



# Havering

LONDON BOROUGH

## CRIME & DISORDER SUB-COMMITTEE AGENDA

7.00 pm

Thursday  
20 April 2017

Town Hall, Main Road,  
Romford

Members 6: Quorum 3

### COUNCILLORS:

Ian de Wulverton (Chairman)  
David Durant (Vice-Chair)  
Garry Pain

Ray Best  
John Mylod  
Linda Van den Hende

**For information about the meeting please contact:  
James Goodwin 01708 432432**

## **Protocol for members of the public wishing to report on meetings of the London Borough of Havering**

Members of the public are entitled to report on meetings of Council, Committees and Cabinet, except in circumstances where the public have been excluded as permitted by law.

Reporting means:-

- filming, photographing or making an audio recording of the proceedings of the meeting;
- using any other means for enabling persons not present to see or hear proceedings at a meeting as it takes place or later; or
- reporting or providing commentary on proceedings at a meeting, orally or in writing, so that the report or commentary is available as the meeting takes place or later if the person is not present.

Anyone present at a meeting as it takes place is not permitted to carry out an oral commentary or report. This is to prevent the business of the meeting being disrupted.

Anyone attending a meeting is asked to advise Democratic Services staff on 01708 433076 that they wish to report on the meeting and how they wish to do so. This is to enable employees to guide anyone choosing to report on proceedings to an appropriate place from which to be able to report effectively.

Members of the public are asked to remain seated throughout the meeting as standing up and walking around could distract from the business in hand.

### **What is Overview & Scrutiny?**

Each local authority is required by law to establish an overview and scrutiny function to support and scrutinise the Council's executive arrangements. Each overview and scrutiny sub-committee has its own remit as set out in the terms of reference but they each meet to consider issues of local importance.

The sub-committees have a number of key roles:

1. Providing a critical friend challenge to policy and decision makers.
2. Driving improvement in public services.
3. Holding key local partners to account.
4. Enabling the voice and concerns to the public.

The sub-committees consider issues by receiving information from, and questioning, Cabinet Members, officers and external partners to develop an understanding of proposals, policy and practices. They can then develop recommendations that they believe will improve performance, or as a response to public consultations. These are considered by the Overview and Scrutiny Board and if approved, submitted for a response to Council, Cabinet and other relevant bodies.

Sub-Committees will often establish Topic Groups to examine specific areas in much greater detail. These groups consist of a number of Members and the review period can last for anything from a few weeks to a year or more to allow the Members to comprehensively examine an issue through interviewing expert witnesses, conducting research or undertaking site visits. Once the topic group has finished its work it will send a report to the Sub-Committee that created it and will often suggest recommendations for the Overview and Scrutiny Board pass to the Council's Executive.

### **Terms of Reference**

The areas scrutinised by the Committee are in exercise of the functions conferred by the Police and Justice Act 2006, Section 19-22 and Schedules 8 & 9.

## AGENDA ITEMS

### 1 CHAIRMAN'S ANNOUNCEMENTS

The Chairman will announce details of the arrangements in case of fire or other events that might require the meeting room or building's evacuation.

### 2 APOLOGIES FOR ABSENCE AND ANNOUNCEMENT OF SUBSTITUTE MEMBERS

(if any) – receive.

### 3 DISCLOSURE OF INTEREST

Members are invited to disclose any interest in any of the items on the agenda at this point of the meeting.

*Members may still disclose any interest in an item at any time prior to the consideration of the matter.*

### 4 MINUTES OF THE MEETING (Pages 1 - 4)

To approve as correct the minutes of the meetings held on 17 January 2017 and authorise the Chairman to sign them.

### 5 ANNUAL PREVENT REPORT (Pages 5 - 10)

To receive a presentation on the Councils Prevent Strategy.

### 6 REDUCING REOFFENDING STRATEGY (Pages 11 - 52)

To scrutinise the Councils Reducing Re-offending Strategy.

### 7 SERIOUS YOUTH VIOLENCE WORK PROGRAMME (Pages 53 - 58)

To receive a presentation on the Serious Youth Violence work programme.

### 8 VIOLENCE AGAINST WOMEN AND GIRLS WORK PROGRAMME (Pages 59 - 66)

To receive a presentation on the Violence Against Women and Girls work programme.

### 9 YOUTH OFFENDING SERVICE - UPDATE (Pages 67 - 96)

Presentation attached.

**10 UPDATE ON THE WORK OF THE SAFER NEIGHBOURHOOD BOARD** (Pages 97 - 100)

To consider the attached report.

**11 URGENT BUSINESS**

To consider any other item in respect of which the Chairman is of the opinion, by reason of special circumstances which shall be specific in the minutes that the item should be considered at the meeting as a matter of urgency.

**Andrew Beesley**  
**Head of Democratic Services**

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**MINUTES OF A MEETING OF THE  
CRIME & DISORDER SUB- COMMITTEE  
Town Hall, Main Road, Romford  
17 January 2017 (7.00 - 9.00 pm)**

**Present:**

Councillors Ian de Wulverton (Chairman), David Durant (Vice-Chair), Ray Best, John Mylod and Linda Van den Hende

**16 MINUTES OF THE MEETING**

The minutes of the meeting of the Sub-Committee held on 1 November 2016 were agreed and signed by the Chairman.

**17 NATIONAL PROBATION SERVICE - UPDATE**

Greg Tillett, Head of Barking & Dagenham, Havering and Newham London Division, National Probation Service, National Offender Management Service attended the meeting to provide an update on the work of the National Probation Service. He advised the Sub-Committee that the service had just received the first set of re-offending rates data covering the National Probation Service, Community Rehabilitation Company and Youth Offending Service.

The average re-offending rate across London was 25%, for Havering the figure was 20.7%. Across all age ranges, with the exception of the 35-39 age group. Havering had out-performed the London average.

11% of female offenders in Havering had re-offended compared to 18% across London. For male offenders the figures were Havering 22%, London 27%.

Greg would analyse the data in more detail looking specifically at offenders managed by the National Probation Service and report to the Reducing Re-Offending Group.

Whilst these figures were good it was of concern that 48.5% of those who were released from custody re-offended and this figure had remained steady across the years.

Since the changes those offenders who had served a custodial sentence of less than 12 months were now subject to supervision by either the National Probation Service or Community Rehabilitation Companies. Greg explained that if an offender was sentenced to 2 weeks custodial sentence they were likely to be released on licence after 1 week and then subject to supervision

for a year from that date. If they re-offended during that period the one year supervision would start again from the date they were released.

The Sub-Committee were informed that the Government had now authorised the use of alcohol tags in specific cases. This was voluntary and could not be used in domestic abuse cases.

The Sub-Committee noted the report.

## 18 **MOPAC POLICE AND CRIME PLAN**

The Mayor of London had produced a draft Police and Crime Plan for London for the period 2017 – 2021. The mayor required responses to the draft by no later than 23 February 2017.

Officers asked the question ‘Why is the Police and Crime Plan important to Havering?’ and provided the answer.

- Mayoral priorities would drive the allocation of resources within the London Crime Prevention Fund.
- The Police and Crime Plan would form the basis of the performance indicators by which the Council and its Partners would be judged.

The Mayor had identified two key themes in the Plan:

- A better police service for London;
- A better criminal justice service for London.

The plan went on to identify three priorities, these were:

- Keeping children and young people safe;
- Tackling violence against women and girls; and
- Standing together against extremism, hatred and intolerance.

Detective Inspector John Ross, the Point of Contact for Havering Police spoke about the changes which had come into effect on Monday 16 January 2017.

The tri-borough pathfinder had commenced on Monday with Chief Superintendent Jason Gwillim taking the role of senior officer across the three boroughs, Havering, Barking & Dagenham and Redbridge. He would be supported by a Senior Leadership Team of four, each with a defined role. John Ross was charged with Protecting Vulnerable People, there were other units for Neighbourhoods, Response and Investigation.

One of the commitments from the Mayor was to increase the number of Dedicated Neighbourhood Officers. Each ward would now have 2 PC's and 1 PCSO who could not be extracted. All these officers were now in post. Additionally Havering had been allocated 9 extra Neighbourhood Officers



who would be allocated to the wards with greatest need. Initially Romford Town Centre would receive four extra officers, Brooklands three and Gooshays two.

An update on how matters were progressing with the new structure would be brought to the next meeting of the Sub-Committee.

Officers encouraged members to submit their own individual responses to the seven questions asked by the Mayor. If members wished to submit a joint response these should be submitted to the Community Safety Manager by the 30th January to allow time for all the responses to be correlated.

The Sub-Committee noted the presentation.

## 19 **ANNUAL STRATEGIC ASSESSMENT**

Officers had provided an overview of the data being used to formulate the Havering Community Safety Partnership's Strategic Assessment. The assessment had been undertaken using data from August 2015 to August 2016 and had taken three months to complete.

The data showed an increase in reporting and recording levels for violence, domestic abuse, hate crime and Child Sexual Exploitation. The Domestic Abuse rate had risen to the 13<sup>th</sup> highest in London. Over this period we had seen a rise in Youth Violence and CSE (as rate per 1,000) bringing the borough within the 10 highest reporting boroughs in London.

Utilising the Cambridge Crime Harm Index the data revealed that just 16% of the crime (serious violence, robbery, domestic abuse, sexual offences/CSE & burglary) accounted for 72% of harm.

Having considered the presentation the Sub-Committee supported the proposed strategic priorities for Havering:

- Maintain a strong focus on reducing reoffending, especially for adults and those involved in gangs;
- Reduce repeat victimisation, especially violence against women and girls, child sexual exploitation and anti-social behaviour;
- Reduce substance misuse and the harm it causes;
- Reduce problems in communities experiencing disproportionate levels of crime; and
- Improve feelings of safety through communications.

## 20 **CRIME STATISTICS AND METROPOLITAN POLICE UPDATE**

Detective Superintendent Ross had reported on the new policing model during earlier discussions.

