

New Perspectives and Opportunities for Barnet Community Safety Review
February 2012

Introduction

The following narrative and case studies provide some new perspectives to develop thinking about Community Safety in Barnet as part of Wave 2 of the One Barnet Programme. The aim is to stimulate thinking to support the delivery of the safer communities strategy in the short, medium and longer term. This document is supported by a slide presentation.

The examples in the case studies cover a range of relevant topics pertinent to the Review including:

- Innovation in work with offenders, including Integrated Offender Management
- Reducing alcohol related crime
- CCTV delivery models
- Innovation in commissioning and whole system working

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Innovation in work with offenders, including Integrated Offender Management:

What works? Some general principles based on international evidence¹:

Evidence suggests a strong case for a strategy which aims to integrate offenders back into communities.

The economic and social costs of crime are far greater than those costs which offenders place on public services. Focusing on rehabilitation could therefore generate significant benefits to society through having fewer victims of crime, less damage and destruction of property and more offenders becoming productive members of society. In addition, there could be cost savings to local agencies through reduction in demand for services, including the criminal justice system, Local Authority, NHS, Benefits agency, etc.

There is good evidence from the UK and internationally that cognitive/motivational programmes and sex offender treatment programmes can reduce reoffending; and there is promising evidence about the impact of drug treatment programmes, education, training and employment, and violence and anger management programmes. The evidence also highlights the importance of targeting and tailoring interventions to the characteristics of individual offenders, and the value to be gained of improving our knowledge on the best sequencing of interventions.

Research has also consistently identified the merits of skilled case management in improving the outcomes of offenders' sentences and suggests that the supervisory relationship plays an important role in securing compliance. The developing evidence base on desistance offers an improved understanding of how and why people stop offending and the role of practitioners in supporting this process.

For youth offenders there is evidence to suggest that family-based and parenting interventions may effect a positive change on the factors associated with offending (e.g. reductions in levels of anti-social behaviour, truancy, drug and alcohol problems, social and communication skills; self-esteem; and skills for coping with peer pressure) and reduce future reoffending.

Diversion out of or away from the criminal justice system (or into specialist provision within the system) can help offenders to address their problems and desist from offending. Problematic drug or alcohol use, and mental health issues, can all be related to offending behaviour; treatment through diversion schemes has been shown to have success. In particular, diversion of drug using offenders into treatment (in the United States and Canada) has been demonstrated to be effective.

For both adult and juvenile offenders, post-custody resettlement support has been shown to be effective in reducing future reoffending.

Currently, reparation to victims and society is mainly provided through financial penalties, out of court disposals or through unpaid work carried out in the community. Young offenders have more opportunity to provide reparation through their current disposals: reparation orders, referral orders and youth rehabilitation orders. However, for adult

¹ MOJ Green Paper Evidence Report

offenders, there is potential to make increased use of Community Payback and Restorative Justice as an integral part of a community sentence.

A wide range of restorative justice approaches are used at various stages of the criminal justice process in Australia, New Zealand, Canada, Germany and Northern Ireland. Evidence suggests that many of these approaches have a positive impact on victim satisfaction and have a positive impact on reducing reoffending in some circumstances. These impacts have also been demonstrated in pilots run in England.

Learning from Integrated Offender Management Pioneers and early adopters:

Integrated Offender Management (IOM), introduced in 2008/2009 was the most developed attempt to operationalise the concept of end to end offender management. An IOM approach aimed to co-ordinate all relevant agencies to deliver interventions for offenders identified as warranting intensive engagement, whatever their statutory status. At the core of IOM was the delivery of a managed set of interventions, sequenced and tailored to respond to the risks and needs of the individual. These interventions had the key aim of disrupting the offender's criminal activity and thereby reducing their re-offending. The Home Office (HO) and Ministry of Justice (MoJ) jointly issued guidance on how IOM could develop. However, definition of the approach was left to local discretion. The Government Policy Statement (Home Office, 2009) suggested:

- IOM was to be the strategic umbrella that brought together agencies across government to prioritise intervention with offenders causing crime in their locality;
- IOM was to build on and expanded current offender-focused and public protection approaches, such as Prolific and other Priority Offender (PPO), Drug Interventions Programme (DIP) and Multi-Agency Public Protection Arrangements (MAPPA); and
- IOM should relate to all agencies engaged in Community Safety Partnerships (CSPs) and Local Criminal Justice Boards (LCJBs) with direction and support in bringing together the management of repeat offenders into a more coherent structure.

Avon and Somerset, Lancashire, Nottinghamshire, West Midlands and West Yorkshire were pioneer sites. Evaluation² was undertaken in these sites³, with some relevant themes emerging:

The effective delivery of IOM was dependent on multi-agency participation and a willingness to resolve sometimes conflicting inter- and intra-agency agendas. Stakeholders reported this was achieved through close links between strategy and operation and clarifying agency roles. It was reported that co-locating staff facilitated cultural change, case management processes, knowledge transfer and information sharing.

Prison, Youth Offending Teams (YOTs) and other local and central government agencies including voluntary and community sector (VCS) agencies were integral to, and had enhanced, IOM delivery at some sites.

² Sheffield Hallam 2011

³ IOM was also piloted in the 'Diamond Districts' in London which were separately evaluated

The approach to Offender Management comprised designating a 'lead professional' (the right officer with the right skills) from probation, police or VCS, a 'carrot and stick' approach offering support, intervention and disruption, (of potential further offending), managing compliance, and flexible intensity of engagement. A critical element was the extended role of the police in intelligence gathering, pathway support, disruption and enforcement. Many police participants viewed this positively although it produced some tensions with their force colleagues due to their shift away from enforcement activities.

Other sites such as Greater Manchester were early adopters and some consistent themes are echoed in evaluation of these.

General learning themes for introducing IOM:

Strong multi-agency leadership is required to ensure imaginative use of partnership resources, especially in a climate of financial uncertainty. The ability to have a partnership perspective beyond the single agency view is considered crucial. This promotes effective communication and information sharing as well as a flexible approach to roles and responsibilities in the team.

A project management approach to establish the service has been beneficial.

Engagement with the Youth Offending Services has been valuable, particularly in supporting family focused work

Of the pathways out of crime, access to housing, health services and employment are considered most critical for IOM services to tackle before the others. The IOM and wider partnership can benefit from extending membership to include housing, health and Job Centre + / DWP representatives.

The Home Office has reviewed good practice and recommended that locally agencies could:

- Establish shared leadership and governance with LCJBs and CSPs. CSPs could take responsibility for local strategy, operational delivery and local resourcing of IOM;
- Establish joint matrices and processes for the selection and de-selection of offenders and sequencing of IOM interventions responsive to changing needs and priorities;
- Establish co-location, where possible building on existing arrangements;
- Establish inter- and intra-agency training to embed learning, cultural and
- Operational change; and
- Invest in IOM to deliver at an optimal level and realign resources to sustain delivery.

