

London Borough of Barnet

Safer Communities Partnership Enhancements: Outline Business Case

Document Control

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Document location	This document will be published on the Barnet Council website as part of the democratic process for CRC.

Version Control

Version	Details of update	Author(s)	Issue date	Status
0.1	Draft for Project Board 08.10.12	VE	05.10.12	Draft
0.2	Amendments throughout, in particular to the evaluation process section and community coaches cost / benefit analysis	AT	09.10.12	Draft
0.3	Amendments throughout - One Barnet template, revised options and recommendations	RM	28.11.12	Draft
0.4	Amendments to structure.	WR	03.12.12	Draft
0.5	Amendments to detail for initiatives	RM	05.12.12	Draft
0.6	Merged with Impower latest version	RM	11.12.12	Draft
0.7	Updated to include IOM details	RM	13.12.12	Draft
1.0	Draft for Project Board 13/12/12	RM	13.12.12	Draft
1.1	Minor amendments to text and referencing	RM	17.12.12	Draft
2.0	Draft for CDG 08/01/13	RM	19.12.12	Draft
2.1	Amended 3.5 Financial Benefits to reflect finance comments	RM	21.12.12	Draft
2.2	4. Reference to MOPAC funding. 5.5 Minor amendments to IOM 5.4 Conditional cautions amended to reflect potential to extend to Domestic Violence/ Hate Crime	RM	08.01.13	Draft
3.0	Draft for Safer Communities Partnership Board 15/01/13	RM	08.01.13	Draft

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1 Introduction and Strategic Fit

The overarching aim of the One Barnet programme, as set out in the One Barnet Framework, is to create a citizen-centric council. The programme aims to ensure citizens have access to “the services they need to lead successful lives, and to ensure that Barnet is a successful place.”¹

In spite of the overall level of crime being relatively low in Barnet, 29% of residents responding to the Residents Perception Survey (2011) listed crime as one of their top three concerns, second only to the condition of roads and pavements. Around 50% of respondents indicated that reduction of anti-social behaviour would be their top priority and that people being drunk and rowdy or young people in groups are the two highest causes of making people feel unsafe in the borough.

The Safer Communities Strategy 2011-14 includes three priority crime types; property crime, with a focus on burglary, anti-social behaviour and violent crime with a focus on domestic violence. There is also a focus on preventative approaches, reducing repeat victimisation and the tackling the fear of crime.

By implementing a number of enhancements to delivery of the Safer Communities Strategy, it is intended the following outcomes will be achieved, linked the One Barnet priorities:

A new relationship with citizens

- Visible, community-led initiatives to reduce the fear of crime.
- Initiatives targeted towards ensuring the needs of victims are met.
- A focus on the obligations of residents in receipt of Council support and services.

A one public sector approach

- Whole-system approaches to reduce crime levels, particularly through preventing offending and re-offending.

Relentless drive for efficiency

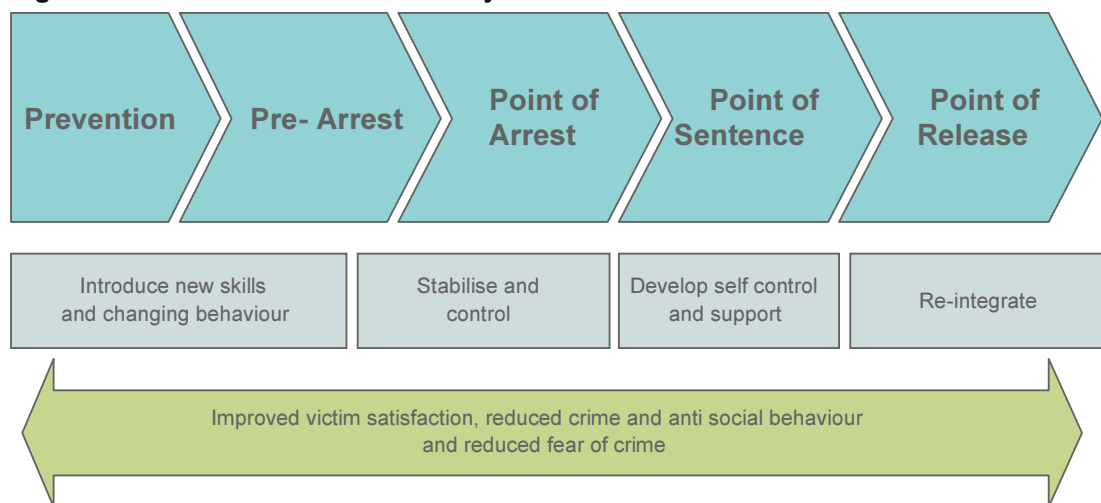
- More cost effective, targeted solutions which reduce the costs to public services caused by crime.

¹ One Barnet Framework report to Cabinet 29 November 2010, pg 6

2 Scope

The Strategic Outline Case approved by Cabinet Resources Committee² in June 2012 set out the case for adopting a whole system approach to reducing crime and improving community safety along a justice continuum, which is summarised below:

Figure 1: Safer Communities Whole system model



This Outline Business Case (OBC) sets out recommended initiatives along this continuum to support delivery of the Safer Communities Strategy.

While it is intended that the Safer Communities Partnership will benefit from savings as a result of these initiatives, these are expected to be longer-term and are not linked to the MTFS targets for the Community Safety function within the Council, which is being addressed through a different work stream.

² Implementation and Enhancement of the Partnership Safer Communities Strategy, Cabinet Resources Committee, 20 June 2012, item 6

3 Benefits Case

3.1 Context

This OBC presents the case for a portfolio of mutually supportive options to be implemented as a single programme. The package delivers financial and non-financial benefits to a range of partners. The OBC proposes that in the short term, costs should be allocated as fairly across the partnership as current budget constraints allow. Following the launch and evaluation of the programme's initial activity, it is recommended that a process will be put in place to redistribute costs between partners in accordance with financial and non-financial benefits from the initiatives set out in section 5.

The OBC calculates the projected financial savings and non-financial benefits for all partners within the criminal justice economy and beyond. However, due to the way that budgets are constituted, not all partners which stand to benefit from the proposed activities hold budgets locally (e.g. NOMS; CPS; Courts) and therefore cannot cash savings locally nor contribute financially to the proposed initiatives. Furthermore, many partners which do hold local budgets, have further constraints on their budget flexibility (e.g. ring-fencing) which limit the ways these agencies can input resources and funding into partnership activities.

The approach taken by the OBC therefore is a pragmatic one, which takes into account, and is consistent with, the budget constraints that each partner faces (partner budgetary options are laid out in 'Options' section 4). It provides a clear pathway for the partnership to begin value-adding activities, working together to achieve a common goal

3.2 Strategic benefits

The OBC provides an initial mechanism that helps the partnership work together to achieve strategic outcomes by addressing the practical issues of budget flexibility. Following the set-up, launch and evaluation of these projects, the partnership can adjust the allocation of costs to more accurately reflect the financial benefits delivered to each partner

The OBC initiatives are designed to help partners release the resources required to maintain these projects going forward.

3.3 Non financial benefits

Through adopting a whole system approach and by targeting interventions where they can have the greatest impact, the recommended initiatives will result in the following high level outcomes (detail is outlined in Options section):

A new relationship with citizens

- Improved victim satisfaction through the use of restorative justice approaches.
- Improved public confidence with visibility of crime and ASB being tackled, through community-led schemes.
- Individual and community ownership of community safety in their local area.
- Policy to reframe the relationship between the citizen and the state, reduce dependency and encourage positive outcomes for social housing tenants.

A one public sector approach

- Reduced crime and anti social behaviour
- Reduction in re-offending levels due to multi agency offender management.

Relentless drive for efficiency

- More efficient multi-agency working: more visible and citizen centred community safety initiatives resulting in reduced customer contact.

3.4 Benefits for Staff

The key benefits for staff within partnership agencies are:

- Improved working environments due to more efficient processes and a more joined up multi-agency approach.
- Staff will have more options to enable them to deal with resident issues in the most appropriate way, leading to greater job satisfaction.
- Staff to learn new skills through additional training and working in multi-agency environments.

3.5 Financial Benefits

Financial benefits will stem from more efficient and cost effective solutions in addition to the reduced burden to public services caused by crime. While some elements will be short-term cashable savings, others will only be realised in the longer-term and therefore this summary is illustrative. Public services with already stretched resources may not be able to realise savings due to backfill – and therefore the savings are best characterised as efficiencies.

The costs and efficiencies modelled across the programme are broken down by agency in the table below. Detailed cost and benefit assumptions sit behind this high level table in a separate document shared with, and informed by discussion with, key partners.

The annual impact across the system has been modelled at a benefit of **£561,710**. This includes substantial savings to the Police and Probation services.

Whilst a significant annual cost has been modelled for the Council, and this is not mirrored by the savings profile, this reflects a combination of non-financial benefits (delivery of safer communities strategy objectives such as improved victim satisfaction and reduced fear of crime) and longer term, less tangible financial benefits (based on a reduction in demand for public services - by reducing chaotic lifestyles and preventing deterioration into crisis.). There is also a need for the council to invest to kick-start these initiatives given the short term budgetary constraints of other partners, detailed in the OBC.

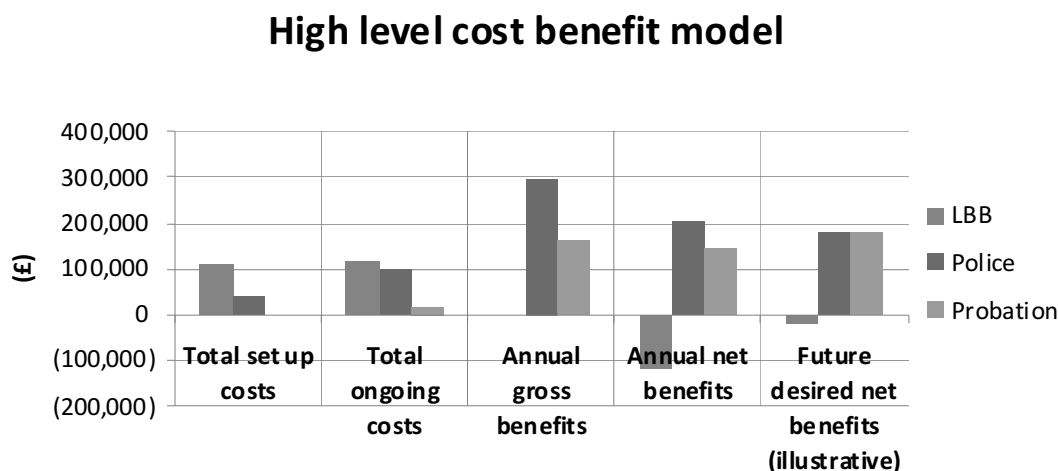
N.B: Safer Communities Partnership funding could potentially be used to fund elements of the programme. However this has not been taken into account in the cost allocations due to uncertainty around funding. It has recently been announced that there will be a bidding process for the 2013/14 funding from Mayor's Office for Policing and Crime [MOPAC] with details to be announced in January 2013.

It should also be noted that the benefits modelled are based on small-scale pilots over a one year period. The intention is that these should be evaluated and then rolled out more widely based on initial learning. Wider roll-out will improve the cost benefit ratio delivered by these initiatives and provide the opportunity to realign costs and benefits between partners. In order to support this approach, a robust mechanism for recording benefits and a partnership agreement in relation to future funding will need to be put in place as part of the project initiation.

Table 1: Breakdown of savings distribution (and initial costing profile)

All	Annual saving	Annual operating cost	Annual impact	Set up costs	Year 1 impact
Police	£298,757	(£98,400)	£200,357	(£38,100)	£162,257
CPS	£125,125	£0	£125,125	£0	£125,125
Probation	£163,727	(£17,814)	£145,913	£0	£145,913
Court	£192,192	£0	£192,192	£0	£192,192
Prison	£15,623	£0	£15,623	£0	£15,623
Council	£0	(£117,500)	(£117,500)	(£111,217)	(£228,717)
Total	£795,424	(£233,714)	£561,710	(£112,317)	£449,393

Figure 2: Cost benefit model at a high level



The establishment of this programme will require investment in terms of staff resources and funding. Given current financial constraints it is possible that partners will choose to reallocate existing staff resource rather than invest in new posts. The table below breaks down the investment required by partners in greater detail, bearing in mind partner budgetary constraints (see ‘Options’ section).