21 **PERFORMANCE INDICATORS - QUARTER 3**

Officers submitted the quarter 3 Performance report for 2016/17. Just three corporate performance indicators fell under the remit of this Sub-Committee. These related to the SAFE goal. Two of these indicators were currently shown as having a red RAG status, these were the number of anti-social behaviour incidents and the total notifiable offences reported. The third indicator repeat domestic violence cases referred to MARAC had a green RAG status.

The largest contributor to the total number of ASB reports this financial year was due to the multiple complaints regarding travelling communities occupying open spaces across the borough, contributing 15% of ASB calls across the borough. To address this issue a joint OSC topic group had been established to review how the Council and its partners had tackled the problem and what steps had been put in place to deal with further incursions. Additionally the Tasking Enforcement Group continued to be developed to address location based and high volume localised hotspots of anti-social behaviour.

The total number of notifiable offences had seen an increase of 4.5% compared to London wide average of 3.8%. The sub category of '@violence against the Person' had contributed to four-fifths of this increase. Quarter 3 had seen a reduction against the corresponding period last year.

The Sub-Committee noted the report.

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**Chairman**

# Prevent – Annual Review

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20<sup>th</sup> April 2017

Agenda Item 5



# Prevent

- Counter Terrorism and Security Act 2015
- Part of Government's CONTEST Strategy
- 4 Ps – Prepare, Pursue, PREVENT, Protect
- Prevent Duty - 'Due regard to the need to prevent people from being drawn into terrorism'

# Prevent in Havering

- Non Priority Borough – means no Home Office Funding
- Secured MOPAC Funding
- OFSTED Inspection – ‘In Havering coordination of services to combat radicalisation is effective and this work is well supported by the ‘Prevent’ officer, who works purposefully and in partnership with social care services to reduce risks to young people as well as to raise awareness’

# Prevent In Havering

- All schools have received Prevent Training
- Schools Officers trained on Prevent
- Workshop Raising Awareness of Prevent –  
Delivered Quarterly – 250 Trained
- Prevent is included in ‘Safeguarding week’ in October
- All venues aware of Prevent agenda to disrupt extremist speakers

# Prevent In Havering

- Havering now part of London Prevent Network. Greater learning
- Local Prevent Group established with attendance from all main statutory agencies
- All Safer Neighbourhood Teams briefed on Prevent
- Multi Agency Action Plan in place
- Exercises such as 'Griffin' and 'Argus'

# Next Steps

- Dedicated Prevent / Hate Crime Officer
- Greater Community Outreach
- Greater Tri Borough working
- Extend training through on line training programme for greater reach
- Ensure new DWOs briefed on Prevent



Reducing Reoffending Strategy  
2016-2020

DRAFT

# Document Control

## Document details

<b>Name</b>	Reducing Reoffending Strategy
<b>Version number</b>	V0.2
<b>Status</b>	Draft
<b>Author</b>	Chris Stannett, Community Safety IOM Lead
<b>Lead Officer</b>	Diane Egan, Community Safety and Development Manager
<b>Approved by</b>	
<b>Scheduled review date</b>	

## Version history

<b>Version</b>	<b>Change</b>	<b>Date</b>	<b>Dissemination</b>
<b>V0.1</b>	Initial Draft	08/08/2016	
<b>V0.2</b>	Initial Draft checked over by Lead Officer	20/09/2016	
<b>V0.3</b>	Minor draft amendments	29/12/2016	
<b>V0.4</b>			

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- Reducing Reoffending Action Plan

# 1. Foreword

Thank you for reading the Reducing Reoffending Strategy for improving community safety in the London Borough of Havering.

This Reducing Reoffending Strategy is produced by Havering Council on behalf of the Havering Community Safety Partnership. It sets out the plans and actions that the partnership aspires to as a result of this year's Strategic Assessment, which is an analysis of the crime and disorder trends in Havering over the last twelve months.

The Council's local intelligence shows that crime, disorder and fear of crime rank very highly in a list of public concerns amongst Havering residents and amongst the wider community that works in and visits the borough. This plan is the result of the focused analysis of the annual strategic assessment process, and sets out actions for the various partnership groups who are charged with bringing this plan to fruition.

Every year we face tough challenges in improving community safety but the economic climate in recent years has made this more difficult so it is important that we demonstrate to you that the work we do both makes a difference and represents good value.

Whilst the long term has seen reductions in recorded crime in the London Borough of Havering, the cost of crime to victims and communities is still unacceptable. This strategy focuses on how collaborative working can be enhanced, thereby ensuring we each target our finite resources to their maximum affect. The Havering Community Safety Partnership recognises that further reductions in crime can only be achieved via integrating our work to manage offenders in a way which gives them the best opportunity to abandon criminality and help their communities by leading law abiding lives.

Overall, Havering is one of the safest boroughs in London. This plan represents our commitment to ensuring that Havering remains a safe place in which to live, work or visit.

The Community Safety Partnership welcomes the ambitions of the new Mayor to bring us further powers in respect of probation and courts, so that there is a more joined up role across the justice system in cutting reoffending. Additionally, the Home Office Modern Crime Prevention Strategy published in March 2016 identified key national priorities in ensuring the effectiveness of the Criminal Justice System and tackling key drivers of acquisitive crime (drugs) and violence (alcohol) that contribute to reoffending.

We look forward to working in conjunction with the Mayor's Office for Policing and Crime to ensure these areas are delivered.

**Andrew Blake Herbert**  
**Chief Executive**  
**London Borough of Havering**  
**Chair of the HCSP**

**Jason Gwillim**  
**Borough Commander**  
**Havering Police**  
**Vice Chair of the HCSP**

## 2. Executive summary

It is estimated that approximately half of all crime committed is perpetrated by those who have already passed through the criminal justice system, whilst the National Audit Office's<sup>1</sup> conservative estimate of the annual cost of reoffending to society in England and Wales is between £7.4 billion to £10.7 billion. Despite significant government spending on offender management, there has been limited change in reconviction rates with almost half of those released from prison going on to reoffend again within 12 months.

The London Borough of Havering is committed to supporting those who want take a positive path in life, regardless of their previous history. In order to support them we have to be able to ensure that basic human needs are being met, which focus on food, shelter and finances. The Adult Offender Profile for Havering identified that the key areas of need identified by assessments of offenders residing in Havering were accommodation, alcohol and drugs, education, training and employment (ETE) and finances.

Havering has aligned its aims with those set out by the Ministry of Justice's successive consultations on reoffending and rehabilitation (Breaking the Cycle 2010, Punishment and Reform 2012 and Transforming Rehabilitation 2013), and the National Offender Management Service (NOMS) priorities, which are to support the justice system and prevent victimisation through reducing reoffending.

It is important to note that, whilst offender management is core business of the National Probation Service (NPS), Community Rehabilitation Company (CRC) and the Secure Estate, achieving reductions in reoffending with the most prolific and persistent offenders requires the cooperation of a variety of agencies in order to address the many challenges that these offenders face. The aims of this strategy are to:

- Develop and drive a consistent approach across agencies to information sharing and assessment and management of offenders in Havering. The outcome is improved efficiency by joining up the way local areas respond to offending.
- Support a consistent approach to recognising and commissioning what works in supporting the criminogenic needs of offenders, rehabilitation and reform, the outcome being to prevent reoffending.
- Support a targeted enforcement approach which should aim to deliver swift and sure justice to the most harmful offenders who are unwilling to engage and who show no signs of motivation to change.

These objectives can be broadly summarised as

- Information and intelligence development
- Supporting offenders (rehabilitation and reform)
- Enforcement and compliance (tough and effective punishment, payback and protecting the public)

The key performance measures will be a reduction in reoffending; particularly drug and alcohol related offending. Achieving reductions in reoffending, with focus on drug and alcohol related offences, would result in fewer acquisitive crimes, fewer violent crimes and improved safety for residents in Havering.

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<sup>1</sup> National Audit Office Transforming rehabilitation report April 28,2016

The Reducing Reoffending Strategy will be implemented and monitored through the existing Havering Community Safety Partnership structure and delivery model (attached as Appendix D).

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### 3. Introduction

#### Background

In the last financial year, the Metropolitan Police in Havering recorded 16,837 offences, with an estimated socio-economic cost equating to £104,000,000<sup>2</sup>. Crime in Havering is in line with the national average. Although crime has fallen during the long term, reductions have been behind regional and national averages. Similar trends have been observed across outer London boroughs.

Of the 16,837 recorded crimes that took place, a significant majority (13,791) went unsolved<sup>3</sup>. Of the 3,046 resolved cases, approximately 1,800 individuals went on to be accused at court in Havering. From here around 1 in 3 of those accused will go on to be assessed by the National Probation Service, whilst others may be dealt with by way of other outcomes such as formal and informal out-of-court outcomes which might not require an offender to engage with offender management services. It is important to note going forward that the number of offenders required to engage with offender and rehabilitation managers (NPS and CRC) is expected to increase dramatically following the introduction of Post Sentence Supervision (PSS) orders. This is where anyone who has received a custodial sentence of over two days will go on to report for 12 months on Probation<sup>4</sup>.

An Adult Offender Profile was completed for Havering in 2015, which is a key supporting document in the development of the Reducing Reoffending Strategy. Outlined below are some of the key findings, broken into categories which reflect the new probation cohort model:

#### Offender Statistics (raw data)<sup>5</sup>

Category	Havering	London
<b>Gender</b>	85.1% of offenders were male and 14.9% of offenders were female	Highest proportion of female offenders in London
	Over 90% of nominals who test positive for drugs are white males	Higher than average, this is reflective of demographic breakdown – Havering is one of the least ethnically diverse boroughs
<b>Age</b>	64% of offenders are aged between 26-49 years old	Comparable to the London average
	19% of offenders in Havering are 21-25	2 <sup>nd</sup> highest proportion of 21-25

<sup>2</sup> Revisions made to the multipliers and unit costs of crime used in the Integrated Offender Management Value for Money Toolkit, September 2011  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/97813/IOM-phase2-costs-multipliers.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97813/IOM-phase2-costs-multipliers.pdf)

<sup>3</sup> Nationally, 26% of crimes result in a sanctioned detection <https://www.justiceinspectorates.gov.uk/hmic/crime-and-policing-comparator/> with the Metropolitan Police recording amongst the lowest rates nationally, 18.8% in 2015-16, see <http://maps.met.police.uk/tables.htm> for monthly data on offences and detections by borough.

