



## Report of the: Director of Environments and Neighbourhoods

### Executive Board

Date: 22 June 2011

### Subject: Reducing Reported Burglary in Leeds

#### Electoral Wards Affected:

All Wards

Ward Members consulted  
(referred to in report)

#### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the re

## EXECUTIVE SUMMARY

Leeds has had a longstanding burglary problem and to provide context, levels of recorded domestic burglary have reduced by almost 50% since its peak in 2002/03. This report provides the Executive Board with a summary of the current burglary position for Leeds, which despite the reductions, has the third highest burglary rate of any Crime and Disorder Reduction Partnership (CDRP) in England & Wales. This report highlights the complex issues that the city is trying to tackle in relation to the scale of the problem (particularly in specific areas of the city), the changing demographics of our communities, and offender behaviour and type.

In 2009/10, as a result of a joint Audit Commission / HMIC inspection, Leeds was awarded a "red flag", which is the equivalent of unsatisfactory, in respect of levels of recorded domestic burglary and whilst recognising improvements had been made, the re-inspection report in 2010/11 still included a number of concerns and recommendations. In response, the Safer Leeds Executive has developed the Leeds Burglary Reduction Strategy, which sets out the vision for the city in relation to reducing recorded burglary over the next four years. The strategy provides the partnership with a framework through which all actions to tackle burglary will be delivered in order to achieve the vision. This report provides the Executive Board with details of the vision and an outline of the key strands of the strategy.

## **1.0 Purpose Of This Report**

- 1.1 To provide an overview of the burglary problem in Leeds and outline the key drivers in relation to this offence.
- 1.2 To agree the Leeds Burglary Reduction Strategy.
- 1.3 To approve the allocation of £1.326m of resources made available through the Community Safety Fund to support the delivery of the Leeds Burglary Reduction Programme, which seeks to implement a more targeted and co-ordinated approach to tackling burglary across the city.
- 1.4 To request the Executive Board amend the annual funding allocations currently assigned to the Community Safety Fund for 2011/12 and 2012/13, to make this more evenly split across the two financial years and aligned to the Burglary Reduction Programme outlined in section 5 of this report.

## **2.0 Background and Context**

- 2.1 Leeds has made good progress over the last three years towards 'creating safer environments by tackling crime' and the direction of travel shows improvement across a broad spectrum of crime related performance indicators. Overall, total recorded crime has reduced by 13.6% (11,699 fewer offences).
- 2.2 Leeds recorded its highest ever burglary figure of 16,937 in 2002/3. Significant reductions were subsequently achieved to the low of 7,670 burglaries in 2005/6. This period of reduction then reversed over the following four years until 2010/11 when Leeds again saw an approximate 7% reduction on the previous year, recording 8,869 crimes. Sustaining progress in reducing burglary has proved to be problematic.
- 2.3 Home Office recording rules dictate that burglary dwelling includes "full" offences, where an offender has successfully gained entry to a dwelling, and "attempts" where the offender has been unable to gain entry. In 2007/08, 15.6% of all burglary dwellings were attempts; this increased to 21.3% in 2010/11 (around 1 in 5 burglaries) suggesting crime prevention/reduction and awareness projects have proved effective.
- 2.4 Leeds has channelled significant resources to tackle domestic burglary across the city, particularly in identified strategic localities of concern. The figures of % reduction mask wide variations in performance between different parts of the city. The following wards have seen reductions in 2010/11 when compared with the previous year; Hyde Park & Woodhouse (38%), Headingley (28%), Gipton & Harehills (32%) and Beeston & Holbeck (45%). Key wards where offences have increased in 2010/11 include Armley (20%), Burmantofts & Richmond Hill (25%) and Chapel Allerton (28%).
- 2.5 The city is not alone in having longstanding issues with domestic burglary. All core cities have identified burglary as a problem, although trends and levels vary, with Leeds at the highest end of the range. The table below shows recorded burglary in Leeds in comparison with the other core cities in the 12 month period from March 2010 to February 2011.

Partnership	Offences/1000 Households	Actual Offences
Manchester	27.004	5538
Leeds	26.576	8902
Nottingham	22.639	2974
Bristol	21.027	3861
Birmingham	19.799	8202
Liverpool	17.998	3495
Sheffield	14.411	3327
Newcastle Upon Tyne	11.205	1337

Of note, both Manchester and Nottingham have seen larger reductions than Leeds whereas Birmingham has seen an increase in the last 12 month period (IQuanta). Notwithstanding this, the gap in burglary rates between Leeds and the rest of the country has widened.

