

MEETING

SAFER COMMUNITIES PARTNERSHIP BOARD

DATE AND TIME

FRIDAY 25TH OCTOBER, 2013

AT 2.30 PM

VENUE

HENDON TOWN HALL, THE BURROUGHS, NW4 4BG

TO: MEMBERS OF SAFER COMMUNITIES PARTNERSHIP BOARD (Quorum 3)

Chairman: Councillor David Longstaff

Julie Pal, Community Barnet	Annette Dhillion, Victim	Steve Leader, London Fire
Tim Beach, Children's	Support, North London	Brigade
Safeguarding Board	Division	Adrian Usher, Metropolitan
Douglas Charlton, London	Simon Harding, Middlesex	Police
Probation Service	University	Pam Wharfe, London
	Tim Harris, North West	Borough of Barnet
	London Magistrates Court	

You are requested to attend the above meeting for which an agenda is attached.

Andrew Nathan – Head of Governance

Governance Services contact: Andrew Nathan 020 8359 7029

Media Relations contact: Sue Cocker 020 8359 7039

ASSURANCE GROUP

ORDER OF BUSINESS

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10.	Any Other Business	
11.	Date of Next Meeting- 21 Jan 2014	

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Barnet Safer Communities Partnership Board (BSCB)

AGENDA ITEM 1

Date:	Friday 25 th October 2013
Time:	2.30pm to 4.30pm
Venue:	Committee Room 1, Hendon Town Hall, The Burroughs, London, NW4 4AX

Agenda

	Item	Led by
14:30-14:35 (5 minutes)	Item 1: Introductions	Cllr Longstaff (Chair) Cabinet Member for Safety and Resident Engagement
14:35-14:40 (5 minutes)	Item 2: Minutes and actions from last meeting	Cllr Longstaff
14:40-15:00 (20 Minutes)	Item 3: Update on refresh of BSCPB's governance structure, membership and terms of reference (Presentation and discussion)	Cllr Longstaff Kiran Vagarwal Head of Community Safety Barnet Council
15:00-15:10 (10 minutes)	Item 4: Performance update	Kiran Vagarwal Head of Community Safety Barnet Council
15:10-15:15 (5 minutes)	Item 5: Burglary intervention update	Richard Bell Crime and Disorder Information Manager Barnet Council
15:15-15:30 (15 minutes)	Item 6: Questions and comments from members	
15:30-15:40 (10 minutes)	Item 7: Interserve pilot proposal	Adrian Usher Chief Superintendent Metropolitan Police (Barnet)
15:40-16:00 (20 minutes)	Item 8: Barnet Safer Neighbourhood Board proposal	Hamera Asfa Davey Programme Manager Mayors Office for Policing And Crime (MOPAC)
16:00-16:10 (10 minutes)	Proposed forward plan: January Meeting: •Strategic Crime Needs Assessment update •Keeping young people safe •Offender Management April Meeting: •Violence Against Women and Girls •Burglary Update •Outcome of Strategic Crime Needs Assessment	Kiran Vagarwal
16:10- 16:20 (10 minutes)	AOB	
16:30	Meeting Close	

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MINUTES

Board Members Present:

Cllr David Longstaff	Cabinet Member for Safety and Resident Engagement (Chairman)
Pam Wharfe	Interim Director for Environment, Planning & Regeneration, LBB
Adrian Usher	Barnet Borough Commander, Met Police
Douglas Charlton	Barnet/Enfield ACO London Probation
Andy Mariner	Chief inspector, Met Police
Douglas Charlton	London Probation
Mark Brown	London Fire Brigade Barnet Commander (Deputy)
Dr Simon Harding	Middlesex University, Department of Criminology

Also present:

Paul Hammond	Barnet Borough Watch/Community Safety Engagement Group
Denise Thiruchelvam	Public Health, Barnet and Harrow
Laura Waller	Public Health, Barnet and Harrow
Steve Murrant	Community Protection Group
Michael Kelly	Acting Community Protection Manager, LBB
Richard Bell	Community Protection, LBB
Julie Pal	CommUNITY Barnet
James Mass	Family & Community Well-being Lead Commissioner, LBB
Dov Gerber	Chair Barnet CSEG
Annette Dhillon	Victim Support, LBB
Manju Likhman	Domestic Violence Coordinator, LBB
Duncan Tessier	LBB
Laura Featley	Jobcentre Plus
Steve Leader	London Borough of Barnet Fire Service Commander
Kiran Vagarwal	LBB
Lynn Bishop	LBB
Chris Palmer	LBB
Ann Graham	LBB
Mathew Kendall	Assistant Director, Adults and Communities, LBB
Garry Randall	MPS
Ruth Murphy	LBB

Apologies for Absence

Terry Cameron (Barnet & Finchley Jobcentre Plus), Tim Harris (North West London Magistrates), Hamera Asafa Davey (Mayor's Office for Policing and Crime DNA), Tim Beach (Children's Safeguarding Board Chairman)

1 Welcome & Introductions

The Chairman welcomed the Board to the meeting and thanked them for their attendance.

2 Minutes of 19 April 2013

The minutes of the meeting held on 19 April 2013 were agreed as a correct record.

3 Matters Arising

None

4. Localised Policing – What it means for Barnet?

The board heard a presentation from Adrian Usher, Barnet Borough Commander and highlighted the changes in relation to how the Metropolitan Police is changing. There will be more police officers but would present more challenges for the Mayor's Office for Policing and Crime (MOPAC) and the focus will be to cut seven priority crimes.

The board were told that there will be less public access to police stations and that most of these will be shut down but one hundred new contact points will open in place which will include 24/7 front centres and that the police will visit the victim.

Emphasis was placed on the fact that the location of present police stations was not the best for reporting crime and contact points would be more accessible and convenient.