Case Study One:

Innovation in work with offenders, including Integrated Offender Management in Tameside:

Background:

Tameside Strategic Partnership has piloted IOM, known locally as Spotlight, since June 2009. It has adopted a holistic approach featuring partnerships with the voluntary sector as well as statutory agencies, and piloting of a personalised budget approach. Cambridge University is evaluating the pilot, and though their report is due to be published in March 2012, some key messages are emerging, supported by local information which has been made available.

Approach:

Spotlight employs a carrot-and-stick policy. Because the approach is integrated, with police and probation staff sharing information on a daily and even hourly basis, offenders know they will be quickly dealt with if they step out of line. If they co-operate, they can expect a vast amount of support.

This is a multi-agency venture in which drugs and alcohol agencies, the police and the probation and prison services work with accommodation-providers in a joined-up manner. The main statutory agencies are located alongside IT, and wherever possible use is made of third-sector providers including social enterprises. Offenders are worked with in a holistic manner to move them away from offending lifestyles.

The Spotlight team has made it a priority to work with offenders who get prison sentences of 12 months or less. These offenders would not have received any form of supervision after release and represent the highest rate of reoffending. The Local Authority provided funding to employ a co-ordinator and staff to work with this group as well as an enhanced risk centred home visiting service. During the 12 months from June 2009, the Tameside Spotlight team managed 197 offenders, of which 37 were non-statutory. Offenders were selected who were deemed to represent the highest risk of serious violent offending as well as those who represented the highest risk of committing further serious acquisitive crime.

Along with support with accommodation, assistance is given with registering for benefits, and there is provision of onward referral to agencies which assist with training and employment. The intention is to tackle the factors which lead to reoffending and a consequent return to prison. A peer mentoring scheme and restorative justice were developed as part of the package.

Because IOM in Tameside makes it a point to think family, and so much of its activity is conducted in offenders' homes, it has provided a genuine opportunity to engage with some of the dynamics which can make a significant difference in terms of managing risk to

children. The team is very well placed to assess and implement interventions which might impact on inter-generational risk.

The Tameside model has particularly valued the contributions of third-sector organisations. Opportunities for volunteering and the support from peer mentors have featured keenly in our programmes with offenders. It has provided access to services not specifically focused on offenders such as sports organisations, The Princes Trust.

Key emerging issues:

- Prioritisation of public safety and protection is paramount.
- Benefits of real-time information sharing are great, allowing for swift and appropriate responses.
- A reduction of the seriousness of their offending might have to be the first goal for some offenders.
- Offending is sometimes inter-generational.
- Socially excluded groups may need re-prioritisation for mainstream services. This is challenging for service commissioners and providers as offenders are generally not a popular group.

Case example:

MH – Cost savings: £28,082.

This man was recalled to prison during a burglary spike before Christmas 2009. Prison inreach was carried out with him while serving his sentence and he came out to a job with Greenscape at St Peter's Partnerships, Ashton-under-Lyne. He became very compliant, returned to his mother's home and tested negatively for drugs.

Impact of first 12 months:

- Serious violent reduced by 34%
- Serious acquisitive crime reduced by 32%
- 37.1% reduction in reoffending
- Equates to savings of £638,762 –Home office study "Economic and social cost of crime against individuals and households 2004/2005"

The Personalised Budgets pilot:

A pivotal feature of Tameside's work in the integrated offender management scheme has been the development of a bespoke accommodation project. This was particularly the case with the non-statutory offender group for whom housing was often the stabilising cornerstone around which to lay the bricks for a change in behaviour. Funding was provided by the Home Office Vigilance Fund, and £45,000 was used to support and individual budgets pilot. This is the same amount of funding needed to accommodate a basic regime prisoner for 12 months, and the Tameside scheme was able to achieve:

- Referral and assessment of 32 offenders with housing need.
- 22 actively assisted with housing need.
- 10 in custody who received help three months before release.
- 16 people were assisted into suitable housing and 11 of these received a full package of help with provision of private rental accommodation. This included securing of tenancy, rent deposit bond, basic furniture and food parcel, and up to three months' tenancy-support management. (The welfare package was made possible by a local voluntary group - U Choose It recovery group).

Opportunities:

- Establishment of IOM could embrace key features of best practice highlighted above as it is developed and rolled out in Barnet.
- Potential to interface with the Community Budgets pilot to work with families which contain offenders.

Case Study Two:

Innovation in work with offenders, including Integrated Offender Management in Lancashire:

Background:

In Lancashire IOM is known locally as Revolution and has sought to incorporate a range of programmes in a single overarching brand, with a more integrated delivery pattern.

The basic ethos of the programme was to reduce re-offending by assessing risk and implementing appropriate responses or interventions to minimise that risk. These were centred on reducing re-offending pathways but were underpinned by enforcement.

Revolution focused on serious acquisitive crime, although IOM methodology was used in other areas of business. Revolution involved the allocation of sufficient multi-agency resources to deliver on the agreed interventions for each nominal IOM, involving police, probation, YOTs, PPO tactical groups, drug treatment services, etc.

Approach: Co-location

Revolution has moved into the Town Hall to provide a greater efficiency in its delivery. It also established new links and opened up new avenues for greater co-working with other agencies as Benefits, housing and children's services are all located in this building.

Dedicated police officers, staff, probation officers and drug treatment workers are amongst a number of specialists working together to resolve problems surrounding accommodation, education, employment, physical and mental health, finance and substance misuse which may be at the root of an offender's criminal behaviour.

By taking a multi agency approach, Revolution is able to offer a tailored response to local problems. Agencies working together are able to recognise diversity and embrace local knowledge to implement effective ways of reducing reoffending and help create a safer community for people in Blackburn.

The move to the Town Hall reduces the overheads of running the project and at the same time the co-location of the multi-agency team alongside the community safety team and other partners within the Town Hall expands the capabilities of the project.

The accommodation of the project by the council represents an acknowledgement of the huge contribution the Revolution project has made to reducing reoffending in Blackburn with Darwen.

Over the last 12 months the reoffending rate by these offenders has dropped by 71 per cent. The figures also show a greater compliance rate amongst these offenders and a reduction in the cost of their management

Approach: Pooling of substance misuse budgets

Under the Lancashire IOM arrangements, the pooling of budgets for substance misuse services was agreed upon to enable the more effective arrangement and provision of services. These were to be delivered with regard to existing needs assessments, and utilising the service level agreements in place with providers.