### 3.0 Main Issues

3.1 Leeds shares many common issues in relation to burglary with the other core cities, however, it also has a number of specific issues which compound its vulnerability to this type of crime:

- a) Leeds has high numbers of privately rented Houses in Multiple Occupation (HMO's), which often have poor security measures in place and are therefore more susceptible to persistent burglary.
- b) Leeds has one of the largest student populations in the UK, many living in private rented accommodation and concentrated in particular in the Headingley, Hyde Park & Woodhouse areas.
- c) The city has more affluent areas that are often closely located to deprived areas, affording easy access for potential offenders.
- d) Leeds has a high number of young people entering the criminal justice system with burglary as their first offence or having moved up from involvement in anti-social behaviour. This is not typical of other large cities across the country. There is a need to improve our understanding of this issue and develop a longer term approach to tackle it.

3.2 The majority of burglaries are committed by people motivated by cash gain and unlike in other cities, there is an established social acceptance of burglary in a criminal subculture, where it is seen as a "crime of choice". In Leeds there are high numbers of burglars (both opportunistic and involved in organised crime groups). In 2010, over 1600 individuals were arrested for one or more burglary offences. Over the last four years the number arrested exceeds 4,000 individuals. Given recent public sector spending cuts and a greater government focus on rehabilitation in the community, it is recognised that even the most prolific offenders may not receive significant custodial sentences. Therefore, the challenge facing all those involved in reducing burglary and re-offending is to manage these individuals within communities, whilst minimising any adverse impact on local people.

3.3 The complex needs of individuals and high levels of persistent and prolific offenders create challenges for intervention, enforcement and diversionary work. Further work

needs to take place to develop more inter-agency work and better co-ordinate the city's approach to dealing with prolific offenders, for example greater flexibility to help secure and maintain employment, and support with housing related matters.

3.4 Like many cities, Leeds has also had to deal with significant funding cuts. Between 2010/11 and 2011/12 the Community Safety Unit will have managed budget reductions in excess of £1m. Similarly, the three West Yorkshire Police Divisions have collective savings of £9m to make over the next four year (to March 2014), which equate to 10.5% of the local force budget.

3.5 Other key partners involved in this important area of work such as Probation and Youth Offending Services, have all experienced significant funding reductions as a result of the Comprehensive Spending Review. With such large public sector cuts taking place over the next 3-4 years, we should not underestimate the challenges we face as a city to reduce burglary in such difficult financial times.

#### 4.0 Burglary Reduction Strategy

4.1 The Burglary Reduction Strategy (2011 to 2015) sets out the ambition of the partnership to reduce recorded burglary. Central to this strategy is a desire to improve safety and security so that residents are safe and feel safer in their homes.

4.2 Clear milestones to mark the transition from sustainable to ambitious reductions have been set. The first milestone is to sustain improvements on the 2010/11 out-turn. The second milestone is then to move into a phase of ambition, bringing offence levels below the previous best performance (7,670 in 2005/06).

Year	Milestone / Ambition	Target
2010/11	baseline year	8,869
2011/12	7.5% reduction on 2010/11 baseline Average offences 685 per month	8,200
2012/13	14.5% reduction on 2010/11 baseline Average offences 635 per month	7,600
2013/15	Improve on national ranking	

4.3 West Yorkshire Police set a Leeds burglary reduction target of 8,459 for 2011/12 (4.6% reduction on the 2010/11 out-turn) and in recognition of the additional resources that have since been secured for Leeds Burglary Reduction Programme, the partnership has set a stretched improvement target of 8,200 for 2011/12.

4.4 Once offence levels have stabilised at 7,600 or fewer offences per year, the challenge is then to reduce comparative burglary rates to a level closer to the national average. The ambition for 2013/15 and beyond will be to move to a position outside the top 10% nationally with a rank lower than 40th highest (assuming that the number of partnerships remains around 360). Overtaking the best Core City, ranked 100 places below Leeds, would require a reduction in offences of more than one half (assuming rates of offences in other partnerships remain unchanged). The practicality of achieving this will be assessed in the coming year.