The police station at Golders Green would stay open for longer hours to accommodate the Jewish community in this area. The board were told of the new arrangements for localised policing, for example police officers will not be tied to wards anymore but moved around to work with partners to find out what the issues are.

The Borough Commander offered to circulate a copy of the map so that senior officers and councillors can ascertain in which ward they are located.

ACTION - Adrian Usher, Barnet Borough Commander

The Borough Commander advised that Barnet are in Tranche 1 for the roll out of the new arrangements for localised policing. The board were informed that Neil Seabridge is retiring and Simon Causer will be his replacement.

The Borough Commander informed the board that there will be a decrease of 20% to the number of senior police officers but emphasised that police numbers will remain the same.

Ann Graham, Assistant Director for Children's Social Care questioned whether the loss of senior police officers has been a factor of things that have gone wrong. The Borough Commander explained that technology has helped but also created a greater imbalance in the work load of senior officers. He advised that the new arrangements for localised policing will even out responsibilities and noted that the MET held on to some staff because of the Olympics.

Councillor Longstaff suggested that the presentation should be sent to Lwanna Greaves who will then circulate it with the minutes to the Safer Communities Partnership Board.

ACTION: Adrian Usher, Barnet Borough Commander

5. MOPAC Update/CSEG changes

Dov Gerber, the Chair at Barnet CSEG provided the board with a briefing on the new Safer Neighbourhoods Boards that will replace CPEG's across London.

Dov drew attention to the issue of funding projects around engagements for the new Safer Neighbourhood Board in Barnet. Pam Wharfe informed the board that Capita may be able to assist with funding into the borough to support the SN Board.

It was suggested that a working group should be set up to further discuss the development of the Safer Neighbourhood Board model in Barnet.

ACTION: Michael Kelly to liaise with Hamera Asafa Davey from the Mayor's Office for Policing and Crime DNA (MOPAC).

6. i) DPPO/Cricklewood Dispersal Zone - Enforcement Update

The Borough Commander presented a short video and drew the board's attention to concerns around Romanian immigrants living on the grounds of Hendon Football Club and the efforts which have been made to deal with this issue effectively.

The board was told of some of the work which is being done in partnership with other agencies to tackle this issue for example BARKA provides office space. The Borough Commander highlighted a new pilot scheme with support from the Romanian embassy for Romanians before they arrive in the UK to work. The Borough Commander emphasised that this could lead to more Romanians working legally. Andy Mariner also pointed out that Romanians are well skilled in construction and the intention is to use these skills legally to work and prevent crime, he also informed the board of the assistance BARKA provides with regards to finding work for Romanians and suggested that this draws Romanian immigrants to Barnet to receive this support.

The Borough Commander and Andy Mariner also drew the board's attention to concerns around labour and risks of the immigrants being underpaid and working for cash-in-hand.

In response to a question from the board Mr Mariner explained that the police were uncertain of where the women and children were located but 67 men and 1 woman were found on the site. Mr Mariner also advised that 8000 Romanians are registered across the three nearby boroughs including Brent and Harrow and advised that a multi-agency effort is required and the possibility of working with other boroughs to deal with the issues effectively.

ii) North London Romanian Centre

Mr Mariner provided a presentation to the board about the North London Romanian centre and used a case study of a Romanian immigrant to illustrate

what is meant by “social network poverty”. The board heard from Dr Simon Harding who explained what is “Social Network poverty”. Dr Harding advised that immigrants require support from their social networks which includes family connections to social capital. Mr Harding recommended that immigrants are provided with healthy positive networks to prevent them from poverty.

Michael Kelly informed the board that BARKA has been a successful rehabilitation service. There was also an issue with dispersal and concerns in Essex relating to sexual exploitation. The board agreed to a tri borough approach to deal with this issue. Pam Wharfe suggested Sue Harper at Brent Council liaise with the equivalent at Barnet to discuss this further.

ACTION: Michael Kelly

Councillor Longstaff praised Andy Murrant for the work which they have done so far to deal with these issues effectively.

7. Managing Unauthorised Encampments & Occupations - Update

Pam Wharfe proposed that a policy is needed to update on this and to circulate to partners to inform who does what. Pam Wharfe and Michael Kelly to coordinate a response and involve MP's.

ACTION: Pam Wharfe and Michael Kelly

8. Gangs Update

DCI, Garry Randall provided the board with a presentation on reducing serious youth violence in Barnet. He explained that there has been a 31% reduction in youth crime in the borough during this time last year and robberies have decreased by 22%.

DCI Randall reported that Barnet was ranked 9th among all London boroughs for youth violence and drew the board's attention to the NW9 and HA8 areas in Barnet as more concentrated hotspots for violence. He explained that kidnapping is now an issue in the borough.

The board were shown the life cycle of a gang member to highlight the issues and to raise the profile in the NW9 and HA8 areas. DCI Randall asked the board for additional assistance in relation to this.

In response to a question from Manju Lukhman, Domestic Violence Coordinator, DCI Randall explained a mandatory check is carried out for every crime and that there is a trigger plan in place for this; domestic violence he advised would rank high on this list.

Ann Graham reported that there may be training available for this at LBB, DCI Randall agreed this assistance from LBB would be beneficial.

ACTION: Ann Graham

Dr Harding and DCI Randall was in agreement that early recognition and sharing information was of critical importance.

DCI Randall advised that schools located close to the two geographical hot spots should focus on mentoring. He emphasised that there has been good partnership

working already been undertaken to address this issue but there is more work still to do.

Councillor Longstaff commended DCI Harding for his presentation and for the work that has been done so far.

9. Partnership Performance Highlight Report – Draft Action Plan & Enhancements Update 2013/14

I Property crime

The Borough Commander reported that among the London Boroughs Barnet was ranked 4th largest reduction in the number of burglaries. He further advised that there has also been a significant reduction in burglaries.