<sup>4</sup> See Appendix B, Transforming Rehabilitation, Ministry of Justice (2013) for further details

<sup>5</sup> Data retrieved from the 2015 Adult Offender Profile for Havering, based on raw data from Metropolitan Police crime records and drug test database, assessment data for National Probation Service and Community Rehabilitation Company

	years old	year old offenders (London average is 16%)
<b>Offences</b>	Violence against the Person is the offence category with the highest volume of offenders (32.2%)	Comparable to London average (30.6%)
	Summary motoring offences were significantly higher than the regional average. Burglary and criminal damage were proportionately higher than the regional average.	Higher than the regional average
	Almost 1 in 5 known offenders who committed offences in Havering resided in Barking & Dagenham, whilst a third of all offences with a known suspect were committed by those who live outside Havering.	11 <sup>th</sup> highest proportion of offences caused by non-borough residents, of all London boroughs
	The number of missed appointments was associated with reoffending. Of those who missed two or more appointments (with their offender manager) in the first month after their sentence started, 42% reoffended compared with 24% who missed no appointments	Regional perspective for London (Ministry of Justice Probation study).
<b>Drugs</b>	27.1% of offenders tested positive for cocaine	2 <sup>nd</sup> highest proportion of positive tests for cocaine in London (second to Bexley at 28.4% with Bromley 3 <sup>rd</sup> with 26.6%)
	27.3% of burglars tested positive for cocaine	Highest percentage of burglars testing positive for cocaine (78% higher than the regional average of 15.3%)
	High proportion of offenders who test positive for dual cocaine and opiate use	5 <sup>th</sup> highest proportion of dual cocaine and opiate use
	Drugs supply offences - 42.3% of offenders are under the age of 24.	2 <sup>nd</sup> highest proportion under the age of 24 (second to Waltham Forest)
	Note: Over 70% of all those drug tested in Havering were local residents.	Comparable to London average

## Purpose and scope

It is estimated that approximately half of all crime committed is perpetrated by those who have already passed through the criminal justice system<sup>6</sup>. The National Audit Office's

<sup>6</sup> <https://www.gov.uk/government/publications/2010-to-2015-government-policy-reoffending-and-rehabilitation/2010-to-2015-government-policy-reoffending-and-rehabilitation> Accessed 13.09.2016



conservative estimate of the annual cost of reoffending to society in England and Wales is between £7.4 billion to £10.7 billion<sup>7</sup> - this includes estimated reconviction costs per individual of up to £65,000, followed by up to £37,500 per year in prison<sup>8</sup>. Despite significant government spending on offender management, there has been limited change in reconviction rates with almost half of those released from prison going on to reoffend again within 12 months.

Nationally, the reducing reoffending agenda is led by the Ministry of Justice, who have set out to reform approaches to create a tough but intelligent criminal justice system that punishes people appropriately, but also supports them so as not to commit crime in the future. Key actions which have been set over the previous five years have included payment by results approaches to rehabilitation, effective community based punishments and wider use of tagging, meaningful and viable work and training, preventing drug abuse, integrated offender management and resettling offenders in communities. On behalf of victims, restorative justice has become more established.

A series of consultations underpinning these actions have been carried out successively since December 2010, beginning with the publication of 'Breaking the Cycle', identifying the priorities of setting an intelligent sentencing framework, effective rehabilitation and breaking the cycle of crime and prison. In March 2012, 'Punishment and Reform: effective probation services' consultation set out the proposals for radical reforms to the way in which sentences would be served. This set out objectives in respect of tough and effective punishments, reparation and restoration and rehabilitation and reform. These were followed by a series of transforming rehabilitation consultation, culminating in the 'Transforming Rehabilitation: A Strategy for Reform' in May 2013.

Havering like many other London Boroughs has been undergoing major changes in relation to how it deals with criminal justice, particularly during the past 12 months as a result of major changes to how many offenders are managed within the community. One of the most challenging aspects of managing ex-offenders and those living in the community is the level of service at our disposal with which to support offenders in addressing their 'criminogenic needs', with human and financial resources being scaled back and uncertainty surrounding external funding streams, such as the London Crime Prevention Fund.

To reduce reoffending, it is imperative that we look at the 'criminogenic needs' of the offender, to address the core root of their criminal behaviour, and progress their recovery back into the community. 'criminogenic needs' are:

- **Accommodation** – The lack of secure or appropriate accommodation can have a significant impact on an individual's likelihood of reoffending. A third of prisoners do not have settled accommodation outside of custody, despite data showing stable accommodation as being associated with reduced reoffending by more than a fifth. Having a clean, dry and safe place to sleep at night provides a solid base to start reintegrating back into society. For offender managers, knowing the location of where

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<sup>7</sup> <https://www.nao.org.uk/wp-content/uploads/2016/04/Transforming-rehabilitation-Summary.pdf> Accessed 13.09.2016

<sup>8</sup> Social Exclusion Unit (July 2002), Reducing Reoffending by Ex-Prisoners, London Social Exclusion Unit

clients are living not only makes the borough safer, it provides the vital building blocks for a range of other support services and employment.

- **Education, training and employment** – Having a job can reduce the risk of reoffending. Teaching an individual the necessary skills to seek employment offers them an avenue away from reoffending. There is a strong correlation between offending, poor literacy, language and numeracy skills and low achievement. Many offenders have a poor experience of education and no experience of stable employment. Nationally<sup>9</sup>, it is estimated that over 50% of offenders have no educational qualifications, 20% have dyslexia and 30% have learning difficulties or disabilities<sup>10</sup>.
- **Finance (including benefits and debt)** – Around half of prisoners report a history of debt, which gets worse for about a third of prisoners when they are in custody. More than 80% of offenders claim benefits upon release. For many of our offenders, having the necessary finances to cover their living essentials or debt is an issue. Many have never received advice and support regarding financial management. This is advice readily available at no cost through the Citizens Advice Bureau or the government funded Money Advice Service. Ensuring clients have sufficient lawfully obtained income to live on is vital to their rehabilitation.
- **Relationships** – Maintaining strong relationships with families and children can play a major role in helping prisoners to make and sustain changes that help them to avoid reoffending. Custodial sentences add strain on family relationships.
- **Lifestyle** (the way in which a person lives) - Offenders are disproportionately more likely to suffer from physical or mental health problems than the general population. These are often undiagnosed and needs unmet.
- **Alcohol and Drugs** – Around two-thirds of prisoners use illegal drugs in the year prior to imprisonment. Intoxication by alcohol is linked to a significant proportion of crime, particularly crimes of violence (almost 50%), whilst drug misuse is linked to significant proportions of theft and acquisitive crimes, such as burglary, vehicle crime and shoplifting.
- **Attitudes, thinking and behaviour** – Offenders are more likely to have negative social attitudes and poor self-control. Successfully addressing their attitudes, thinking and behaviour may reduce reoffending.

The pathways are interdependent and successful rehabilitation is likely to require the provision of support along several, if not all of these pathways. Services must be integrated in order to ensure that individual specific needs are addressed effectively.

The London Borough of Havering is committed to supporting those who want to take a positive path in life, regardless of their previous history. In order to support them we have to be able to ensure that basic human needs are being met, which focus on food, shelter and finances. The Adult Offender Profile for Havering identified that the key areas of need identified by assessments of offenders residing in Havering were as follows:

- Accommodation
- Alcohol and Drugs
- Education, training and employment

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<sup>9</sup> CIVITAS Institute for the Study of Civil Society 2010 - FACTSHEET- Education in Prisons

<sup>10</sup> Prison Reform Trust- No one knows publication.

- Finances

## **Vision**

We believe that all adults have choices to make in life, and it is part of our role to work with partnerships and families to help ex-offenders choose a positive pathway.

We will continue to reduce risk and harm to local communities and maintain Havering's position as one of the safest boroughs in London. The Reducing Reoffending Group will make the most efficient use of resources through partnership working, sharing knowledge of what works, replicating good practice and being data driven and intelligence led in our approach with a managed and accountable delivery structure.

We will be focusing on the wider transformation of the offender rehabilitation system in England and Wales. We will be focussing our efforts to support a step change in the way we support and rehabilitate offenders. Specifically we are looking to ensure that all prisoners, regardless of the length of their sentence, start to prepare for their reintegration back into society from the day they are imprisoned. Primarily we want to make sure their time in prison is spent productively on activities, education, and health programmes that will help to reduce the chance of reoffending again on release.

Those offenders that cause greatest concern and risk of harm to the borough will be kept in scope through our risk management panels. Individuals who fail to comply and continue to engage in criminal activity will leave us no choice but to pursue all enforcement options at our disposal.

## **Aims and objectives**

Havering has aligned its aims with those set out by the Ministry of Justice's successive consultations on reoffending and rehabilitation (Breaking the Cycle 2010, Punishment and Reform 2012 and Transforming Rehabilitation 2013), and the National Offender Management Service (NOMS) priorities, which are to support the justice system and prevent victimisation through reducing reoffending.

It is important to note that, whilst offender management is core business of the National Probation Service, CRC and the Secure Estate, achieving reductions in reoffending with the most prolific and persistent offenders requires the cooperation of a variety of agencies in order to address the many challenges that these offenders face. The aims of this strategy are to:

- Develop and drive a consistent approach across agencies to information sharing and assessment and management of offenders in Havering. The outcome is improved efficiency by joining up the way local areas respond to offending.
- Support a consistent approach to recognising and commissioning what works in supporting the criminogenic needs of offenders, rehabilitation and reform, the outcome being to prevent reoffending.

- Support a targeted enforcement approach which should aim to deliver swift and sure justice to the most harmful offenders who are unwilling to engage and who show no signs of motivation to change.