Table 2: Breakdown of investment required and annual benefits

Organisation	Set up costs (£)		Ongoing costs (£)		Annual net benefits (£)
	Staff	Cash	Staff	Cash	
LBB	98,717	12,500	22,500	95,000	(117,500)
Police	9,100	29,000	98,400	0	200,357
Probation	0	0	0	17,814	145,913
Total	107,817	41,500	120,900	112,814	228,770

4 Options

The outline business case has been developed within the wider context of the Safer Communities Strategy. It aims to complement, rather than replace existing work to deliver that strategy. The options appraisal focused on new and innovative options, in addition to opportunities to further develop and enhance existing initiatives.

4.1 Long list of options

The following long list of options was established following consultation with partners responsible for delivery of community safety objectives³.

1. Housing policy to encourage citizen responsibility
2. Family group conferencing
3. Problem solving court
4. Neighbourhood justice panels (a type of restorative justice intervention)
5. Community coaches/ mentors
6. Conditional cautions (and diversionary activities such as alcohol awareness)
7. Intensive community punishment
8. Enhanced integrated offender management
9. Personal budgets
10. Wet houses

4.2 Criteria

The below criteria were agreed with partners to assess the extent to which various options met desired outcomes, were practical to deliver and were cost-effective.

Table 3: Options Appraisal Criteria

Area	Criteria	Description
Outcomes	Safer Barnet	Does it support the reduction of ASB, crime and re-offending in Barnet?
	Engagement	Does the initiative enable community & citizen engagement and support local solution development & responsibility?
	Early intervention and prevention	Does the initiative deliver interventions that deter people from committing crime or diverts people from progressing through the criminal justice system?
Delivery	Partnership	Does the initiative promote and enable partnership/multi-agency working?
	Ease	How straightforward is the initiative to set-up?
	Precedence	Is there any precedence for this initiative in Barnet and is it feasible?

³ Including Barnet police, Barnet and Enfield Probation Trust, Job Centre Plus, NHS, Community Barnet.

	Political alignment	Is the initiative acceptable to members?
Finance	Alignment to MOPAC funding priorities	Does the initiative support MOPAC criteria for partnership funding – (good evidence, clear outcomes, innovative incentivisation models, alignment with priorities)
	Sustainable	Is the initiative affordable, sustainable, cost effective and delivers outcomes for investment?
	Budgetary alignment	Does the initiative support the development of more aligned budgets?

The table on the next page shows how each option on the long list scored against the criteria above. The scale is of impact - high, medium and low where high is of greatest benefit to the partnership and communities.

Table 4: Summary assessment of options

Criteria	Housing policy	Family Group Conferencing	Problem Solving Court	Neighbourhood Justice Panels (NJPs)	Community Coaches	Conditional Cautions	Intensive Community Punishment (ICP) ⁴	Enhanced IOM	Personalisation	Wet Houses
Safer Barnet	M	M	H	H	H	H	H	H	H	M
Engagement	H	M	H	H	H	M	H	M	M	L
Early intervention / prevention	H	L	M	H	H	H	L	L	M	M
Partnership	M	L	M	H	M	H	H	H	H	L
Ease	M	H	M	H	H	M	M	H	M	L
Precedence	M	L	L	H	H	M	M	H	M	L
Political alignment	H	L	M	H	H	M	M	M	L	L
MOPAC funding priorities	L	L	L	M	M	M	L	H	H	L
Sustainable	M	M	M	H	H	H	M	H	H	M
Budgetary alignment	L	L	L	M	L	L	L	M	M	L
SUMMARY	Barnet has recently adopted a new tenancies strategy and there is scope to enhance this with a new policy for tenants which has strong alignment to Barnet's priorities in terms of a new relationship with citizens and preventative approaches.	While this is a positive intervention in terms of developing social capital for offenders and reducing the likelihood of re-offending. However it is a fairly costly process and its alignment with strategic and political priorities is weaker than other, more community-engagement-centred, initiatives.	Problem Solving Courts would depend heavily on more engagement with the MOJ to develop further and are not necessarily aligned to the strategic priorities, therefore the scoring is relatively low.	NJP's are a new development which support a number of Barnet's strategic priorities by using a restorative justice approach to effectively engage the community, They also provide a cost effective preventative mechanism.	Community Coaches has proved to be a community-centred successful service within Barnet. There is clear opportunity to increase the scope, the cost implications are straightforward and they present an obvious extension to the current Troubled Families work which has already canvassed political support.	Conditional Cautions are an underused out of court disposal within Barnet with immediate financial gains and there is opportunity to develop this more cost effective way of working to align to the strategic priorities.	While MoJ pilots found evidence to support ICPs, the outcome of government consultations on this area are not yet known and therefore it is recommended that this initiative is not taken forward at this time but that the Partnership continues to monitor the response from Government to the consultation and revisits this initiative in 2013/14.	Integrated Offender Management has already been launched in the borough and it supports a partnership approach to deliver Safer Barnet outcomes by reducing re-offending. There is more scope to work with additional cohorts and partner agencies to improve outcomes.	Personalisation could provide an enhancement to the IOM work already underway in Barnet. It provides an opportunity for stronger community engagement and is likely to achieve improved outcomes due to a more tailored approach. However further refinement of the IOM model is a priority and so it is recommended that this is revisited following further evaluation of IOM in 2013/14.	This is an undeveloped area for Barnet, there is very limited understanding of market. This therefore achieves a relatively low score across the criteria. Further work could be developed to scope this and revisit the evaluation approach at a later stage.

⁴ Formally known as "Intensive Alternatives to Custody".

4.3 Funding options and partner budgets

Work to assess the various funding options available to the partnership has revealed significant short-term budgetary constraints for some of the key partners that are being asked to contribute to the proposed OBC strands.

Specifically, some local partners lack flexibility in their short term budgets as they are either ring-fenced, already committed to fixed cost items or form part of devolved budgets which are already being drawn on due to current demand levels. In practice, the consequence of these constraints is a lack of liquidity for certain partners, which effectively makes the release of cash for funding new projects very challenging in the short term. However, many of these partners do have short-term flexibility regarding the reallocation of existing resources where spend has already been committed (e.g. staff). As a result, in the short term at least, partners for whom such restrictions apply are limited to resource contributions in the form of staff alone.

However, for these partners, short term restrictions on cash funding can be relieved in the medium term by reducing demand on devolved budgetary items, which then allow partners to 'cash' savings and reallocate funding from devolved budgets in certain circumstances.

Appendix 1 provides a breakdown of the budget context of the three local organisations that are projected to gain the most financial and non-financial benefits from the OBC proposals and, correspondingly, have had the OBC costs allocated to them.

4.4 Funding implications and proposed models

For each OBC strand, a range of funding options are possible and it is assumed that these arrangements will change over time as partnership integration increases. Appendix 2 sets out, at a high level, a range of funding options that are used in Barnet and other relevant public sector organisations in order to clarify the options available to the partnership.

Given the nature of partner budgets and the different levels of constraint and flexibility that partner budgets are subject to, it would be pragmatic to opt for a phased funding approach with some initiatives. All of the projects deliver positive non-financial outcomes to the community and financial benefits to the partnership so delay to delivery would represent a missed opportunity.

Consequently, partners need to work together to get projects set-up and launched. These projects should then be evaluated rigorously to map non-

financial and financial benefits. We suggest that this evaluation be carried out by the Council Community Safety Team (with partner input as deemed necessary), reporting to the Safer Communities Project Board for scoping, discussion and ultimately, validation. Following evaluation, cost inputs can then be recalculated, with financial obligations being redistributed in a way that is proportionate with the benefits being realised by each organisation.

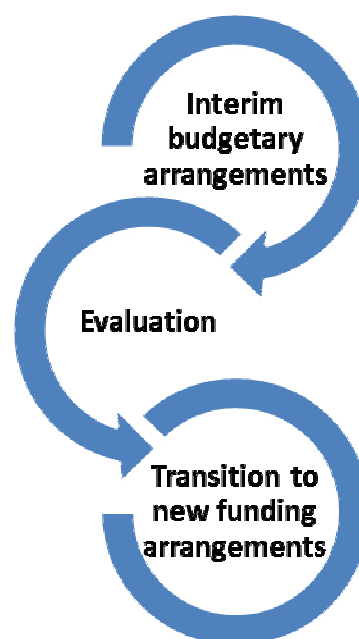
In the short term, therefore, the OBC sets out a funding model for three of the five OBC strands (NJPs; Community Coaches; Conditional cautions) which does not perfectly match attributed savings with partner contributions. However, the OBC is premised on partners signing up to a process whereby, following the launch and evaluation of the proposed initiatives, funding levels will evolve to more accurately reflect observed benefits (see Figure 3).

Figure 3: OBC project funding implications for NJPs, Community Coaches and Conditional cautions

- Organisations with budget flexibility provide set-up and launch funding
- Partner organisations work to release savings from devolved budgets

- Evaluation assesses OBC strand cost-effectiveness, outcomes and suitability of current funding arrangements
- Findings quality assured and validated by Community Safety project board

- Partner cost inputs recalculated in order to directly reflect observed benefits and savings profile
- New funding models set up to transfer financial/ resourcing responsibilities to beneficiaries of OBC initiatives



Specific recommendations regarding potential funding models for each of the OBC strands have been included in Appendix 3. These recommendations explain:

- How each of the five OBC strands could be funded initially.
- Which elements would require an evaluation to assess how benefits are being distributed between partners.
- How resource contribution and corresponding funding mechanisms could evolve to more closely match the financial and non-financial benefits mapped by the evaluation.

It is worth noting that following initial launch, the partnership will have a range of options available to them, so the recommendations which focus on funding

mechanisms is provided as a guide only. The partnership will need to agree the path ahead following assessment of the piloted OBC schemes.

5 Recommendations

The following initiatives are recommended for implementation in Barnet:

1. Housing policy to encourage citizen responsibility
2. Neighbourhood justice panels
3. Community coaches scheme (with a focus on those at risk of offending)
4. Conditional cautions
5. Enhanced integrated offender management.

The initiatives selected provide credible and feasible opportunities to improve community safety in Barnet and respond to the top priorities of the Safer Communities Partnership. They are also largely new to the Borough, have the support of partners and can be tested iteratively at low cost and low risk. They provide coverage across the justice continuum and will together increase community visibility of crime prevention action, enhance levels of victim satisfaction and promote community participation in addressing key local issues.

All of these initiatives provide stepping stones to further crime reduction opportunities. Neighbourhood justice panels and conditional cautions for instance create a platform for the implementation of wider reparative measures. An enhanced integrated offender management approach could provide the basis for use of personal budgets for offenders. They can therefore be regarded as enablers.

Together the initiatives are directed at the causes of crime and aim to improve the life chances and behaviours of the target groups, benefit the community and reduce the wider burden on the public purse. Most importantly they will result in less crime, fewer victims and a reduced fear of crime.