II Anti-social behaviour (ASB)

Lynn Bishop, Street Scene Director, attended the meeting to update the board on the rise of litter within the borough and the plans to deal with this issue. Lynn explained that following the Residents Satisfaction Survey, the primary focus would be about delivery and to enabling residents to become more responsible and accountable for their litter.

There will be a change in the autumn to how the waste and recycling service operates in the borough to make it easier for residents to recycle. The board were also told of some of the other changes which will be taking place in relation to this matter for example from next year the whole front-line service for street cleaners will change to a more mechanical approach, the way waste is disposed of would also change from boxes to a containerised service.

Andy Mariner reported that he met with Barnet Homes to discuss and highlight the issue with repeat victimisation and is looking to work together with Barnet Homes to take cases forward where there are overlaps. Michael Kelly reported that the Met police have introduced a new Case Work System to build up a more accurate picture and to have outcomes around this. He explained that this is in addition to the Barnet Homes anti social behaviour group that are also doing this.

III Violent crime (DV)

The Borough Commander advised the board that Domestic Violence Crimes in the borough has increased. However, there has been a decrease in the number of repeat victims. Ann Graham, Assistant Director for Children's Social Care notified the board that they are working with the courts to improve the process behind Domestic Violence.

IV Integrated Offender Management

Michael Kelly updated the board that funding has been achieved. The board agreed that it would be beneficial to develop a performance framework around this. Michael notified the board of the implementation of the new Case management System. It was noted that Barnet was the only London borough with the lowest rate for adults re-offending.

V Early intervention

Duncan Tessier provided the board with an update on the Early Intervention Scheme and informed the board that one of the objectives is to save money and advised of the new challenges over the next few years.

VI Places where offences take place

VII Repeat victimisation

The board agreed it would be beneficial to have an action plan to accompany the performance report as a better way to deal with repeat victimisation.

VIII Reassurance and Confidence

10. Communications Plan

Chris Palmer updated the board about the communications plan. He highlighted some of the concerns for residents, for example reducing re-offending, fear of crime. There has also been a rise in concerns about litter, reducing benefit fraud, placement of CCTV's. Chris advised one of the priorities will be to reduce reoffending rates over the course of the year.

ACTION: The Chairman encouraged the board to liaise further with Chris Palmer.

11. Emerging Issues

The board were updated on two enhancement projects. These two projects are overseen by community volunteers. The board were advised that input was needed on how to set up the model. There are two community coaches already in place, anti social behaviour, crime and other referral routes and improving work with existing services.

The Chairman advised that this item is brought back to this meeting after the boards have been set-up and links made with the Barnet Children's Trust Board.

Dr Simon Harding reminded the board of the conference on 17th/18th September to be held at the Middlesex University. Dr Harding advised that the conference will be attended by representatives nationwide including MOPAC and Neighbour Hood Watch. Dr Harding encouraged the board to get involved as this would be an opportunity to showcase the SCPB.

Dr Harding agreed to liaise with Michael Kelly to ensure the SCBP is well represented.

ACTION: Dr Harding/Michael Kelly

12. The meeting finished at 16.30pm. Date of Next Meeting: Friday 25th October 2013

Paper/Item Title	Development of Barnet Safer Communities Partnership (BSCP)
Meeting Date	25 October 2013
Meeting	BSCP Board
Report Author	Kiran Vagarwal, Head of Community Safety
Desired Outcome	<u>Feedback/comments required</u>

Paper Summary

This report sets out the following three proposals to develop the work of Barnet Safer Communities Partnership:

1. A refresh of the membership for BSCP.
2. A refresh of the performance management reporting to BSCP.
3. Agreeing the 2013/14 business planning process.

1. Proposed membership of Barnet Safer Communities Partnership.

1.1 Section 5 of the Crime and Disorder Act 1998 sets out the responsible authorities that make up the statutory Community Safety Partnership (CSP) as follows:

- Police
- Police authorities – this was the MPA but now MOPAC
- Local authorities
- Fire and rescue authorities
- NHS
- Probation

1.2 These responsible authorities are under a statutory duty to ensure that the key agencies come together to work in partnership to develop and implement strategies to tackle crime and disorder including anti-social behaviour and other behaviour adversely affecting the local environment as well as the misuse of drugs and alcohol in their area.

1.3 CSPs are also expected to invite a wide range of local private, voluntary, other public and community groups to become involved in the strategy process.

1.4 Since July 2007, Registered Social Landlords (in England) became co-operating bodies with the responsible authorities of CSPs and the Environment Agency in England became an invitee to participate with the functions of the partnership.

1.5 Whilst the term ‘partnership’ is applied to all those who sit around the table, legally, the responsible authorities are the only bodies or agencies under the duty to meet the regulatory process.

1.6 Recommendations

R1 The core membership of Barnet Community Safety Partnership will include:

- Metropolitan Police Barnet
- Barnet Council
- London Fire Brigade
- London Probation Service
- Barnet Clinical Commissioning Group
- Cabinet member for community safety (Chair)
- MOPAC
- CSEG / Barnet Safer Neighbourhood Board – when established

R2 Observers will include:

- Community Barnet

R3 Barnet Council representatives will include:

- Director for Place.
- Head of Community Safety
- Assistant Director Community and Wellbeing.
- Family & Community Well-being Lead Commissioner.

Officers from across Barnet Council will be invited as and when required.

R4 The terms of reference for BSCP will be reviewed to reflect the agreed membership and refresh the scope and function of the group.

R5 Attendees who are observing and not part of the core membership will be seated in the public gallery area.

R6 If restricted items are to be presented and discussed the chair will ask the non-core members to leave the meeting. These agenda items will be clearly marked as restricted on the meeting agenda.

2. A refresh of the performance management reporting to the BSCP

2.1 Partners have expressed a preference for the performance management reports presented at the BSCP to be much shorter.

