

	<h2>Community Leadership Committee</h2> <h3>25 November 2015</h3>
<p style="text-align: right;"><b>Title</b></p>	<p><b>Keeping Barnet Safe by reducing re-offending in Barnet</b></p>
<p style="text-align: right;"><b>Report of</b></p>	<p>Jamie Blake, Commissioning Director, Environment</p>
<p style="text-align: right;"><b>Wards</b></p>	<p>All</p>
<p style="text-align: right;"><b>Status</b></p>	<p>Public</p>
<p style="text-align: right;"><b>Urgent</b></p>	<p>No</p>
<p style="text-align: right;"><b>Key</b></p>	<p>No</p>
<p style="text-align: right;"><b>Enclosures</b></p>	<p>Appendix 1 - 2015/16 Quarter 2 Performance report on the Integrated Offender Management Programme  Appendix 2 – Reducing Criminal Activity  Appendix 3 – Cost of Crime Analysis</p>
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## Summary

Reducing re-offending is a vital part of the 2015-2020 Community Safety Strategy because:

- a) There is a proven link between rates of re-offending and overall crime rates.
- b) It is the case that a small proportion of the offending population are responsible for a disproportionately large amount of crimes committed.
- c) A priority outcome of the 2015-2020 Strategy is focused on sustained reductions in re-offending.
- d) The successful achievement of this outcome will also directly contribute towards reducing crime and reducing the number of victims of crime.

The Safer Communities partnership has continued to successfully deliver reductions in re-offending through a scheme called the 'Integrated Offender Management Programme' (IOM). This is delivered in partnership with the National Probation Service (NPS) and the Community Rehabilitation Company (CRC) - The private sector company delivering offender management on behalf of the National Offender Management Service (NOMS).

This report provides the Community Leadership Committee with information on the approach taken to manage offenders in Barnet, the impact and performance and future challenges.

## **Recommendations**

- 1. That the Committee comment on the update the approach taken by the Safer Communities Partnership to manage offenders in Barnet.**
- 2. That the Committee note the reasons why managing offenders is a priority for the Safer Communities Partnership (its cost and impact to the public) , the performance and challenges**

## 1. WHY THIS REPORT IS NEEDED

### Why reducing re-offending is a vital part of the Safer Communities Strategy

- 1.1 A reduction in re-offending translates into less crime, fewer victims of crime and a reduction in the costs relating to crime. MOPAC (Mayor's Office for Policing and Crime) measures boroughs on crime reduction performance against a 2011/12 baseline year. In Barnet in the last year (12 months leading up to September 2015) there were 1203 fewer Burglaries than compared to the 2011/12 baseline (equating to a 24% reduction) and 570 fewer robberies (equating to a 47% reduction).
- 1.2 Research has shown that a small proportion of the most prolific offenders are responsible for a disproportionately large amount of crime: by focusing on reducing the re-offending of the prolific cohort, Barnet has already been able to achieve notable reductions over the last three years in burglary, robbery and other crime types. Future success in managing offenders to reduce reoffending will be necessary to further drive down overall crime and hence reduce the number of people in Barnet who become victims of crime each year.
- 1.3 The 2014/15 Community Safety Strategic Assessment estimated that the top 200 repeat offenders in Barnet are likely to be responsible for approximately 10% – 13% of all crime on the borough. This happens at great cost to the victims of their crimes as well as to the Criminal Justice System. The same assessment also estimated the annual total cost of reported crime in Barnet at around £73.9M. (Please see Appendix 3 – Cost of Crime Analysis). Given these volumes, it is apparent that reductions in offending rates among these top repeat offenders will translate into significant reductions in the boroughs overall crime rate and reductions in the resultant costs caused by crime.
- 1.4 Bringing criminals to justice will also contribute towards increasing the confidence of victims to report crime and support the criminal justice process. It will also deter offenders from committing crime in Barnet, as a result of them being aware that they are more likely to be caught if they commit a crime in Barnet and that agencies will be persistent in monitoring their offending behaviour and providing the appropriate interventions to stop them from re-offending – this includes further enforcement where appropriate.
- 1.5 Given the clear impact that re-offending rates have on the overall crime rates, the Barnet Community Safety Strategy 2015-2020 includes as one of its six Priority Partnership Outcomes:
  - “Sustained reductions in re-offending”.
- 1.6 The successful achievement of this outcome will also directly contribute to the other priority outcomes in the strategy, specifically:

- “Sustained reductions in burglary and other high volume crime types such as: violence with injury, robbery, theft of motor vehicle, theft from motor vehicle, theft from the person, and criminal damage.”
- “Victims of Domestic Violence and Hate Crime are confident in reporting incidents and the partnership intervenes to prevent repeat victimisation.”
- “Residents and business feel confident that the police and council respond to crime and ASB concerns in their area.”