5.1 Housing Policy

<p>Description</p>	<p>All Barnet Homes residents and likely all housing association tenants agree not to commit anti-social behaviour as part of their tenancy agreement and there are procedures in place across housing providers to deal with such occurrences. The new Barnet Council Tenancy Strategy increased the weight of sanction against anti-social behaviour and crime and also encourages independence through the requirement of appropriate tenants to work towards paid employment and financial solvency. Barnet Homes are also implementing a 'Passport to Success' programme balancing sanctions with supportive action plans towards independence.</p> <p>This 'new deal with tenants' policy will clearly set out the expectations the council and partners have of tenants in terms of positive behaviours and contributions to society, on the basis that they receive significant financial support from the community. It will also set out how this should be communicated to tenants in order to have the greatest impact.</p> <p>There are a number of behaviours that could be included in the agreement, subject to discussion and refinement with councillors and partners:</p> <ul style="list-style-type: none"> • Not being involved in crime/ASB: reinforcing the key community safety messages and the legal tenancy agreements • Not misusing substances: covered under criminal behaviour but with the potential to be reinforced and to include legal substances like alcohol. • Registering with GP services: and using these appropriately • Actively seeking employment (via training/study if necessary): building on the 'Passport to Success' program underway • Managing finances: not getting into/getting support with debt and financial planning • Ensuring children attend school (in a fit state): reinforcing the requirements and responsibility of parents • Engaging with services where referred or in need: e.g. Troubled Families service for families with complex needs, community coaches programs, parenting programs • Maintaining the (local) environment: reporting damage, not littering or fly tipping, cleaning and gritting the area around the property • Recycling: Minimising waste and recycling all possible materials • Volunteering: Giving back to the community though local voluntary work.
<p>Target Group</p>	<p>This would target all Barnet Homes residents, with the potential to roll it out to all registered social landlord (RSL) tenants.</p>
<p>Outcomes</p>	<p>Reframe the relationship between the citizen and the state, reduce dependency and encourage positive outcomes such as:</p> <ul style="list-style-type: none"> • Reduced crime and ASB including substance misuse • Increases in ETE levels and financial independence • Stronger families and increased potential for children to achieve • Environmental improvements • Increased supply of volunteers for community schemes

Evidence	<p>The use of similar policies by other councils or housing ALMOs has not become apparent through research for this OBC. The success of the recently implemented Barnet Tenancy Strategy is also not yet at a stage where impact can be gauged.</p> <p>Aspirations for success are instead based on a number of assumptions and principles from relevant initiatives, namely:</p> <ul style="list-style-type: none"> • Structured communication framed to appeal to motivations and values can be effective in changing resident behaviour. • A structured message about the cost/value of housing support is rarely delivered to social tenants. • Tenants will be prepared to exhibit beneficial behaviours on a quid pro quo basis, especially if they clearly understand the level of support that they currently receive. • Tenants tend value their home and the tenure of it very highly, acting as an incentive to respond positively to requests from agencies involved in the management of tenancies.
How would it work in practice?	<p>On further consultation with partners, councillors and potentially tenants, the priority behaviours would be refined and condensed. The policy team within the Council would then be responsible for writing the policy, setting out the required behaviours and examples of how these work in practice. This document would also contain the key elements of the structured messages that should be delivered to residents.</p> <p>Barnet Homes would adopt this policy which underpin relevant communications between the organization and its tenants, reinforcing key messages at relevant contact points such as:</p> <ul style="list-style-type: none"> • Official literature: tenant guides, newsletters, leaflets • Universal staff interactions: for example through the applications process • Targeted staff interactions: for example through fixed tenancy review meetings
Required partner inputs	<p>This would require the input of the policy team and project management support to liaise with councillors and partners.</p> <p>Once developed, this would require engagement and ownership of Barnet Homes in particular, who would need to adopt the principles of the policy in their interactions with residents.</p>
Savings	<p>This initiative is designed as an enabler that clearly sets out expectations of tenants and has a long-term, positive behavioural effect.</p> <p>Given that this is an entirely new initiative and the priority behaviours to be contained within the policy have not yet been established, a cost benefit analysis has not been completed for this initiative. It is envisaged, however, that the investment required would be minimal, requiring some project management and policy team resource within the council and some resource within Barnet Homes to absorb the policy into communications updates and staff practice.</p>



5.2 Neighbourhood Justice Panels (NJPs)

Description	A forum in which perpetrators of anti-social behaviour or low level offending are called to meet with the victims of their behaviour, and any wider involved community, to recognise the harm that they have caused and make meaningful amends for their actions. Both the victim and perpetrator must agree to this remedy and the perpetrator must admit liability. NJPs are a form of restorative justice.
Target Group	People exhibiting anti-social behaviour and at risk of arrest, in particular those who come to the notice of the Police but are not in contact with, and unlikely to meet, the statutory threshold for other public services.
Outcomes	<ul style="list-style-type: none"> ▪ Reduce re-offending and ASB incidents ▪ Improve victim satisfaction ▪ Develop public confidence with visibility of crime/ASB being tackled ▪ Increase community engagement in the development of local justice solutions ▪ Reduce Police bureaucracy ▪ Reduce volume and cost of standard Council, Police and Crown Prosecution Service interventions such as court.
Evidence	<p>Neighbourhood justice panels are a form of restorative justice. In trials of restorative justice(RJ) approach (robbery, burglary and violent offences):⁵</p> <ul style="list-style-type: none"> ▪ The majority of victims chose to participate and 85% of victims who took part were satisfied with the process⁶ ▪ RJ reduced the frequency of re-offending, leading to £9 savings for every £1 spent on restorative justice⁷, and ▪ Up to 27% reduction in re-offending following RJ. <p>There is also evidence of very low re-offending rates (3-5%) following NJP interventions in sites already up and running (for example Somerset; Sheffield; Manchester).⁸</p> <p>Research by Sheffield Hallam University found that the average cost of mediating a neighbour dispute across three mediation services varied from £160 to £430, whereas other statutory interventions could cost £1,240 - for example to go to court for an injunction.⁹</p>
How would it work in practice?	<ul style="list-style-type: none"> ▪ Initially the main referring agencies would be the Council, housing providers and the Police. Referral parameters would need to be clarified including the definition of ASB and priority areas of focus. ▪ A part time coordinator would take responsibility for the overall management and approximately 10 community volunteers would provide the mediation and liaison function. ▪ Maximising community awareness would be a key focus, e.g. through the panel recruitment exercise. ▪ Peer sites have suggested that much of the benefit of NJPs comes from the conferencing element, rather than from any reparative contracts, and have also warned about the risks of cost escalation in the event that enforcement and monitoring are required. It therefore proposed that the first initiative is limited to conferencing.
Required	Proposed resourcing (short term)

⁵ Based on Joanna Shapland's independent evaluation of Government trials of restorative justice

⁶ http://www.restorativejustice.org.uk/resource/ministry_of_justice_evaluation_restorative_justice_the_views_of_victims_and_offenders/

⁷ http://www.restorativejustice.org.uk/resource/ministry_of_justice_evaluation_does_restorative_justice_affect_reconviction_the_fourth_report_from_the_evaluation_of_three_schemes/

⁸ For further details see attached case studies (Appendix 3)

⁹ Evaluation of Sheffield City Council's Community Justice Panels project, Hallam Centre for Community Justice (March 2010) http://www.restorativejustice.org.uk/resource/evaluation_of_sheffield_community_justice_panel/

<p>partner inputs</p>	<ul style="list-style-type: none"> • Project management set up costs to be funded by the Council (£15,000) • Part-time coordinator to be funded by the Council (£22,500) • Volunteer expenses to be funded by the Council (£20,000) <p>Rationale for proposed inputs (based on partner constraints)</p> <ul style="list-style-type: none"> • The Council to fund the initiative in the short term as part of the partnership commitment to reducing ASB and alcohol-related crime. • The Council capability to provide cash funding and project management support in the short term makes the Council most suitable to fund the set up and initial running costs of this OBC strand. 																																										
<p>Savings and assumptions</p>	<p>It is expected that NJPs would generate savings across the criminal justice system as follows:</p> <table border="1" data-bbox="435 683 1353 994"> <thead> <tr> <th>NJP</th> <th>Gross saving</th> <th>Operating cost</th> <th>Annual impact</th> <th>Set up costs</th> <th>Year 1 impact</th> </tr> </thead> <tbody> <tr> <td>Police</td> <td>£163,946</td> <td>£0</td> <td>£163,946</td> <td>£0</td> <td>£163,946</td> </tr> <tr> <td>CPS</td> <td>£10,625</td> <td>£0</td> <td>£10,625</td> <td>£0</td> <td>£10,625</td> </tr> <tr> <td>Probation</td> <td>£5,636</td> <td>(£2,125)</td> <td>£3,511</td> <td>£0</td> <td>£3,511</td> </tr> <tr> <td>Court</td> <td>£16,320</td> <td>£0</td> <td>£16,320</td> <td>£0</td> <td>£16,320</td> </tr> <tr> <td>Council</td> <td>£0</td> <td>(£42,500)</td> <td>(£42,500)</td> <td>(£17,650)</td> <td>(£60,150)</td> </tr> <tr> <td>Total</td> <td>£196,527</td> <td>(£44,625)</td> <td>£151,902</td> <td>(£17,650)</td> <td>£134,252</td> </tr> </tbody> </table> <p>It should be noted that this does not include less direct but wider savings to the public purse stemming from reduced demand for other reactive services are not incorporated given the scope of work and range of stakeholders.</p> <p>The key assumptions upon which these savings have been modeled are:</p> <ul style="list-style-type: none"> • The initial target cohort will be 200, made up of those who are at risk of arrest due to ASB • Savings will accrue by diversion of activity away from the police and courts. • 50% of these would otherwise have been arrested and faced further criminal justice interventions • 50% will reoffend if they don't go through an NJP • There will be some escalation in seriousness of offences with re-offending behaviour • NJPs will reduce the reoffending rate/escalation in crime (and thus related costs) to 40% (compared to 50%) 	NJP	Gross saving	Operating cost	Annual impact	Set up costs	Year 1 impact	Police	£163,946	£0	£163,946	£0	£163,946	CPS	£10,625	£0	£10,625	£0	£10,625	Probation	£5,636	(£2,125)	£3,511	£0	£3,511	Court	£16,320	£0	£16,320	£0	£16,320	Council	£0	(£42,500)	(£42,500)	(£17,650)	(£60,150)	Total	£196,527	(£44,625)	£151,902	(£17,650)	£134,252
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5.3 Community Coaches scheme

<p>Description</p>	<p>Community coaches is a citizen-led service designed to enable people to effectively navigate the support available to them, articulate and realise their own goals, and thus support themselves.</p> <p>Community coaches is a life coaching service developed in Barnet using locally trained volunteers to work with disadvantaged individuals and families. The project formed part of the Borough’s commitment to using early intervention and prevention as a means of supporting families and individuals at risk of developing multiple complex needs which may require high cost public service interventions. Based on the success of the project, it is recommended that a similar service is established where individuals would be referred on the basis of their risk of criminal behaviour.</p> <p>The community coaches were local volunteers supported by paid project coordinators recruited by the local delivery partner. They were trained to support and guide individuals through a personal development process towards achieving their goals and aspirations, and thus in time reducing their dependency on public services.</p>
<p>Target Group</p>	<p>People involved in anti-social behaviour at risk of arrest, not accessing support and people believed to be at risk of becoming involved in criminal behaviour.</p>
<p>Outcomes</p>	<p>Overall focus: To support, empower and enable people to stabilise their lifestyles to reduce corrosive behaviour and thereby control ASB:</p> <ul style="list-style-type: none"> ▪ Help individuals to resolve problems at an earlier stage to prevent entry into the criminal justice continuum and out of statutory justice system ▪ Develop individual personal resilience which will reduce number of people becoming perpetrators of criminal behaviour ▪ Increase individual resilience to empower residents and reduce their vulnerability to become victims of crime ▪ Prevent individuals who may not be known to statutory agencies from becoming known through crises events ▪ Provide a conjoint to the network of existing community resources – harnessing resources more innovatively and flexibly ▪ Provide a more effective engagement mechanism with community services ▪ Reducing re-offending and ASB incidents ▪ Reduce engagement with the wider public sector
<p>Evidence</p>	<p>The local community coaches prototype 46% reduction in engagement with wider public services, the 52% reduction in risk to others and the overall reduction in chaotic behaviour of 73%.¹⁰</p> <p>The results showed a significant decrease in harmful behaviours including ‘risk to others’, which is strong evidence that a similar service would be effective with a community safety focus. The level of impact within a short time scale is also encouraging.</p>

¹⁰ See Appendix 3 for further details.

