbeing Centre for the homeless and people in need on the streets ~ Strengthen the work with grass roots organisations, moving from on street kitchens to indoor provision, including befriending and mentoring in neighbourhoods.
- ➔ Take forward the on-street sex working governance arrangements, through the strategic Sex Working Board.

## Placed Based ~ Delivery: Localities

- ➔ Deliver a high quality and responsive offer to the 10 Community Committee's, Community Committee Chairs and Community Committee Champions, including the management of the Wellbeing Fund, Youth Activity Fund, Capital Budget, and Community Infrastructure Levy Budget across the Community Committees, integrating with other place-based budgets to maximise impact.
- ➔ Using a place-based approach, lead on the management of strategic multi-disciplined programmes of work across the each of the priority neighbourhoods and target wards:
  - Use intelligence and data to explore innovative solutions to tackling longstanding concerns.
  - Early intervention and prevention work
  - Responsive to critical community incidents or concerns
  - Development of strong place-based stakeholder connectivity and relationships
  - Lead and support the development and delivery of innovative partnership projects and approaches which attract new investment and funding opportunities, which bring about real change and opportunity for local people...Building self-reliance and resilient communities
- ➔ Covid-19 legacy programme:
  - Continue to work in partnership with Public Health to build and further develop targeted interventions in wards of concern. Work with the Health Inequalities Board and other partners to develop programmes of work which help to address health inequalities and promote better life style choices and improved quality of health for those living in the most disadvantaged areas of the city post Covid.

## Placed Based ~ Delivery: Leeds City Centre

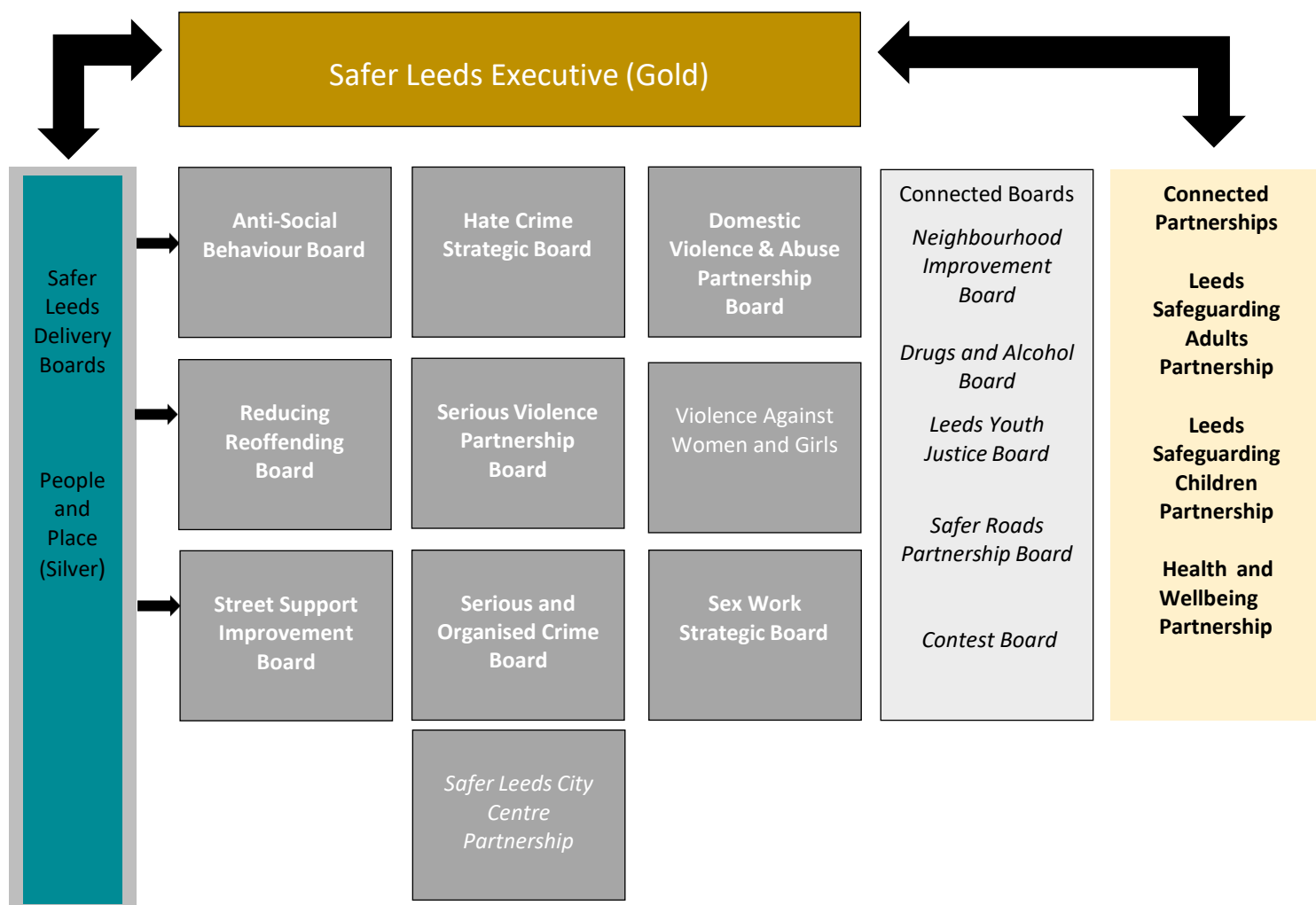
- ➔ With an emphasis on people, places and premises, take forward our local early intervention approach to the evening and nighttime economy, utilising Purple Flag principles and through an active #BeSafeFeelSafe thematic communications and engagement framework.
- ➔ Undertake an 'on-street' resources review to create a welcoming and reassuring environment for the public, and an effective response to ASB in partnership with law enforcement agencies.
- ➔ Take forward tactical and operational activity to address violence and abuse against women and girls, ensuring this is in collaboration with the voice of women with lived experience.