1.7 The Safer Communities Partnership has committed to work together to reduce the frequency and severity of re-offending amongst the cohort of prolific offenders. The actions agreed in the strategy include:

- **Focussing resources** where they will have the greatest impact in reducing the cost of crime to the people of Barnet.
- Tackling the causes of re-offending, prioritising prevention and using robust enforcement where necessary. For example, the Substance Misuse Interventions provided by Westminster Drugs Project (a project funded through the Mayors Office for Policing and Crime, London Crime Reduction Fund) - has reported an 8% increase in the engagement rate of offenders referred through to the programme (Quarter 1 2015/16 compared to a year ago).
- **Expanding the IOM cohort** – A detailed assessment of re-offending in Barnet undertaken by the Community Safety Team in November 2013 highlighted that if the IOM cohort were to be expanded and the partnership were able to deliver the same size reductions in offending as had already been demonstrated by the existing cohort: this would lead to further reductions in crime in Barnet. At the time of the assessment the partnership was achieving a 36% average reduction in offending rates of those offenders joining the programme. By September 2015 the cohort size had increased by 19 clients (a 20% increase) and this has so far resulted in a greater than 40% reduction in the offending rates of those offenders joining the programme.

Strong evidence suggests that the Integrated Offender Management Programme is achieving a reduction in the offending rate for clients supported by the IOM programme. The latest figures (September 2015) show that the average rate of offences committed by an offender on the IOM programme is 1.65 offences per year – in contrasts to an average of 2.91 for the same offenders before they joined the programme.

- **Working with partners** including those in the voluntary and community sector to further develop the referral pathways and access to services in relation to the causal factors behind offending behaviour, including: Substance misuse, employment, education and training; mental health; and housing.

## **The Offender Management Framework – How Offenders in Barnet are managed**

- 1.8 Prior to June 2014 the supervision of offenders in the community was carried out by 35 Probation Trusts (Nationally). In June 2014 this delivery model was transformed and the National Probation Service (NPS) was set up alongside 21 Community Rehabilitation Companies (CRC). Together the National Probation Service and the CRCs have replaced the former 35 Probation Trusts.
- 1.9 The NPS are now 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.

### **The London CRC**

- 1.10 The London CRC is the largest of the 21 Community Rehabilitation Companies across England and Wales.
- 1.11 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.
- 1.12 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.
- 1.13 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.)

### **The National Probation Service (NPS)**

- 1.14 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.
- 1.15 The NPS works together in coordination with the CRCs, courts, police and with private and voluntary sector partners in order to manage offenders.
- 1.16 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.'

1.17 The NPS has the following responsibilities:

- Preparing pre-sentence reports for courts, to help them select the most appropriate sentence.
- 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 our 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.

### **Partnership Working and Offender Management**

#### **Multi-Agency Public Protection Arrangements (MAPPA)**

- 1.18 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 are 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 managing these offenders.
- 1.19 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.
- 1.20 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.
- 1.21 The MAPPA in Barnet is co-chaired by the National Probation Service and the Police.

## Barnet Integrated Offender Management programme

- 1.22 The Barnet Integrated Offender Management programme was implemented in June 2012 as a co-located, multi-agency team comprising of Police; Probation; Local Authority; Jobcentre+; Housing Resettlement, Mental Health and Substance Misuse specialists. The team puts 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.
- 1.23 Evidence suggests that addressing the inter-related needs of clients can have a dramatic impact on reducing reoffending. IOM initiatives have proven most successful where there are clear pathways for offenders to access services that meet their identified needs. The co-located multiagency IOM Team provides improved identification of IOM offenders with drug & alcohol/mental health needs; direct access to specialist interventions; improved co-ordination of services delivered across the partnership to IOM offenders; and effective engagement of offenders in community services immediately upon prison release.
- 1.24 The Integrated Offender Management scheme, has achieved significant reductions in the offending rate of its cohort, a cohort who were selected due to the prolific, repeat and cyclical nature of their offending. These reductions contributed towards overall borough level reductions in re-offending rates, crime rates, and in particular reducing the number of people becoming victims of burglary in Barnet.
- 1.25 The link between the IOM and further crime reductions in Barnet has been fully assessed and is monitored. The gains to headline borough performance from the reductions in offending of the initial IOM cohort have already been realised, therefore the partnership were clear that additional performance gains will come from either cohort expansion or improvements in efficiency of the IOM.