- 4.5 The high level actions outlined in the strategy are intended to control or prevent problems, increase public reassurance and confidence, or improve knowledge and understanding. Taking into account the recommendations from the recent joint Audit Commission and HMIC inspection, the action plan is constructed around six priority strands:
- Offender management and criminal justice
  - Reducing and disrupting the stolen goods market
  - Coordinated and targeted enforcement
  - Crime prevention and standards of security
  - The impact of burglary on vulnerable communities
  - Ensuring value for money in tackling burglary
- 4.6 Each strand has a named strategic district lead at a senior level. To ensure accountability, they will report back to the overall strategic lead (Chief Superintendent, North West Leeds Division) through the monthly partnership burglary tasking meetings. Through the delivery of the strategy, a more co-ordinated approach to tackling burglary will be developed, between key agencies and partners.
- 4.7 The strategy will specifically contribute to reductions in those strategic localities of concern, by providing a more targeted and intelligence led approach to dealing with burglary offenders. It will also support the delivery of the Safer and Stronger Partnerships Vision of establishing ‘Leeds as an attractive place to live, where people are safe and feel safe’.
- 4.8 In order to effectively deal with this issue in the longer term, there is a need for a more inclusive approach to be developed beyond those dealing with burglary on a day to day basis, involving all those who live and work in the city. It is important then that this issue is embedded in all the city’s major strategies and plans.

## **5.0 Community Safety Fund – Leeds Burglary Reduction Programme**

- 5.1 A total of £1.326m funding has been allocated by the Executive Board from 1 June to 2011 to 31 March 2013 to deliver a programme of targeted activity that will significantly reduce domestic burglary across the city, and in particular in areas where levels of domestic burglary have increased such as Armley (20%), Burmantofts & Richmond Hill (25%) and Chapel Allerton (28%). This reflects the Safer Leeds Partnership’s vision to reduce burglary in Leeds to the lowest level it has experienced over the last decade and make people feel safer in their homes.
- 5.2 A commissioning specification was made available to potential deliverers on 21 April 2011 with a submission date of 16 May 2011. A total of 12 applications amounting to £3.175m were appraised by officers from the Environments and Neighbourhoods Commissioning and Finance teams against the stipulated criteria, which include fit with Leeds Burglary Strategy priorities and value for money.
- 5.3 After technical appraisal of the bids a shortlist of potential projects was drawn up. At this stage the bids totalled £1.7m, which is £374k more than funding available. At their meeting on the 25<sup>th</sup> May, the Safer Leeds Executive endorsed funding allocations against the various strands of the Burglary Reduction Strategy (value for money has been assessed against all applications), these are detailed in the table below.

<b>Key theme</b>	<b>Year 1 £,000</b>	<b>Year 2 £,000</b>	<b>Total Allocation</b>	<b>Preferred Providers</b>
Offender Management	£110k	£115k	£225k	Youth Offending Service, WY Probation Service
Burglary Task Force - Criminal Justice	£357k	£325k	£682k	Safer Leeds
Reducing and Disrupting the Stolen Goods Market	£ 37k	£34k	£71k	Safer Leeds
Coordinated and Targeted Work in Localities	£121k	£73.5k	£194.5k	Leeds University, Safer Leeds
Crime Prevention and Impact of Burglary on Vulnerable Communities	£65k	£78.5K	£143.5k	CASAC / Care & Repair, plus partners
Research	£10k		£10k	TBA
<b>Grand Total</b>	<b>£ 700k</b>	<b>£626k</b>	<b>£1.326k</b>	

## **5.4 Programme Activity**

5.4.1 The delivery of the burglary reduction programme will bring together key organisations with a proven track record of reducing burglary and dealing with burglary offenders. Outlined below is a brief summary of the activity that will be delivered under each of the key themes:

### **5.4.2 Offender Management**

Expanding the work of the Youth Offending Service (YOS) programme team to deliver tailored activity to the perpetrators of burglary, specifically the 'ThinkSmart' cognitive behaviour programme, which is an intensive programme of activity aimed at reducing the overall number of burglaries committed by young people aged between 10 – 17 years old. The project aims to support a minimum of 50 young offenders to successfully complete the programme over the lifetime of the project (to March 2013).

At present, only young people on Referral Orders, Reparative Orders and Intensive Supervision and Surveillance (ISS) are expected to undertake work with victims in the community. This strand of work will increase reparation and restorative work with young people who commit burglary offences. It will enable the YOS to increase its work with victims and burglary offenders, and integrate reparative and restorative programmes of work regardless of sentence, so that all young people sentenced for burglary offences receive a minimum of 4 hours reparation as part of their supervision plans. Young people would be assigned to a meaningful placement local to their home, enabling them to make amends constructively. Up to 400 hours of support, potentially assisting 100 young offenders would be supported through this strand of activity.

The Leeds YOS have an excellent track record of working with young offenders, and have been commended by Inspectors and the Youth Justice Board. In a recent Core Case Inspection carried out by the Criminal Justice Joint Inspection team (Jan 2011), it was noted that; *'There had been a reduction in the frequency of offending since the start of the sentence in just under two-thirds of cases, and a reduction in the seriousness of offending in over half of cases. In both instances this was better than the average performance of YOTs inspected to date'*. The Burglary programmes developed and delivered by YOS were presented with an award by the Howard League in July 2010.