This arrangement was governed by a partnership agreement which outlined clearly the expectations of each of the partners, clearly setting out risk management approaches, financial and budgetary control requirements, as well as commissioning and governance arrangements. These were developed to enable economies of scale, responsiveness to local needs across a diverse geographic area and maintaining of standards in service provision.

This approach has encouraged a greater degree of collaborative work to develop between partnerships providing similar services to local users. The aim of this was to ensure that pooled budgets changed organisational behaviour, increased levels of trust between agencies, and secured broader efficiencies through a more effective allocation of services for example through reduction in duplicative referral and commissioning processes, and reduction in screening and assessments requirements.

Approach: Mentoring service for short sentenced prisoners released from HMP Preston from April 2011

An informal mentoring service for offenders based at HMP Preston returning to the Lancashire area has been commissioned by Lancashire County Council on behalf of the Safer Lancashire Board, and started in April 2011. It is focusing on offenders from Lancashire that are currently serving short custodial sentences; the aim is to reduce the likelihood of short sentence offenders reoffending. The pilot supports non-statutory offenders, currently monitored by Revolution, as this group is the most susceptible to a quick return to prison.

The objective of the Pilot is to reconfigure existing resources to better meet the need of this group, in addition to sourcing additional resources to deliver value added service provision. The pilot aims to:

- Reduce reoffending amongst short sentenced prisoners
- Reduce the number of victims
- Preserve any existing protective factors such as family, housing and employment
- Sign post to support on release
- Provide ongoing support in the community

Mentors are referred to as 'Change Champions', with a Change Champion Coordinator planning their itinerary in conjunction with partners and in line with sentence planning priorities. The coordinator is employed by the service provider, and the mentors are volunteers from a variety of backgrounds (including ex-offenders) to suit the reoffending pathway needs of the offenders.

Mentoring is being seen as an increasingly effective relationship in enabling offenders to reintegrate after leaving custody. One study by The St Giles Trust estimates that there is a tenfold return on investment in mentoring of prisoners on release. The pilot has been advised by In Control, an organisation with expertise in personalisation in social care services, with a view to learning from experience in developing a more tailored services for prisoners on release, potentially with a personal budget.

Opportunities in Barnet:

- Establishment of IOM could learn from the experience of co-located services highlighted above, especially in engagement with a wider range of partners as it is developed and rolled out in Barnet.
- If pathways out of crime can be more effectively addressed through IOM, there is the potential to be strategically positioned as part of the early intervention work of the council, especially if Youth Offending Services can be integrated with IOM and for example, the number of NEETS, homeless young people, and substance misusers are reduced.
- Consideration could be given to reviewing substance misuse commissioning arrangements with a view to securing greater efficiency and other benefits, ensuring these issues are addressed in the emerging Drug and Alcohol Strategy
- Consideration could be given to developing a mentoring scheme for short sentenced prisoners released from HMP Wormwood Scrubs as the main local jail returning prisoners to Barnet. Investment would be required to start up, but savings would potentially be achieved in the longer term

Reducing Alcohol Related Crime

Background context

According to the Home Office, the incidence of crimes committed under the influence of alcohol is rising steadily. Some estimates suggest almost half of all violent crimes were thought to have involved alcohol. Additionally, just under 40 percent of all domestic violence was attributed to drunkenness. Additionally, research by the British Medical Association suggests that between 60 and 70 percent of all murders were committed by those under the influence of alcohol.

From an international perspective alcohol is a significant contributory factor to violent street crime. However, some European countries, including the UK experience more difficulties with alcohol related violence than others. In the UK, the misuse of alcohol among young British citizens is a growing problem. The majority of those involved in violent street crime fuelled by alcohol tend to be young men, with excessive drinking by under age individuals and young women also becoming increasingly serious problems. A particular difficulty for the authorities in tackling alcohol related crime is that alcohol is not a banned substance. Authorities and places selling alcohol have to watch for and manage the 'tipping point' where drinking behaviour becomes potentially dangerous. Some bars, restaurants and shops may be reluctant to take on this 'supervisory' role, hoping instead to push trouble on to the streets when it emerges. However, where they can be persuaded to work with the police, local government and other agencies, their involvement can substantially reduce the number of alcohol-fuelled violent incidents. People who have had too much to drink are also more likely to be victims of crimes such as street robbery or violent attacks. Entertainment venues such as bars and clubs can therefore provide very useful support to the police in reducing victimisation. They can, for example, publicise the risks of excessive drinking, ensure good access to reputable taxis to get people home safely, or refuse to serve people who are already drunk.

Case Study Three:

Reducing Alcohol Related Crime in Bexley Heath

The evening economy of Bexleyheath changed rapidly between 1990-2005, becoming saturated with clubs and bars for the 18-30 age group. This was accompanied by an increasing trend of alcohol related crime and disorder across the borough and in the town centre.

Bexley's approach includes:

A strong enforcement ethic. This included robust licensing - Bexley is reputedly the most robust licensing authority in England and Wales in revoking licences, and this has played an important role in bringing about a reduction in crime and disorder. In addition other mechanisms were used such as alcohol control zones and dispersal areas

Management of the town centre at night has been enhanced through improved CCTV communication; a successful pub safe scheme; town centre 'Street Pastors' volunteers providing reassurance to the public; excellent intelligence sharing between council and police and extensive engagement with licensed trade and sharing good practice

Some examples:

Pub-Safe are confident in their ability to make a difference within the town centre. They have invested in a radio for each premise and the police, who keep the radio on their patrol vehicle. This enables everyone, including the CCTV control centre, to respond quickly to any incidents which arise. This self regulation and partnership working reduces the burden placed on the Council, therefore freeing up resources to work on other priorities.

Seminars were held on promoting the responsible retail of alcohol, attended by 224 local and regional representatives of the licensed trade across the borough, including Bexleyheath, in 2007 - 2008. Feedback from these events was used to shape the overall vision.

Street pastors have operated in the Borough since January 2007. This sees volunteers from churches going out into Bexleyheath town centres at night, offering reassurance and assistance to anyone visiting the town centre. The scheme works closely with the police, providing them with a different insight into activity in the Broadway during the evening. They have been extremely effective in diffusing potential flash points and have a direct contact to the police should a situation arise that is beyond their capabilities. In a 12 month period they helped to diffuse more than 50 potentially violent situations.

Local residents are encouraged to engage in the licensing process. All licence applications are featured on the Council's website and published in the weekly Bexley Bulletin, which is circulated to a wide range of people as well as being available on the internet. The council

also make local Councillors aware of licence applications within their wards and hence encourage resident participation in the licensing process.

In July 2007, Council Members endorsed a DVD about the dangers of drinking and drugs produced by A-level Media Studies students and decided to use this tool for further engagement with young people. As a result copies of the DVD were distributed to students in the borough's schools as part of the personal health and social education curriculum to promote awareness of dangers of drinking.