## Integrated Offender Management - Recent Performance

- 1.26 The 2015/16 Quarter 2 performance showed the IOM programme is achieving a 43% reduction in the offending rate of the IOM cohort members compared to their average offending rate in the 12 months prior to joining the programme. In absolute numbers this equates to a reduction in the average number of offences being committed by an offender in the IOM falling from 2.91 to 1.65 per year.
- 1.27 An assessment of the impact of the IOM programme on offending conducted in 2015, established that the reduced offending of the cohort equated to an estimated 240 fewer households becoming victims of burglary between October 2013 and September 2015. This performance builds on the successes in reducing reoffending the IOM demonstrated between 2012 and 2013. Please see **Appendix 2 – ‘Reducing Criminal Activity’** which demonstrates evidence of the impact of the IOM programme reducing crime in Barnet.

## Integrated Offender Management – Challenges

- 1.28 A period of transformation:  
Within the new probation delivery model (National Probation Service and CRCs) the IOM delivery sits with the CRC. London CRC have stated that they are a “key partner in Integrated Offender Management – which brings together local agencies to target offenders causing most concern to communities”.
- 1.29 However it is also clear that the changes to the offender management delivery model under the CRC which will take place over the next 12 months will inevitably result in a different working environment for the IOM programme. One of the highlighted strengths of the IOM programme in Barnet has been the fact that the team is co-located, therefore enabling faster information exchange and a clear co-ordinated approach across the partner services, offenders are able to access most of their support services in one place. The expected changes to the CRC operating model may restrict the extent to which the IOM team is able to operate on a co-located basis. Any adjustments to the IOM delivery model must ensure that it can continue to operate effectively, achieve reductions in re-offending, and ultimately provide offenders with services that are accessible and co-ordinated.
- 1.30 The increasing prominence of Mental Health:  
There is an increasing realisation of the importance of mental health provision with regards to offender management programs. Over 70% of offenders in custody have 2 or more mental health disorders<sup>1</sup> with many having dual diagnosis issues for both substance misuse and mental health issues. These conditions are key drivers of offending behaviour and barriers to long-term desistance.
- 1.31 A key challenge for the partnership is ensuring offenders mental health needs are addressed with direct access to specialist interventions where appropriate. For the Barnet Integrated Offender Management cohort, between the months of April and June 2015 alone, 16 offenders were receiving interventions from a Forensic Mental Health Practitioner. This represents approximately 18% of the total cohort during that period. The engagement rate with the Mental Health interventions of IOM clients during that period was over 70%.
- 1.32 The Community Rehabilitation Company and Community Safety Team are working with Public Health and the Clinical Commissioning Group to strengthen the pathways between the Integrated Offender Management programme and Mental Health services. A positive development in this regard is the newly commissioned Public Health substance misuse service which includes a dual diagnosis provision for Integrated Offender Management clients.

## **2. REASONS FOR RECOMMENDATIONS**

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<sup>1</sup> The Prisons Reform Trust: ‘In Depth - Mental Health and Social Care



- 2.1 To update the Community Leadership Committee on the approach taken to manage offenders in Barnet, the progress made to date and the impact of the IOM programme in reducing the number of victims of crime in Barnet.

### **3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

- 3.1 Not relevant in relation to this report.

### **4. POST DECISION IMPLEMENTATION**

- 4.1 Not relevant to this report

### **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:

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.

- 5.1.2 The effectiveness of offender management has been demonstrated to have a significant effect on re-offending rates and on overall rates of crime and victimisation, it is apparent that the successful management of offenders is necessary to support 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.

- 5.1.3 This applies both to the domain of overall crime rates (e.g. high volume crimes such as theft) and to that of low volume but high harm offences (i.e. such as the types of violent crimes that MAPPAs seek to prevent through co-ordinated multiagency work to reduce the risk of re-offending amongst high risk offenders).

