

Report of Report of the Director of Environment and Communities

Report to Executive Board

Date: 17th October 2018

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

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. As the city's Community Safety Partnership, the Safer Leeds Executive (SLE) has a statutory requirement to prepare and implement a local Crime and Disorder Reduction Strategy, referred to locally as the Safer Leeds 'Community Safety Strategy' (appendix I).
2. There is a requirement, in accordance with the Constitution of Leeds City Council, for key strategies identified in the Council's Budget and Policy Framework to be made available for Scrutiny, before they are agreed by full Council. Consultation has taken place with the Scrutiny Board (Environment, Housing and Communities) and feedback (appendix II) has been incorporated into the strategy.
3. Of note, following the introduction of Police and Crime Commissioners in November 2012, local Crime and Disorder Reduction Strategies are required to have regard to the objectives set out in the Police and Crime Plan for the wider police area. The first West Yorkshire Police and Crime Plan 2013-2018 was published in March 2013, and was subsequently updated in 2014 and currently the Police and Crime Plan for 2016-21 is in operation.
4. Safer Leeds has an overarching outcome that the Partnership seeks to achieve this being: People in Leeds are safe and feel safe in their homes, in the streets and the places they go. For the new community safety strategy (2018-21) the SLE have agreed the following shared priorities that the partnership will concentrate on over the term of the strategy:

- ❖ Keeping people safe from harm (victim)
 - ❖ Preventing and reducing offending (offender)
 - ❖ Creating safer, stronger communities (location)
5. The partnership's shared priorities of '**victim, offender and location**' denotes both a universal and targeted approach to addressing community safety issues, regardless of the issue, with a recognition that to achieve the desired outcomes the emphasis has to be on '**People and Place**'.

Recommendations

Executive Board is recommended to:

- Formally endorse the Safer Leeds 'Community Safety Strategy' for 2018-21 as submitted, and refer the Strategy to full Council with a recommendation that it is formally adopted by the Council.

1. Purpose of this report

1.1 This report sets out the high level ambitions and intentions of the partnership over the next 3 years as outlined in the Safer Leeds 'Community Safety Strategy' (2018-21) for formal approval. In addition, the strategy reflects the outcomes of consultation exercise with other partnership Boards and the deliberations by the Scrutiny Board (Environment, Housing and Communities).

1.2 The overarching outcome that the Partnership seeks to achieve:

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

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

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

With a focus on:

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

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

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

1.4 The partnership's shared priorities of '**victim, offender and location**' denotes both a universal and targeted approach to addressing community safety issues, regardless of the issue, with a recognition that to achieve the desired outcomes the emphasis has to be on '**People and Place**'.

2. Background information

2.1 The Police Reform and Social Responsibility Act 2011 replaced Police Authorities with Police and Crime Commissioners (PCCs), and introduced Police and Crime Panels (PCPs) to scrutinise the decisions and actions of the PCCs and assist them in carrying out their functions.

2.2 In November 2016, Mark Burns-Williamson was re-elected as the West Yorkshire Police and Crime Commissioner and will hold office to May 2021. He published his five year Police and Crime Plan in March 2016.

2.3 Community Safety Partnerships have a statutory requirement to prepare and implement a local Crime and Disorder Reduction Strategy every 3 years. In doing so, these local strategies are expected to have regard to the objectives set out in the Commissioner's Police and Crime Plan.

- 2.4 Safer Leeds is a long standing partnership body with statutory representation from Leeds City Council; West Yorkshire Police; West Yorkshire Fire and Rescue Service; National Probation Trust; Leeds Clinical Commissioning Group and is augmented by representatives from the Voluntary & Community Sector, West Yorkshire Community Rehabilitation Company; HM Prison Service, Leeds Children's Trust Board; Leeds Health and Wellbeing Board, Leeds Safeguarding Adults Board and Leeds Safeguarding Children Partnership.
- 2.5 SLE 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
- 2.6 Over recent years, the partnership has focused much of its efforts on reducing domestic burglary, which was significantly higher in Leeds than in other comparable cities and has significant public concern. The partnership has successfully delivered against this ambition to date. Although burglary remains an issue, the volume and prevalence of domestic burglary has been significantly reduced, from a peak of over 16,000 to around 5,000 a year.
- 2.7 In the last 4 years the partnership has also focussed its attention on Domestic Violence and Abuse, linked in with the Councils breakthrough project. Of note, innovation programmes include the Front Door Safeguarding Hub, notifications to schools, roll out Routine Enquiries (at GP practices) and the extension and increased take-up of the organisational and service Quality Mark have been progressed, developed and sustained.
- 2.8 Over the past 2 years there has been an increased 'shift' towards the Safeguarding agenda, with a particular emphasis on reducing repeat domestic violence/abuse incidents for victims, protecting vulnerable children and adults from exploitation and improving support and access to service for victims as well as interventions for offenders to support a change a behaviour. There is a recognition that more needs to be done in localities of concern and within communities of interest on these agendas.
- 2.9 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. There have been changes in how crimes are recorded but also real positive changes in the way victims are supported, encouraged to report crimes as well as improvements in recording practice. At the same time 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.