2.2 The purpose of the performance management includes:

- Tracking the delivery of BSCP community safety strategic priorities.
- Monitoring the impact of the interventions delivered by partners and targets.
- Highlighting any areas which require increased focus by the partnership.
- Share emerging trends with partners.

2.3 Attached is the proposed refreshed performance management report will consist of a BSCP performance scorecard and a contextualised summary of the performance across the crime types with a power point presentation delivered by community safety jointly and the police.

2.4 Recommendations

- R7 The proposed performance management format is discussed, comments provided and final report template is agreed.
- R8 A brief introductory presentation at the next BSCP meeting outlining the proposed format and an explanation of the types of analysis conducted with a view to enable members to have an input.
- R9 The newly established Safer Communities Implementation Group will monitor and challenge the performance and will decide what is escalated to BSCP.

3. Community Safety Business planning cycle

- 3.1 Attached is a diagram showing the business planning cycle of CSPs suggested by the Home Office -Appendix 1.
- 3.2 In 2007 CSP reforms lay down in law what strategic assessments should include, what new partnership plans should look like and what partnerships were required to do with regards to community engagement.
- 3.3 In summary the legislation¹ states the following:
- For each area there shall be a strategy group whose functions are to prepare a strategic assessment and prepare and implement a partnership plan. The plan will be reviewed annually before the start of each year.
 - The strategy group shall have in place arrangements governing the review of the expenditure of the partnership monies and for assessing the economy, efficiency and effectiveness of such expenditure.
 - The strategy group shall have in place arrangements for information sharing and shall prepare a protocol setting out these arrangements (under section 17A of the 1998 Act (a); under section 115 of the 1998 Act (a) and for the purpose of formulating a strategic assessment and partnership plan for the area.
 - During each year the strategy group shall prepare a strategic assessment on behalf of the responsible authorities. The purpose of the strategic assessment will be to assist the group in revising the partnership plan.
 - A list of what the assessment should include.
 - For the purpose of preparing the strategic assessment and preparing and implementing the partnership plan the strategy group shall make arrangements for obtaining the views of persons and bodies that live or work in the area.
 - The strategy group hold one or more public meetings per year.

3.4 Recommendations

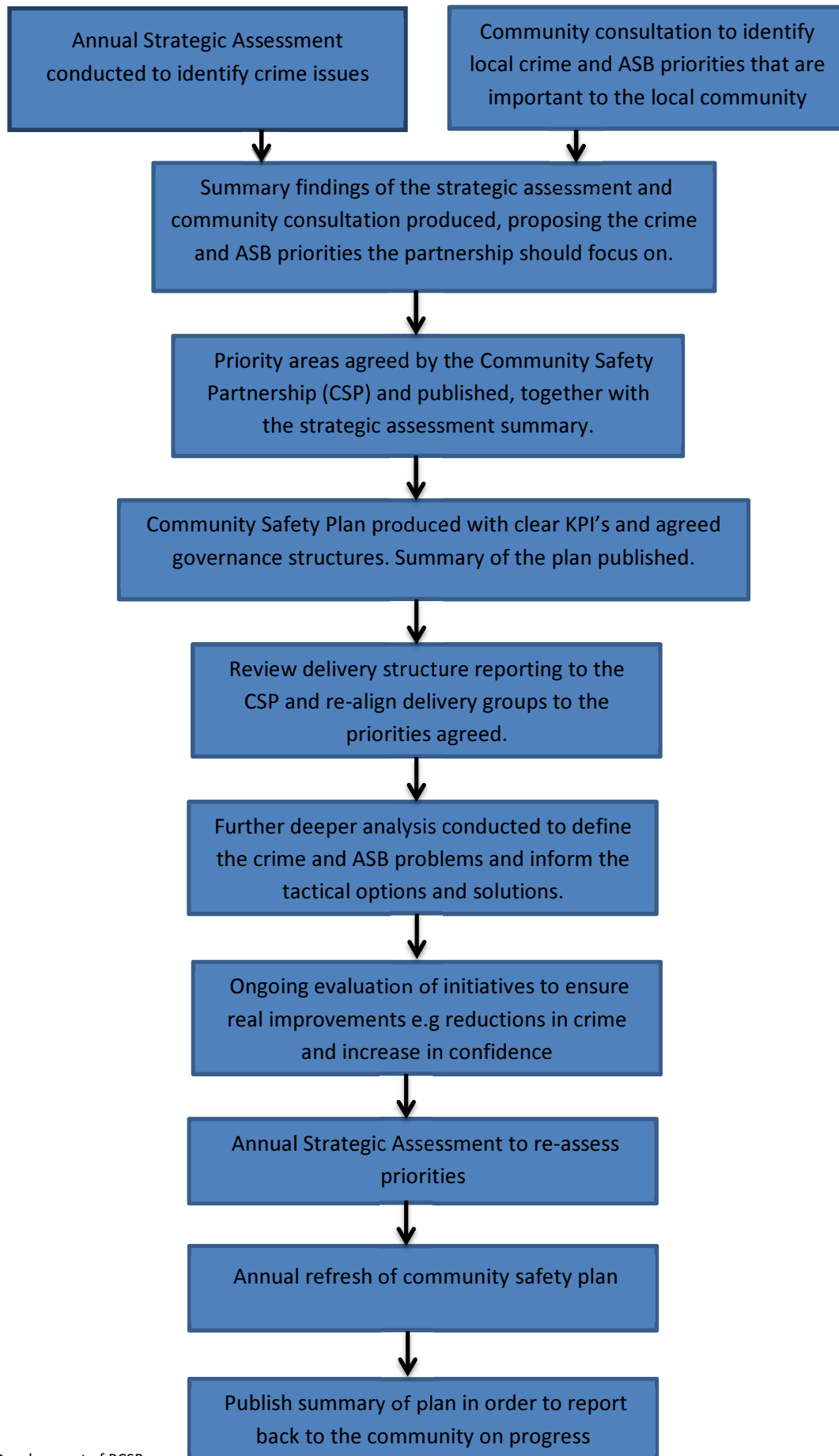
- R10. We commence the process of collecting and analysing data for the strategic assessment and start planning the community consultation.