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

- 5.2.1 The council received £53,000 of funding through the MOPAC London Crime Reduction Funds to employ an IOM Co-ordinator. The Police have also seconded two police officers to the IOM Team who work the CRC Offender Managers and a Jobcentre Plus Officer who is embedded within the IOM team. Services are delivered at the NPS offices at Denmark House – this

demonstrates the positive approach of partners in pooling their resources to deliver this programme.

5.2.2 MOPAC places importance on delivering value for money, therefore each of the funded projects submits a quarterly performance monitoring report which monitors the project against key performance indicators and financial expenditure. Appendix 1 (IOM 2015/16 Quarter 2 MOPAC Performance Return) provides the performance of the IOM programme submitted to MOPAC for 2015-16.

5.2.3 There are no direct financial implications resulting from the recommendations of this report. However, it is important to highlight the cross partnership savings that are achieved as a result of the reduction in re-offending. Analysis conducted as part of the Community Safety Strategic Assessment 2014/15 estimated that the total cost<sup>2</sup> of reported crime in Barnet to be approximately £73.9 million, £10.8 million of which was contributed by residential burglary. Based on the reductions in offending rates achieved by the IOM cohort it is estimated that in terms of burglary reduction alone the IOM is reducing the cost of crime in Barnet by around £470,000 annually.

### **5.3 Legal and Constitutional References**

5.3.1 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.

5.3.2 The Council's Constitution sets out the Terms of Reference of the Community Leadership Committee which includes:

To contribute to achieving better outcomes in the Safer Communities Strategy through CCTV, fighting crime and anti-social behaviour, combating graffiti fly-tipping and other environmental crime, action against Domestic Violence and any other relevant Council activity. To work together with partners on the Barnet Safer Communities Partnership including Police, Fire and Criminal Justice Agencies to help make Barnet a safer place.

#### *Multi-Agency Public Protection Arrangements (MAPPA)*

5.3.3 The Criminal Justice Act 2003 ("CJA 2003") provides for the establishment of Multi-Agency Public Protection Arrangements ("MAPPA") in each of the 42 criminal justice areas in England and Wales. These are designed to protect the public, including previous victims of crime, from serious harm by sexual and violent offenders. They require the local criminal justice agencies and

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<sup>2</sup> The Home Office produces unit cost estimates for different crime types. The estimates take into account anticipatory costs (for example security expenditure), consequential costs (e.g. property stolen, emotional or physical impacts), and response costs (e.g. costs to the criminal justice system).

other bodies dealing with offenders to work together in partnership in dealing with these offenders.

#### **5.4 Risk Management**

5.4.1 The Council receives and reviews quarterly Performance and Financial monitoring returns from each of the MOPAC project providers – including the Enhanced Integrated Offender Management project. The returns include assessment of any performance, financial or operational issues which may present risk. The IOM Programme includes the assessment of risk of the offenders and their behaviours – NPS established assessment tools are used.

#### **5.5 Equalities and Diversity**

5.5.1 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:

5.5.2 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.

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

5.5.4 As a MOPAC funded project the Enhanced Integrated Offender Management project has been reviewed by MOPAC when the funding bid was submitted. Any such submitted bids must demonstrate regard for the public duty to eliminate unlawful discrimination, harassment and victimisation and the advancement of equality of opportunity and the fostering of good relations between those with protected characteristics and those who do not.

#### *Multi-Agency Public Protection Arrangements (MAPPA)*

5.5.5 MAPPA Guidance 2012 states that: 'The MAPPA agencies must be free from discrimination and committed to equal access to services for all groups, particularly in relation to race, gender, gender identity, age, religious belief, sexuality, sexual orientation and disability. This means that all actions undertaken or recommended by the MAPPA agencies, and all policies and procedures, will be based on assessments of risks and needs. They will not draw on stereotypical assumptions about groups that will be discriminatory in outcome.'

## **5.6 Consultation and Engagement**

- 5.6.1 Barnet Safer Communities Partnership will work together to reduce crime, the fear of crime and help ensure Barnet remains one of London's safest boroughs. MOPAC projects have been chosen because they will contribute to achieving the objectives set out in the Community Safety Strategy.
  
- 5.6.2 The strategy outlines the objectives and outcomes that the Safer Communities Partnership Board will focus on over the next five years. The outcomes have been identified through i) a public consultation including public meetings, an online survey as well as workshops and information stalls across the borough; and ii) consultation with internal and external stakeholders, the Safer Communities Partnership Board and the Community Leadership Committee.