<p>How would it work in practice?</p>	<p>Building on the current prototype it is possible to use the same methodology to deliver a new community service targeted at those at risk of offending.</p> <p>This would require recruitment and training of volunteer coaches who would be able to support people exhibiting ASB possibly as a result of chaotic behaviour.</p> <p>The scheme would follow a similar implementation approach to that used in the community coaches prototype (phase 2) project whereby the lead partner would commission a local third party provider would be responsible for development and delivery</p> <p>While it may be possible to identify risk factors associated with future offending behaviour, translating these into appropriate referral mechanisms could be challenging and it would be important to avoid stigmatisation. Case identification and referral could be through the NJP process given the crossover in target group, the difficulty in reaching those individuals through other points of contact and the scope to utilise that gate keeping function.</p>																																										
<p>Required partner inputs</p>	<p>Proposed resourcing</p> <ul style="list-style-type: none"> • Project management set up costs funded by the Council (£18,200) • Homestart/ other voluntary sector provider to be funded by the Council (£75,000) <p>Rationale for proposed inputs (based on partner constraints)</p> <ul style="list-style-type: none"> • Community coaches is linked to NJPs and as such it is best for the Council to lead on setting up this strand as part of their commitment to reducing ASB and alcohol-related crime in Barnet. • The Council's budget flexibility enables the Council to provide cash funding and 'in kind' resource support to facilitate the launch and initial activity of this strand in the short term. • Once set up and the initial activity of the community coaches has been evaluated, the partnership can then go about more closely linking the allocation of costs to the financial benefits attributed to each partner. 																																										
<p>Savings and assumptions</p>	<p>Community coaches would generate efficiencies across the system as shown below:</p> <table border="1" data-bbox="435 1391 1353 1688"> <thead> <tr> <th>Coaches</th> <th>Gross saving</th> <th>Operating cost</th> <th>Annual impact</th> <th>Set up costs</th> <th>Year 1 impact</th> </tr> </thead> <tbody> <tr> <td>Police</td> <td>£55,429</td> <td>£0</td> <td>£55,429</td> <td>£0</td> <td>£55,429</td> </tr> <tr> <td>CPS</td> <td>£4,500</td> <td>£0</td> <td>£4,500</td> <td>£0</td> <td>£4,500</td> </tr> <tr> <td>Probation</td> <td>£10,602</td> <td>£0</td> <td>£10,602</td> <td>£0</td> <td>£10,602</td> </tr> <tr> <td>Court</td> <td>£6,912</td> <td>£0</td> <td>£6,912</td> <td>£0</td> <td>£6,912</td> </tr> <tr> <td>Council</td> <td>£0</td> <td>(£75,000)</td> <td>(£75,000)</td> <td>(£17,650)</td> <td>(£92,650)</td> </tr> <tr> <td>Total</td> <td>£77,443</td> <td>(£75,000)</td> <td>£2,443</td> <td>(£17,650)</td> <td>(£15,207)</td> </tr> </tbody> </table> <p>There are also substantial uncosted savings related to the wider impact of community coaches on reducing reliance on public services as evidenced by the Homestart prototype.</p> <p>The key assumptions upon which these savings have been modelled are:</p>	Coaches	Gross saving	Operating cost	Annual impact	Set up costs	Year 1 impact	Police	£55,429	£0	£55,429	£0	£55,429	CPS	£4,500	£0	£4,500	£0	£4,500	Probation	£10,602	£0	£10,602	£0	£10,602	Court	£6,912	£0	£6,912	£0	£6,912	Council	£0	(£75,000)	(£75,000)	(£17,650)	(£92,650)	Total	£77,443	(£75,000)	£2,443	(£17,650)	(£15,207)
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	<ul style="list-style-type: none">• The target cohort will be 100, made up of those who are at risk of arrest due to ASB without this intervention who show the greatest signs of chaotic lifestyles and are most likely to reoffend.• All savings are modelled on the impact of community coaches on the level of reoffending.• 80% will reoffend if they aren't allocated a community coach.
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5.4 Conditional Cautions

Description	<p>A conditional caution is defined as ‘a caution which is given in respect of an offence committed by the offender and which has conditions attached to it’.¹¹</p> <p>Conditional cautions are one of a range of out-of-court disposals determined by the Police, and provide an effective, swift and speedy resolution in appropriate cases.</p> <p>The perpetrator of the offence must admit liability and agree to the alternative out of court disposal.</p> <p>Conditions can be reparative (e.g. an apology or community work), rehabilitative (e.g. an alcohol or drug awareness session) or restrictive (i.e. not to approach a particular person or area).</p> <p>Current utilisation of conditional cautions in Barnet is very limited. The initial proposal is to increase use of conditional cautions targeting for example, alcohol related crime and anti-social behaviour and/or domestic violence/ hate crime.</p>
Target Group	<p>People who are arrested in Barnet who could be prosecuted in court if alternatives are not available, the specific focus for a range of out of court disposals being alcohol-related issues/ domestic violence.</p>
Outcomes	<ul style="list-style-type: none"> ▪ Introduction of new skills to change behaviours associated with crime ▪ Reduce re-offending through rehabilitative punishment ▪ Earlier intervention and ‘upstream’ crime prevention ▪ Reduction in reoffending for alcohol related crime and ASB/ domestic violence ▪ Reduction in process time / cost for police officers (assessment / custody / convictions / cost of court process) ▪ Reduced strain on services from the Cell Management Team in custodial suites ▪ Victims may receive compensation by way of reparation (increased victim satisfaction) ▪ Reduction in self-harm from defendants being left in custody for long periods of time ▪ Reduced demand for legal aid ▪ Reduced throughput for magistrates court ▪ Increased victim satisfaction through increased community participation in educational remedies and / or reparative solutions (it will be essential that the victim agrees that a conditional caution is a suitable disposal for the crime committed)
Evidence	<p>The overall national compliance rate according to Crown Prosecution Service (CPS) data for conditional cautioning is 81.4%, a high level of success rate.</p> <p>Use of conditional cautions is low in Barnet and across London showing that there is significant opportunity to leverage this approach. The number of conditional cautions administered in the whole London area (pre-charge) for Q1 2012/13 was 77 (down from 2011/12) and 28 post charge (up from 2011/12 data). In 2011, only 13 conditional cautions were issued in Barnet in total.¹²</p> <p>The value of brief interventions as a low cost and early intervention for non-dependent drinkers has been recognised.¹³ It has been estimated that</p>

¹¹ Home Office, 2004

¹² Sourced from Barnet Police service.

¹³ Department of Health (2005)

	<p>providing information and advice in this way can lead to a 24% reduction in alcohol consumption.¹⁴ Research shows brief interventions to be effective in reducing mortality amongst problem drinker populations by about 23% to 36%.¹⁵</p> <p>A Manchester conditional cautioning and alcohol arrest referral pilot saw attendance rates of 90% and there was a 92% completion rate in Doncaster and 78% of attendants said their knowledge and awareness had improved as a result.</p> <p>Preston Nightsafe Conditional Cautioning Alcohol Awareness Pilot Project provides a relevant blueprint and evidence base for Barnet. Alcohol sessions are self-funded through the payment of a £30 fee by offenders attending the alcohol brief intervention session.¹⁶</p> <p>Research by the Fulbright Police Research Fellowship indicated that conditional cautions could be an effective response for first time domestic violence offenders.¹⁷ The report also indicates that alcohol is a key risk factor and recommended modules on alcohol could be incorporated into these programmes.</p>
<p>How would it work in practice?</p>	<p>Police must commit to scale up the capacity of restorative justice trained officers within the borough to understand the information to be provided to enable the Crown Prosecution Service to make effective decisions. The CPS must be engaged and in agreement with the approach and committed to using these options as out of court disposals.</p> <p>In order to minimise overhead and risk of cost escalation, conditional cautions would initially focus on diversionary alcohol/ASB impact awareness and/or domestic violence perpetrator courses.</p> <p>Within the fee paid directly by the offender, the provider would manage payment admin, registration, completion and data hand off to and from CPS. Should the offender fail to attend the course within certain tolerances, the provider would notify the CPS and onward prosecution would resume. This element would therefore be cost-neutral from partners' perspective and would also simplify and minimise the job of recording and handing off the cautions for Police colleagues.</p> <p>The voluntary sector has a role to play in developing the market for delivering (for example) diversionary courses, possibly building on examples / materials from other schemes, and in raising local awareness.</p>
<p>Required partner inputs</p>	<p>Proposed resourcing</p> <ul style="list-style-type: none"> • The Council to fund Project Management set up costs to design course specification (£10,000) (staff cost). • The Police to fund process redesign and staff training (£40,000) (mainly staff cost) • The Police to fund operational cost (£98,400) (staff cost) <p>Rationale for proposed inputs (based on partner constraints)</p> <ul style="list-style-type: none"> • The Council has the project management expertise to design and stipulate the requirements for local provision of (e.g.) alcohol awareness courses. • Conditional cautions would be delivered by the police so would require police resource to design the delivery process, push through

¹⁴ Freemantle, et al, 1993, cited in Wutzke et al, 2002).

¹⁵ Cuijpers et al, 2004

¹⁶ See Appendix 3 for more detail.

¹⁷ <http://library.npia.police.uk/docs/fulbright-domestic-abuse5-2011.pdf>

	<p>the initiative and provide the necessary training to staff. Operating costs will naturally accrue to the Police in terms of staff time on new tasks, however other initiatives in the programme will seriously reduce demand on Police staff elsewhere.</p>																																										
<p>Savings and assumptions</p>	<p>Conditional cautions would generate savings across the system as follows:</p> <table border="1" data-bbox="435 409 1353 719"> <thead> <tr> <th>CCs</th> <th>Gross saving</th> <th>Operating cost</th> <th>Annual impact</th> <th>Set up costs</th> <th>Year 1 impact</th> </tr> </thead> <tbody> <tr> <td>Police</td> <td>£49,440</td> <td>(£98,400)</td> <td>(£48,960)</td> <td>(£38,100)</td> <td>(£87,060)</td> </tr> <tr> <td>CPS</td> <td>£110,000</td> <td>£0</td> <td>£110,000</td> <td>£0</td> <td>£110,000</td> </tr> <tr> <td>Probation</td> <td>£143,880</td> <td>£0</td> <td>£143,880</td> <td>£0</td> <td>£143,880</td> </tr> <tr> <td>Court</td> <td>£168,960</td> <td>£0</td> <td>£168,960</td> <td>£0</td> <td>£168,960</td> </tr> <tr> <td>Council</td> <td>£0</td> <td>£0</td> <td>£0</td> <td>£9,100</td> <td>£9,100</td> </tr> <tr> <td>Total</td> <td>£472,280</td> <td>(£98,400)</td> <td>£373,880</td> <td>(£29,000)</td> <td>£344,880</td> </tr> </tbody> </table> <p>The key assumptions upon which these savings have been modeled are:</p> <ul style="list-style-type: none"> • The target cohort will be 200 people, made up of those that have been arrested and would otherwise be prosecuted • Savings will accrue by diversion of activity away from the courts. • 100% of these would have been prosecuted with 50% sentenced; receiving either a fine or a community order/ suspended sentence • 50% will reoffend if they don't go receive a conditional caution • The use of conditional cautions will reduce the reoffending rate/escalation in crime (and thus related costs) to 40%. 	CCs	Gross saving	Operating cost	Annual impact	Set up costs	Year 1 impact	Police	£49,440	(£98,400)	(£48,960)	(£38,100)	(£87,060)	CPS	£110,000	£0	£110,000	£0	£110,000	Probation	£143,880	£0	£143,880	£0	£143,880	Court	£168,960	£0	£168,960	£0	£168,960	Council	£0	£0	£0	£9,100	£9,100	Total	£472,280	(£98,400)	£373,880	(£29,000)	£344,880
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5.5 Enhanced Integrated Offender Management