As the safer, stronger communities agenda is cross cutting we will continue to work closely with connected partnerships on shared issues, ensuring increased synergy and focus. For example, listed here are just two policy/ practice changes, led by other boards, which Safer Leeds will endorse and implement:

- Leeds approach to 'Self-neglect' policy and procedures ~ can be found here [Home \(leadssafeguardingadults.org.uk\)](http://Home(leadssafeguardingadults.org.uk))
- Leeds approach to 'Think Family, Work Family'; principles and practice guidance ~ can be found here [LSCP - Leeds Safeguarding Children Partnership \(leadsscp.org.uk\)](http://LSCP - Leeds Safeguarding Children Partnership (leadsscp.org.uk))
- The link to the Safer Leeds partnership council pages

## Implementation Framework

To support and manage the delivery of this Safer, Stronger Communities: Leeds Plan, Safer Leeds Executive has undertaken a review and refreshed its governance and accountability arrangements including:



- **Safer Leeds Executive (Gold)**, consists of officers from the ‘Responsible Authorities’ and ‘Co-operating Bodies’, and includes political representation from the Lead member for Community Safety and co-opted local representation from the West Yorkshire Police Crime Panel.
- **Delivery Boards (Silver)**, are chaired by a member of Executive reporting on progress, risks or threats as part of their duties. Below are subgroups and/ or where appropriate Task and Finish Groups (Bronze)
- **Task & Finish Steering Groups**, will be assigned by the Executive, as when required...these could be to consider cross cutting opportunities, for example around communication / campaigns, funding/ bids, and/ or specific commissioned intelligence products
- **Connected Boards/ Significant Partnerships**, 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**, are elected members, who ‘champion’ the work of Safer Leeds through their activity with local people and with local service providers.
- **Funding**, is primarily funded by mainstream resources of each organisation and work ‘in-kind’ and/ or other grants where additional funding is secured; including the West Yorkshire Community Safety Fund.
- **Governance, Information Sharing and Accountability Arrangements**, governance arrangements are through Leeds City Council.

## Focus on our Strategic Outcomes

To achieve our strategic outcomes we will work with and for communities, and collaborate with trusted third sector organisations and connected partnerships who share our ambitions.

Our Strategic Outcomes...we want to:

- I. Keep people safe from harm,
- II. Prevent and reduce offending and
- III. Create safer and stronger communities

### Keep people safe from harm...what does this mean?

We want all people who live, work, and socialise in Leeds to be safe and feel safe. This outcome is at the heart of the work that all partner agencies do. Anti-social behaviour and crime can cause considerable distress to people, it is damaging to individuals, families, and communities, affecting their health and wellbeing and can escalate into other serious behaviours. People who come into contact with services may have multiple and compounding complex needs, so having person-centred approaches and improving our collective response in a trauma informed manner is fundamental.

It is about:

- ❖ Protecting people who are victims of crime or at risk of being victimised and safeguarding people from harm
- ❖ Preventing people from being victims and/ or being exploited
- ❖ Promoting feelings of safety and confidence in policing and community safety, building resilience and recovery

### Prevent and reduce offending...what does this mean?

We want people who commit crime and anti-social behaviour to change their behaviour. This outcome is fundamental to keeping people safe and is central to services working for and within the criminal justice systems. Offending takes many forms, and for those causing harm there are and should be appropriate consequences, including diversionary and rehabilitation programmes, custodial sentences, supervision in the community etc. With support people should be given opportunities to turn their lives around and desist from commit offences. People who offend, reoffend or who are at risk of first-time offending do so for a host of different reasons but it is their behaviour that has a direct impact on their victims, their families, and communities and ultimately themselves.

It is about:

- ❖ Preventing acts of ASB and criminal behaviour
- ❖ Problem solving justice, across services with and for people
- ❖ Intervening early to reduce the risk of escalation of offending and rehabilitating people to change their lives

### Create safer and stronger communities...what does this mean?

We want Leeds to continue to be a compassionate and caring city that tackles poverty, reduces inequalities, and promotes tolerance and respect. This outcome is fundamental to the city's visions of being welcoming, fair, with a sustainable strong economy that brings opportunities to all. With existing and new crime and disorder demands there is a requirement to focus the right resources in the right place at the right time.

It is about:

- ❖ Building resilient communities, supporting those in need as well as ensuring people are empowered to help themselves
- ❖ Strong local leadership, system change through listen to and acting on community conversations to resolve problems and conflict locally, raising aspiration and creating better links to social and economic opportunities
- ❖ Protecting the places where people live, socialise, travel to and creating places that are safe and promote/ engender feelings of safety



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**Safer, Stronger Communities**