

LEEDS COMMUNITY  
SAFETY STRATEGY  
2024-27

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## Foreword



I am pleased to introduce to you the refreshed 2024/27 Leeds Community Safety Strategy. This sets out the statement of intent of Safer Leeds, the Community Safety Partnership in achieving our ambition to deliver the most effective community safety outcomes for residents, businesses and people visiting the city.

The often detrimental effects of crime and anti-social behaviour on individuals and communities are something we are committed to reducing wherever they take place. Over the past three years, we have made significant progress on the key deliverables set out in the previous strategy, including introducing measures to support long term problem solving to address anti-social behaviour within communities, continuing to drive activity to tackle violence against women and girls in Leeds, and tackling serious youth violence, as well as many other highlights.

Whilst we have made significant progress over the last three years, we are not complacent about the challenges we still face. The cost-of-living crisis has exacerbated a host of inequalities within our communities and resulted in increased community safety concerns across the city. I also acknowledge the significant work that has been done to mitigate the

impact of diminishing capacity and capability in both statutory and non-statutory partners as a result of ongoing austerity. As a partnership, we remain steadfast in our commitment to work collaboratively, ensuring that we are using our collective resources effectively and efficiently in an innovative and flexible way to deal with increased demand.

From reaching out and listening to our communities, and engaging with our third sector partners, we have heard and seen how the impact of crime on individuals, families and neighbourhoods can be devastating. Using this feedback, we have refreshed our strategy, and set out a framework to effectively respond to our community safety priorities.

Finally, we would like to thank all staff and volunteers across the community safety partnership for your continued commitment and passion to serve the people and communities of Leeds, keeping people safe and feeling safe.

A handwritten signature in black ink, appearing to read 'Mary Harland'. The signature is fluid and cursive, written on a white background.

Cllr Mary Harland

Executive Member for Communities,  
Customer Service and Community Safety.

## Introduction

Community Safety Partnerships (CSPs) were introduced by Section 6 of the Crime and Disorder Act 1998 and bring together local partners to formulate and implement measures to tackle crime, disorder and antisocial behaviour in their communities.

Safer Leeds is the city's statutory CSP and comprises of a wide range of organisations including Leeds City Council, West Yorkshire Police, Public Health, West Yorkshire Fire and Rescue Service; West Yorkshire Probation Services, HMP Service and the Voluntary & Community Sector.

Safer Leeds meets bi-monthly and monitors, reviews, and progresses the work of the CSP against agreed priorities and deliverables. It considers performance and outcomes whilst addressing gaps in service delivery and supports several statutory duties. Safer Leeds is supported by a Core Group of members, made up of priority leads and a Partnership Performance and Intelligence Team.

Before developing the strategy, the Partnership has identified the key local crime and disorder priorities and activity through a strategic needs assessment. We have considered information and data collected from over 1,350 residents of Leeds through the 'Your Voice' Survey conducted by the West Yorkshire Combined Authority to understand perceptions of safety and residents' main concerns relating to community safety. We have also engaged third sector partners and community groups to understand the key community safety issues, seeking feedback from groups and networks that represent the diverse communities of

Leeds including the Religion or Belief, Disability and LGBT+ hubs.

The overarching vision for Safer Leeds is:

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

The CSPs activity contributes to the wider aims of the “Best City Ambition”.

- Working with and for communities, families and individual, so people are safe and feel safe in their homes, in the streets, and the places they go.
- Focusing on early intervention and problem solving in partnership to deliver effective community safety related solutions.
- Identifying and harnessing the contribution and value to be derived from the many community-based assets existing across the city with a focus on building increased neighbourhood resilience and self-reliance.

The lifespan of the last strategy has seen the introduction of several new statutory duties, including The Domestic Violence Duty and The Serious Violence Duty. The Partnership has adapted and flexed its approach to ensure that these duties have been incorporated into normal working practices and we continue to identify and exploit opportunities to innovate and develop a culture of continuous improvement notwithstanding the context of ongoing budgetary and resourcing challenges.