<p>Description</p>	<p>Integrated Offender Management (IOM) aims to co-ordinate all relevant agencies to deliver interventions for offenders identified as warranting intensive engagement, whatever their statutory/non-statutory status. At the core of IOM is the delivery of a managed set of interventions, sequenced and tailored to the risk factors associated with individuals. These interventions are designed to address the drivers behind an offender’s criminality and remove barriers to desistance, thereby reducing their re-offending.</p> <p>Local IOM models are at the discretion of local partner agencies. Barnet’s model includes the following elements:</p> <ul style="list-style-type: none"> ▪ Co-location of statutory agencies including Probation and Police and re-settlement workers (Barnet Homes and Job Centre Plus) ▪ A target group defined by local partner agencies (see below). ▪ A “carrot and stick” approach, with re-settlement support provided but robust enforcement if an offender does not comply. <p>Following the successful launch of the programme, and based on an interim evaluation of outcomes from the first 6 months and best practice examples nation-wide, the proposal is to expand and enhance the local IOM model by introducing the following:</p> <ul style="list-style-type: none"> ▪ Increasing the IOM caseload from 97 to 200. ▪ Improvements to the screening/referral/assessment process, particularly for clients with mental health needs. ▪ Development of enhanced prison link to ensure a better transition between community/ custodial settings
<p>Target Group</p>	<p>The current target group for IOM is:</p> <ul style="list-style-type: none"> ▪ All Priority and Prolific Offenders (PPOs) ▪ Known or suspected burglary offenders (prioritised according to police intelligence, arrest data and OGR scoring) ▪ High volume/impact offenders irrespective of crime type <p>There are currently 97 offenders managed by IOM with capacity to expand this using existing staffing resources (may involve some caseload reallocation). It is recommended that the caseload is expanded to 200 with a similar ratio of statutory to non statutory clients (currently 55-60% stat, 40-45% non-stat).</p>
<p>Outcomes</p>	<ul style="list-style-type: none"> ▪ Reduced crime through reducing the likelihood high risk offenders engaging in criminal activity. ▪ Reduction in re-offending as follows: <ul style="list-style-type: none"> ○ Non-statutory clients: 30% re-offending rate (compared to national re-offending rate 58%) ○ Statutory clients: 40% re-offending rate (compared to national re-offending rate 55%)

<p>Evidence</p>	<p>Evaluation of IOM in Barnet for the cohort of IOM offenders that started the scheme in June 2012 has shown the following positive results:</p> <ul style="list-style-type: none"> ▪ Reduction in the number of offences from 135 in the 12 months pre-IOM to estimated 56 in 12 months of IOM (based on first 6 month data) – equivalent of £156k savings to society based on Home Office Cost of Crime data. ▪ There has been a greater reduction in the no. of offences among non-statutory compared to statutory clients. ▪ Statutory offenders have an expected re-offending rate of 46% compared to a national re-offending rate of 55% ▪ Statutory offenders have an expected re-offending rate of 36% compared to a national re-offending rate of 58% <p>This demonstrates a clear case for continuing to work with non-statutory clients, backed up by research on relative levels of re-offending among this client group. A recent report by the charity Revolving Doors made the case for working with short sentence prisoners:</p> <p>“The reoffending rate for short-sentence prisoners stands at 60% This is considerably higher than the 50% reoffending rate averaged across all custodial sentence lengths and the 35% reoffending rate following community sentences”</p> <p>Other local IOM models have had considerable success working with non statutory clients:</p> <ul style="list-style-type: none"> ▪ Safer Newcastle IOM model focused on non-statutory clients. Overall, 61 offences were committed before the programme and 31 during the programme, representing a reduction of 51%.¹⁸ <p>Evidence suggests that addressing the inter-related needs of clients (i.e. the seven resettlement pathways) can have a dramatic impact on reducing reoffending:</p> <ul style="list-style-type: none"> ▪ Conwy and Denbighshire IOM worked with a cohort of PPOs and middle tier offenders known as “8 ways” clients. An evaluation of the eight ways clients recorded 76% less convictions in the 12 months during IOM, compared to the previous 12 months, and an equivalent reduction in the cost of crime (using Home Office Data).¹⁹ 																																										
<p>Savings and assumptions</p>	<p>An enhanced IOM model would generate savings across the criminal justice system as follows.</p> <table border="1" data-bbox="432 1563 1356 1861"> <thead> <tr> <th>IOM</th> <th>Gross saving</th> <th>Operating cost</th> <th>Annual impact</th> <th>Set up costs</th> <th>Year 1 impact</th> </tr> </thead> <tbody> <tr> <td>Police</td> <td>£29,942</td> <td>£0</td> <td>£29,942</td> <td>£0</td> <td>£29,942</td> </tr> <tr> <td>CPS</td> <td>£0</td> <td>£0</td> <td>£0</td> <td>£0</td> <td>£0</td> </tr> <tr> <td>Probation</td> <td>£3,609</td> <td>(£15,689)</td> <td>(£12,080)</td> <td>£0</td> <td>(£12,080)</td> </tr> <tr> <td>Court</td> <td>£0</td> <td>£0</td> <td>£0</td> <td>£0</td> <td>£0</td> </tr> <tr> <td>Prison</td> <td>£15,623</td> <td>£0</td> <td>£15,623</td> <td>£0</td> <td>£15,623</td> </tr> <tr> <td>Council</td> <td>£0</td> <td>£0</td> <td>£0</td> <td>(£11,667)</td> <td>(£11,667)</td> </tr> </tbody> </table>	IOM	Gross saving	Operating cost	Annual impact	Set up costs	Year 1 impact	Police	£29,942	£0	£29,942	£0	£29,942	CPS	£0	£0	£0	£0	£0	Probation	£3,609	(£15,689)	(£12,080)	£0	(£12,080)	Court	£0	£0	£0	£0	£0	Prison	£15,623	£0	£15,623	£0	£15,623	Council	£0	£0	£0	(£11,667)	(£11,667)
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¹⁸ Safe Newcastle Non Statutory Target Project evaluation, June 2012, www.cjp.org.uk/iom-elearning

¹⁹ Conwy and Denbighshire IOM Performance report, April 2012, www.cjp.org.uk/iom-elearning/

	<p>It is assumed that IOM will continue to be cost neutral with an extended case load.</p> <ul style="list-style-type: none"> ▪ The various agencies involved in delivery of IOM would still be inputting the same resources into addressing the needs of statutory offenders. ▪ The efficiencies achieved by a multi-agency approach are assumed to offset the additional costs of working with additional non-statutory clients. <p>Based on evidence from other IOM models it is assumed that if improvements are made to resettlement pathways, the following reductions in re-offending would occur:</p> <ul style="list-style-type: none"> ▪ 40% for statutory clients (compared to 55% without IOM²⁰) ▪ 30% for non-statutory clients (compared to 58% without IOM²¹) <p>Enhancements to mental health screening and prison link role would be cost neutral.</p>
<p>Required partner inputs</p>	<p>The additional partner inputs required for an enhanced Integrated Offender Management are:</p> <ul style="list-style-type: none"> 1 x Probation Service Officer 1 x Probation Officer 1 x Police Constable <p>However, for the purposes of modelling, it is assumed that staffing costs for IOM will continue to be cost neutral due as the efficiencies achieved by a multi-agency approach are assumed to offset the additional costs of working with additional non-statutory clients.</p> <p>There are ongoing premises costs of approximately £16k met by Probation. There would be set up costs of approximately £11k for project support, provided by the Council IOM Manager.</p>

²⁰ Based on home office national reconviction statistics,

²¹ Based on home office national reconviction statistics

6 Risks, Dependencies and Constraints

6.1 Risks

Risk	Mitigating action
If there is a lack of financial or resource contribution from partners, it will not be possible to deliver the initiatives and deliver the associated benefits.	<ul style="list-style-type: none"> • Options developed in consultation with partners. • Develop benefits framework demonstrating financial and non financial benefits accrued.
If benefits are obscured by other factors outside of the control of the initiatives, it may be difficult to achieve future funding.	<ul style="list-style-type: none"> • Develop clear evaluation framework, including secondary/ intermediate benefits.
If there is insufficient “demand” from victims of crime or ASB for NJP or conditional cautions -there will be a low return on the initial investment to set up the initiatives.	<ul style="list-style-type: none"> • Initiatives will be piloted on a small scale initially limiting the likelihood of this risk. • Robust communications and engagement plan
If not enough volunteers come forward for the community coaches and NJP schemes, or are not of a high quality, the schemes will not be viable.	<ul style="list-style-type: none"> • Robust public engagement and recruitment process. • High quality training programme.
If there are a low number of referrals to schemes, this could reduce the return on investment from setting up the scheme.	<ul style="list-style-type: none"> • Identify clear referral criteria with partner agencies / neighbourhood justice panel.
If initiatives require a high level of monitoring, this could increase costs and reduce the return on investment.	<ul style="list-style-type: none"> • Initiatives designed to require minimal monitoring by agencies.

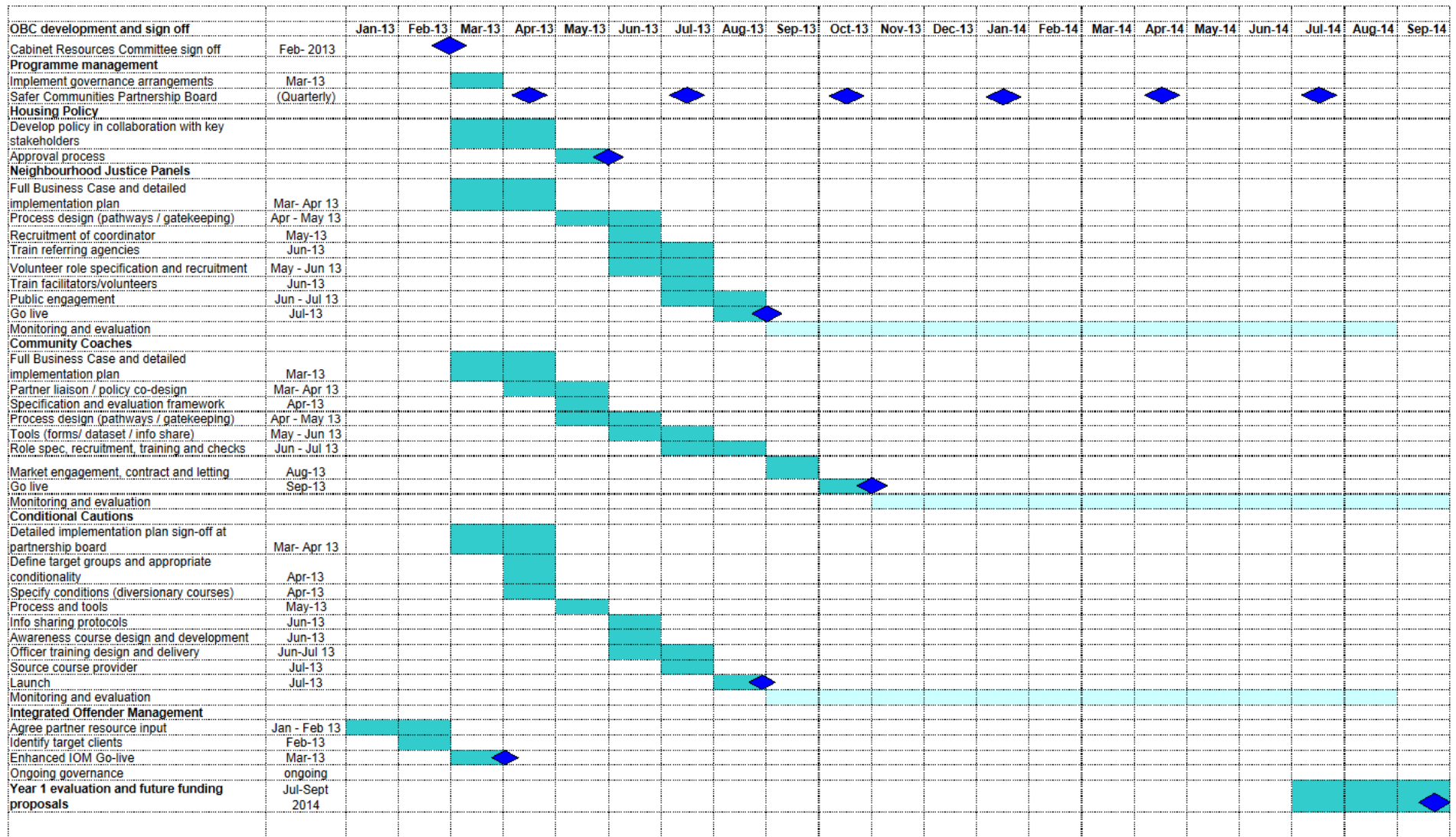
6.2 Dependencies

Dependencies	Mitigating action
The initiatives are reliant on minimum levels of suitable types of anti-social behaviour and crime.	Initiatives to be implemented on a small scale initially and demand to be tested with partners at development of full business case/ implementation stage.
Agreement of funding models after year one will be dependent on good quality information on avoided costs	This will be built into monitoring and evaluation plans for each initiative. Support will be required from finance and has been built into set up costs.