These objectives can be broadly summarised as

- Information and intelligence development
- Supporting offenders (rehabilitation and reform)
- Enforcement and compliance (tough and effective punishment, payback and protecting the public)

## Service provision

The following services and groups are in place throughout Havering in order to manage offenders.

**Community Rehabilitation Company (CRC)** – The London CRC in Havering manages in the region of 400 offenders assessed by the National Probation Service as not presenting the highest risk of imminent harm. It is their role to ensure individual cases are managed by the appropriate organisation. Offenders are divided into four different cohorts which consist of the Male Team, Female Team, Custody Team and the Community Payback Team. The various cohorts allow for targeted interventions to be aimed at the individuals according to their needs. The CRC has a number of programmes to offer which include Building Better Relationships (BBR- programme for men who have been violent or abusive in their relationships), Drink Impaired Drivers (DID), RESOLVE ( Group for impulsive and instrumental aggression in men), Steer Clear (fee-paying drink-drive programme, participants who complete it get a 25% reduction in their licence ban), Thinking Skills Programme (TSP - develop techniques to avoid crime in the future), Workwise (get offenders into work), Caring Dads (men who have physically or emotionally abused their children or their children's mother), EXIT Programme(three mandatory requirements including specialist Community Payback, supervision and a group work programme, accompanied by individual mentoring and access to social pathways), one-to-one programmes, Restorative Justice (Bringing victim and perpetrator together), Skills for life (help with literacy and numeracy) and Structured Supervision Programmes (which aim to change or 'reframe' the thoughts and attitudes and beliefs of offenders)

**National Probation Service (NPS)** – The NPS will be responsible for managing high risk of harm, Multi-Agency Public Protection Arrangements (MAPPA) (registered or eligible) and Foreign National offenders. The NPS currently deals with 320 Havering offenders (It is important to note that the NPS centre is a joint centre with neighbouring Barking & Dagenham and a total of 800 offenders are dealt with onsite in Romford). The NPS is responsible for Pre-Sentence Reports (PSRs), enforcement action when an offender does not comply with their order/ licence, assessing the offender's needs and signposting them to resettlement services which will assist them to prevent or reduce reoffending. The NPS is looking to start purchasing services from providers on a case by case basis, however it does offer the following already: An internal Community Sex Offender Group Programme, a seconded Personality Disorder specialist and link into specialist services for this group of

offenders, Victim Liaison Service, internal Housing advice worker (HAWK), Employment, Training and Education Advisor and they also provide access to the European Social Fund programme (Fund to increase labour market participation, promote social inclusion and develop the skills of the potential and existing workforce).

**Integrated Offender Management (IOM)** – Enforcement is carried out according to RAG status. Those who are on the RAG status of Red and are discussed at the main IOM Panel will have to attend regular probation appointments and will receive frequent visits to their home from the Police. Whereas those who are on the RAG status of Green have proven that they can engage with services and as a result will only receive occasional visits from the Police. Those offenders who find themselves in the Amber zone will be targeted heavily by intervention services. This is because they will either progress successfully into the Green cohort, in which case Police intervention will become lighter touch. Alternatively those offenders whom we suspect may still be involved in criminal activity will be targeted by the Police more frequently. Individuals who do not comply with their order or licence are arrested and taken back to court. There are between 75-80 IOM nominals on our list at any given time. Reintegration and resettlement plans are reviewed regularly and made specific to that individual, enabling efforts to specifically focus on the identified needs of the offender. IOM offenders are encouraged to take part in internal programmes provided by the CRC and NPS, however programmes delivered by partnership agencies such the Department of Work and Pensions (DWP) and the Westminster Drugs Project (WDP) are frequently used too. Those who proactively engage with the service and have accommodation issues can access a Rent Deposit Scheme specifically for IOM clients; however funding is currently only available until 31<sup>st</sup> March 2017. Enforcement within IOM can be carried out with varying degrees, the most severe being in the form of arrest. Other forms of enforcement include breaching an individual for not adhering to their licence or order, regular and disruptive police and probation home visits, contacting offenders employers (only done if necessary) drug testing, applying for curfews, changing licence conditions (has to be proportionate and appropriate) and the use of civil injunctions (i.e. criminal behaviour orders, protection notices, public space protection orders and dispersal powers).

**Multi-Agency Public Protection Arrangement (MAPPA)** – Enforcement is carried out according to MAPPA Categorisation. This is worked out according to the offence which has taken place and the risk of serious harm. Offenders are allocated a management category of Level 1, 2 or 3. All of the combined dictates how often the individual has to report to the police station, the number of police visits to be carried out to the offender's home and the regularity of probation appointments. If a MAPPA offender breaches their licence / order, this will result in an arrest and can lead to incarceration. (For more information on MAPPA please see Appendix C).

**Drug Intervention Programme (DIP)** – Offenders with substance misuse issues often receive a Drug Rehabilitation Requirement (DRR)/ Alcohol Treatment Requirement (ATR) from court instead of receiving a custodial sentence. As a result the offender has to engage with both probation services and treatment services. Failure to comply with this order results in the individual going back to court to be re-sentenced.

**Serious Group Violence (SGV)** – There are approximately 100 individuals (including gang members and associated offenders) being monitored by the Serious Group Violence panel,

however only 1 in 4 feature on the Police Trident Matrix (Metropolitan Police Gangs Matrix). Havering currently has a specialist commissioned gang mentoring service called Spark2Life who deliver one-to-one work with nominals identified through the Youth Offending Service and through the Serious Group Violence panel. Individuals are identified as being in a gang or at risk of being in a gang.

Enforcement is only used when all attempts to intervene have proved ineffective. Those who are over 18 will be pursued with all available options (similar to those in IOM), whereas it is recommended for those who are under 18 that suppression and enforcement should only be used to deal with those that are criminally active individuals who pose a risk to others and themselves, allowing the Police and the Youth Justice Board the opportunity to work together and decide on the best course of action for the young offender.

### **Measures of performance**

The key performance measures will be a reduction in reoffending, particularly drug and alcohol related offending. Achieving reductions in reoffending, with focus on drug and alcohol related offences, would result in fewer acquisitive crimes, fewer violent crimes and improved safety for residents in Havering.

### **Funding**

Funding will be met through internal resources. We will further seek to maximise work where possible through external funding bids.

### **Timescales**

The Reducing Reoffending Strategy is to be delivered over a four-year period.

### **Related documents**

Please refer to Appendix B for key documents list and how they relate to this strategy.

### **Consultation**

All members of the Havering Community Safety Partnership have been consulted on the proposed strategy approach and action plan.

Further consultation was carried out with:

- National Probation Service
- Community Rehabilitation Company
- Police
- London Borough of Havering Council

Presented to Reducing Reoffending Group: 10<sup>th</sup> October 2016

Approved and accepted by Reducing Reoffending Group: 19<sup>th</sup> October 2016

Presented to the Havering Community Safety Partnership: 19<sup>th</sup> October 2016  
Approved by the Havering Community Safety Partnership: 18<sup>th</sup> January 2017

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## 4. Authorisation and communication

The strategy will be authorised by the Havering Community Safety Partnership.

The stakeholders of this strategy are as follows:

- Barking & Dagenham, Havering and Redbridge NHS Trust
- Department for Work and Pensions
- Family Mosaic
- London Borough of Havering
- Metropolitan Police
- National Probation Service (NPS)
- Community Rehabilitation Company (CRC)
- Secure Estate
- Voluntary & Community Sector
- Westminster Drug Project

## 5. Implementation and Monitoring

The Reducing Reoffending Strategy will be implemented and monitored through the existing Havering Community Safety Partnership structure and delivery model. The Integrated Offender Management Panel (IOM), the Multi-Agency Public Protection Arrangements Panel (MAPPA), the Serious Group Violence (SGV) Panel, the Drug Intervention Programme (DIP) Panel and the Anti-Social Behaviour Panel and Community Multi-Agency Risk Assessment Conference (ASBMARAC) are operational sub-groups, which are overseen by the Reducing Reoffending Group.

### **Governance and delivery**

See Appendix 3: Governance and structure relating to the Reducing Reoffending Group and sub-groups.

### **Action plan**

An Action Plan is included at the end of this strategy document.

### **Monitoring action and performance**

Quarterly reports will be provided to the Havering Community Safety Partnership.

## 6. Evaluation and Review

The Reducing Reoffending Strategy and associated action plan will be delivered and monitored via the Reducing Reoffending Group, with accountability to the Havering Community Safety Partnership board on a quarterly basis.



A full in-depth evaluation and review will be completed in the final year of the strategy.

## **7. Further information**

Please contact Diane Egan, Community Safety and Development Manager or Chris Stannett Integrated Offender Management & Serious Group Violence Lead.