The West Yorkshire Probation Service will deliver a desistance project, to reduce the number of younger burglars becoming more entrenched. This will involve targeting and tracking young burglars as they progress from supervision by the Youth Offending Service to the Probation Service during their so called 'Transition to Adulthood'. Young offenders aged between 18-21 will be targeted. By intervening more intensively with this age group, the number of burglary offences committed can be reduced.

The Probation caseload in Leeds is around 5,000 offenders, of this number only 532 cases are aged between 18-21 years. However, this is the peak age for burglary in Leeds, with 37% of offending attributed to this cohort. The project will enable greater targeting of this age group by offering specialist case management for offenders that are not already involved in other Probation programmes e.g. Deter Young Offenders (DYO), Persistent Prolific Offenders (PPO) and Integrated Offender Management (IOM). This project will address an identified weakness highlighted in the recent Audit Commission / HMIC burglary report, and add value to mainstream Intensive Offender Management programmes.

#### **5.4.3 Burglary Task Force - Criminal Justice**

Delivered through the Safer Leeds Partnership, the Burglary Task Force will work across Leeds to deliver practical measures to reduce domestic burglary. The team will involve staff from each of the three Basic Command Units and Safer Leeds, and incorporate a pro-active and re-active, intelligence led approach to dealing with localities of concern and emerging neighbourhoods at risk of burglary. The team will be tasked to respond rapidly to control, prevention and reassurance work and thereby reduce opportunities for re-offending. Key areas of work include:

- Identification of offenders causing harm
- Production of intelligence products to support the delivery of work in localities of concern
- Disruption and arrest of offenders
- Work with the Crown Prosecution Service to ensure appropriate outcomes for victims and communities
- Dealing with organised crime groups and higher level crime activities
- Disrupt and arrest activity

The project will specifically support the delivery of the vision of the Leeds Burglary Reduction Strategy 'to reduce recorded burglary, in the short to medium term, to the lowest recorded level in the last ten years and to continue to reduce those levels into the long term.'

The project is built upon previous successful crime initiatives that have been undertaken jointly by the Police and Partners such as the Street Crime Initiative which resulted in the lowest levels of robberies in 2005/06. It was commended by the Police

Standards Unit as evidence of good practice. The project will enable focused intensive tactical responses to be delivered through dedicated teams, increasing efficiency and decreasing replication of work, especially with SPOC's (Single Point of Contact) and dedicated intelligence support.

#### **5.4.4 Reducing and Disrupting the Stolen Goods Market**

This strand of the programme will focus specifically on targeting the stolen goods market through a combination of enforcement, i.e. warrants and arrests, prevention i.e. supported visits to potential handlers of stolen goods and the deployment of trackable assets that lead to detection and convictions. Delivered through the Safer Leeds Burglary Task Force, the project will aim to increase arrests for handling and stolen goods by 50% over the lifetime of the programme.

#### **5.4.5 Coordinated and Targeted Work in Localities**

The city's large student population are one of the most vulnerable victim groups for burglary. The Leeds University Union will expand their existing 'Knowledge Student Safety' project which aims to reduce the number of burglaries within insecure properties through innovative communication methods, increase the number of students involved in burglary prevention work, and work with private landlords to improve the security of rental properties. During previous delivery of this project, the level of insecure burglaries on student property fell by approx. 20% over a 9 month period. The project will work closely with other partners involved in the burglary reduction programme such as West Yorkshire Police and Safer Leeds.

Working with local delivery partners and residents, the Area based Community Safety Co-ordinators will develop burglary action plans in key burglary 'hot spots', such as Armley, Bramley, Burmantofts and Richmond Hill, Kirkstall, Hyde Park and Woodhouse, Chapel Allerton and Killingbeck and Seacroft, which aim to sustain reductions in burglary offences. Using intelligence from burglary statistics for 2010/11, the project will deliver practical actions at the very local level to address domestic burglary, embed good practice, develop closer working amongst key delivery partners and link across to other areas of work such as young people not attending school and not in education, employment or training (NEET).

This project will build on work in localities to sustain reductions in burglary. There is a track record in each area of partners working together to tackle community safety priorities and this project will provide a sharp focus for sustained interventions in particular localities with stubbornly high levels of burglary.