Impact 2006/8

- Violent crime down by 26%, equivalent to 1100 fewer assaults
- Street drinking fell by 50%
- Increase in 25-45 yr old professionals returning to socialise in the area
- **The approach has had success due to:**
- Strong leadership with clear and achievable vision
- Effective resource management, identifying efficiencies on the way
- Ability to track performance overtime and respond to problem areas
- Proactive approach using education and promotion of good practice
- Strong enforcement ethic, using a range of mechanisms to bring about change

Opportunities in Barnet:

Consideration can be given as to whether such an approach desirable and feasible in Barnet, given the priority status in the Safer Communities Strategy and potential benefits in terms of crime reduction and consequent cost savings across agencies.

If so, can this be enabled in part through the changes in licensing services?

Could other services, such as the council PIT team support an enhanced approach to licensing enforcement?

Case Study Four:

Reducing alcohol related crime in Wigan - the Probation contribution

Background:

In the context of Wigan having a multi-agency alcohol strategy which addresses the issues of alcohol related harm, the local delivery unit of Greater Manchester Probation Trust plays a key role in tackling alcohol related crime which is worth noting.

In Wigan the rates of alcohol related crime were below the regional average but increasing, with issues such as

- 17% of weekend crime was alcohol related, mostly at night
- The most common offence was less serious wounding - 76%
- 41% of alcohol related crime was on the street; 39% in a house
- Between 2006/2007 and 2007/2008, the Youth Offending Team completed 791 assessments of young offenders aged 16 to 18 years. Of these, over half highlighted recent alcohol use.

Probation approaches:

- All offender managers trained to provide alcohol brief interventions, (once delivered by the PCT and then more recently by the DAAT).
- The Restriction on Bail officer at court provides an alcohol intervention when an offender arrives at court with alcohol issues
- There is a single point of contact for the council alcohol team dealing with Probation Alcohol Treatment Requirements
- Representation at MARAC meetings is from both Probation and alcohol treatment so any domestic violent offending linked to alcohol is tackled on a multi agency level, and cases managed from both a victim and perpetrator perspective.
- A specific programme to tackle violent angry drinkers (COVAID) has been commissioned by Probation
- There is a short duration alcohol programme available as part of community order or by referral from an offender manager
- Probation is a full partner in the multi-agency partnership to deliver Alcohol Strategy

Opportunities in Barnet:

Consideration could be given to maximising the role of the Probation Trust in addressing alcohol related crime, particularly the usage of brief interventions, which is known to be effective and can link to the wider prevention and early intervention strategy.

Case Study Five:

Reducing alcohol related crime in Manchester

Background:

Manchester is a densely populated city with issues of alcohol related crime in residential areas as well as the city centre. The scale of the problem is set out in their multi-agency alcohol strategy which covers issues of prevention, treatment, young people as well as crime and disorder:

- 10% of alcohol related crime was criminal damage
- 76% of alcohol related crime was serious or less serious wounding
- 27% alcohol related crime was related to domestic violence
- **Approaches include:**
- Conditional cautioning and alcohol arrest referral pilot - the use of compulsion has increased attendance to 90%
- License revocation is enforced for underage sales
- Alcohol designated areas, residents are positive about these
- Voluntary domestic violence perpetrators programme covers alcohol education
- Alcohol education is provided by public health in the prison
- Public health deliver accredited responsible alcohol retail training
- Youth Offending Teams undertake substance misuse assessment to ensure that young people receive the most appropriate service
- The Manchester Safeguarding Children's Board(MSCB)receives notice of every application for a licence and risk assesses these in relation to the section of the licensing act that aims to protect children from harm. The Board can request clarification or ask for conditions to be included in the licence if there are concerns. MCSB also contributes to reviews of off-licences if there are issues such as underage sales

Impact:

- A reduction in failed test purchases to minors
- A significant decrease in number of assaults
- Improved partnership working and info sharing

Opportunities in Barnet:

There is potential to consider conditional cautioning and alcohol arrest as a means of ensuring more offenders access treatment.

There is potential to consider licensing issues as part of the licensing service developments

Consideration could be given as to whether the role of the Safeguarding Children's Board is currently optimised in licensing.

Use of CCTV to reduce crime

Background context

CCTV is an environmental crime prevention tool. Commentators have described its possible effects as including:

- Providing a surveillance function that may work to deter people from committing crimes in the area in which it is used
- Signifying to the public that an area with CCTV is a safe place and the increased use of the space means that crime is less likely to happen as there are more potential witnesses
- The presence of CCTV may act as a prompt to remind people to take other security measures such as locking their car.

Is CCTV useful as a crime prevention tool?

Evaluations indicate that CCTV is useful in certain circumstances. Its use may reduce theft of motor vehicles and some other forms of acquisitive crime. There is also evidence that it works best in small enclosed areas, and in some circumstances eg car parks, in conjunction with improved. Police commitment to involvement in monitoring and using the evidence it can provide will contribute to success.

What is the cost of CCTV?

CCTV has both a set up cost and an ongoing recurrent operating cost. These costs can make it expensive to implement and maintain. Furthermore technology is constantly improving requiring ongoing decision making as to whether the equipment being used will need to be upgraded. There are a wide range of costs associated with CCTV systems, with the most expensive involving many cameras, 24 hour monitoring and 'active' monitoring. However, research undertaken by the Public CCTV Manager's Association indicated that taking overall costs into account in relation to the number of incidents recorded which led to further action, it does provide value for money.

Key features as part of a crime reduction strategy

It is believed that CCTV deters opportunistic crime, increases conviction rates and saves time and money by encouraging early guilty pleas. There are three main objectives:

- Reassure public and reduce fear of crime
- Deter, especially criminal damage, so long as people believe the system works
- Providing evidence - staff training to monitor right places at the right times is critical

It is only one element in an integrated approach to community safety

Case Study Six:

Use of CCTV to reduce crime in Wakefield - Bespoke CCTV Control Facility

Background

The original control facility was located in the centre of Wakefield in a building the Council's monitoring operation had begun to outgrow after ten years in residence. Advancements in CCTV technology were highlighting the need for change. Still over 60% tape-based, the recording facility was proving to be labour intensive, absorbing more of the Control Room operators' valuable time as system camera coverage was expanded. The council wanted to consolidate into fewer but larger premises and it was decided in 2007 that a move to an existing council building to set up a bespoke facility would provide a practical solution and a timely opportunity to rethink the technical operational solutions required within the Control Room.

Approach

The service was tendered and the contract awarded to Quadrant Security Group. The timescales were tight - it took 9 months from tender to commissioning the new resource, with the new workstations in old control room 6 months before the move to new premises.