## Approach

Safer Leeds will continue to utilise the Problem Analysis Triangle theory based around Victim, Offender and Location when developing, implementing, and reviewing delivery plans to address the cross-cutting themes to achieve the strategic outcomes.

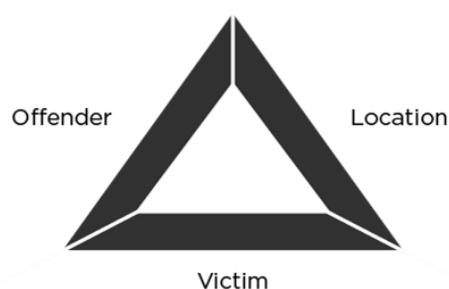
The problem analysis triangle is an established methodology for analysis of recurring problems of crime and disorder.

It is based on the theory that when a crime or incident occurs, three things happen at the same time and in the same space: a suitable target / victim is available, there is the lack of a suitable guardian to prevent the crime from happening, and a motivated offender is present.

However, although it is recognised that crime and disorder issues cluster in these ways, this is not evenly distributed across time, place, or people.

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

Based upon the Problem Analysis Triangle theory, the below recommendations for themes and planning are based around Victim, Offender, Location and additionally those key strategic themes that cut across all three areas.



Problem Analysis Triangle	Themes	Partnership Response
Victim	<b>Keep People Safe</b>	<ul style="list-style-type: none"> <li>• Support victims and witnesses</li> <li>• Victim centred and trauma informed approaches</li> </ul>
Offender	<b>Deter and Disrupt Offending</b>	<ul style="list-style-type: none"> <li>• Early intervention and prevention</li> <li>• Partnership enforcement and rehabilitation</li> <li>• Trauma informed interventions</li> </ul>
Location	<b>Community Cohesion and Resilience</b>	<ul style="list-style-type: none"> <li>• Safer spaces and places</li> <li>• Community engagement</li> </ul>
Cross Cutting	<b>Building Trust and Confidence</b>	<ul style="list-style-type: none"> <li>• Equality, diversity, and inclusion</li> <li>• Strategic crime and disorder issues.</li> <li>• Improve health and wellbeing: Individuals presenting with severe complex needs.</li> </ul>

## **Strategic Themes**

### **Keep People Safe**

#### **Support victims and witnesses**

Being a victim of crime (including witnesses) can have long term impacts. We will focus on:

- Supporting ALL victims and witnesses, including those who may not have (or may not wish to) report to the police.
- Ensuring people get the individual support they need, including long-term support for vulnerabilities or complex needs that can compound barriers to coping and recovery.
- Addressing barriers that prevent timely and appropriate support, identifying and taking action to fill gaps in services through new and improved working.
- Increasing confidence in the criminal justice system and empowering individuals to take up different options available to them through it.
- Working to ensure needs of children and young people are given appropriate attention, especially those who have been victims or witnesses to potentially traumatic events.

#### **Victim centred and trauma informed approaches.**

As a partnership we acknowledge that the rights and dignity of victims, including their voice, well-being and safety are paramount, we will focus on:

- Providing appropriate local and personal support around housing, finance, mental / physical health needs, relationship skills, substance misuse.
- Supporting and informing around safer behaviours.
- Encouraging reporting of crimes through various channels.

### **Deter and Disrupt Offending**

#### **Early intervention and prevention**

Early intervention and support are key to divert vulnerable individuals away from criminal behaviour and influences, especially in preventative approaches around risks of child criminal and sexual exploitation where several factors can increase an individual's risk.

Safer Leeds has identified that there are several ways we can improve outcomes for people, no matter at what age intervention takes place, to help divert them from initial or continued involvement in criminality. We will focus on the following to maximise opportunities to intervene early and prevent such behaviours:

#### ***Resilience and protective factors***

- Identification of coping strategies to boost positive behaviour.
- Identify and encourage positive supportive relationships, interpersonal, and parenting skills.
- Mindfulness and relaxation.