¹ Statutory Instruments, Crime and Disorder Act 1998 (Formulation and Implementation of Strategy) Regulations 2007.

R11. The following timescales are agreed:

By When	Task
December 2013	Community consultation completed
January 2014	Strategic Crime Needs Assessment completed
February 2014	Summary of strategic crime needs assessment produced
March 2014	Partners consulted about emerging priorities
July 2014	Community Safety Plan refreshed and published

Appendix 2: Business planning cycles for Community Safety Partnerships.



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Introduction

Small numbers of offenders commit a high proportion of recorded crime. Across the whole country about 5,000 individuals are responsible for 10% of all crime (whom we might call chronic offenders) and 100,000 offenders (whom we might call repeat offenders) are responsible for 50% of all crime¹. These two cohorts of offenders use up large amounts of police investigative resources; prison and probation management time and court lists are filled with their cases. Together they constitute the majority of offenders whom we currently call prolific offenders.

If we want to be serious about reducing prison numbers, cutting crime and making courts more efficient we should further intensify our efforts to understand, control and rehabilitate prolific offenders. The current arrangements for integrated offender management (IOM) which since 2009 have required local criminal justice agencies to work cooperatively to manage locally identified prolific offenders would become more effective with the introduction of GPS enabled trackers to support their efforts to rehabilitate the offenders with whom they work.

What Offenders Think and Do

Two prominent findings from criminological research are that punishment certainty is far more consistently found to deter crime than punishment severity², and furthermore that the speed at which the punishment is meted out also contributes to its deterrent effect³.

For prolific offenders punishment is currently insufficiently certain and too slow to deter them. They reoffend repeatedly. Of those in prison in 2012 on short sentences of six months or under, 50% had 15 or more previous convictions, 26% had more than seven and only 5% had no previous convictions at all⁴. It is clear that for a substantial number of offenders the current regime of punishment and imprisonment are of little or no deterrent effect. Furthermore punishment only follows on from getting caught and even prolific offenders do not get caught that often. We know from the Surveying Prisoner Crime Reduction Survey (SPCR)⁵ that prolific offenders commit many offences for which they are never caught. Those surveyed were asked about their offending in the year leading up to their eventual imprisonment. Those who admitted any offences at all (65% of the 1421 surveyed) reported that in the four weeks prior to being arrested for the offence for which they had been imprisoned, and not including that offence, they had committed on average 44 offences for which they had not been caught. This figure was skewed by a small number of incredibly prolific offenders but removing them still left a figure of 20 offences per offender.

Yet the heartening thing about offenders even as prolific and recidivist as these is that they do want to stop. When asked in the survey 97% said that they wanted to give up offending.

Using GPS Tags to Manage Offenders

GPS tags can help offenders in their aspiration by supplying them with a significant external motivator. Knowing that they will get caught almost instantly for any offence they commit that can be linked to a location (burglary, car theft, robbery, assault) acts as a significant

¹ Dawson and Cuppleditch (Home Office 2007) An impact assessment of the Prolific and other Priority Offender programme

² Andrew von Hirsch, Anthony Bottoms, Elizabeth Burney, and P-O. Wikstrom, "Criminal Deterrence and Sentence Severity: An Analysis of Recent Research," Oxford: Hart Publishing, 1999.

³ Daniel Nagin and Greg Pogarsky. "Integrating Celerity, Impulsivity, and Extralegal Sanction Threats into a Model of General Deterrence: Theory and Evidence," *Criminology*, 39(4), 2001.

⁴ Table A1.29, Ministry of Justice (2012) Offender Management Caseload Statistics 2011, London: Ministry of Justice

⁵ MoJ 2012

deterrent to them both in resisting their own impulses and being able to resist the encouragement of their criminal associates.

In one fell swoop we can supply to offenders what research has shown is most likely to deter them from reoffending (certainty and speed of detection) and in doing so we can harness their self-confessed desire to desist.

GPS tags, as well as providing offenders with help also helps the general population. Should they reoffend spree offending, (twenty offences in four weeks as described in SPCR) can also be prevented. Offenders may offend but they can only do so briefly before getting caught. This prevents further additional harm to communities and reduces wider victimisation.

Being caught through GPS location technology for committing substantial crimes ensures that offenders are actually dealt with for the offences they have committed rather than the current regime which tends to see offenders punished for disobeying curfews, violating exclusion zones and failing to engage with appropriate treatment. All of these conditions are undoubtedly useful tools to assist rehabilitation but the breach of them which may lead to punishment in its own right does not necessarily indicate that the offender has actually reoffended except in the narrow sense that he may have disobeyed a legal condition (of bail or licence). The use of GPS technology can free up courts from hearing cases of licence condition breaches which , in the absence of any actual crime, can be better dealt with by the probation officers and police officers who make up integrated offender management teams.

How to Deploy GPS tags

GPS tags have been in use in two UK police forces for over two years on a pilot basis. The Hertfordshire and Bedfordshire offender management projects (Operation Torch) invite prolific offenders as volunteers to change their lives and in the course of doing so to wear a GPS tag. Some of these offenders are operating under a limited scheme endorsed by the chief presiding judge of England and Wales, which offers them this opportunity as part of a sentencing plan. They have admitted a very large number of crimes to demonstrate their desire to change and they are offered community rehabilitation with a GPS tag as an alternative to custody. The payoff for them is avoided prison but failure on the programme leads to a long custodial sentence. Others however are wearing a tag outside of a criminal justice context and are doing so simply so they can stop themselves offending. It is akin to voluntary stomach stapling for a compulsive eater.