The new control room has 5 Synergy positions to control over 160 cameras in 8 towns plus other sites. The operators access retail radios, 25 audio help points and 4 phone helplines. Recording is real time, 24hrs a day allowing swift and appropriate response to incidents recorded. There is capacity to monitor third party sites to help offset the costs to the council

There is a dedicated police constable in the control room as a key team member.

Synectics' integration abilities have been key to the success of the technological transition from the old Control Room to the all-encompassing new facility. Harnessing the power of this technology, in assistance to the camera network, operators can access retail radios, 25 audio Help Points throughout the network and four telephone Helplines situated at the remote rail stations monitored.

Impact and learning

Wider skills and professional judgement are required by staff. For example, there needs to be sensitivity to particular locations. An incident at one site requiring further investigation may be an everyday occurrence at another. Different times of day also require an adjusted skill set. For example, town centre incidents, usually focusing on the popular nightspots in each area during the evening, are different to those during the day that are usually targeted on the retail areas

The new system allows better use of operators time with a single, intuitive interface.

Detection rates have improved; there are now 3-4 arrests a day attributable to CCTV operators

Opportunities in Barnet

There may be the opportunity to acquire an integrated system through the CCTV review. This would make best use of operators' time and realise efficiencies.

Case Study Seven:

Use of CCTV to reduce crime in Corby

Background and approach:

Corby Borough Council's CCTV system was established in 1994 with four rented analogue cameras; the system now has 86 cameras with high technical specification, which are monitored 24/7. They can be used proactively or left to run on 360° patterns. The monitoring of the system is contracted out to a private security company - Remploy Management Services.

Two cameras are mobile, deployed in high crime areas as short to medium term solutions to crime problems identified by council and police

Two cameras have Automatic Number Plate Recognition linked to DVLA and police national computer. These have been successfully used to identify travelling criminals driving without tax, insurance, MOT

Impact and learning:

Partnership working with the police

The CCTV staff work closely with the police, providing intelligence used in the detection and prevention of crime and disorder, helping to inform and direct officers on the ground and providing video evidence usable in court. The close working relationships between the police and CCTV staff has led to many police surveillance operations carried out within the CCTV control room and has led to numerous arrests; 50 per month on average.

Partnership working with retailers and licensees

Close working between CBC CCTV and shops in the Borough through the shop watch radio scheme forms part of the Corby Retail and Business Initiative Against Crime (CORBIAC). CCTV operators play a vital role in making the town shopping areas more secure by warning security and shop staff when known offenders enter the area, by enforcing the Retail Exclusion Scheme and by detecting crime. In addition, CCTV plays an integral role in the Corby Pubwatch scheme by identifying potential problems and using the radios to communicate with and warn security staff and licensees about known alcohol related violent offenders near their premises and providing direct liaison with the police control room staff when public disorder incidents occur.

Opportunities in Barnet

To consider use of ANPR through the CCTV review as a means of tackling burglary. To develop stronger relationships with retailers and licensees to promote greater self regulation and community responsibility.

Case study Eight:

Use of CCTV to reduce crime in Hackney

Approach

220 CCTV cameras are continuously monitored by trained, police vetted staff with a control room which is operational 24/7 Public privacy is respected, with visible signs indicating camera positions, and information gathered is secure.

There is strong partnership working with the Police, Business Watch groups, community action groups etc. The Police control room can access cameras and police radio in CCTV control room

The system has excellent technical specification with remotely operated linked cameras, clear images even from pitch black darkness, and motion detection sensors. This means that incidents such as robbery, road traffic offences, theft, fly tipping, drug related incidents and any other anti social behaviour or suspicious activities are captured on CCTV.

A Day in the life of a CCTV operator in Hackney....

15:17 – a break-in thwarted

At 15:17 an operator spots a female acting suspiciously outside a property. We use the cameras to gather potential evidence and to monitor the situation. The female is seen to enter the premises via a window. We notify the Police, who attend the scene and arrest the female.

15:55 – drugs seized

At 15:55 we are alerted of an incident via the Police radio. A male has been stopped by the Police. We focus the cameras on the incident, where the male is searched and found to be in possession of crack cocaine. On further inspection he is also found to have skipped bail. He is arrested at the scene.

17:00 – muggers caught

At 17:00 we hear a call via the Police radio that a female has been robbed. We are given a description of the suspects, which we use to search the vicinity with the cameras. Two males are spotted on camera. We direct the Police to the location of the males and they are arrested at the scene.

19:00 – vandals stopped in their tracks

At 19:00 an operator spots an unruly group of males, who appear to be vandalising and attempting to break into a parked car.

The Police are alerted and attend the scene. The group of males then disperse; we use several cameras within the area to help Police to identify the males involved. Two arrests are made.

20:40 – card fraud prevented

At 20:40 we receive information from the Police about stolen credit cards being used in the Stamford Hill area.

During standard monitoring an operator notices a male at an ATM using several different credit cards and withdrawing large amounts of cash. The Police are alerted and search the male's vehicle, where more cash is found. He is arrested at the scene.

The end of the day

Throughout the day, many incidents have been recorded which will bring a number of Police Officers into the control room to collect evidence gathered from the CCTV cameras. We will write statements and reproduce the recorded images for the Police; they will then will be used as evidence.

As a result of joint CCTV and Police operations during November 2011, 230 arrests were made and £23,000 worth of stolen vehicles recovered.

Opportunities in Barnet

To consider the technical specification of the equipment to maximise effectiveness and usage of CCTV in the CCTV review

Innovation in Commissioning and Whole Systems Thinking to promote safer communities:

Some General Principles:

There is evidence to inform how the aims of the criminal justice system might be delivered more efficiently and effectively. This includes:

- the potential for greater gains through prevention, early intervention,
- diversion and resettlement;
- ensuring that interventions are targeted and tailored to match the
- characteristics of individual offenders, and improving knowledge on the best
- sequencing of interventions;
- using the developing evidence base on desistance, to improve
- understanding of how and why people stop offending and the role of
- practitioners in supporting this process; and
- making greater use of restorative justice and other approaches which
- enable greater reparation to the victim or community.

In addition, there is recognition that communities will be safer where there are certain features which promote community respect and resilience, economic and social well-being more generally. In relation to crime, a multi-faceted systemic approach which addresses prevention, intervention to tackle offending and reoffending, enforcement, and rehabilitation within a strategic framework will be more effective than any single approach. This requires a strong commitment, continued investment, and shared vision on the part of statutory agencies, stakeholders, communities, and individual citizens.

