



Community Leadership Committee

22 November 2017

Title	Update on Offender Management arrangements in Barnet
Report of	Councillor Longstaff
Wards	All
Status	Public
Urgent	No
Key	No
Enclosures	None
Officer Contact Details	<p>Kiran Vagarwal, <i>Strategic Lead - Safer Communities Environment Commissioning Group</i> Kiran.vagarwal@barnet.gov.uk Tel 0208 359 2953</p> <p>Peter Clifton, <i>Community Safety Manager</i> Peter.clifton@barnet.gov.uk Tel: 0208 359 3120</p>

Summary

This report provides the Community Leadership Committee (CLC) with an update on the Offender Management arrangements in place in Barnet.

One of the priority outcomes of the 2015-2020 Strategy is focused on delivering 'sustained reductions in re-offending'. This is because there is a proven link between rates of re-offending and overall crime rates, and in general it is the case that a small proportion of the offending population are responsible for a disproportionately large amount of crimes committed.

This report provides information on the approach taken to manage offenders in Barnet and performance management information demonstrating the impact that approach is having. The report also provides an outline of the respective roles, responsibilities and actions of the National Probation Service, Community Rehabilitation Company and Safer Communities partnership in relation to the management of offenders and the work to deliver sustained reductions in reoffending.

Recommendations

- 1. That the Community Leadership Committee (CLC) note and comment on this update about the Offender Management arrangements in place in Barnet.**

1. WHY THIS REPORT IS NEEDED

- 1.1.1 In line with the statutory duty under S6 Crime and Disorder Act 1998 the Barnet Safer Communities Partnership ('BSCP' or 'the Partnership') produces and implements a partnership strategy for reducing crime and anti-social behaviour.
- 1.1.2 This Strategy, The 2015-2020 Barnet Community Safety Strategy, contains seven strategic objectives, one of which is: 'To sustain reductions in re-offending'. This part of the strategy focuses on working in partnership in order to support and enhance the management of offenders so that their reoffending is reduced and fewer people in Barnet are victims of crime.
- 1.1.4 This report provides a summary of the Offender Management arrangements in place in Barnet and an update to the Community Leadership Committee on the progress made in delivering this part of Barnet's Community Safety Strategy.

Background context

- 1.2.1 Research¹ has shown that a small proportion of the most prolific offenders are responsible for a disproportionately large amount of crime.
- 1.2.2 It is estimated the annual total cost of reported crime in Barnet at around £99M². Given these volumes, it is apparent that reductions in offending rates among these top repeat offenders have the potential to translate into significant reductions in the boroughs overall crime rate and reductions in the resultant costs and harm caused by crime.
- 1.2.3 Bringing criminals to justice and reducing reoffending also contribute towards increasing the confidence of victims to report crime and support the criminal justice process.
- 1.2.4 Given the clear impact that re-offending rates have on the overall crime rates, the Barnet Community Safety Strategy 2015-2020 includes 'Sustaining reductions in reoffending' as one of its seven Priority Outcomes.