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## Appendix A – Equality Impact Assessments



Reducing  
Reoffending Strategy

## Appendix B – Useful reports

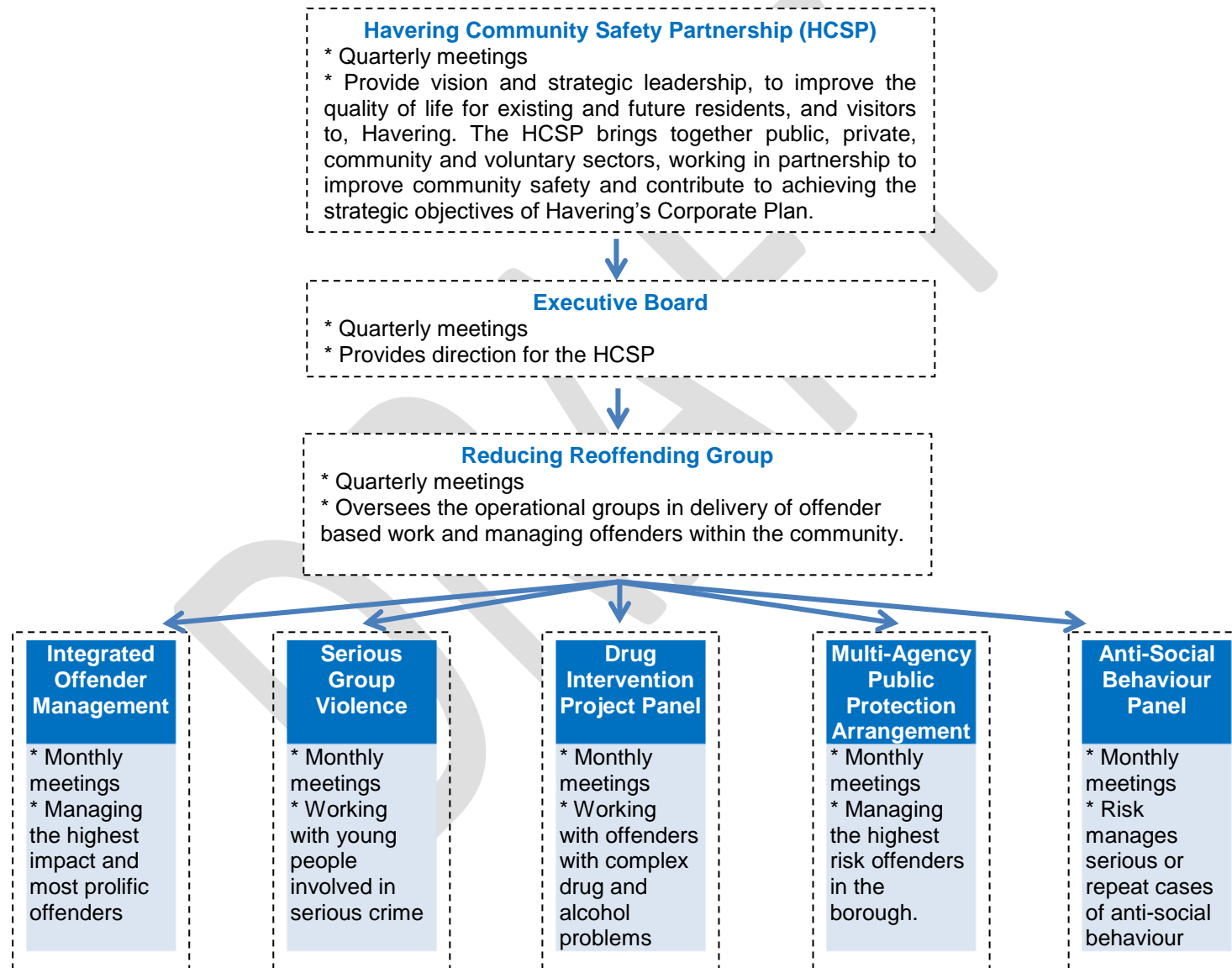
- [2010 to 2015 government policy: reoffending and rehabilitation, Home Office and Ministry of Justice \(2015\)](#)
- Adult Offender Profile, Community Safety (2015)
- [Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders, Ministry of Justice \(2010\)](#)
- [Modern Crime Prevention Strategy, Home Office \(2016\)](#)
- [Punishment and Reform: Effective Community Sentences, Ministry of Justice \(2012\)](#)
- [Reducing Reoffending in London, London Councils \(2014\)](#)
- Serious Group Violence Strategy, Community Safety Partnership (2014-2017)
- [Transforming Rehabilitation, a revolution in the way we manage offenders, Ministry of Justice \(2013\)](#)
- [Transforming Rehabilitation, a summary of evidence on reducing reoffending, Ministry of Justice \(2013\)](#)
- [Transforming Rehabilitation, a strategy for reform, Ministry of Justice \(2016\)](#)
- [Transforming Rehabilitation, Key Facts, Ministry of Justice \(2016\)](#)

## Appendix C – Operational documents of note



Quick guide to  
MAPP.A.docx

## Appendix D: Governance and structure relating to the Reducing Reoffending Group and sub-groups



## Reducing Reoffending Strategy: Action plan

Strategy Objective	Project / Action	Outcomes	Timescale	Responsible Service / Lead Person	Progress to date
<b>Information and intelligence development</b>	<p>Clear information sharing agreement for Reducing Reoffending Group and all sub groups</p> <ol style="list-style-type: none"> <li>1. Review current agreement</li> <li>2. Add/ remove members</li> <li>3. Agree frequency of renewal</li> </ol>	Free flowing information exchange between partnerships	March 2017	<ol style="list-style-type: none"> <li>1. LBH Community Safety and Police</li> <li>2. LBH Community Safety</li> <li>3. Reducing Reoffending Group decision</li> </ol>	
	<p>Agreed Data Analysis</p> <ol style="list-style-type: none"> <li>1. What offences will be monitored</li> <li>2. What data needs to be collected</li> <li>3. Agree which organisations need to provide data and single points of contact to liaise with</li> <li>4. Frequency of the data sharing</li> </ol>	Data available to inform the partnership on performance and monitoring of offending within the borough	March 2017	Decision to be made at the Reducing Reoffending Group meeting and action to be followed through by LBH Community Safety	
	<p>Develop a sub group to focus on data analysis</p> <ol style="list-style-type: none"> <li>1. Key stakeholders and representatives to be identified</li> <li>2. Frequency of data analysis group to be determined</li> <li>3. Develop a process for the group to feed back into the reducing reoffending group</li> </ol>	<p>Multi-agency sub group informing the reducing reoffending group about</p> <ul style="list-style-type: none"> <li>• Developing trends</li> <li>• Areas of concern</li> <li>• Linking work between IOM/SGV/DIP/MAPPA &amp; ASB</li> <li>• Where to focus our limited resources</li> </ul>	March 2017	Decision to be made at the Reducing Reoffending Group meeting and action to be followed through by LBH Community Safety	

Strategy Objective	Project / Action	Outcomes	Timescale	Responsible Service / Lead Person	Progress to date
	Cohort monitoring and information sharing 1. All risk management panels to have live trackers in place 2. Regular monitoring and cross referencing of those on risk management lists 3. Find a secure online system/ portal, which stakeholders can log into and securely access and share information, without sending it.	<ul style="list-style-type: none"> <li>Instant updates and snapshots of all offenders on risk management panels (IOM, SGV, MAPPA, DIP) along with their current case progress.</li> <li>Reduction in duplication of offenders being discussed at more than 1 risk management panel</li> <li>Safer and more secure way of sharing information</li> <li>Reduction in the number of pre and post meeting emails.</li> </ul>	March 2018	1. LBH Community Safety 2. LBH Community Safety 3. LBH Community Safety	
<b>Supporting Offenders</b> <ul style="list-style-type: none"> <li>Accommodation,</li> <li>Education, Training and Employment</li> <li>Finance and Debt</li> <li>Drugs and Alcohol</li> </ul>	Supporting offenders with accommodation needs 1. Apply for further funding for the Havering IOM rent deposit scheme 2. Work with London Borough of Havering and Family Mosaic in regards to accessing Derby Avenue supported accommodation 3. Progress the emergency accommodation spaces option for IOM/ MAPPA Offenders being released from prison with genuinely nowhere to go 4. Linking Offenders in with the Homeless Persons Unit 5. Support from Citizens Advice regarding mortgage/ rent arrears	Increased number of individuals in safe and stable accommodation  Improved partnership working	March 2017	1. LBH Community Safety 2. Family Mosaic 3. LBH Community Safety and LBH Housing 4. CRC/ NPS and Police 5. CRC	
	Supporting offenders with education, training and employment needs 1. Jobcentre Plus Drop- in session at Probation 2. Probation based Education/ Training / Employment workshops to take place 3. Probation based CV writing workshops including the focus on disclosure of offences 4. New Jobcentre contracts to contain an element of equal opportunities for ex-	Improved employability  Increased number of offenders in employment and training  Improved ability to fund lifestyle through legitimate income  More positive use of offenders' time  Health and Economic wellbeing of the	March 2018	1. DWP 2. CRC 3. CRC 4. DWP 5. NPS/CRC and DWP	

Strategy Objective	Project / Action	Outcomes	Timescale	Responsible Service / Lead Person	Progress to date
	<p>offenders seeking employment. For offenders who are unable to use computers, develop a sensitive disclosure pathway for benefits application.( For offenders who are A) Sex offences B) literacy issue)</p>	offender			
	<p>Supporting offenders with finance, benefits and / or debt issues.</p> <ol style="list-style-type: none"> <li>1. Run advice and support sessions on benefits at the Probation Centre.</li> <li>2. Regular Jobcentre liaison between Probation, IOM and the Reducing Reoffending Group</li> <li>3. Debt advice and signposting to be carried out in one-to-one Offender Manager Sessions.</li> <li>4. Debt advice training for frontline staff working with offenders. (To be aware of how to do a basic budgeting form and to be aware of the allocated limit/ trigger marks)</li> <li>5. Explore the possibility of Citizens Advice running debt advice sessions within the Probation Centre</li> <li>6. Develop a clear benefits pathway for Joint claimants: A) Victims of Domestic Violence B) Perpetrators of Domestic violence</li> </ol>	<p>Improved ability to budget realistically and legitimately</p> <p>More positive use of time</p> <p>Improved Partnership working</p> <p>Avoiding eviction or repossession</p> <p>Practical financial support information for victims of domestic violence</p>	March 2017	<ol style="list-style-type: none"> <li>1. DWP</li> <li>2. DWP</li> <li>3. CRC &amp; NPS</li> <li>4. CRC &amp; NPS (LBH Community Safety to work with them on this)</li> <li>5. CRC and NPS</li> <li>6. NPS/ CRC and WDP</li> </ol>	
	<p>Supporting offenders with drugs and alcohol issues</p> <ol style="list-style-type: none"> <li>1. Information and advice to be made readily available to offenders within Probation</li> <li>2. Information and Advice sheet to be compiled by WDP and made available to all frontline workers working with adult substance misusers.</li> <li>3. Increased number of drop in sessions to be offered by WDP to Offenders</li> <li>4. Emergency referrals from risk management panels to be seen within a 24hours by WDP</li> </ol>	<p>Improved knowledge and awareness of the consequences of drug and alcohol misuse</p> <p>Improved confidence from partners referring into WDP</p> <p>Decreased drug and alcohol misuse</p> <p>Improved take up of health services.</p>	<p>March 2020</p> <p>3.Baseline to be established in year 1. (Looking at a 5% increase)</p>	<ol style="list-style-type: none"> <li>1. WDP</li> <li>2. WDP</li> <li>3. WDP</li> <li>4. WDP</li> </ol>	