The Hadley Trust Proposal

This would operate as a voluntary project for prolific offenders who wish to desist from offending and want additional help to motivate them. As a proposition this mystifies many casual observers, who ask why would an offender volunteer to subject himself to such a regime. The answer is in the SPCR findings. The vast majority of offenders want to desist and a GPS tag offers them an opportunity to summon up the self-discipline or at least to have what little self-discipline they have reinforced with technology to do what they need to do to stop committing crime.

Working with IOM teams in three different policing environments the Hadley Trust will fund the deployment of 50 GPS tags per area over three years to be allocated by knowledgeable local professionals to those offenders whose offending desistance would offer the community the greatest benefit.

Many offender managers have very good relationships with the men and women whose offending they are working together to reduce. They know that there are many offenders who would volunteer for such a regime. Provided there is in place a set of helpful interventions

that can offer some assistance with employment, housing, substance and alcohol misuse programmes all of which act as the carrot to the GPS stick this programme has a good chance of regulating offender behaviour and reducing local crime.

Regulating Offender Behaviour

The idea that crime can be prevented if the sort of behaviour and activity that accompanies the commission of a crime can be regulated is at the heart of any rehabilitation programme. Removing offenders from the influence of anti-social accomplices and keeping them away from places where they naturally get into trouble while reintroducing them to pro social influences such as work and (generally) family are what those who work with offenders aspire to. The problem is that offenders can be openly uncooperative with attempts to help them or alternatively say one thing and do another. Furthermore the most sincere of attempts to rehabilitate on behalf of offenders can be disrupted by bad influences or moments of weakness.

How Could GPS Tags Help?

The 100,000 prolific offenders that commit 50% of recorded crime need managing. If less crime is the point (or at least one of the points) of the police and criminal justice system then this group of offenders deserve proper attention. The community upon whom they inflict their criminality is entitled to expect those trusted with this problem to be doing all it can to prevent the harm that is caused by them. So these offenders need to stop offending, either through being rehabilitated or by being incarcerated. In order to stop offending many (most) offenders need both internal and external sources of motivation. A GPS tag can deliver both of these.

What Would the Programme look like ?

It needs to be no more complicated than the requirement to wear a GPS tracking monitor, to keep it charged by meeting an offender manager once a week, not to interfere with it or prevent it working and not to commit crime.

The tag could be in place until such time as the offender has worn it for three years successfully in the community. If he does get caught offending his three years begins again on completion of whatever sentence he receives at court; the same rule would apply to deliberate interference with it. This would provide him with the external motivation he requires to not commit crime. This imposition on his life would have as a counterbalance an offer of significant help for his criminogenic needs.

His day to day movements would be triangulated with police crime maps and his involvement in a robbery, burglary, car crime or reported assault (all of which are location specific) would be instantly identified. His recapture would then be swift and further reoffending prevented. Wearing a GPS tag offers the prospect of greater self-determination than many other management programmes, whether court mandated or not. At the same time the authorities can have better oversight of what offenders are up to. For those who are serial offenders this is a reasonable deal. The authorities will work with them to help them rehabilitate but reoffending will be instantly identified and swiftly dealt with.

Who would be offered a tag?

Anyone identified by local professionals as active criminals who have expressed or who are believed to be willing to try new means of exchanging their criminal lives for more law abiding ones.

Human Rights Implications

This could amount to a significant intrusion into the private lives of those wearing a tag. While it is proportionate to check whether those with a propensity to offend were at the scene of a crime and then to locate them if they were it probably is not proportionate routinely to investigate everywhere they has been. Measures could be put in place to ensure

that offenders' movements would not be tracked as a matter of course but would only be compared with instances of crime. They would only be tracked live time if it was necessary to capture them following the commission of an offence. They could be given subject access under the Data Protection Act to ensure that the Authorities did not abuse the information they have.

Conclusion

Prolific offenders can commit 200+ offences a year when out in the community. Wearing one of these trackers as suggested could prevent them from offending at all or if they did they could only commit a fraction of these offences before capture. GPS enabled tags worn by the right offenders who are supplied with the appropriate support could dramatically cut crime, support offenders' attempts to rehabilitate and provide the authorities with a meaningful way of managing those who currently prove to be the most intractable individuals in an overstretched criminal justice system.

Hadley Trust GPS Tagging Proposal Supplementary Note

What is The Hadley Trust?

The Hadley Trust is a philanthropic charitable organisation established by Philip Hulme in 1997. It is not like the NSPCC which conducts operations but is a grant giving charity which funds projects and research into issues concerned with poverty, disadvantage and criminal justice. It has a £65m endowment and each year it distributes about £2m to fund research and innovative projects.

Why GPS Tagging?

Philip Hulme is an IT entrepreneur who is interested in the part that technology can play in improving criminal justice procedures. He is also interested in rehabilitation and crime prevention. He believes that local people make good decisions and this offering brings these beliefs together into one place. Over the next three years he wishes to fund in different locations three pilots where tags are offered to a cohort of 50 offenders in each location to test the theory that they help with rehabilitation and desistance.

Has It Been Tried Before?

In 2011 Hertfordshire Constabulary bought a number of GPS tags which under Operation Torch the IOM team have been using to help offenders avoid reoffending and achieve rehabilitation. The project won the Guardian Public Sector Digital Innovation award in 2012. Bedfordshire's IOM team now use GPS tags in the same way. Here is an extract from a report about Operation Torch where they have 34 volunteers wearing tags.

LM (Location Monitoring) is a rehabilitative tool. It provides a motivation for offenders (proving to police and family their desire to desist from crime), a 'mum and dad' on the leg giving offenders increased confidence to curb the desire to commit crime. There is reduced suspicion by the police (less middle of the night door knocking required and more positive street stops than suspicious ones that may involve a search) and other Criminal Justice agencies (an evidenced demonstration of their changed behaviour rather than an anecdotal one, removing offenders from the peer pressure of a criminal gang).