¹ Barnet Community Safety Strategic Assessment 2017

² Estimate of cost of crime in Barnet during 2016/17

The Offender Management Framework – How Offenders in Barnet are managed

- 1.3.1 Since the national transformation of the Offender Management delivery model in 2014 the supervision of offenders in the community has been the responsibility of the National Probation Service (NPS) and the Community Rehabilitation Company (CRC).
- 1.3.2 The **NPS** are responsible for managing offenders who have been assessed as presenting high risk of harm to others, whilst the **CRC** are responsible for managing offenders who have been assessed as presenting medium and low risk.
- 1.3.3 The role of other agencies and the Safer Communities Partnership:
- In addition to the statutory duties held by NPS and CRC for the management of offenders, there are circumstances where other agencies (including the Local Authority, Youth Offending Teams and other services) have a reciprocal duty to co-operate - for example when arrangements are required protect the public from serious harm by sexual and violent offenders.
 - In recognition of the importance of reducing reoffending the organisations of the Barnet Safer Communities Partnership Board have committed, through their adoption of the Barnet 2015-2020 Community Safety Strategy, to work partnership in order to support and enhance the management of offenders.
- 1.3.4 Over the last three years there has significant change and reorganisation in how Offender Management services are delivered. These changes, initiated by the national transformation of offender management services in 2014, mean that probation services in London are now delivered by two separate organisations: the Community Rehabilitation Company (CRC) and the National Probation Service (NPS). It is acknowledged that the changes have caused disruption to partnership working, for example how information is shared between partnership organisations at both the operational and strategic level. Further work is required to develop the joint working with the CRC, NPS, Police, and Barnet Council; and to establish clear support pathways for offenders especially in relation to mental health where there is an identified need.
- 1.3.5 The following sections of this report provide an overview and update into:
- Key facts and background statistics and performance information
 - The London CRC
 - The National Probation Service
 - Multi-Agency Public Protection Arrangements (MAPPA)
 - Barnet Safer Communities Partnership activity

Key Facts and background statistics

1.4.1 Headline figures:

- Overall there are **4262** offenders being managed in Barnet³
- Of which, **521** offenders are categorised as MAPPA cases (Violent or Sexual offenders with Multi-agency public protection arrangements in place)
- **102** individuals being managed under the Barnet Integrated Offender Management (IOM) programme.⁴
- Of the 4262 offenders in the Barnet cohort, 3600 are male (**84%**) and 662 are female (**15%**). This is in line with the proportions for London overall.
- Of the 4262 offenders in the Barnet cohort **50%** are aged between 21 – 34 years old. This is in line with the proportions for London overall.

<i>Figures based on Ministry of Justice Statistics released July 2017</i>	Barnet (2015 cohort)	Barnet (2014 cohort)	Change	Comparison to London average (2015 cohort)
Number of offenders in cohort	4262	4588	-326	
...of which, Number of reoffenders	862	1016	-154	
...which account for, Number re-offenses	2570	2970	-400	
Proportion of offenders who reoffend (%)	20.2%	22.1%	-1.9%	23.53
Average number of re-offenses per reoffender	3.0	2.9	0.1	3

Proportion of offenders on the NPS cohort with different factors identified as being linked to their offending behaviour		
Criminogenic need	Barnet	London
Thinking and behaviour	96%	96%
has a lifestyle and associates	80%	82%
Attitudes	73%	79%
Drug misuse	58%	62%
Relationships	54%	57%
Financial issues	50%	56%
ETE (Employment, training or education)	44%	44%
Emotional wellbeing	44%	43%
Accommodation need	35%	39%
Alcohol misuse	31%	35%

³ Source: Ministry of Justice Statistics released July 2017

⁴ Source: Barnet IOM Team, October 2017

The London CRC

- 1.5.1 The London CRC is the largest of the 21 Community Rehabilitation Companies across England and Wales.
- 1.5.2 The role of the London CRC is to reduce reoffending and increase public safety by: tackling the causes of offending behaviour, enabling offenders to turn their lives around and rehabilitating offenders into the community. The CRC works together with other criminal justice agencies, including the Police, Prisons and Courts.
- 1.5.3 The London CRC supervise low to medium risk offenders serving Community Orders, Suspended Sentence Orders, and also those in prison, or released on licence to serve the remainder of their sentence in the community.
- 1.5.4 London CRC work with offenders aged 18 and over who have been either sentenced by the courts to a Community Order or Suspended Sentence Order, or released on licence from prison to serve the rest of their sentence in the community. Under the Offender Rehabilitation Act 2014, the CRC continue to supervise ex-offenders for a 12 month period after their release from prison.
- 1.5.5 In addition to the management of offenders who have been sentenced to 12 months or more the CRC also has a role in providing services for offenders sentenced to less than 12 months in prison (these services are focused around housing, employment, finance and debt advice.)
- 1.5.6 From December 2015 the CRC had operated on what was termed the 'Cohort Model'. This involved the operational offender management work being structured into five Pan-London offender cohorts: (18 to 25 year old males; 26 to 49 year old males; 50+ year old males; mental health and learning disabilities; and the Women's cohort).
- 1.5.7 Following a CRC review of their cohort model the CRC took a decision to move to a geographically structured organisational model. This structure change was completed during early 2017 and means that there is now one Senior Probation Officer responsible for the operational functions of the Barnet CRC Probation Office and the Barnet CRC Offender Manager staff based there. The case load of those Offender Managers consists of Barnet based offenders.
- 1.5.8 Looking ahead:
 - During 2017 the London CRC has focused on embedding probation practices that have been designed to improve outcomes. Over the next 12 months the London CRC will be working on its 'Reducing Reoffending' agenda. This agenda includes a focus on improving intervention strategies and the management of information.