#### ***Service configuration***

- Stable, safe environments and relationships with support staff and peers.
- Awareness and avoidance of triggers.
- Coproduction and giving service users an element of control and choice.
- Multidisciplinary approach, access to appropriate services and support, service transparency and open communication, training, and awareness.

#### ***Behavioural interventions***

- Personal development, including education, thinking skills, anger/emotion management, self-worth, motivation, and responsibility.
- Psychological treatment at times of crisis, e.g., bereavement counselling

- Family-orientated interventions.

### Partnership enforcement and rehabilitation

Not all enforcement is direct Policing action. We will utilise approaches to manage and challenge offending by collaboration, co-operation, and communication to ensure appropriate legislation is assessed and considered to reduce the use of direct criminal legislation and custodial approaches where possible.

Safer Leeds will use a range of civil and regulative powers to assist in coordinated approaches to reduce the impacts of crime, displacing, or changing behaviours, and / or increasing the “capable guardians” around vulnerable people and locations.

We will focus on preventing re-offending and deterring individuals at risk of becoming involved in the justice system from harmful or criminal behaviours through engagement and rehabilitation. We aim to ensure that there is appropriate availability and access to services and support based on individual needs.

### Trauma informed interventions

Safer Leeds acknowledges that some offender behaviour is a result of trauma, as such we will collaborate to ensure that we develop trauma informed interventions, ensuring that we focus on:

- the widespread impact of trauma on thoughts feelings and behaviour, recognise the signs of this and respond accordingly.
- Recognise that services and systems can create further traumatising and work to prevent this.
- Ensure people’s safety – people need to feel safe to prevent further harm and re-traumatisation.

## **Community Cohesion and Resilience**

### Safer Spaces and places

Levels and impact of crime and disorder are not spread equally: our strategic planning and development will consider delivery and outcomes at a district, ward, community, and neighbourhood level. In particular:

- Links between all relevant strategic boards around collaborative working on cross-cutting issues and cost-saving at a local and district level.
- Strategic and delivery plans with district, ward, and neighbourhood focus.
- City Centre community safety as a specific area of focus due to the levels of risk, threat, harm
- Links to partnership working through Neighbourhood Improvement Boards

### Community Engagement

Local issues that affect feelings of safety and security including emerging / ongoing concerns around nuisance, crime, or the local environment. We will develop plans and interventions to have localised aspects that are flexible to respond to such issues and potential change, through:

- Involving local individuals and residents in discussions and decisions, through a range of mediums including social media.
- Coordinating deployment of services to respond to any increasing concerns or tensions to prevent issues escalating and ensuring appropriate interventions across agencies with the communities affected, including communities of identity / interests /

needs as well as specific neighbourhoods.

- Developing interventions and strategies that can be mobilised across different areas or communities as priority areas change.

All this work will be underpinned by an overarching community safety crosscutting social cohesion strategy for the council.

### **Building Trust and Confidence**

#### Equality, Diversity, and Inclusion

As a CSP we strive to recognise and embrace people's different needs, situations, and ambitions. We will adopt an inclusive and supportive approach to underpin community safety in all our consultation, planning and measures we implement.

#### Improve health and wellbeing: individuals presenting with severe complex needs

As a partnership we acknowledge that individuals that are presenting with multiple complex needs, many of whom have been in and out of the criminal justice system, are often impacted by experiences of trauma, by substance misuse, as well mental and physical health needs and often accessing acute or crisis interventions can be challenging. We are endeavouring to work across the partnership and the wider council to address system changes to help meet the needs of these individuals.



## Crime and Disorder Issues

The Performance and Intelligence Team conducted a Community Safety Strategic Assessment in early 2024 where the following crime and disorder issues were identified that affect safety and feelings of safety, for individuals, neighbourhoods, and communities.