6.3 Constraints

Constraint		Mitigating action
Budget	Partners have limited flexibility within budgets, as defined in Appendix 1.	The funding model is designed to enable partners to release resources in the medium term to adjust contributions to create a pathway to future delivery.
Staff	Restructuring to meet the Council's MTFS targets may impact on the Council's role to deliver and evaluate the programme.	Project board to include relevant management to ensure transparency around staffing changes and enable early mitigation of risk.
Quality	The success of each initiative will be based on how well it will be executed.	Support will be provided to the responsible parties to develop and implement plans for each initiative. Monitoring and evaluation plans to be developed as part of detailed implementation planning

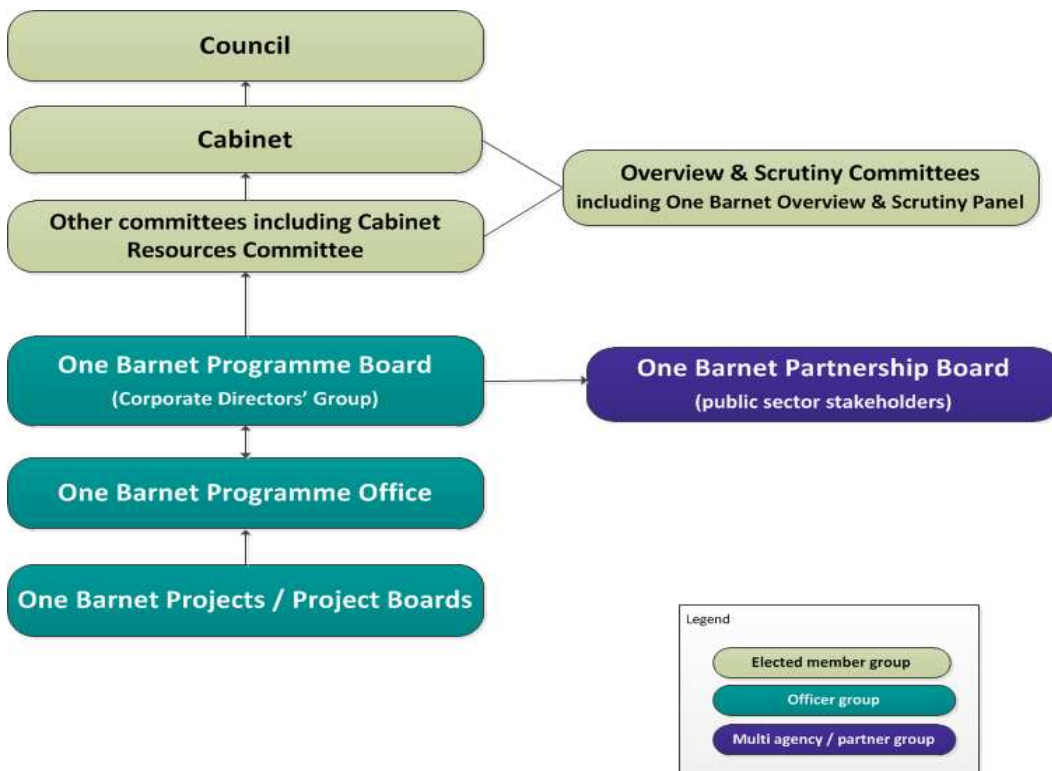
7 Initial Project Plan



8 Project Governance and Roles

8.1 Project governance

The implementation of the programme of initiatives will fall under the overall internal programme governance arrangements for One Barnet, which is set out below. This provides an established mechanism for decision-making and issue escalation.



The Safer Communities Partnership Board will also have oversight for delivery of the programme of initiatives through quarterly meetings.

The proposed project board members are below:

Project Board members
Project Sponsor / Chair
Assistant Director Community Wellbeing
Head of Community Safety
Integrated Offender Management lead
Barnet Police Superintendent
Assistant Chief Officer Barnet (and Enfield) Probation Trust
Finance Lead
Communications & Engagement lead

8.2 Project Roles

Role	Key responsibilities
Project Sponsor	<ul style="list-style-type: none"> ▪ Senior responsibility for development, ownership and continuation of project business case(s) ▪ Monitoring and control of progress ▪ Management of relationships with senior stakeholders ▪ Resolution of issues/ blockages reported by One Barnet Project Manager. ▪ Effective communication between the project and commissioning group ▪ Formal closure ▪ Post project review
AD Community Wellbeing	<ul style="list-style-type: none"> ▪ Management responsibility for Community Safety team
Head of Community Safety & team	<ul style="list-style-type: none"> ▪ Responsibility for monitoring delivery of the wider Safer Communities Strategy. ▪ Coordination of programme evaluation
Partner Lead: Police	<ul style="list-style-type: none"> ▪ Project management of Conditional Cautions strand. ▪ Provision of data to support evaluation of initiatives.
Partner Lead: Probation	<ul style="list-style-type: none"> ▪ Project management of Integrated Offender Management strand. ▪ Provision of data to support evaluation of initiatives.
Policy lead	<ul style="list-style-type: none"> ▪ Development of housing policy
Partner Lead: Barnet Homes	<ul style="list-style-type: none"> ▪ Adoption and implementation of housing policy
One Barnet Project Manager	<ul style="list-style-type: none"> ▪ Programme management for five initiatives ▪ Escalation of blockages and issues to the sponsor ▪ Project management of Community Coaches/ Neighbourhood Justice Panels strands. ▪ Project Management of Conditional Cautions (Awareness Course)
One Barnet Programme Office	<ul style="list-style-type: none"> ▪ Reporting to One Barnet Programme Board (CDG) ▪ Support to the Project manager to identify interdependencies and cross-cutting programme level risks. ▪ Quality assurance of project management documentation

9 Risk Management Strategy

As set out in the strategic outline case project risks will be managed in line with the council's Corporate Risk Management Strategy and Project Management Toolkit.

10 Equalities

The council has a strong commitment to making equalities and diversity integral to everything it does. It has adopted a model that recognises that people are often disabled by their environment and other people's attitudes.

It will be necessary to assess the equalities impact of service developments on the different groups of people within the borough, as outlined in the 2012-13 Corporate Plan and work will be undertaken towards this end.

As part of the council's commitment to promoting equalities, the Safer Communities project will carry out equalities impact assessments on both staff and customers which will gather information about any differential impacts, potential or perceived impacts on different groups, including all of those groups covered by the Equality Act 2010. Members will be able to use this information to support them in having due regard to their duties under the Act. These considerations will provide fact-specific information as well as assessing the impact of those facts on different groups of people including disabled people in Barnet.

The One Barnet programme has been explicit in how it will support the council in meeting its statutory obligations under the Equality Act 2010 by using equality assessments to demonstrate that 'due regard' has been taken to support members in making informed decision.

Appendix 1: Breakdown of Safer Communities partnership spend (for the three largest partners with local budgets: LBB; Probation; Police)

Service	Barnet Spend (£000)	Staff spend	High level funding structure	Ring-fenced funding	Level of budgetary constraint
Barnet Council (community safety spend)	£ 4,781,825*	Approx. 83%	<p>Council base budget plus:</p> <ul style="list-style-type: none"> • EI&P grant funding • Community Safety Grant funding • Direct Schools Grant funding • Some Youth Offending Grant funding • Troubled Families attachment fees from Department for Communities and Local Government grant 	<ul style="list-style-type: none"> • Direct Schools Grant funding ring-fenced for expenditure within schools' budgets • £168k under section 75 agreement with Mental Health • Troubled families attachment fees (c. £1m) are effectively ring-fenced. 	<ul style="list-style-type: none"> • Lower proportion of spend on staff than partners with less restriction due to ring-fencing, allowing scope for cash investment in initiatives. • Savings able to be cashed locally
Probation	£1,600,000	Approx. 92%	<ul style="list-style-type: none"> • Regional Probation Trusts (London) funded by National Offender Management Service (NOMS). London Probation Trust funds Barnet and Enfield LD 	<ul style="list-style-type: none"> • Staffing and support costs (100% of budget) reported as ring-fenced (i.e. funding for these must be spent on these resources). 	<ul style="list-style-type: none"> • All spend is currently ring-fenced for the current activity spend so there is no funding available for contribute to projects • Currently high proportion of staff cost within budget. Within current delivery model 'tipping point' in reduction of activity equal to 1 FTE needs to be reached for savings to be cashable • Regionally funded budget so savings cashed absorbed by London Probation Trust
Police	£38,690,000	Approx. 99%	<ul style="list-style-type: none"> • Police authorities funded through Home Office, DCLG and local precept • Barnet Borough funded through the Metropolitan Police Authority 	<ul style="list-style-type: none"> • Police Officer pay, staff pay and PCSO pay is all ring-fenced- 97% of all spend 	<ul style="list-style-type: none"> • Difficult to release cash funding for initiatives initially as spend largely tied up in staffing. • Devolved and flexible funding totals £1m+ including c. £800k on staff overtime • Reductions in staff overtime could be cashed locally but (reduction targets in place for this spend). • Flexible funding includes £50k MOPAC funding for community projects (currently £43k is allocated to Troubled Families)

*Includes approximately £2.5m Troubled Families Service funding. This is a multi-disciplinary and agency service including funding of approx. £100k from partner agencies including Police. Community safety (reduction in crime and ASB) is one core aim of the service but this is not the sole focus in terms of outcomes.

Appendix 2: Breakdown of high level funding model options and Barnet and public sector examples (in descending order, with least integrated models at the top)