Case Study – Offender A

A female with 22 custody records in Hertfordshire (11 of those in 2012) all for theft from shops, persons, of pedal bikes, public disorder and criminal damage. She had become a known nuisance in Welwyn Garden City. As a result of signing up to LM and changing her behaviour she is now employed for five days a week and not been arrested for four months.

LM acts to control offending. It is a physical deterrent to an impulse moment to commit a crime. It monitors compliance of various court orders (high risk sex offenders on SOPOs, enforcing bail conditions) and is a useful tool in the management of MAPPA offenders in that it enables police to conduct unannounced

visits when they know they are at home.

Case Study – Offender B

A male who is a Prolific Priority Offender within Hertfordshire with pre cons for dwelling Burglary, Aggravated burglary and Kidnap. He was last arrested in April 2012 at which point he signed up to LM. He still wears a tag as he does not want to take it off due to the help it gives him to ignore the temptation to commit crime!

Case Study – Offender C

A male with court bail conditions who voluntarily agreed to wear a tag to enforce the condition not to enter Hertfordshire. Previously, we would have had to either have a team behind him or ‘be lucky’ if we caught him. Tag proved his travel into Hertfordshire and his location just a few feet from where a TFMV had taken place. Search of his home found the stolen contents of that car which led to him being arrested and imprisoned.

Improved efficiency is gained through overlaying offences daily against GPS data and the software enables identification of reduced re-offending and enables police and partner agencies to focus resources on those people where we have less coverage. LM provides supporting intelligence by monitoring GPS movements rather than costly surveillance, time and cost savings during investigations. This enables police to get the right people in custody first time, therefore minimising the need for costly and lengthy forensic examinations. There are also reduced hidden cost benefits as fewer crimes are committed resulting in fewer victims.

What Would the Pilot Mean for Lambeth?

The Hadley Trust will provide up to 50 tags and the software to run them to you free for three years. You can select whoever you wish to offer them to and you can also determine the terms under which you offer them.

Those selected to wear them will do so on the understanding that they can ask to have them removed but cannot remove them themselves. (Obviously that may be difficult to enforce legally but it has to be the start point). The battery life will be nine days (although this is improving rapidly and may within 18months be better than that.). That means that the IOM team will have to arrange to see the users once a week to change their tag. (The battery life is this long because it is built into the strap (like an iphone)) The IOM team will then charge the tags for reuse (takes about 4 hours)

The tags give out a continuous signal and the data from these signals are accessible through the software programme that is supplied alongside the tags. The data can be accessed live time (if you wanted to locate someone instantly) or subsequently.

There are a number of ways in which you access the GPS data and compare it with crime data or other places of interest (drug dealers’ addresses?) and if you wish to take this pilot further a data expert can take you through it. Any method you chose is really very simple and the system does not require continuous monitoring.

One easy and very simple way of accessing the data is for a crime analyst to extract from the crime system daily (or weekly) the post-codes of crimes of interest, to email the resultant spread sheet to the software web address where automatically you will receive details of all the tags that have been in the vicinity of the postcodes of interest. You can set the tolerances for this. So for a burglary you may want tags that have been within 10 metres but for a robbery because of the uncertainty of the location those that have been within 100 metres. Again a data technician can explain this.

Evaluation

The Centre for Justice Innovation and Professor Mike Nellis (of Strathclyde University and an expert on electronic monitoring in criminal justice) are keen to assist with the evaluation of these pilots. We have yet to agree the terms with them on this.

Conclusion

GPS Electronic Monitoring is in its infancy as a tactic to help offenders desist from crime. There are many innovations on the horizon (tags that can tell if the wearer is driving, remote drugs testing tags, cortisol monitors, intelligent CCTV) which may have a lot to offer in our attempts to imprison fewer people while at the same time keeping the public safe. This Hadley Trust offer to Lambeth offers an opportunity to be at the forefront of emerging findings about how technology can make IOM even more effective

Chris Miller
May 2013

The table below relates to burglary reduction in 2012/3. The numbers are percentages. They are the first six forces (out of 43). Hertfordshire has been first two years in a row. Bedfordshire have been last (43rd) approximately for years but now are sixth. They (Herts and Beds) are the only forces using GPS tagging in the country.

Rank		Burglary	<i>Burglary in a dwelling</i>	<i>Burglary in building other than dwelling</i>
1	Hertfordshire	-25	-18	-31
2	Gloucestershire	-22	-27	-18
3	Dyfed-Powys	-21	-13	-25
4	Hampshire	-21	-28	-17
5	Bedfordshire	-20	-14	-28
6	Gwent	-18	-13	-21

Agenda Item: 8

AGENDA ITEM 8

Paper/Item Title	Establishment of Barnet Safer Neighbourhood Boards
Meeting Date	25 October 2013
Meeting	Barnet Safer Communities Partnership Board (BSCPb)
Report Author	Kiran Vagarwal, Head of Community Safety
Desired Outcome	<u>Decision Required on preferred proposal</u>

1. Paper Summary

- 1.1 This briefing has been produced to provide further clarity on the Mayor’s Office for Policing and Crime (MOPAC) proposal to establish Safer Neighbourhood Boards (SNBs) in each borough by April 2014.
- 1.2 The Boards will replace existing Community and Police Engagement Groups (CEGs). CEGs were established as a result of the Scarman Report which identified a collapse in relationship between the police and local communities as contributing to the 1982 Brixton Riots. CEGs are being replaced by SNBs to fulfil a commitment from Mayor Boris Johnson’s 2012 election manifesto.
- 1.3 In 2007/08 following a review of the current CEGs across London, service level agreements were introduced outlining the activities each CEG was expected to undertake annually and specific requirements around the diversity of the CEG membership. In January 2012, MOPAC took control of the CEG network and has continued to fund it under similar terms. This indicates that MOPAC currently have direct governance of the CEG and potentially of the new SNBs.
- 1.4 In August 2013, the Police and Crime Committee report *Safer Neighbourhood Boards* (attached) calls for MOPAC to provide clearer guidance for people looking to set up SNBs specifically:
 - What Safer Neighbourhood Boards will be expected to do and how they are expected to do it
 - How MOPAC will monitor each board’s performance of its duties
 - Who is expected to sit on the boards and how will they be representative of their communities
 - How the establishment and administration of the boards will be funded
- 1.5 The Committee also wants the Deputy Mayor for Policing and Crime, Stephen Greenhalgh, to publish each agreement for the establishment of a board and his reasons for granting approval for each proposal.