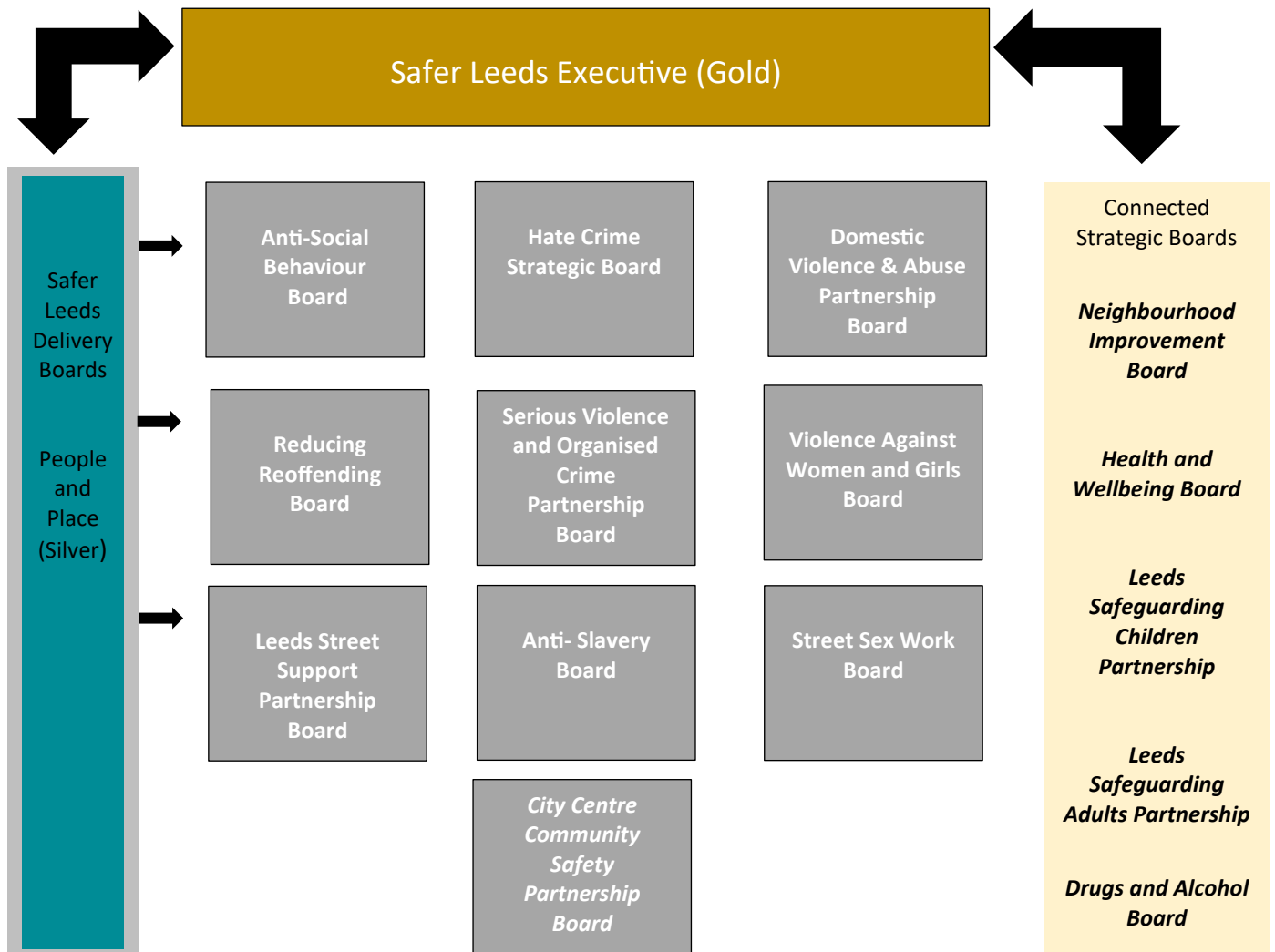
We will seek to address these issues that cause the most significant concern using the problem-solving triangle. We will focus on these issues, flexing to respond to need and demands ensuring we are intelligence led and agile in our partnership response.