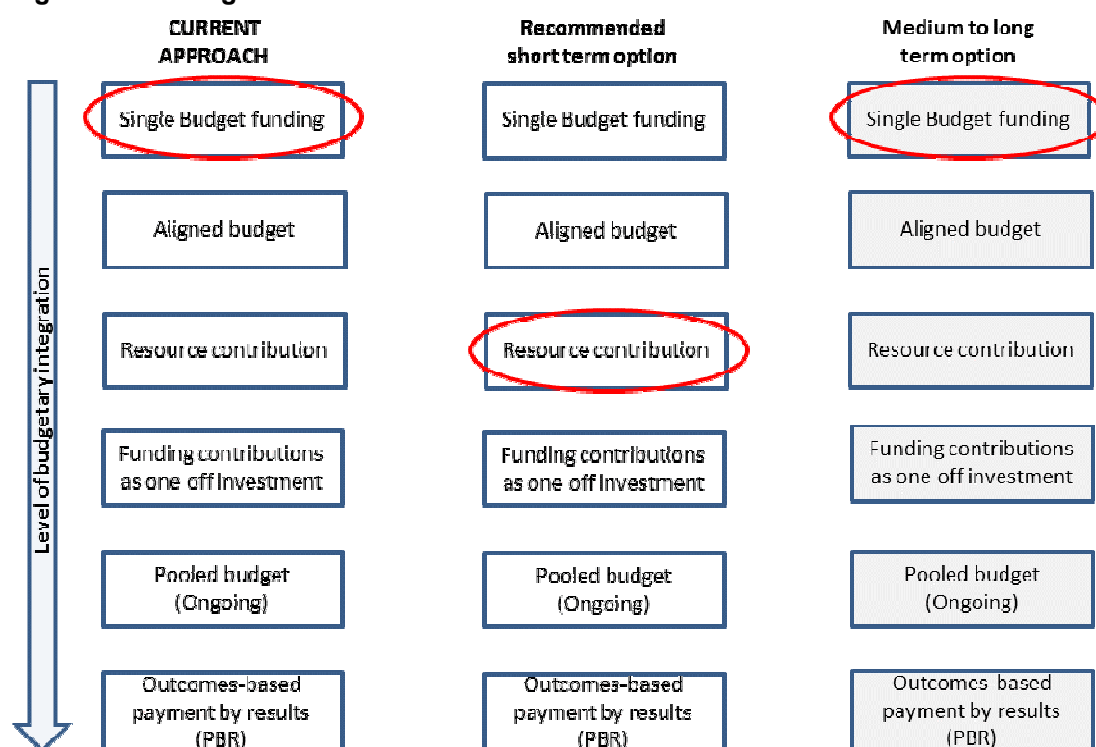
Model	Detail	Benefits	Risks	Examples
Single budget funding	<ul style="list-style-type: none"> Service funded wholly by one organisation 	<ul style="list-style-type: none"> Easy to administrate Effective where the outcomes of a service benefit a single organisation in the main 	<ul style="list-style-type: none"> Does not promote joint working Unsuitable where service outcomes benefit a number of agencies 	Police Safer Neighbourhoods Team
Aligned budget	<ul style="list-style-type: none"> Agreement between partners to use budgets to achieve a shared objective, working in parallel while maintaining control of their own budgets 	<ul style="list-style-type: none"> Alignment of partners' activity towards shared objectives Does not generate significant extra effort/ risk to partners of formalised arrangements Flexible in terms of collaborating with non-public sector organisations Can be used as a stepping stone towards formally pooled budgets 	<ul style="list-style-type: none"> Signifies caution on behalf of partners and may not contribute to collaborative working or overcoming cultural barriers Arrangements can easily break down if partner priorities shift 	Barnet Safer Communities Partnership
Resource contribution	<ul style="list-style-type: none"> Allocation of a specific resource by partners to a specific service (e.g. via secondment of staff) with home agency maintaining jurisdiction over resource 	<ul style="list-style-type: none"> Signifies and enables greater collaboration between agencies towards the achievement of a service/project objective Effective where outcomes of service/initiative benefit multiple partners Combines specialisms of various agencies and promotes shared learning/ breakdown of cultural barriers 	<ul style="list-style-type: none"> Resource can be 'pulled-out' by contributing agency, undermining service Resource contributions not as flexible as funding commitments: cannot be used to commission in line with service aims Contributed may direct focus towards specific objectives of 'home' agency 	Barnet IOM
Funding contributions as one off investment	<ul style="list-style-type: none"> One off contributions by partners to fund set up or pilot of a discrete service/ initiative 	<ul style="list-style-type: none"> Provides necessary, flexible capital to establish new/innovative pilots/ initiatives Signifies and promotes buy in amongst partners to service/initiative Doesn't require long term commitment from partners; useful in absence of strong proof of concept 	<ul style="list-style-type: none"> Doesn't necessarily address long term funding requirements Expectations around proportional return on investment can be a barrier 	Barnet Troubled Families
Pooled budget (Ongoing)	<ul style="list-style-type: none"> Ongoing funding from multiple partners contributed to a single fund in order to fund a service/ activity to meet shared objectives. Budget can be held by a partner or a third party 	<ul style="list-style-type: none"> Promotes and signifies highest level of commitment between partners Flexibility and increased decision making Allows innovative service redesign around the needs of customer 	<ul style="list-style-type: none"> Harder to negotiate due to the need to overcome trust/ political issues between partners and establish formal arrangements Difficult to align benefits to each agency in line with contribution/ cost Requires extra administration with associated cost. 	Safer Sutton Partnership
Delivery mechanism: Outcomes-based payment by results (PBR)	<ul style="list-style-type: none"> <i>Applicable to all of the above funding structures, PBR relates payment of provider to the achievement of specified outcomes</i> 	<ul style="list-style-type: none"> <i>Reward and therefore drive success based on commissioning priorities</i> <i>Facilitate flexibility and innovation in the delivery of services</i> 	<ul style="list-style-type: none"> <i>Challenges have been experienced in terms of defining simple and achievable outcomes and ensuring scalability</i> <i>Further challenges ensuring providers have sufficient working capital, especially when outcomes are medium to long term</i> 	NHS Drug Recovery Pilots

Appendix 3: Proposed budgetary and funding approach

Based on the budget characteristics in Appendix 1, the following figures (Figures 4 and 5) map out the recommendations with regards to funding options for:

- Housing and IOM which are existing projects that are being optimised by extending their scope and breadth of focus.
- Neighbourhood justice panels, community coaches and conditional cautions which are new projects for which a pragmatic phased approach is recommended based on partner budgetary limitations.

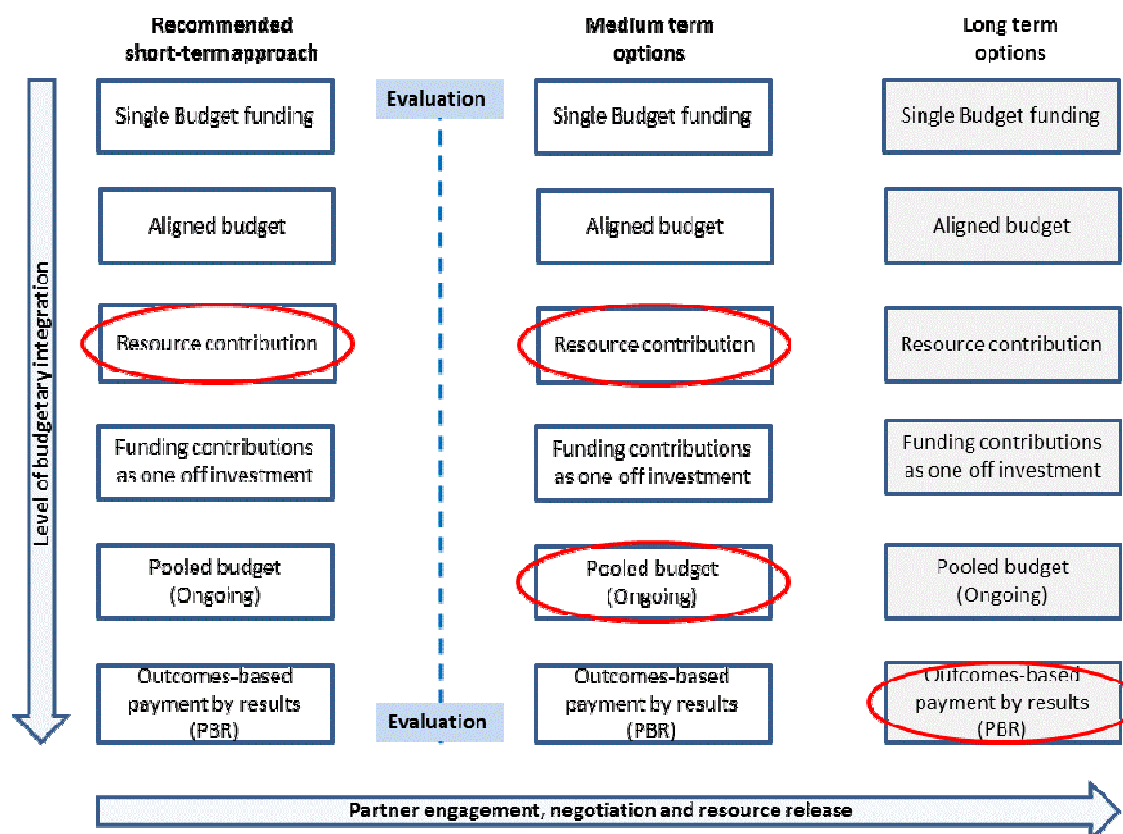
Figure 4: Housing



Notes on the Housing OBC strand:

- There is already extensive Housing activity going on in the borough (lead by Barnet Homes).
- The proposed approach involves capturing current activity and aspirations to expand the scope of current activity into other areas (e.g. truanting) in a policy document.
- This activity will be led by the council, either by using existing capacity as an (in kind) 'resource contribution'.
- After this work has been completed, it is expected that the delivery of the newly expanded scope will remain with Barnet Homes (and potentially other Housing providers in the borough).

Figure 5: Neighbourhood Justice Panels, Community Coaches and Conditional cautions (new projects being launched through a phased approach)



NB: These three strands have the same recommended funding model and each could develop in similar ways following evaluation and transition into a more equitable distribution of costs.

Notes on funding the Neighbourhood Justice Panel (NJP) OBC strand:

- As with the coaches and conditional cautions, we envisage NJPs to begin with a ‘resource contribution model’, in this case from the Council.
- This model involves funding a part-time resource (likely to be resource from ‘One Barnet’ or the new strategic partner) to set up the panels, publicise and launch the initiative.
- NJPs will also require some cash funding for the set-up and launch of the project and the initial ongoing costs of funding the panels.
- See ‘Recommendations’ (section 5) for more details on costings.
- Following set-up and launch, an evaluation will determine the distribution of cost inputs going forward according to observed financial benefits.
- This could result in a transfer of responsibilities for the project management resource and expenses funding to another organisation or a process of recharging by the Council (or ultimately a Payments By Results model) to compensate any disparity in cost and benefit.
- Alternatively a pooled budget approach could be used to share costs and management functions more closely.
- A further option would be for partners to outsource the NJP service, distributing costs according to financial benefits (either on a fixed fee or PBR basis).

Notes on the funding model for the Community Coaches OBC strand:

- As with NJPs and conditional cautions, we envisage community coaches to begin with a 'resource contribution model', in this case from the Council.
- There is a requirement for short-term resource to set-up and launch the coaching programme. The current model operates on the assumption that cash funding will be provided to procure external support to deliver the day-to-day running of the community coaches initiative (this was deemed to be the best strategic fit and is consistent with existing community coach approaches in the Council).
- Following launch, the service will be evaluated and the equitable distribution of ongoing costs will be agreed by the safer communities project board. A decision will need to be made with regards to how best to continue the service, either by continuing the existing external approach (with resource contributions or a pooled budget that reflect the distribution of benefits across the partnership).
- Alternatively, the service could be re-procured on a payments-by results basis linked to some of the key KPIs such as re-offending rates and/or victim service satisfaction rates.

Notes on the funding model for the conditional cautions OBC strand:

- As with NJPs and community coaches, we envisage conditional cautions to begin with a 'resource contribution model', in this case from Barnet Police.
- The conditional cautions project requires training, publicity and internal drive within the Police force to raise awareness, refresh skills and encourage the use of conditional cautions within the Police force.
- The project management and training element of this initiative have been allocated to the Police. In addition, increased usage of conditional cautions will involve an increase in Police administration time (the intention being that much of this time will be alleviated elsewhere in the system due to lower demand for court work etc.).
- As with NJPs and coaches, conditional cautions are likely to save other partners effort and cost, so following delivery of the first tranche of work, an evaluation will determine which partners should begin to make contributions in acknowledgement of the efficiencies the OBC strand has delivered.
- As Police are the only organisation with the statutory powers to deliver conditional cautions, following evaluation, the partnership will need to determine how best to compensate the Police for the positive outputs they have achieved. This may take the form of a PBR arrangement in the longer term but it is more likely that, certainly in the medium term, partners will either make ongoing resource contributions or contribute to a pooled budget arrangement (in the form of a cash recharge).
- Alternatively, the benefits presented to partners could be reciprocated through delivery of another, initiative which delivers appropriate levels of savings to the Police in a different field.

Appendix 4: Case Study Research

A) Budget Alignment Case Studies

Case Study 1: Barnet Community Budgets / Troubled Families funding model

The original funding model for the Barnet Community Budget consisted of financial and staff resource contributions from partners, as set out below:

- £250,000 p.a. from children's services (ongoing)
- £320,000 p.a. from the community safety grant (ongoing)
- £88,000 from the early intervention and prevention grant (one-off)
- £43,000 from the Police (one-off)
- £100,000 from the Department for Work and Pensions (via the flexible support fund) (one-off)
- 1 Full Time Equivalent (FTE) from Barnet Homes (as required)
- 1 FTE from Job Centre Plus (as required)

The Community Budget was expanded as the Troubled Families service in line with the central government initiative. The Troubled Families funding model consisted of:

- £2.35m from the Department for Communities and Local Government (drawing funds from various departments) over 2 years (30% payable based on results)
- £1.7m p.a. from children's services (ongoing)
- £33,000 from the community safety grant
- £43,000 from the Police
- £100,000 from the Department for Work and Pensions (via the flexible support fund)

Budgets were held within the Council. There was no special formal accounting or legal arrangements in place for partner contributions.