There are new models of commissioning to consider which may be required. These include:

Justice Reinvestment

The focus is on local partners working together to reduce crime and reoffending and thus reduce demand on the justice services as well as local agencies. If demand reduces it is expected that local agencies will realise savings as a result of system changes and that these will be reinvested into services which will continue to reduce crime and reoffending

Outcome based commissioning

This will include specification of outcomes required of providers and an outcomes based approach aims to shift the emphasis from what services a provider will offer to what outcomes they will achieve. The approach can be applied to directly provided services as well as externally commissioned services.

Community Budgeting

A Community Budget gives local public service partners the freedom to work together to redesign services around the needs of citizens, improving outcomes, reducing duplication and waste and so saving significant sums of public money.

Payment by Results

The aim is to pay independent providers to achieve outcomes such as reduce reoffending, paid for by the savings this new approach will generate across the system. MOJ/NOMS has launched several pilots and there are examples in other fields such as employment support, and drug treatment.

Case Study Nine:

Innovation in Commissioning and Whole Systems Thinking: Transforming Justice in Greater Manchester - a justice reinvestment approach

Background:

This is a Ministry of Justice Payment by Results pilot started July 2011 where the focus is on local partners working together to reduce crime and reoffending and thus reduce demand on the justice services as well as local agencies. If demand reduces sufficiently, over a two year period, MOJ will provide a share of savings. It is expected that local agencies will also realise savings as a result of system changes and that these will be reinvested into services which will continue to reduce crime and reoffending

Approach:

The objectives of the Transforming Justice Programme are to:

- Reduce crime, reoffending and the wider impact of crime and dependency on society.
- Reduce the number of victims of crime
- Improve working across criminal justice and partners to streamline delivery, reduce duplication and deliver sequenced, integrated interventions.
- Reduce overall demand and cost to the criminal justice system.

Further integration of existing services is key to delivery and underpinning this they have identified the following priorities.

1. **Shared outcomes** around reducing demand and using the most appropriate intervention, public protection and confidence, and taking consideration of victims' and communities' needs.
2. **Single core assessment** process reducing duplication and promoting the most cost effective and comprehensive responses.
3. **Prioritisation** to enable cases to be given priority to allow the effective sequencing of interventions.
4. **Single plan** for offenders and their families where required ensuring interventions are appropriate and properly sequenced
5. **Single point of contact** and co-ordination for each plan provided by a lead professional promoting accountability and consistency.
6. **Shared saving** to incentivise and fund improvements in outcomes

A multi-agency delivery programme across 10 Local Authorities, police, probation, prisons, courts and voluntary sector has been devised. This is designed to deliver interventions and services at critical points of transition to deliver better outcomes

- Between youth and adult services
- At point of arrest and referral
- At point of sentence
- At point of release from prison

There are two main strands to the work. One examines current demands on the Criminal Justice System (CJS) and considers how they could alter this to reduce the volumes of people passing through the court system and receiving custodial and community punishments. This is primarily considering processes and is seeking more efficient ways to deliver appropriate justice outcomes through the better use of out of court disposals by the Police and CPS in particular. The people affected by this work would tend to be primarily first time offenders or those presenting lower risks of harm and reoffending. They are the largest volume offenders.

The other work stream focuses on groups of offenders who they feel they could work with more effectively to reduce their reoffending rates and thereby have a positive impact on their local communities and reduce demand on the CJS. This is more focussed on offenders already engaged in the CJS and in reoffending outcomes. This involves knitting together a range of existing related activities eg IOM, changed use of Attendance Centres, Mental health and problem solving courts, recommissioning of health services in police custody suites, work with short sentenced prisoners on release etc

A community budgeting approach is being developed to align resources and manage reinvestment, though this is in early stages of development. The principle is that it will be linked to the Greater Manchester Community Budget pilot. It will aim to set up a single investment pot, with aligned and pooled budgets across agencies and the potential for social investment

The benefits:

It is too early to know if the pilot is successful, but the range of benefits which are sought are:

- Localism in action, bottom up solutions to challenging public service problems
- Innovation, a more ambitious portfolio of interventions and services
- Flexibility and efficiency by focusing on priorities which matter most
- Wider benefits eg to DWP, NHS, Housing, children's and adults services, police, probation etc which can be reinvested and create virtuous circle of sustainable funding

Learning so far - Success depends on:

- Engagement of partners to a genuinely reforming agenda and strong strategic leadership
- High quality data analysis and scenario modelling to determine where to focus effort and investment, with ongoing cost benefit analysis to inform this
- Managing tension between desire to achieve reward and actually reducing crime and reoffending - demand can be reduced by doing the wrong things as well as the right things
- Recognising the complexity of the landscape, allowing time for work to be done and applying a rigorous approach to governance and delivery mechanisms

Opportunities in Barnet:

- Whilst it is not possible to join the national MOJ pilot, does Barnet could take the opportunity to develop a local justice reinvestment approach, linked to the community budget pilot already underway. This would be supported informally by NOMS
- Could such an approach also interface with work on prevention and early intervention?

Case Study Ten:

Innovation in Commissioning and Whole Systems Thinking: Outcomes based commissioning in NOMS

NOMS has developed a commissioning model for offender services based on commissioning good practice in terms of commissioning process and in the context of an outcomes framework.

- **Strategic level outcomes** - the ultimate goals - protecting the public, reducing reoffending and delivering sentence of the court
- **Service level outcomes** - desired impact from commissioned services. Can be directly related to strategic outcomes, or intermediate outcomes
- **Service beneficiary level outcomes** - the impact on individuals, victims and offenders

For example:

REDUCE AMOUNT OF CRIME AS A RESULT OF REOFFENDING			
STRATEGIC LEVEL OUTCOMES	Frequency of offending is reduced	Seriousness of offending is reduced	Victims and communities understand how reoffending is being tackled
SERVICE LEVEL OUTCOMES	<ul style="list-style-type: none"> •Seriousness, frequency and volume of offending is reduced •crime is detected and deterred •Life skills of offenders developed •Offenders lead lawful constructive lives in community 		

REDUCE AMOUNT OF CRIME AS A RESULT OF REOFFENDING

SERVICE BENEFICIARY LEVEL OUTCOMES

- Victims have opportunity to support rehabilitation activity
- Offenders have equitable access to specialist and mainstream services which support rehabilitation
- Offenders feel motivated to change

Opportunities in Barnet:

Barnet could develop a joint commissioning framework for the Safer Communities Partnership to promote shared vision and maximise focus on outcomes for individuals and communities

Case Study Eleven:

Innovation in Commissioning and Whole Systems Thinking: Intelligent Outcomes Based Commissioning of Domestic Violence Services in Brighton

Background:

Brighton and Hove council has developed a new commissioning approach aimed at delivering better outcomes for residents through innovation and partnership. For DV it will deliver shared outcomes to achieve a more co-ordinated response to prevent and reduce domestic violence. They estimate that over 25,000 women and 2,000 men experience repeat domestic violence as adults in the borough. Since 2007 they have had 4 domestic violence related homicides, estimated to cost over £4m to public services

Approach:

Four strategic outcomes have been agreed

- An increase in the safety of survivors, through an approach that maximises safe choices available and reduces the harm caused
- A reduction in the risk of harm from perpetrators through deterrence,
- Holding them to account and bringing them to justice where appropriate.
- A decrease in the social tolerance of domestic violence through awareness raising and challenging inaction by individuals, communities and organisations.
- An increase in the knowledge and skills of children, young people and adults about forming healthy relationships through prevention education and learning. This will mean that they are better equipped to form relationships based on equality and respect, mutual understanding, shared power and a commitment to non-violence.