The National Probation Service (NPS)

- 1.6.1 The NPS is a statutory criminal justice service that supervises high-risk offenders released into the community. The service supports the rehabilitation of offenders while protecting the public from harm.
- 1.6.2 The NPS works together in coordination with the CRCs, courts, police and with private and voluntary sector partners in order to manage offenders.
- 1.6.3 The overall priority of the National Probation Service is 'to protect the public by the effective rehabilitation of high risk offenders', and the service is committed to achieving this by 'tackling the causes of offending and enabling offenders to turn their lives around.'
- 1.6.4 The NPS has the following responsibilities:
- Assessing risk and advising the courts (through pre-sentence reports) to enable the effective sentencing and rehabilitation of all offenders.
 - Directly managing those offenders in the community, and before their release from custody, who pose the highest risk of harm and who have committed the most serious crimes.
 - Managing approved premises for offenders with a residence requirement on their sentence.
 - Assessing offenders in prison to prepare them for release on licence to the community, when they will come under NPS supervision.
 - Helping all offenders serving sentences in the community to meet the requirements ordered by the courts.
 - Communicating with and prioritising the wellbeing of victims of serious sexual and violent offences, when the offender has received a prison sentence of 12 months or more, or is detained as a mental health patient.
- 1.6.5 Barnet is part of the Barnet, Brent and Enfield NPS cluster. This cluster is in the top 3 performing NPS clusters in London and has been assessed as consistently performing well in terms of:
- Completing a full risk assessment and sentence plan within 10 days of initial contact.
 - Seeing offenders within 5 days of a community sentence or 24 hours from release from custody.

1.6.6 Looking ahead – during the next 12 months the NPS will:

- Continue work with the aim of improving and establishing best practice for the offender recall process. A ‘recall’ is when an offender who has been released from prison on licence is brought back to prison due to not keeping to the conditions of their license or because the risk of harm and reoffending has escalated to such a level that they can no longer be managed safely in the community.
- Develop and implement a new model for sexual offender interventions.
- Work to develop better links with local specialised services, particularly around those offenders with a dual diagnosis or requiring complex care.
- Developing a targeted and quality approach to sentencing and the use of interventions in community cases, using the NPS’s new SMART tool for sentence proposals. This will be rolled out at Willesden and Hendon Magistrates Court in the next few months

Multi-Agency Public Protection Arrangements (MAPPA)

- 1.7.1 The Criminal Justice Act 2003 mandated the establishment of Multi-Agency Public Protection Arrangements (“MAPPA”) in each of the criminal justice areas in England and Wales. The aim of these arrangements is to protect the public from serious harm by sexual and violent offenders. They require the local criminal justice agencies and other bodies dealing with offenders to work together in partnership in dealing with these offenders.
- 1.7.2 While MAPPA itself is not a statutory forum, it is a mechanism through which agencies can better discharge their statutory responsibilities and protect the public. Agencies at all times retain their full statutory responsibilities and obligations.
- 1.7.3 MAPPA consists of the police, National Probation Service, and the Prison Service acting jointly as the ‘Responsible Authority’ to ensure Multi-agency public protection arrangements are in place for the successful management of violent and sexual offenders. In addition to these three agencies referred to as the ‘Responsible Authority’ they must co-operate with a list of other agencies, including the local authority, Youth Offending Teams and other services such as mental health, Adults and Communities, who have a reciprocal duty to co-operate.
- 1.7.4 The MAPPA in Barnet is co-chaired by the National Probation Service and the Police.
- 1.7.5 There are 521⁵ offenders, categorised as MAPPA cases, in Barnet being managed by the National Probation Service.