Budget alignment challenges

Contributions were achieved but these were largely on a one-off, pump priming basis (subject to proof of concept). Whilst the contributions to the original community budget were substantial, there was little success expanding these in line with the service expansion. There were several reasons for this.

Community Budgets partners identified difficulties in cashing savings, particularly at a local level:

- Savings would not be cashable until a 'tipping point' was reached: i.e. demand was reduced to the extent that less officers/staff were required.

- Universal services (Police and Health) suggested that even if demand from one cohort (complex need families) was removed, liberated resource would be redirected elsewhere and therefore are not immediately cashable.
- Centrally/regionally funded services (e.g. Probation) may not see the benefits locally.

Other reported challenges with budget alignment include:

- Lack of flexible (non-staff, devolved) resources, exacerbated by cuts across the sector.
- Lack of incentive for some services to engage in preventative services due to funding models based on activity (e.g. courts).

The decision by the Department for Communities and Local Government (DCLG) to fund Troubled Families services from a centrally pooled budget with contributions from a number of has circumvented some of the local issues noted above but may also have had an adverse effect on the willingness of some partners to contribute further funding at a local level due to the view that they have already indirectly contributed.

Budget alignment successes and lessons learned

- Building partner relationships was integral to initial success. Offering resource for a new service model with contracting budgets requires a 'leap of faith' which is reliant on trust.
- Partners are more likely to input if they are able to influence the service to meet their organisational objectives.
- The future sustainability of the funding model should, and will, be more reliant on proof of impact in line with partner's objectives. This is an intensive process which requires analyst time and a clear baseline to work from.
- The case for partner contributions should be made in decreases in incidents as well as 'savings' and better use of resources to achieve (partnership) objectives.
- Partners are less likely to contribute cash funding until the 'tipping point' has been reached where a reduction in demand is significant enough to release a member of staff, for example.
- Where partners cannot contribute cash resource, staff and other resources may still be available. Whilst their activity may continue to focus on achieving the objectives of the 'home' agency, their secondment can lead to a 'new way of working' and closer ties between services.

Case Study 2: Safer Sutton Partnership

Background

The Safer Sutton Partnership Service (SSPS) was officially inaugurated in 2005. It brought together 60 council staff involved in community safety and 80 borough police officers, to work from a shared base.

The partnership combined resources from partners (approximately £4.5m p.a. from the council and £4m p.a. from the police (largely in staff costs)) under a single management system and co-located service. The first services to be offered from within the shared model included:

- drug and alcohol abuse services
- neighbourhood wardens
- parks police
- domestic violence services
- police safer neighbourhood teams
- special constables
- police volunteers
- schools and training liaison officers
- police and local authority licensing departments
- CCTV.

The key drivers in the success of the partnership have been cited as:

- Strong existing relationships between council and police forces
- Shared objectives enhanced by common neighbourhood surveys which highlight resident concerns to both agencies.
- Co locating staff and **combining the budgets**
- Formal governance and partnership protocols work in combination with trust and relationships

Impact

The anticipated non-financial benefits include:

- a single point of contact for all community safety issues
- information sharing and better problem solving
- improved communication at all levels
- quicker and more effective response to incidents
- greater accountability to councillors and local people.

The partnership is also expected to have saved approximately £0.5m across the public sector.

Case Study 3: NHS drug and alcohol recovery pilots- payment by results (PBR)

The Department of Health developed and launched drug and alcohol recovery pilots in 2010, under a PBR model. Under the model, payment for providers will be aligned to the results achieved, rather than (as with previous initiatives)

activity or inputs. The aim is test the impact of the model on affordability and VfM, while encouraging innovation at a local level, both in terms of commissioning and provision. Outcomes against which payment will be awarded have been agreed centrally.

B) Initiative Case Studies

Case Study 4: Neighbourhood Justice Panels in Bradford, Sheffield and Somerset

Background

Community Justice Panels were introduced in Sheffield in 2009 with the objectives of:

- Reducing re-offending and involvement in anti-social behaviour and low-level crime;
- Improving victim satisfaction and community engagement;
- Making communities safer;
- Increasing volunteering; and
- Reducing police administration time.

Community Justice Panels were established as an alternative disposal for first-time, low-level offences that would normally attract a Reprimand or Final Warning for young offenders or a Caution for adults. Instead, a team of trained volunteer facilitators chair and facilitate panels in which the impact of the crime is discussed and a signed agreement is put in place outlining the necessary reparation.

Impact

- Sheffield: anecdotally, the reoffending rate post NJP is 5% the initial evaluation stated that all offenders going through panels acknowledged it would affect their future offending behaviour.
- Bradford: according to a local source, only 10% of a high number of offenders subject to a NJP have reoffended in the first six to nine months of the initiative.
- Somerset: according to their website, 900 people have been subject to a panel, with a reoffending rate to date of only 3%.

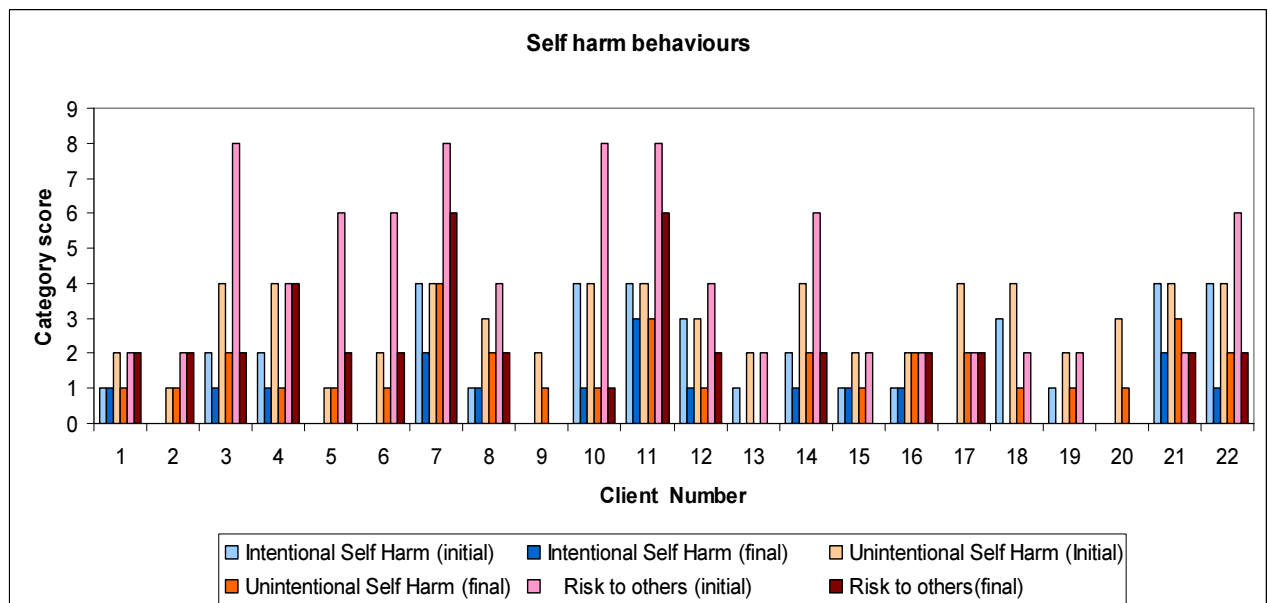
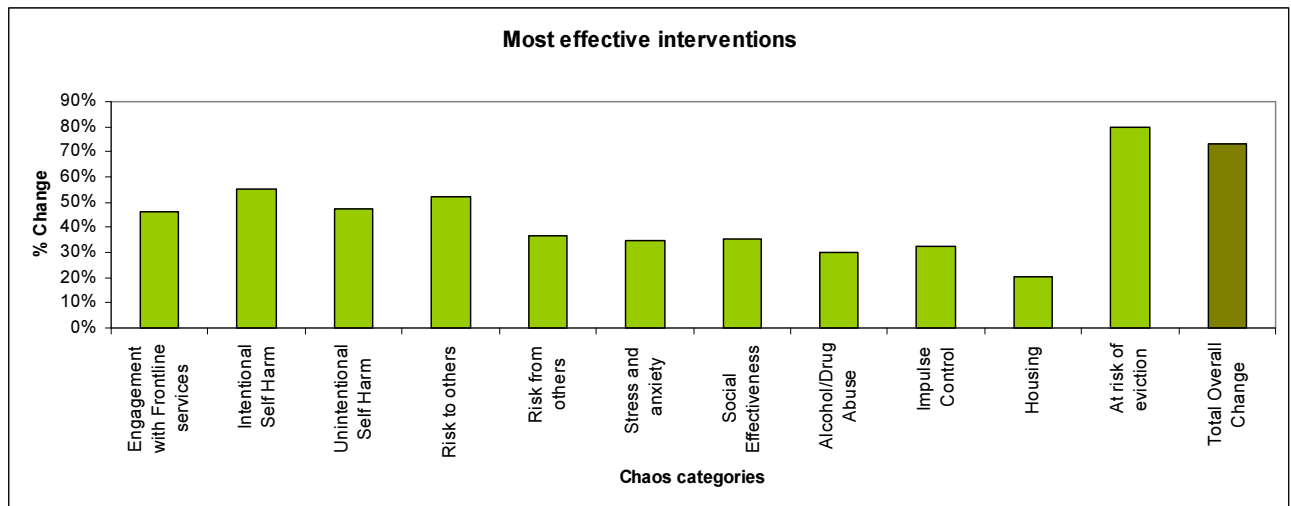
Case Study 5: Community Coaches scheme- Barnet

Background

LB Barnet has run a six month prototype deploying and testing the impact of 'Community Coaches', volunteers who engaged and supported 22 hard to reach individuals/families who are experiencing multiple disadvantages resulting in a chaotic lifestyle.

Impact

The prototype achieved encouraging results locally, both in terms of reducing chaotic behaviour for individuals and in generating consequential savings. The graphs below summarise the effects of interventions achieved by the volunteer coaches:



The cost reduction to the criminal justice system arising from these interventions has not been quantified however of particular relevance is the 46% reduction in engagement with wider public services, the 52% reduction in risk to others and the overall reduction in chaotic behaviour of 73%.

The results showed a significant decrease in harmful behaviours including 'risk to others', which is strong evidence that a similar service would be effective with a community safety focus. The level of impact within a short time scale is also encouraging.

Case Study 6: Conditional cautions- Preston

Background

The Preston Crime and Disorder Reduction Partnership set up the Nightsafe Conditional Caution Alcohol Awareness Scheme in 2005. The scheme uses a rehabilitative condition that seeks to divert alcohol related offenders from 'more serious alcohol related crime' which can include death by dangerous driving, murder and manslaughter.

Monthly alcohol awareness sessions are run by Preston ADS. These are self-funded as offenders pay to attend and last about two hours. The session includes a presentation, a quiz and a chance for attendees to feed back, and is supplemented by hand-outs such as alcohol unit calculators, self-help literature on alcohol and drugs and important contact details.

Failure to attend sessions constitutes a breach of the Conditional Caution and without extenuating circumstances leads to prosecution for the original offence.

Impact

An evaluation report²² claims that the scheme has had the following impacts:

- Anecdotal evidence suggested that victim satisfaction was high where Conditional Cautioning addressed low level crime and the details of Conditional Cautioning were explained properly.
- Reports suggest that some offenders previously given conditional cautions had re - offended
- However, such cases were few and tended to be miss-placed referrals where an underlying alcohol dependency was identified.
- By contrast, there had been positive feedback from clients with self - reported reduced drinking levels and improved drinking patterns.

²² Preston Night safe Process Evaluation Stage 1 Report <http://www.cph.org.uk/showPublication.aspx?pubid=293>