Service level outcomes agreed across 3 types of activity

Underneath the strategic outcomes the steering group has also developed a set of service level outcomes for key stakeholders across three types of service activity-prevention, early intervention and provision of ongoing support. These capture the required shift in emphasis to:

- embed the prevention and reduction of domestic violence as core business for all city services and partnerships.
- improve workforce skills and improve accessibility and responsiveness of services.
- redesign services to also focus on prevention and early intervention as well as responding to high risk cases, whilst maintaining the city's specialist domestic violence services and the Co-ordinated Community Response Model.

Opportunities in Barnet:

Such an approach could provide an opportunity to interface with work on prevention and early intervention in Barnet.

Case study Twelve:

Innovation in Commissioning and Whole Systems Thinking: Community Budgets in Tameside

Background:

Tameside was an original Community Budgets site, and has adopted a Local Integrated Services model whereby partners jointly commission a provider to deliver to targeted group of residents. One site is focused on offenders in St Peters ward. The scheme is funded jointly by the, LA £50K, and probation services, staff and in kind support. Services are delivered through St Peters Partnership, a community led organisation which runs social enterprises

Aims of the pilot:

- Reduce re-offending in ward by 5%
- Identify savings through early intervention and remove duplication of services
- Secure employment for offenders 20% have jobs at start, 40% at completion
- Provide volunteering opportunities for offenders
- Improve health and social outcomes eg registration with GP
- Gain community support

Approach:

A single generic worker is allocated to work with the offender, based on risk assessment. The group includes males 16-25, and all women offenders, with a maximum of 60 in one year.

An activity based costing model has been designed to assess use of reactive services and enhanced services and data on outcomes to demonstrate costs and benefits.

Learning:

Formal evaluation has been commissioned, but it is too early for results.

The approach has wide corporate support and is underpinned by these principles:

- Early intervention and prevention
- Investing in interventions which have a cashable benefit because they are shown to make a difference
- Pushing a Common Assessment Framework for families
- Thinking differently about worklessness and health outcomes
- Reviewing the levers and sanctions we have in place to engage the most complex families and individuals e.g. a sentence of the Court or engaging private sector tenants
- Proactively reaching out to those who do not traditionally engage with the right services.

Opportunities in Barnet:

Barnet could consider whether there is sufficient community capacity to develop partnerships with the voluntary and community sector and adopt a Local Integrated Service model in part of the Borough

Case Study Thirteen:

Innovation in Commissioning and Whole Systems Thinking: Leicestershire and Rutland Probation Trust supporting community budgets

Background:

While prison and probation services do not directly extend to families of offenders, Leicestershire and Rutland Probation Trust is taking one of the pilots as a cue to a more radical approach to service design. Work with offenders has overlap with lack of work, poor health, education, and alcohol and drug abuse

Some offender's families are involved with more than 20 professionals and agencies, and there are clear overlap with families with complex needs being addressed in the Local Authority led Community Budget pilot.

Approach:

The new probation service offer includes mentoring for offenders on release from prison, parenting education and pooled drug treatment budgets.

There is robust joint commissioning across 3 LAs, 2 PCTs and and the Probation Trust

The Probation Trust is at design stage with new models of service delivery linked to the Family Intervention Programme.

They are exploring the potential to use the Early Intervention Grant in different ways, eg alcohol abuse prevention

It is recognised that most mainstream budgets are fully committed so co-location and budget alignment across agencies is more realistic in short term than wholesale re-procurement.

Opportunities in Barnet:

This approach could provide opportunity for probation to have greater engagement with the Community Budget approach in Barnet.

Case Study Fourteen:

Innovation in Commissioning and Whole Systems Thinking: Payment by Results in HMP Doncaster

Some Key Principles of PBR

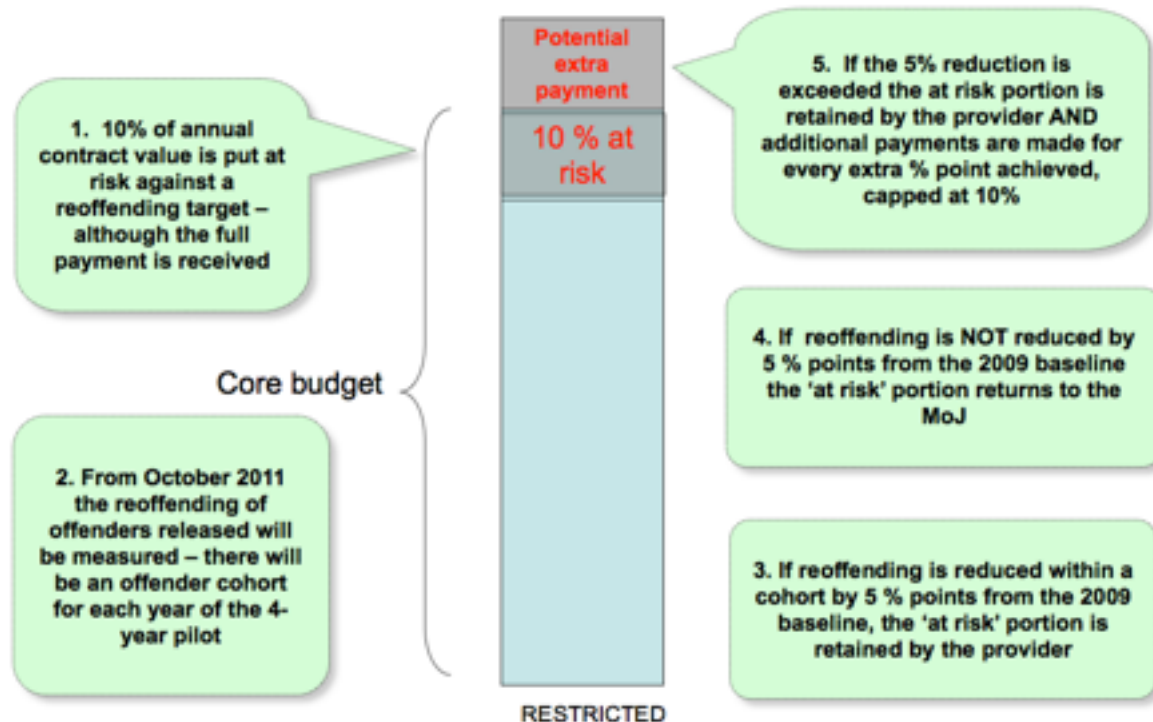
- **Outcomes** – this work is about a shift towards a focus on outcomes rather than process. Investment is usually for long term gains.
- **Risk** – the aim is to transfer risk away from commissioners and pay for what works.
- **Innovation** – both encouraging greater discretion by amending performance arrangements and developing diverse delivery chains
- **Scale** – need to commission large enough volumes to ensure payment is for change.
- **Measurement** – Clear outcome measures are required to trigger payment. There are different ways of measuring reoffending; e.g HMP Doncaster is a binary measure (yes/no) but a frequency measure can be used as well as distance travelled measures.
- **Partnership** – driving efficiencies out of existing budgets as well as working more closely with other partners and doing things differently.