- 1.6 The role of community safety partnerships and indeed the council in establishing the SNBs is unclear. However, the SNBs will report directly to MOPAC who will also be the agency that will consider and agree final proposals.
- 1.7 In order to ensure the proposed Safer Neighbourhood Board meets the needs of Barnet, MOPAC have been asked to facilitate a workshop with community groups and present the Barnet proposal to members of BSCB.

2. Recommendations

- 2.1 The contents of this briefing and attached report are noted.
- 2.2 The position of the Council and BSCPB in relation to the process of establishing the SNBs is clearly communicated to stakeholders.
- 2.3 Members of BSCB are presented with the final Barnet proposal by MOPAC.
- 2.4 Members of BSCB comment and confirm support of the Barnet Safer Neighbourhood Board proposal.

3. Background

- 3.1 The Police and Crime Committee examine the work of MOPAC and review the Police and Crime Plan for London. The Committee also investigates anything that it considers to be of importance to policing and crime reduction in Greater London and make recommendations for improvement. It recently explored the plans put forward by the Mayor to launch SNBs in each borough under three broad headings:
- **SNB's functions** – whether MOPAC has given sufficient information and guidance on the range of functions SNB's will be expected to deliver
 - **Governance of SNB's** – the form Boards are likely to take and who should sit on them
 - **Resourcing SNB's** – whether MOPAC is providing sufficient financial and staff resources to ensure boards are properly established and able to carry out their duties.
- 3.2 The committee has made five recommendations with a view to improve the process for all stakeholders and to ensure that SNBs are fit for purpose when they are launched next year. These are listed in the final committee report produced in August 2013 (attached).
- 3.3 The report highlights weaknesses which could impact on the successful implementation of SNBs as follows:
- Poor planning
 - Confused communication

- Inadequate funding
- With less than a year to go, MOPAC unable to clarify what role it expects the boards to play locally, who should sit on them and how MOPAC will ensure their effectiveness

3.4 It also lists fundamental questions that MOPAC need to address to ensure that the network which replaces the current CPEGs (Barnet's CSEG) is fit for purpose.

3.5 Overall it recommends that the Mayor must demonstrate that he understands the value of community engagement by providing clearer and more detailed guidance to partners and ensure the SNBs are funded adequately.

4. Conclusion of the Police and Crime Committee

4.1 The conclusion of the committee was as follows:

- (i) *The present MOPAC proposal for SNBs does not yet represent a comprehensible plan for how the community engagement in London can be developed and improved. This lack of clarity on basic issues is feeding confusion among partners and stakeholders and reducing the likelihood of a successful launch of the network in April 2014.*
- (ii) *MOPAC should help alleviate any confusion among borough stakeholders by being clearer about the type of organisational structures it expects in the SNB proposals. It should also be clearer about the process for how SNBs are being established.*
- (iii) *MOPAC has not provided any evidence that financial resources it will provide SNBs will be sufficient, either to launch the network properly or to fund the initial work each will need to carry out. It is incumbent on MOPAC to make the case that funding levels are based on a realistic assessment of how the Boards will operate, and the type of support needed to recruit, train and support a volunteer base.*
- (iv) *MOPAC must take responsibility for ensuring that SNBs at a minimum will be an improvement on the status quo come April 2014. It was the Mayor's decision to end the current community engagement structure. It is therefore incumbent on him and MOPAC to ensure that what replaces it is fit for purpose and sustainable in each borough in London.*

5. Establishing the SNBs

5.1 ***Independent Advisory Groups (IAG's) merging to form the new SNBs:***

The Mayor previously said the introduction of the SNBs would reduce duplication of community engagement and crime prevention activities within boroughs, his manifesto and MOPAC follow up letter said that the merging of borough IAGs and CPEGs would be the main way of reducing this complexity. However, the Committee subsequently learned that the IAGs will remain separate. The committee felt this has casted a doubt on a central rationale for the introduction of the SNBs.

5.2 ***Membership:***

MOPAC does not intend to specify who should be on the SNBs. The committee has asked MOPAC to avoid a situation where the Boards simply mirror existing borough based organisations such as Crime Reduction Partnerships.

5.3 ***Strategic relationships:***

- The report suggests that MOPAC explain its strategic relationship with the SNBs to show how the boards can maintain their day to day independence.
- The Deputy Mayor told the committee his relationship is that of a funder, however the committee felt that the expected functions of the SNB implies a more active role. For example a key purpose of the SNB's is to act as a link between MOPAC and boroughs, this can include taking on some tasks on behalf of the Mayor.
- The Deputy Mayor will approve each Board's proposal, including membership details.
- To improve transparency and accountability of the process, the committee has suggested MOPAC publish local agreements it reaches on each SNB. Publishing the agreed proposals for each borough will enable local people to hold MOPAC, the Mayor and the SNB themselves to account.
- The Deputy Mayor has said there will be no consultation on the design of the boards.

6. ***Functions of the SNB's***

6.1 There are ten proposed functions of the SNB listed on page 22 of the attached report, highlighting the key issues for each one. These should be noted as some of them have some direct impact on the priorities of Barnet Safer Communities Partnership Board, specifically:

- Establishing local policing priorities
- Monitoring crime performance and community confidence