Strategy Objective	Project / Action	Outcomes	Timescale	Responsible Service / Lead Person	Progress to date
	<p>Offenders who have difficulties with accommodation, education/ training/ employment, finances and substance misuse may find themselves to be part of the troubled families list.</p> <ol style="list-style-type: none"> <li>1. Develop a coordinated approach for risk management panels to refer into troubled families</li> <li>2. Regularly refresh risk management lists with troubled families</li> <li>3. Agree how payment by results (PBR) income should be disseminated when adopting a multi-agency approach</li> </ol>	<p>Vulnerable families receiving extra help and funding.</p> <p>Smooth working relationship between partnerships and Troubled Families.</p> <p>Maximisation of Payment by Results claims</p> <p>Agreed process where PBR is distributed fairly amongst the partnership</p>	March 2018	<ol style="list-style-type: none"> <li>1. LBH Community Safety &amp; Troubled Families</li> <li>2. LBH Community Safety</li> <li>3. Decision to made at the Reducing Reoffending Group meeting and action to be followed through by LBH Community Safety</li> </ol>	
<p><b>Enforcement &amp; Compliance</b>  This is a joint operation between London Probation and the IOM Police Team, predominantly focusing on offenders released on licence, suspended sentence order or community payback orders. Exceptions to this will be offenders convicted of domestic abuse offences or those subject to public protection</p>	<p>Tasking borough resources to target offenders who are not engaging, who continue to commit crime or who are not complying with their licence or court conditions.</p> <ol style="list-style-type: none"> <li>1. Increased police monitoring and targeting of offenders on a RAG status of red or showing no sign of engagement/ compliance</li> <li>2. Increased number of Probation appointments, extra licence conditions for offenders on order/ licence (proportionate to concerns/ risk)</li> <li>3. For IOM offenders who fail to engage for 3+ months, an intensive background check to be carried out (For example contacting HMRC, Benefits withdrawal checks, Housing checks, GB Accelerator checks etc...) as a form of locating the individual</li> <li>4. For IOM offenders who fail to engage and cannot be located for 6+ months the use of the media (newspapers, internet, etc...) will be considered as a form of locating the individual.</li> </ol>	Tougher monitoring and policing on offenders who don't engage and offend	March 2017	<ol style="list-style-type: none"> <li>1. Police</li> <li>2. CRC/ NPS</li> <li>3. Police</li> <li>4. Police</li> </ol>	
	<p>The IOM Police Team will visit offenders to:</p> <ol style="list-style-type: none"> <li>1. Verify they live at the address given</li> </ol>	Targeted and coordinated approach to monitoring offenders	March 2017	<ol style="list-style-type: none"> <li>1. Police</li> <li>2. Police</li> </ol>	

Strategy Objective	Project / Action	Outcomes	Timescale	Responsible Service / Lead Person	Progress to date
	<ol style="list-style-type: none"> <li>2. Encourage them to comply with the conditions of their order or licence</li> <li>3. Make them aware that their conditions are being jointly monitored</li> <li>4. Enhance intelligence and information sharing between the MPS, London Probation and CRC.</li> </ol>			<ol style="list-style-type: none"> <li>3. Police</li> <li>4. Police/ NPS/ CRC</li> </ol>	
	<p>Offender Managers will take enforcement actions if the offender does not comply with their licence or order. This will include:</p> <ul style="list-style-type: none"> <li>• Warning letters</li> <li>• Breaches,</li> <li>• Extra licence conditions</li> </ul>	Effective and pro-active management of non-compliant offenders.	March 2017	1. NPS/ CRC	
	<p>For non-statutory cases the IOM single points of contact will support the IOM partnership with any necessary information in order to use civil enforcement powers. This will include:</p> <ul style="list-style-type: none"> <li>• Criminal Behaviour Orders (Injunctions)</li> <li>• Dispersal Orders.</li> </ul>	Effective and pro-active management of non-compliant offenders.	March 2017	1. All Partners	
	<p>Regular running of multi-agency risk management panels</p> <ol style="list-style-type: none"> <li>1. Facilitate and coordinate the IOM main panel meeting on a monthly basis</li> <li>2. Facilitate and coordinate the IOM mid-month panel meeting on a monthly basis</li> <li>3. Facilitate and coordinate the MAPPAs panel meeting on a monthly basis</li> <li>4. Facilitate and coordinate the SGV panel meeting on a monthly basis</li> <li>5. Facilitate and coordinate the DIP panel meeting on a monthly basis</li> <li>6. Facilitate and coordinate the ASB &amp; Community MARAC panel to take place monthly</li> </ol>	Coordination, targeting and monitoring of resources to offenders causing the greatest amount of harm to the borough, resulting in all offenders being kept in scope and making communities safer.	March 2017	<ol style="list-style-type: none"> <li>1. LBH Community Safety</li> <li>2. LBH Community Safety</li> <li>3. NPS</li> <li>4. LBH Community Safety</li> <li>5. LBH Community Safety</li> <li>6. LBH Community Safety</li> </ol>	



## Equality Impact Assessment (EIA)

### Document control

<b>Title of activity:</b>	<i>Reducing Reoffending Strategy EIA</i>
<b>Type of activity:</b>	<i>Strategy</i>
<b>Lead officer:</b>	<i>Chris Stannett, Integrated Offender Management (IOM) Lead, Community Safety and Development team</i>
<b>Approved by:</b>	<i>Diane Egan, Community Safety and Development Manager, Corporate Policy</i>
<b>Date completed:</b>	<i>04/10/16</i>
<b>Scheduled date for review:</b>	<i>04/10/2020</i>

The Corporate Policy & Diversity team requires **5 working days** to provide advice on EIAs.

<b>Did you seek advice from the Corporate Policy &amp; Diversity team?</b>	Yes
<b>Does the EIA contain any confidential or exempt information that would prevent you publishing it on the Council's website?</b>	No

# 1. Equality Impact Assessment Checklist

The Equality Impact Assessment (EIA) is a tool to ensure that your activity meets the needs of individuals and groups that use your service. It also helps the Council to meet its legal obligation under the [Equality Act 2010 and the Public Sector Equality Duty](#).

Please complete the following checklist to determine whether or not you will need to complete an EIA. Please ensure you keep this section for your audit trail. If you have any questions, please contact the Corporate Policy and Diversity Team at [diversity@havering.gov.uk](mailto:diversity@havering.gov.uk)

## About your activity

1	<b>Title of activity</b>	<i>Reducing Reoffending Strategy</i>
2	<b>Type of activity</b>	<i>Strategy</i>
3	<b>Scope of activity</b>	The Reducing Re-offending Strategy is the response of the Havering Community Safety Partnership to national and regional initiatives to reduce levels of re-offending among those in contact with the criminal justice system,
4a	<b>Is the activity new or changing?</b>	<i>new</i>
4b	<b>Is the activity likely to have an impact on individuals or groups?</b>	<i>Yes – Offenders and safer communities</i>
5	<b>If you answered yes:</b>	<i>Please complete the EIA on the next page.</i>
6	<b>If you answered no:</b>	<i>Please provide a clear and robust explanation on why your activity does not require an EIA. This is essential in case the activity is challenged under the Equality Act 2010.</i>  <i>Please keep this checklist for your audit trail.</i>

<b>Completed by:</b>	<i>Chris Stannett, Integrated Offender Management (IOM) Lead, Community Safety and Development team</i>
<b>Date:</b>	<i>04/10/16</i>

## 2. Equality Impact Assessment

The Equality Impact Assessment (EIA) is a tool to ensure that your activity meets the needs of individuals and groups that use your service. It also helps the Council to meet its legal obligation under the [Equality Act 2010 and the Public Sector Equality Duty](#).

For more details on the Council's 'Fair to All' approach to equality and diversity, please visit our [Equality and Diversity Intranet pages](#). For any additional advice, please contact [diversity@havering.gov.uk](mailto:diversity@havering.gov.uk)

Please note the Corporate Policy & Diversity Team require **5 working days** to provide advice on Equality Impact Assessments.

Please note that EIAs are public documents and must be made available on the Council's [EIA webpage](#).

### Understanding the different needs of individuals and groups who use or deliver your service

In this section you will need to assess the impact (positive, neutral or negative) of your activity on individuals and groups with **protected characteristics** (this includes staff delivering your activity).

Currently there are **nine** protected characteristics (previously known as 'equality groups' or 'equality strands'): age, disability, sex/gender, ethnicity/race, religion/faith, sexual orientation, gender reassignment, marriage/civil partnership, and pregnancy/maternity/paternity.

In addition to this, you should also consider **socio-economic status** as a protected characteristic, and the impact of your activity on individuals and groups that might be disadvantaged in this regard (e.g. carers, low income households, looked after children and other vulnerable children, families and adults).

When assessing the impact, please consider and note how your activity contributes to the Council's **Public Sector Equality Duty** and its three aims to:

- eliminate discrimination, harassment and victimisation;
- advance equality of opportunity, and
- foster good relations between people with different protected characteristics.