Some issues:

- Outcomes focused on reducing reoffending are hard to understand and measure as they are negative rather than demonstrable.
- Service provision is complex and no single provider will be able to achieve outcomes on their own, so a partnership approach is required
- Binary measure - whether an offence is committed or not - is problematic, as 'failures' could end up with less support earlier on. Providers need to find ways to deal with this
- Desistance is a long journey for prolific offenders, but providers are looking for short term returns
- It is not yet clear that the provider market will diversify

HMP Doncaster & Serco

Pilot commenced in October 2011. This is how it works:



Opportunities in Barnet:

Consideration can be given to commissioning some local services on a PBR basis to achieve efficiencies, more effective services and encourage a more diverse provider market, potentially with new partnerships including the voluntary sector forming a supply chain.

Case Study Fifteen:

Innovation in Commissioning and Whole Systems Thinking: Crime Prevention Approaches - a Summary

Background:

There are some interesting approaches developed to address the wider issues of crime prevention as well as crime reduction. These have a more strategic perspective, and emphasise the key role that communities have to play in preventing crime, as well as the priority which needs to be placed on ensuring that the life chances of children are optimised to promote resilience and protective factors and reduce the risk of criminal behaviour.

Examples used for this study include the Crime Prevention Framework in Alberta, Canada; Making South Africa Safe, a Community Based Crime Prevention approach and the report of Baroness Newlove - Our Vision for Safe and Active Communities which provides details of the research she undertook across a range of communities in England. Rather than itemise these separately, the key learning from these approaches is summarised.

The Approach in summary:

Key components of a crime prevention framework:

Crime prevention in this context includes any action, initiative, or policy that reduces or eliminates offending, victimization, and reoffending. This definition recognises the connection between crime prevention with crime reduction

A focus on strategic outcomes such as:

- Overall crime is reduced, with improved detection and enforcement rates
- Severity of crime is reduced as the community helps offenders break the cycle of crime
- Victimization is reduced, with people feeling confident and willing to intervene and challenge bad behaviour
- Harm to victims and society is reduced as local people are empowered to initiate local solutions to local problems
- Residents have an increased sense of personal and community safety
- The community has a sense of pride and ownership in their area and are looking at how they can improve the neighbourhood rather than relying solely on agencies

A recognition that communities are part of the solution rather than the problem:

Research indicates that an important factor influencing a community's crime rate is neighbours' willingness to act for one another's benefit and one another's children. Crime prevention is about neighbours, businesses, and all levels of government in a community talking to each other and working together towards a common goal of preventing crime. This means developing holistic approaches to encourage:

- Citizens taking individual responsibility for their lives, increasing independence, reducing dependence
- Community responsibility for quality of life, active engagement

- Partnership working across all agencies to ensure a consistent approach and best use of resources.

A commitment to tackling the causes of crime:

Most residents are law abiding citizens, with only a small proportion of the population committing the majority of crimes. Also, a small number of victims experience a large proportion of all incidents of victimization. Crime prevention involves responding to a few priority problems, using targeted multi-agency approaches. These approaches aim to address the causes of and opportunities for particular crime problems. For example, in Barnet, priority is given to tackling domestic burglary, domestic violence, and anti-social behaviour. They should also enforce laws, ensure that order is maintained in the day to day activities of the community and reduce public fear of crime.

Whole system partnership work with offenders and those at risk of offending providing a continuum of interventions:

- **Prevention - promoting protective factors** (eg employment, education, positive parenting, family relationships etc etc) and **managing risk factors** (eg mental illness, low school achievement, family history of offending etc etc) Target groups include Children, youth, and families at risk of becoming engaged in criminal behaviour as well as the small portion of the population who commit the majority of crimes
- **Intervention and treatment** - Diversion from criminal justice into treatment, tailored programmes within the system, mentoring etc etc
- **Reparation to victims and communities** - Restorative Justice, Community Payback etc
- **Punishment** - Community payback, prison, fines etc
- **Rehabilitation** - through the pathways out of crime; Housing, health, employment, family relationships, thinking and behaviour, etc
- **Reintegration** - to law abiding citizenship, contributing to community well being.

A model for crime prevention activities:

Primary (universal) prevention provides interventions to the general public or an entire target population (e.g., youth) to prevent the development of risk factors associated with offending. Activities often associated with universal prevention include school based initiatives that focus on developing resilience, pro-social behaviours, and parenting programmes. One example would be the Place2Be programme operating in several schools across the country. They estimate that for £2m spend; total lifetime savings for the 112 children in the services would be £15m, with initial costs repaid after 5 years.

Secondary (targeted) prevention provides interventions to individuals or specific subgroups of the population at higher risk of criminal involvement. In secondary prevention, enriched efforts are required to reach and support at-risk populations to reduce exposure to and the influence of risk factors associated with criminal behaviour by building on strengths such as coping strategies and other life skills. To prevent crime in the neighbourhood, outreach to those who would not otherwise access mainstream services is required. An example could include providing mentors for young people to encourage school attendance, building on the current YOS Services; parenting supports for at-risk families, especially those covered by the family focus service, early access to mental health and addiction services for at-risk individuals and their families, extended use of the Community Coaches service in Barnet.

Tertiary (indicated) prevention targets high-risk individuals who have already offended in order to prevent reoffending behaviour. Examples of tertiary prevention include accredited offender programmes, diversion approaches such as conditional cautioning to access drug and alcohol treatment and specialised courts processes such as problem solving courts.

Opportunities in Barnet: These are set out in the Safer Communities in Barnet proposals paper.