3. Main Issues

- 3.1 Like other cities, Leeds faces significant challenges and pressures. To tackle existing, new and emerging risks, threats and harms, there must be 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.
- 3.2 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.
- 3.3 The need to deliver results more efficiently and cost effectively, with clear accountability, across services and agencies is key. As a partnership, there are examples of integration and co-location, but also a recognition of the need to continue to be ambitious and take risks to maximise all opportunities, to review and refresh where needed, and apply lessons learnt to day to day practice. The Safer Leeds 'Community Safety Strategy' provides all partners with an opportunity to 'refocus' on some critical challenges; of which 3 are highlighted here:
- Problem Solving ~ requires a breakthrough in prevention, early intervention and vulnerability at an individual, family and community level
 - Acute Safeguarding Risks ~ diverse & complex issues requires transformation in service delivery models
 - Invest to Save ~ addressing sources of demand through partnership activity and community led policing, that builds trust & confidence

4. Safer Leeds Review ~ Main issues

- 4.1 During January and March 2018, a review of Safer Leeds Executive was conducted with the intention of putting in place refreshed arrangements that:
- Detail the membership, function and roles of the Board
 - Formalise the governance and accountability framework of the Board
 - Enable the Board to delivery on its business requirements and
 - Manage the delivery of the new Safer Leeds Strategy (2018/21)
- 4.2 In March 2018, SLE considered the findings of the review, sanctioned the change proposals and recommendations and is now working on progressing on its implementation. During the consultation phase it was clear that stakeholders acknowledge the mature partnership that already exists and how they could take SLE onto its next phase of development. Throughout the consultation there was a real sense of commitment to work together to address community safety issues. There was a clear enthusiasm and passion to continually improve both policy and practice in order to achieve better outcomes for individuals, families and communities. Of significance to this report the following were agreed:
- Refreshed terms of reference ~ including membership from partners previously not on SLE
 - New Governance and Accountability arrangements ~ including the establishment of Operational Delivery Boards and Placed Based Boards
 - Revised Information Sharing Protocol and refocus on Performance and Outcomes and
 - The development of a Communications and Engagement Plan

- 4.3 The new governance arrangements will ensure work across the shared priorities and community safety issues are managed more effectively, with clear lines of accountability and opportunities to escalate risk. The 'Operational Delivery Boards' and 'Placed Based Boards' will be chaired by a member of the SLE who be responsible for developing, implementing and reporting back on progress of plans.
- 4.4 In the strategy, for each of the shared priorities is a high level narrative with a set of intentions (direction of travel) for the next 3 years. The key deliverables have ascribed actions that named lead organisations/ agencies or bodies have made a commitment to taking forward this year. This does not include core services and/ or current provision but focuses on the 'additionality' that partnership working brings, in terms of activity and innovation. Each ascribed primary lead will be held accountable to SLE on implementation of these actions.

5. Consultation Feedback ~ Main issues

- 5.1 The strategy has been developed in conjunction with representatives of all the 'Responsible Authorities' and 'Cooperating Bodies' of SLE, including representatives from the Leeds Health and Wellbeing Board, Leeds Safeguarding Children Partnership and Leeds Adults Safeguarding Board. Following consultation with the Scrutiny Board (Environment, Housing and Communities) the strategy also reflects their considerations and feedback.
- 5.2 Stakeholders were advised that the new strategy is not intended to be prescriptive and limiting in terms of delivery but to enable the SLE to respond to emerging issues through work streams and to enable more effective working with and across other Boards on cross cutting agendas.
- 5.3 During the consultation phase it was clear that stakeholders acknowledged the mature partnership that already exists, the areas that require further development and the links to numerous cross cutting agendas and work with other Boards. In particular stakeholders welcomed:
- An increased focus on the safeguarding agenda issues relating to victims, offenders and locations regardless of crime type, with a sense and commitment to continually improve both policy and practice, in order to achieve better outcomes for individuals, families and communities.
 - An increased focus on early intervention and prevention particular around the 'Think Family/ Work Family' approach as part of local problem solving; including early years and prevention models, recognising that for this to be sustainable there has to be an emphasis on working with communities within priority neighbourhoods across all sectors.
- 5.4 The strategy sets out high level intent and as with all strategies it's about the delivery of those intentions. The SLE were keen in this strategy to have ascribed actions (additionality) that named lead organisations/ agencies or bodies would commit to taking forward this year, above existing core provision.