Crime and Disorder Issue	What are the key issues?
Domestic Violence and abuse	<p>Significant impacts on victims and families, including high levels of repeat offending as well as under-reporting:</p> <ul style="list-style-type: none"> <li>• Homicide prevention.</li> <li>• Repeat offenders targeting multiple victims.</li> <li>• Impacts on children and families.</li> </ul>
Hate Crime	<p>Impact on victims, families, and communities.</p> <ul style="list-style-type: none"> <li>• Tensions relating to local, national, and international events.</li> <li>• Targeted communities and repeat offending.</li> </ul>
Illicit Drugs and Substance Use	<p>Main organised criminal activity in the district and underpins many other crime and disorder issues.</p> <ul style="list-style-type: none"> <li>• Multicommodity markets and use (including impacts around health and overdose risk).</li> <li>• Changing drugs markets; intelligence gaps; potential criminal, social and medical impacts.</li> <li>• New and emerging drugs and chemicals, including “cutting agents” and pharmaceuticals becoming part of illegal drugs trade and use.</li> </ul>
Neighbour nuisance and ASB	<p>Significantly impacts on feelings of safety in a neighbourhood.</p> <ul style="list-style-type: none"> <li>• Youth nuisance and aggressive behaviours.</li> <li>• Environmental impacts around vandalism, damage, and littering / fly-tipping.</li> <li>• Vehicle nuisance and road safety.</li> </ul>
Theft and Neighbourhood Crime	<p>Public concerns around thefts. Many offenders are opportunistic and target the easiest property to steal.</p> <ul style="list-style-type: none"> <li>• Robbery and personal theft</li> <li>• Commercial crime (including shop thefts)</li> </ul>

	<ul style="list-style-type: none"> <li>• Burglary and vehicle crime (especially in residential areas)</li> </ul>
<p>Violent and Sexual Crimes</p>	<p>Significant personal and public impacts, often long term.</p> <ul style="list-style-type: none"> <li>• Violence against women and girls (including sexual offending).</li> <li>• Violence against men and boys.</li> <li>• Serious youth violence, including knife crime and street gangs (offending and victimisation).</li> </ul>
<p>Reducing Offending Behaviours</p>	<p>Crosscutting all crime and disorder issues we will seek to reduce offending behaviours.</p> <ul style="list-style-type: none"> <li>• Early intervention and prevention</li> <li>• Partnership enforcement and rehabilitation</li> <li>• Trauma informed interventions</li> </ul>

## Implementation Framework

Governance arrangements have been put in place to support and manage the delivery of the Leeds Community Safety Strategy 2024-27.



**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 these there are subgroups and/or where appropriate Task and Finish Groups.

**Connected Strategic 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, including contributing to West Yorkshire's Police and Crime Plan.

### **What will we do, and how will we know whether we have been successful:**

The relevant Delivery Board (Silver) will take forward plans to deliver the strategy for the next three years (2024-2027) and will be held to account for progress to Safer Leeds Executive (Gold) and will report against the key deliverables listed below.

At the end of each year a review of what has been achieved will take place and report to the relevant Scrutiny Board and Executive Board, any amendments to priorities and key deliverables will then be updated.

#### **Key Deliverables**

##### **Anti-Social Behaviour Board**

- Effectively collaborate with partners to ensure we are using the most appropriate tools and powers to support the community against youth nuisance and aggressive behaviours whilst ensuring the young person is safeguarded by referring through the relevant channels.
- Implement a motor vehicle misuse strategy, to respond to the communities' concerns relating to the anti-social use of motor vehicles, keeping people safe utilising legislation effectively.