⁵ Source: NPS statistics – based on Nov 2016 snapshot

Barnet Safer Communities Partnership activity

- 1.8.1 The Barnet Integrated Offender Management (IOM) programme is a co-located, multi-agency team (including probation offender managers and police officers) who work to put in place bespoke interventions for the offenders - Individually tailored to maximise the chance of breaking the cycle of offending. Support, prevention and enforcement interventions are co-ordinated as necessary.
- 1.8.2 As at October 2017 there are currently 102 individuals being managed under the IOM programme.
- 1.8.3 Alongside the IOM, the Safer Communities Partnership has provided MOPAC funding for the Young Persons substance misuse intervention project and the Adults substance misuse intervention projects. These projects aim to reduce substance related offending through a combination of the provision of targeted education, advice, early intervention, one to one and group work programs, targeted psycho-educational support, family support interventions and intervention delivery.
- 1.8.4 In order to further develop the co-ordinated partnership approach to the management of offenders, the Safer Communities Partnership has secured funding from the MOPAC London Crime Prevention Fund for a Barnet Reducing Reoffending Partnership Coordinator (RRPC). Specific pieces of work already delivered by the Reducing Reoffending Partnership coordinator include:
- Joint work with CRC and NPS to improve Mental Health referral pathway – training workshop session on referral options and processes delivered (April and June 2017).
 - The 'Integrated Offender Management Team' Information Sharing Agreement revised and updated.
 - Working with CRC, NPS and Public Health to develop the substance misuse pathways – in particular relating to prison releases as the post prison release engagement rate with substance misuse treatment in Barnet is lower than the national average.
- 1.8.6 Looking ahead: The focus of the Reducing Reoffending Partnership Coordinator for the next 12 months will be on:
- Developing effective working relationships with internal and external partners, key stakeholders and the wider Criminal Justice System and related bodies.

- Developing a model of best practice partnership work to reduce re-offending within the borough of Barnet.
- Developing referral pathways between key partner agencies including mental health providers, physical health, housing, domestic abuse services, and substance misuse services and Education/Training/Employment providers.
- Developing the joint working with the CRC, NPS, Police, and Barnet Council; and to establish clear support pathways for offenders especially in relation to mental health where there is an identified need.
- Support the development of a whole family approach to assessments which will enable a more holistic approach to reducing harm and reoffending.
- Work with CRC to link the IOM team with the new ECINS partnership information sharing platform.

2. REASONS FOR RECOMMENDATIONS

- 2.1 That the Community Leadership Committee (CLC) note and comment on this update about the Offender Management arrangements in place in Barnet.

3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

- 3.1 Not relevant in relation to this report.

4. POST DECISION IMPLEMENTATION

- 4.1 Any recommendations that the Committee wishes to make in relation to the management of offenders will be reported via the council to the relevant statutory agency.

5. IMPLICATIONS OF DECISION

5.1 Corporate Priorities and Performance

- 5.1.1 The Council's Corporate Plan 2015-20 sets out the following strategic objectives:

- 5.1.2 That Barnet Council, working with local, regional and national partners, will strive to make sure that Barnet is the place:

- Of opportunity, where people can further their quality of life.
- Where responsibility is shared, fairly.
- Where people are helped to help themselves, recognising that prevention is better than cure.
- Where services are delivered efficiently to get value for money for the taxpayer.

- 5.1.3 The effective implementation of the Community Safety Strategy supports Barnet in achieving the commitment set out in the corporate plan: that Barnet will be amongst the safest places in London, with high levels of community cohesion, and residents feeling safe.