- 5.5 Areas that are now incorporated and/ or enhanced in the strategy following consultation and feedback include:
- Sexual violence and abuse
 - Road safety and vehicular anti-social behaviour
- 5.6 In relation to sexual violence and abuse this has now been named as an area that will have focus. This was incorporated within criminal exploitation and following feedback, it is recognised and rightly deserves to be made clearer. Sexual violence and abuse is any harmful sexual behaviour which is unwanted and takes place without consent or understanding. This type of crime can have a devastating effect on the person's health and wellbeing. As such, the strategy has been adjusted and as a partnership we will continue to work with the police and partners to target offenders, give victims the confidence to come forward and report these crimes, and make all forms of sexual abuse and violence unacceptable
- 5.7 On road safety, following discussion at the Scrutiny Board (Environment, Housing and Communities), the issues relating to wider community concern around improving road safety, reducing road casualty, enforcement of speed limits and vehicular related anti-social behaviour, was accepted. In line with new SLE governance structure, an Anti-Social Behaviour Operational Delivery Board will be established, this agenda will be included as an area of focus. Of note, the connections will be reflected in the Place Based Operational Boards delivery plans as they are developed and at a neighbourhood level through West Yorkshire Police, Neighbourhood Policing Teams and the Safer Leeds work. The Executive Board Member for Communities agreed to progress this issue as a priority, at a local level, through the Community Committees and via the Community Safety Champions.
- 5.8 The Scrutiny Board's (Environment, Housing and Communities) comment around identifying and/ or providing a link to information which defines the responsibilities of each Operational Delivery Board and their specific objectives has been taken on board and will be clarified as part of the new communications and engagement formwork as the Delivery Boards develop and/ or refocus their work stream.
- 5.9 With the development of the Safer Leeds Street Support Team, there are strong synergies with the Best City Centre Vision, Our Spaces Strategy and ongoing work to create a Child Friendly city centre. All show combined consideration for both People and Place, with new opportunities and proposals to create a placed based architecture. Connections have been made as part of the community safety strategy and dialogue will continue to ensure that work supports and compliments both strategic, operational and tactical responses.

6. Funding ~ From the West Yorkshire Police Crime Commissioner

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

6.2 Accountability for the delivery of the funds, sits with the SLE who seek to ensure value for money and excellence in service delivery. The table below outlines the proposed local funding allocation for 2018/2019. This will be reviewed in line with the new strategy for 2019/20.

Programme of activity	<u>Safer Leeds Priority</u>	Funding Allocation 2018/19
Community Safety - Safer Leeds	<u>Creating safer, stronger communities (location)</u> <ul style="list-style-type: none"> ▪ Supporting the Front Door Safeguarding Hub ▪ Delivery of a domestic violence campaign ▪ Delivery and dissemination of lessons learnt from the DHR reviews ▪ Support the prevention of nuisance and anti-social behaviour and Reduce the occurrence and impact of hate crime through the Leeds Anti-Social Behaviour Team (LASBT) ▪ Providing extra capacity to support intelligence products to inform the deployment of resources (via the Safer Leeds Intelligence Team) ▪ Mental Health additional provision ▪ Prevent domestic violence and abuse for those at risk ▪ Implement partnership referral processes and pathways and approaches to tackle domestic violence and abuse ▪ Enhanced security provision via Leedswatch (CCTV) 	464,892
DIP Drug and Alcohol Programme	<u>Keeping people safe from harm (victim)</u> <ul style="list-style-type: none"> ▪ Reduce the aggravating effects of alcohol and drugs on crime and ASB ▪ Support delivery of Integrated Offender Management 	£613,000
Youth Offending Service	<u>Preventing and reducing offending (offender)</u> <ul style="list-style-type: none"> ▪ Breaking cycles of offending ▪ Early identification and interventions for those at risk of becoming involved in criminality 	£198,067
	<u>Total</u>	£1,275,959

6.3 A breakdown of the planned expenditure for the Community Safety Fund can be viewed here:

Community Safety – Safer Leeds		
Front Door Safeguarding Hub		115,130
Publicity Campaign		10,000
DV Structure		94,000
WYP Analysts		36,500
Mental Health additionality support provision		38,000
50% Contribution to Inspector		36,548
Contribution to Drug and Alcohol Post		14,850
Additional CCTV provision		12,000
Contribution to Caring Dads secondment		21,000
LASBT		50,000
Locally determined priorities		36,864
Total		464,892

6.4 A clear outcome framework is in place to facilitate effective budget management and reporting to the Office of the Police Crime Commissioner.