#### **5.4.6 Crime Prevention and Impact of Burglary on Vulnerable Communities**

Managed through the Burglary Task Force, this strand of the programme will work with trusted local delivery partners such as CASAC and Care & Repair, to deliver a targeted programme of crime prevention activity across key areas of the city. This will involve target hardening work in specific problem areas and/or vulnerable communities, and other crime prevention work such as home safety checks. Work will also take place to upgrade locks and install burglary alarms in ALMO managed properties (funded via ALMO funds), and with private sector landlords (initially licensed Houses of Multiple Occupation) to improve and increase security measures in the rental sector and develop more sustainable ways of delivering crime prevention activity in the longer term.

#### **5.4.7 Research**

Resource has been set aside to undertake detailed research to develop a better understanding of Leeds' specific issues in relation to long standing burglary issues,



and identify ways in which these might be addressed in the longer term. A number of options are currently being investigated to take this work forward, including work with the Universities through a two year graduate placement. The Safer Leeds Executive will be responsible for commissioning this work, following the development of a detailed research brief and further investigation into the best delivery method.

## **5.5 Next Steps**

- 5.5.1 As it will not be possible to provide all the preferred providers with the full resource allocation they have requested, further work needs to take place with each of the providers to determine the most effective combination of activities and interventions, that will support the delivery of outcomes to achieve the Burglary Strategy Vision and provider value for money.
- 5.5.2 In total, the projects identified will provide an estimated £750k of match-funding in to the city, therefore adding value to the programme (final match funding amounts will be subject to funding allocations being agreed). It is envisaged that the delivery of the programme will commence early July 2011.
- 5.5.3 A dedicated Programme Board is to be established to oversee the delivery and performance monitoring of this initiative, which will be chaired by a WYP Chief Superintendent. The Programme Board will be accountable to the Safer Leeds Executive.

## **6.0 Implications For Council Policy And Governance**

- 6.1 The 1998 Crime & Disorder Act provides a statutory obligation on Leeds City Council to tackle crime & disorder in partnership with certain other agencies.
- 6.2 Reducing recorded burglary will contribute to people feeling safer in their homes, which the people of Leeds have identified as their top priority.
- 6.3 Reducing burglary is identified as one of the city's main priorities. The newly established Safer and Stronger Board will oversee the strategic delivery of the Safer and Stronger City Priority Plan, which will feature high level targets and milestones to be delivered over the next four years in relation to burglary reduction.
- 6.4 The Safer Leeds Plan is owned by the Safer Leeds Executive and provides a framework for the delivery of the City's three Community Safety priorities: Reducing Burglary; dealing with Anti-Social Behaviour; and Improving Safeguarding and Reducing Vulnerability.
- 6.5 Leeds provides in excess of 60,000 places for students in full time education, at its universities and colleges. The students contribute to the local economy and cosmopolitan make up of Leeds, yet they are consistently the most burgled victim group.
- 6.6 Leeds needs to continue to be attractive to existing and new investors in its economy, but the adverse publicity surrounding high burglary rates may impact upon the potential to do this and also the willingness of those with the necessary skills to invest them in Leeds.

## **7.0 Legal And Resource Implications**

- 7.1 The Home Office have allocated the Community Safety Fund over the next three years (to 2013/14). The funding allocation for the current financial year (2011/12) is £846,779 (net of £100k allocated to the VCFS hardship fund). However, this drops by almost 50% to £478,978 in 2012/13, and by a further 13.5% in 2013/14 to £415,403.
- 7.2 The Executive Board is asked to agree that the funding allocations for 2011/12 and 2012/13, be re-profiled to provide a more even split across the two years, and aligned to the allocations for the burglary reduction programme for which allocations have been outlined in section 5 of this report. Funding allocations for 2013/14 are at present subject to the Police Reform and Social Responsibility Bill, which is currently making its way through Parliament.
- 7.3 This will enable a more considered approach to be developed across the two years of the programme, rather than the partnership having to frontload activity in to the current financial year.

## **8.0 Recommendations**

- 8.1 The Executive Board is asked to:
- 8.1.1 Agree the Leeds Burglary Reduction Strategy.
  - 8.1.2 Approve the allocation of £1.326m of resources made available through the Community Safety Fund, to support the delivery of the Leeds Burglary Reduction programme.
  - 8.1.3 Agree to amend the annual funding allocations currently assigned to the Community Safety Fund for 2011/12 and 2012/13, to make this more evenly split across the two financial years and aligned to the Burglary Reduction Programme outlined in section 5 of this report.
  - 8.1.4 Receive a further report on progress to reduce domestic burglary in a years time (June 2012).

## **9.0 Background documents**

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