5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)

5.2.1 Not relevant in relation to this report.

5.3 Social Value

5.3.1 Not relevant in relation to this report.

5.4 Legal and Constitutional References

5.4.1 S6 of Crime and Disorder Act 1998 ('the 1998 Act') places a statutory duty on responsible authorities (including local authorities, the Police, Probation Trusts, and Fire and Rescue Authorities) to formulate and implement strategies for the reduction of crime and disorder (including anti-social behaviour), for combating the misuse of drugs, alcohol and other substances; and for the reduction of reoffending.

5.4.2 The BSCP is a Community Safety Partnership set up in accordance with the requirement of the section 5 Crime and Disorder Act 1998 as amended by section 108 of the Policing and Crime Act 2009.

5.4.3 Under s.17 of the Crime and Disorder Act 1998, it is also a duty of the Council (and other partner agencies, including Police, Fire & Rescue, GLA, TfL) when exercising its functions to have due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder (including anti-social behaviour), misuse of drugs, alcohol and other substances and re-offending.

5.4.4 Article 7, Section 7.5 Responsibility for Functions in the Council's Constitution outlines that the Community Leadership Community is responsible for Community Safety.

5.5 Risk Management

5.5.1 Risk management varies according to the different initiatives. The partnership or appropriate agencies are made aware of risks and actions to mitigate the risk are agreed and put in place. There is always risk that the partnership may not achieve the targets set due to factors outside its direct control – however there is strong partnership working in place enabling agencies to identify and

highlight risk and be open to addressing the risk collectively.

5.6 Equalities and Diversity

5.6.1 Section 149 of the Equality Act 2010 sets out the public sector equality duty to which the authority must have due regard. The Council's public sector equality duty is set out in s149 of the Equality Act 2010:

5.6.2 A public authority must, in the exercise of its functions, have due regard to the need to —

a) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

5.6.3 The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex and sexual orientation.

5.6.4 The London Borough of Barnet Community Safety Strategy has a positive impact on groups affected by equalities issues as the Strategy recognises under reporting of issues such as Domestic Violence and Abuse and Hate Crime and takes steps to address the issue of under reporting (and hence access to services) by promoting measures to encourage and support victims to report crimes and anti-social behaviour so that appropriate action can be taken to reduce the risks to the victim and stop the harmful behaviour which is causing the victim concern.

5.7 Consultation and Engagement

5.7.1 The Barnet Residents' Perception Survey (November 2016) show that 28% of residents consider crime to be one of the top three issues that they are most concerned about. This council run survey includes questions on resident's views on the council's performance and engagement as well as having questions focused on specific service areas.

5.7.2 Anti-social behaviour covers a wide range of crime and disorder which affects the quality of life of victims and communities, from litter and vandalism, to public drunkenness or aggressive dogs, to noisy or abusive neighbours. In the most November 2016 Residents' Perception Survey residents were asked about what type of ASB they were most concerned about, with the results being: 'rubbish or litter lying around' (39% of residents), followed by 'vandalism, graffiti or other deliberate damage (23%) and 'people using or dealing drugs' (23%).

5.7.3 In addition the Community Safety team coordinates consultations on specific elements of the Community Safety Strategy: For example the Hate Crime awareness consultation during 2016 and most recently an extensive consultation exercise to support the development of the 2017-2010 Violence Against Women and Girls Strategy.

5.8 Insight

5.8.1 Not relevant in relation to this report.

6. BACKGROUND PAPERS

Community Leadership Committee 6th September 2017

Agenda item 10 "*Update on the annual strategic crime needs Assessment*"

<https://barnet.moderngov.co.uk/documents/s41920/Update%20on%20the%20annual%20strategic%20crime%20needs%20Assessment.pdf>

Community Leadership Committee 7th September 2016

Agenda Item 8 "*Community Safety Strategy - Annual Review and Refresh / Crime and Disorder Scrutiny*"

<https://barnet.moderngov.co.uk/documents/s34330/community%20safety%20strategy%20annual%20review%20and%20refresh%20crime%20and%20disorder%20scrutiny.pdf>