**Guidance on how to undertake an EIA for a protected characteristic can be found on the next page.**

## Guidance on undertaking an EIA

<b>Example: Background/context</b>							
<p><i>In this section you will need to add the background/context of your activity. Make sure you include the scope and intended outcomes of the activity being assessed; and highlight any proposed changes.</i></p> <p style="text-align: right;"><i>*Expand box as required</i></p>							
<b>Example: Protected characteristic</b>							
<p><i>Please tick (✓) the relevant box:</i></p>	<p><b>Overall impact:</b> <i>In this section you will need to consider and note what impact your activity will have on individuals and groups (including staff) with protected characteristics based on the data and information you have. You should note whether this is a positive, neutral or negative impact.</i></p> <p><b><i>It is essential that you note all negative impacts. This will demonstrate that you have paid ‘due regard’ to the Public Sector Equality Duty if your activity is challenged under the Equality Act.</i></b></p> <p style="text-align: right;"><i>*Expand box as required</i></p>						
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<b>Neutral</b>	<input type="checkbox"/>						
<b>Negative</b>	<input type="checkbox"/>						
<p><b>Evidence:</b> <i>In this section you will need to document the evidence that you have used to assess the impact of your activity.</i></p> <p><i>When assessing the impact, please consider and note how your activity contributes to the three aims of the Public Sector Equality Duty (PSED) as stated in the section above.</i></p> <p><i>It is essential that you note the full impact of your activity, so you can demonstrate that you have fully considered the equality implications and have paid ‘due regard’ to the PSED should the Council be challenged.</i></p> <ul style="list-style-type: none"> <li>- <i>If you have identified a <b>positive impact</b>, please note this.</i></li> <li>- <i>If you think there is a <b>neutral impact</b> or the impact is not known, please provide a full reason why this is the case.</i></li> <li>- <i>If you have identified a <b>negative impact</b>, please note what steps you will take to mitigate this impact. If you are unable to take any mitigating steps, please provide a full reason why. All negative impacts that have mitigating actions must be recorded in the <b>Action Plan</b>.</i></li> </ul> <p style="text-align: right;"><i>*Expand box as required</i></p>							
<p><b>Sources used:</b> <i>In this section you should list all sources of the evidence you used to assess the impact of your activity. This can include:</i></p> <ul style="list-style-type: none"> <li>- <i>Service specific data</i></li> <li>- <i>Population, demographic and socio-economic data</i></li> </ul> <p><i>Suggested sources include:</i></p> <ul style="list-style-type: none"> <li>- <i>Service user monitoring data that your service collects</i></li> <li>- <a href="#"><u>Havering Data Intelligence Hub</u></a></li> <li>- <a href="#"><u>London Datastore</u></a></li> <li>- <a href="#"><u>Office for National Statistics (ONS)</u></a></li> </ul> <p><i>If you do not have any relevant data, please provide the reason why.</i></p> <p style="text-align: right;"><i>*Expand box as required</i></p>							

## The EIA

### Background/context:

The Council understands that barriers to opportunity can also lead to anti-social and offending behaviour, By addressing the needs of ex-offenders, it is hoped to reduce repeat incidences of offending behaviour and thereby improve the community environment.

The Reducing Re-offending Strategy is the response of the local authority to national and regional initiatives to reduce levels of re-offending among those in contact with the criminal justice system,

Havering has aligned its aims with those set out by the Ministry of Justice successive consultations on reoffending and rehabilitation (Breaking the Cycle 2010, Punishment and Reform 2012 and Transforming Rehabilitation 2013), and the National Offender Management Service (NOMS) priorities, which are to support the justice system and prevent victimisation through reducing reoffending.

The vision for the Councils reoffending strategy is to ensure that every ex-offender in or returning to the Borough receives the right services.

The strategy seeks to facilitate a reduction in re-offending at a local level by drawing together and building on the knowledge and expertise of the many agencies already engaged in resettlement work. It strives to promote innovation, highlight examples of good practice and identify areas for development. Its key theme is 'addressing need through partnerships'

The aims of this strategy are

- Information and intelligence development - develop and drive a consistent approach across agencies to information sharing and assessment and management of offenders in Havering. The outcome is improved efficiency by joining up the way local areas respond to offending.
- Supporting offenders (rehabilitation and reform) - support a consistent approach to recognising and commissioning what works in supporting the criminogenic needs of offenders, rehabilitation and reform. The outcome being to prevent reoffending.
- Enforcement and compliance - support a targeted enforcement approach which should aim to deliver swift and sure justice to the most harmful offenders who are unwilling to engage and who show no signs of motivation to change.

The strategy has several work streams these are outlined below: Each work stream has specific activity and targets which are influenced by the specific needs of the offender (this is inclusive of any diversity needs).

- Accommodation
- Education, training and employment
- Drugs and alcohol
- Finance, debt and benefit

The delivery and coordination of the Reducing Re-offending strategy is overseen by the Reducing Re-offending Group .This group is chaired by the Assistant Chief Officer of the National Probation Service.

There are a range of agencies involved in the delivery of the Strategy, specifically:

- National Probation Service
- Community Rehabilitation Company
- Police

- London Borough of Havering
- Family Mosaic
- Public Health
- Bass Hostel
- Mental Health Services
- Westminster Drugs Project
- Department Work Pensions
- Education/ Pupil Referral Units

*\*Expand box as required*

<b>Age:</b> Consider the full range of age groups	
<i>Please tick (✓) the relevant box:</i>	
<b>Positive</b>	✓
<b>Neutral</b>	
<b>Negative</b>	

**Overall impact:**  
 Probation services have recognised that offenders needs will vary according to age. An 18 year old offender will have completely different needs to that of a 65 year old offender. As a result the London Community Rehabilitation Company have taken this into consideration and created a new cohort model that is reflective of an offender's age.

The cohorts which take account of age are:

- 18-25 year old males – more specific focus on the transition from Youth to Adult and sourcing education and training opportunities for younger offenders
- 26-49 Year old males – This cohort is also known as the working age male cohort. It specifically looks at the skills of the offender and tries to get them into Employment.
- Males 50+ - Focused work around entrenched re-offending

In Havering there appears to be higher representation (compared to other London Boroughs) in terms of young offenders between the 21- 25 year olds. This is also mirrored within the local Havering Integrated Offender Management (IOM) cohort where approximately 40% of the cohort are aged 18-25 years old. As a result the IOM Panel is chaired by the Probation 18-25 cohort Senior Probation Officer (SPO) in order to reflect this.

	<p>Highlighted in the Adult Offender Profile and reflected in the Reducing Reoffending Strategy, there are several key offender needs appearing which cross all the age groups. This includes:</p> <ul style="list-style-type: none"> <li>• Accommodation</li> <li>• Education training and employment</li> <li>• Debt and financial issues</li> <li>• Drugs and alcohol/</li> </ul> <p>Addressing the above needs will be a key for aiding the resettlement and reintegration of offenders back into society. Any further interventions required for offenders relating to their age, will be highlighted through probations assessment process and addressed in their bespoke supervision sessions.</p> <p style="text-align: right;"><i>*Expand box as required</i></p>
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<p><b>Evidence:</b></p> <ul style="list-style-type: none"> <li>• Suspect data for Havering shows that the 18-25 age group are most over-represented in terms of offending. Rates of offending rise rapidly from 14 upwards before taking a steady decline from 25 upwards</li> <li>• Numerically, 26-34 and 35-49 male age groups have seen the largest increase in number of assessments in 2014.(Compared to the year before)</li> <li>• There were 40 offenders aged 18-20 assessed, whereas the Metropolitan Police accused 398 18-20 year olds of crimes during the same period (indicating that just 10% of 18-20 year old offenders were known to NPS/CRC in 2014).</li> <li>• Most offenders assessed were aged 26-49 (64%). Havering had amongst the lowest representation of all London boroughs for offenders aged 18-20, whereas there was a higher representation for 21-25 year olds.</li> </ul> <p style="text-align: right;"><i>*Expand box as required</i></p>
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<p><b>Sources used:</b></p> <p>Havering Adult Offender Profile  <a href="http://www.londoncrc.org.uk/">http://www.londoncrc.org.uk/</a></p> <p style="text-align: right;"><i>*Expand box as required</i></p>
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<b>Disability:</b> Consider the full range of disabilities; including physical mental, sensory and progressive conditions		
<i>Please tick (✓) the relevant box:</i>		<p><b>Overall impact:</b>            Due to recent restructures within the Probation Service and the Community Rehabilitation company not all information around disability has been available. Going forward we have been informed that this information should be accessible. It must be noted that this information is very subjective and only given on a voluntary basis. Many individuals with disabilities do not see themselves as with a disability and therefore will not declare it. However there are not considered to be any negative or adverse impacts on this protected characteristic as any intervention would be developed on a needs led basis. Any issues that are identified at referral stage would be factored into the services required by the offender</p> <p style="text-align: right;"><i>*Expand box as required</i></p>
<b>Positive</b>		
<b>Neutral</b>	(✓)	
<b>Negative</b>		
<p><b>Evidence:</b>            Information on this Characteristic will be available very soon. However it is subject to the offender disclosing on a voluntary basis.</p> <p style="text-align: right;"><i>*Expand box as required</i></p>		
<p><b>Sources used:</b></p> <p style="text-align: right;"><i>*Expand box as required</i></p>		

<b>Sex/gender:</b> Consider both men and women		
<i>Please tick (✓) the relevant box:</i>		<p><b>Overall impact:</b>            In Havering 85.1% of offenders are male and 14.9% of offenders are female. Havering has the highest proportion of female offenders in London and also the 5<sup>th</sup> highest proportion of opiate users in London.</p> <p>Within probation services there is a recognition that the needs of female offenders may vary substantially to those of males. As a result the London Community Rehabilitation Company has made females an offending cohort of its own. There are a number of complex issues which female offenders have to deal with on a daily basis, often resulting in the sense of entrapment.</p> <p>Issues around:</p> <ul style="list-style-type: none"> <li>• Sexual abuse</li> <li>• Domestic Violence</li> <li>• Attempted suicide</li> <li>• Education training and employment</li> <li>• Childcare</li> <li>• Debt</li> </ul> <p><i>The London Borough of Havering in conjunction with Probation services has</i></p>
<b>Positive</b>	✓	
<b>Neutral</b>		
<b>Negative</b>		



*developed a Women's Empowerment Programme (WEP). The programme is designed to help female offenders feel that they can cope and that there are services out there to help them.*

*Topics such as relationships & domestic violence, self-esteem, sexual health, finance, cooking on a budget, drugs and alcohol are addressed in this.*

*Specialist presenters from the NHS, Westminster Drugs Project, Citizens advice Bureau and more come along to provide advice and offer a self-referral route into their service.*

*Whilst we understand that there is a disproportionality of men perpetrating Domestic Violence, the interventions that would be put in place for this group will be developed under the Violence Against Women & Girls (VAWG)*

*Strategy. Female offenders will have access to the Independent Domestic Violence Advisor (IDVA) service and they can also be referred into the local Woman's Aid service.*

*Males who are victims of domestic violence may be referred into the new male domestic violence service MENDAS.*

*A list of possible perpetrator interventions run by both the Community Rehabilitation Company (CRC) and National Probation Service (NPS) can be noted within Section 4 of the Reducing Reoffending Strategy 2016-2020.*

*Some of which include:*

- Building Better Relationships (BBR- programme for men who have been violent or abusive in their relationships),*
- RESOLVE (Group for impulsive and instrumental aggression in men)*
- Caring Dads (men who have physically or emotionally abused their children or their children's mother)*

*\*Expand box as required*

**Evidence:**

- Over 50% of women in prison report having suffered Domestic Violence.
  - Of all women sent to prison 37% attempted suicide.
  - 1 in 3 women have reported to have experienced sexual abuse.
  - 51 % of woman leaving prison are reconvicted within one year...
- 58% of those women identify unemployment and skills as a contributing factor.
- It is estimated that 4 out of 10 female prisoners are mothers.
  - Most recent figures suggest 24% of woman in prison were serving time due to drug offences.
  - 40% of woman left school before the age of 16.