##### **Hate Crime Strategic Board**

- To increase awareness of the impact of hate crime on individuals and communities through a programme of targeted awareness raising campaigns and educational programmes.
- Develop the confidence of communities and individuals impacted by hate crime to report such incidents and crimes by supporting the development of hate crime reporting centres in local communities and high-risk environments, including schools and the private sector, alongside specific reporting centres for the range of protected characteristics.
- Improve support for the victims of hate crime by ensuring effective provision is available at the time of reporting, so that agencies supporting hate crime victims are encouraged to make appropriate referrals to access the appropriate support. Working with the CJS and Victim Support to ensure victims of hate crime are adequately supported through their involvement with the criminal justice process.

##### **Domestic Violence & Abuse Partnership Board**

- Improve the immediate and long-term support available to all those living with domestic violence and abuse through awareness, prevention, and early intervention.
- Deliver, monitor, and improve our offer to provide an effective response to immediate risk.
- Challenge and support those who are causing harm (perpetrators).
- Build on the work done with children and young people to improve how we keep them safe and supported.

### **Reducing Reoffending Board**

- To address issues affecting access to accommodation and support for offenders on prison release or in the community, provide a forum for discussion of operational problems and improve pathways and communication between partners.
- Identify and address issues/barriers in the partnership in relation to supporting access and maintenance with Education Training and Employment provision across the area.
- Identify and address issues/barriers in the partnership in relation to supporting access and understanding of Financial, Debt and Benefit provision across the area.
- To strengthen linkages from custody into the community focussing on developing an effective release process with the development and embedding of resettlement passports/supporting linkages across Leeds.
- To strengthen and develop the interface for Criminal Justice pathways across all partner services, with specific focus on neurodiversity, mental health, substance misuse.

### **Serious Violence and Organised Crime Partnership Board**

- Understand the picture of serious violence and organised crime in West Yorkshire by working in partnership and sharing information.
- Undertake partnership prevention work in communities to prevent serious violence and organised crime in the first place with a specific focus on serious youth violence.
- Reduce risk, vulnerability and susceptibility of individuals, families, and communities to being drawn into violence and organised crime.

### **Violence against Women and Girls Board**

- Prevention: tackling misogyny/inequality, behaviour change, involving women and girls in decision making within the public realm/parks design.
- Intervention: Develop and support intervention activities such as Women's Night Safe Space, Ask Angela, etc
- Recovery and resilience: reducing reoffending, and support for victims

### **Leeds Street Support Partnership Board**

- Implement and deliver the Single Homeless Accommodation Programme for people with multiple disadvantages and complex needs.
- Refresh the Target Priority Group, with sustained partnership focus at an individual level.
- Further develop the health and wellbeing offer for people as part of an integrated care package on street, in accommodation and in the community

### **Anti-Slavery Board**

- Recognise, safeguard, support and empower victims.
- Increase awareness and reporting across all sectors and communities.

- Identify and pursue perpetrators.
- Remove slave-based labour from supply chain.

#### **Street Sex Work Board**

- Reducing vulnerability and improving the safety, health, and wellbeing of street sex workers
- Targeting those exploiting or causing harm to street sex workers
- Address ASB, building trust and confidence with local communities

#### **City Centre Community Safety Partnership Board**

- Produce, implement, and monitor a refreshed city centre community safety strategy to 'add value' in the day, evening, and night-time economy.
- Develop activities and interventions which will be underpinned by collaboration, co-ordination and communication aligned to our desired outcome: 'We want people in Leeds city centre to be safe and feel safe, on the streets, the places they go, have a good experience, get home safely and return'.

#### **Leeds Drugs and Alcohol Partnership Board**

- Fewer people misuse drugs and / or alcohol and where people do use, they make better, safer, and informed choices.
- Increase the proportion of people recovering from drug and / or alcohol misuse.
- Reduce crime and disorder associated with drug and/or alcohol misuse.
- Reduce the impact of harm from drugs and alcohol on children, young people, and families.