- 6.5 In addition to the funding outlined above, the Police Crime Commissioner has also been running the West Yorkshire POCA (Proceeds of Crime Act) Community Safety Fund, which provides resources for predominately 3rd sector organisations community groups and partners to support delivery of the Police and Crime Plan. Applicants can apply for up to £5k as part of funding rounds. For more information see <https://www.westyorkshire-pcc.gov.uk/safer-communities-fund.aspx>

7. Corporate considerations

7.1 Consultation and engagement

- The SLE has a statutory requirement to produce an annual Joint Strategic Assessment (JSA) to assess the scale and nature of crime and disorder in the city and to identify medium to long term issues affecting community safety. The JSA includes analysis of a range of both quantitative and qualitative data from across the partnership. It identified a number of reoccurring themes and this information and intelligence has therefore been used to inform delivery plans that underpin the overarching Strategy.
- Evidence from public consultation via the Office of the Crime and Commissioner and intelligence collated from residents accessing services delivered by Community Safety, such as the Leeds Anti-Social Behaviour Team, have been used to inform the contents of the strategy along with a range of Outcomes Based Accountability sessions held with operational professionals and service users during 2016 and 2017.
- Partners and representatives from a range of stakeholders (Leeds City Council; West Yorkshire Police; West Yorkshire Fire and Rescue Service; National Probation Trust; Leeds Clinical Commissioning Group, the Voluntary and Community Sector, West Yorkshire Community Rehabilitation Company; HM Prison Service, Leeds Children's Trust Board; Leeds Health and Wellbeing Board, Leeds Safeguarding Adults Board; Leeds Safeguarding Children Board and the Scrutiny Board (Environment, Housing and Communities) have helped shape and contributed to the new Safer Leeds Community Safety Strategy).

7.2 Equality and diversity / cohesion and integration

- The Safer Leeds Community Safety Strategy (2018-21) makes reference to the Partnership's commitment to serve all members of its communities effectively and acknowledges that all of its actions and plans should give due regard to implications for different groups and sections of the community.
- A key aim of the strategy is to work closely with a range of communities of interest, and in particular to improve all forms of hate crime reporting and domestic violence and abuse related incidents both of which are under reported. The Equality, Diversity, Cohesion and Integration Screening document is attached to this report.

7.3 Council policies and best council plan

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

7.4 Resources and value for money

- Since coming to Office in November 2012, the West Yorkshire Police and Crime Commissioner has provided funding to Safer Leeds on an annual basis to support the partnership's priorities. For 2018/19, the confirmed local allocation being £1,275,959 of which £464,892 is specifically for the Community Safety Fund element, to deliver a range of community safety related activity to support the Safer Leeds Strategy.
- Accountability for the delivery of these funds, sits with the SLE though Leeds City Council, who seek to ensure value for money and excellence in service delivery. Financial and performance reporting occurs on a quarterly basis.
- Leeds City Council invests through its core functions to the community safety agenda across all Directorates, contributing funding directly and indirectly to service provision and delivery, on this cross cutting agenda. It is estimated that the actual spend, for 2018/19, equates to £8.5m investment. A high level breakdown is provided here:

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

7.5 Legal implications, access to information, and call-in

- This report does not contain any exempt or confidential information. The report is ineligible for Call In, as the Executive and Decision Making Procedure Rules state: ‘The power to call in decisions does not extend to decisions made in accordance with the Budget and Policy Framework Procedure Rules’. This is one such decision. In line with the Budget & Policy Framework Procedure Rules, the matter has been considered by the relevant Scrutiny Board.

7.6 Risk management

- National changes to government legislation and prioritisation will bring both challenges and opportunities for the city. SLE will continue to explore additional funding opportunities where this adds value to its local priorities as part of ongoing committed to support programmes of change through an 'invest to save' approach.
- There are significant risks associated with budget reductions beyond the current financial year. Work will take place with partners to better understand what the implications and risks associated with budget reductions on the partnerships endeavours are to deliver against it shared priorities. Also, further negotiations will take place with regards to the Community Safety Fund for 2019/20 to ensure where possible, funding is aligned to local priorities set out in the strategy.

8. Conclusions

8.1 The Safer Leeds Community Safety Strategy (2018-2021) sets out the city's approach to reduce crime and disorder and deliver the partnerships ambition to be "the best city in the UK with the best community safety partnership and services"

- A city that is inclusive and safe for all
- A compassionate city that protects and safeguards the vulnerable
- A city that challenges and seeks to change behaviours that negatively impact on safer and cleaner streets

9. Recommendations

Executive Board is recommended to:

- Formally endorse the Safer Leeds 'Community Safety Strategy' for 2018-21 as submitted, and refer the Strategy to full Council with a recommendation that it is formally adopted by the Council.

10. Background documents¹

10.1 None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.