*\*Expand box as required*

**Sources used:**

Rehabilitation Company (CRC) and National Probation Service (NPS) direct  
<https://www.gov.uk/government/organisations/national-probation-service>  
<http://www.londoncrc.org.uk/>  
<http://www.womeninprison.org.uk/>  
<http://mendas.com/index.php>

*\*Expand box as required*

**Ethnicity/race:** Consider the impact on different ethnic groups and nationalities

<i>Please tick (✓) the relevant box:</i>		<b>Overall impact:</b> <p>The over-representation of BME groups in the criminal justice system as a whole is well known and extensively documented in both quantitative and qualitative studies.</p> <p>In Havering the ethnic make-up of offenders tends to reflect the borough make-up, with 70% of White persons contributing to the highest volume of offences. Whilst this might seem high, it's in keeping with the borough profile. However in certain categories those offenders described as Black (including Mixed Race) are over-represented for a range of crimes, most notably personal robbery offences (however, it should be noted that this is a relatively low volume category of crime in Havering.</p> <p>For perpetrators of ethnicity/ racial crimes there are a number of programmes available through probation services. The two most notable are:</p> <ul style="list-style-type: none"> <li>• Thinking Skills Programme (TSP)- this is where an offender would learn how to develop techniques to avoid committing this sort of crime in the future.</li> <li>• Structured supervision sessions. – used to change or 'reframe' the thoughts, attitudes and beliefs</li> </ul> <p style="text-align: right;"><i>*Expand box as required</i></p>
<b>Positive</b>	✓	
<b>Neutral</b>		
<b>Negative</b>		

<b>Evidence:</b> <ul style="list-style-type: none"> <li>• Those classified as White/IC1 account for the highest volume of offenders (accused) in Havering ranging from 52% of theft person offenders to 82% for hate crime. White offenders tended to contribute to over 70% of accused for most categories of crime, the notable exception being street crimes (personal robbery and theft person). For personal robbery there was a notable overrepresentation of those accused who were described as Black/IC3, accounting for 32% of offenders despite only making up 5.9% of Havering's population. For theft person, and in particular distraction thefts and pickpocketing, there was a notable overrepresentation of those accused who were described as IC2 (i.e. Romanian, Roma), accounting for 27% of offenders. It should be noted that street crime offences are low volume categories of crime.</li> </ul> <p style="text-align: right;"><i>*Expand box as required</i></p>
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<b>Sources used:</b> <p>Rehabilitation Company (CRC) and National Probation Service (NPS) direct  <a href="https://www.gov.uk/government/organisations/national-probation-service">https://www.gov.uk/government/organisations/national-probation-service</a>  <a href="http://www.londoncrc.org.uk/">http://www.londoncrc.org.uk/</a>  <a href="http://www.irr.org.uk/research/statistics/criminal-justice/">http://www.irr.org.uk/research/statistics/criminal-justice/</a></p> <p style="text-align: right;"><i>*Expand box as required</i></p>
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<b>Religion/faith:</b> Consider people from different religions or beliefs including those with no religion or belief	
<i>Please tick (✓) the relevant box:</i>	<b>Overall impact:</b>

<b>Positive</b>		<p>Due to recent restructures within the Probation Service and the Community Rehabilitation company not all information around Religion/ Faith has been easily accessible. Going forward we have been informed that this information should be accessible. It must be noted that this information is very subjective and only given on a voluntary basis.</p> <p>However there are not considered to be any negative or adverse impacts on this protected characteristic as any intervention would be developed on a needs led basis. Any identified issues or needs required by a person's faith or belief system that is identified through the assessment process, will be reflected in their bespoke probation supervision sessions.</p>
<b>Neutral</b>	✓	
<b>Negative</b>		

*\*Expand box as required*

**Evidence:**  
*Information on this Characteristic will be available very soon. However it is subject to the offender disclosing on a voluntary basis.*

*\*Expand box as required*

**Sources used:**

*\*Expand box as required*

<b>Sexual orientation: Consider people who are heterosexual, lesbian, gay or bisexual</b>	
<i>Please tick (✓) the relevant box:</i>	
<b>Positive</b>	
<b>Neutral</b>	✓
<b>Negative</b>	

**Overall impact:**  
 Due to recent restructures within the Probation Service and the Community Rehabilitation company not all information around lesbian, gay and bisexual offenders has been easily accessible. Going forward we have been informed that this information should be accessible. It must be noted that this information is very subjective and only given on a voluntary basis.  
 However there are not considered to be any negative or adverse impacts on this protected characteristic as any intervention would be developed on a needs led basis. Any issues that are identified at referral stage would be factored into the services required by the offender

*\*Expand box as required*

<p><b>Evidence:</b>  <i>Information on this Characteristic will be available very soon. However it is subject to the offender disclosing on a voluntary basis.</i></p>
<i>*Expand box as required</i>
<p><b>Sources used:</b></p>
<i>*Expand box as required</i>

<p><b>Gender reassignment:</b> Consider people who are seeking, undergoing or have received gender reassignment surgery, as well as people whose gender identity is different from their gender at birth</p>	
<p><i>Please tick (✓) the relevant box:</i></p>	<p><b>Overall impact:</b>          Due to recent restructures within the Probation Service and the Community Rehabilitation company not all information around gender reassignment has been available. Going forward we have been informed that this information should be accessible. It must be noted that this information is very subjective and only given on a voluntary basis. However there are not considered to be any negative or adverse impacts on this protected characteristic as any intervention would be developed on a needs led basis. Should any needs be identified through the assessment process, these issues will be reflected in their bespoke probation supervision sessions.</p>
<p><b>Positive</b></p>	
<p><b>Neutral</b></p>	
<p><b>Negative</b></p>	
<i>*Expand box as required</i>	
<p><b>Evidence:</b>  <i>Information on this Characteristic may be available very soon. However it is subject to the offender disclosing on a voluntary basis.</i></p>	
<i>*Expand box as required</i>	

**Sources used:**

*\*Expand box as required*

**Marriage/civil partnership: Consider people in a marriage or civil partnership**

<i>Please tick (✓) the relevant box:</i>		<b>Overall impact:</b>
<b>Positive</b>		<i>n/a-</i> Normally this applies to employment only (for pension rights and financial arrangements)  If this is in relation to domestic violence within a marriage /civil partnership. Steps can be taken to remove the partner through assistance from the Independent Domestic Violence Advisor, Havering Woman’s Aid or Mendas. For more information please revert to the sex/ gender characteristics above.  <i>*Expand box as required</i>
<b>Neutral</b>	✓	
<b>Negative</b>		

**Evidence:**

*\*Expand box as required*

**Sources used:**

*\*Expand box as required*

**Pregnancy, maternity and paternity: Consider those who are pregnant and those who are undertaking maternity or paternity leave**

<i>Please tick (✓) the relevant box:</i>		<b>Overall impact:</b>
<b>Positive</b>	✓	Due to recent restructures within the Probation Service and the Community Rehabilitation company not all information around pregnancy, maternity and paternity has been available. Going forward we have been informed that this information may be accessible. It must be noted that this information is very subjective and only given on a voluntary basis.
<b>Neutral</b>		
<b>Negative</b>		In multi-agency risk panels this is something that is often dealt with on a case by case basis, partnerships and lead agencies will check that the offenders is linked in with the health visitor, that the individual is set up with a GP and depending on their/ their partners offending history or possible substance

misuse social services would be notified. Where there is a concern a Merlin report is raised, This is a report which is entered onto the police computer system and it also triggers a safeguarding alert. (Please note that parental consent is not required for this under the Human Rights Act of 1998)

–

Domestic Violence needs to be taken into consideration when dealing with an offender under this characteristic. Approximately 33% of domestic violence incidents start to get worse when the female is pregnant. It should be noted that a female offender is almost twice as likely to be a victim of Domestic Violence than a non-offender,

There are a number of routes available to raise concern around domestic violence when an offender is pregnant or on maternity. This can be through their:

- GP
- Midwife
- Obstetrician
- Health visitor
- Social worker
- Probation officer
- Drugs and alcohol worker
- Other professionals.

As highlighted under the sex/ gender characteristic the individual can then be referred to the Independent Domestic Violence Advisor or to Havering Woman's Aid.

Further work is being done between Public Health England, the National Probation Service and the London Community Rehabilitation Company to make sure that all offenders are given equal opportunity to access primary health care (IE: GP's, Dentists etc.). Therefore any offender that is released as No Fixed Abode (NFA) will be able to use either the Probation Centre address or the drugs and alcohol services address as a care of address.

At present there are not considered to be any negative or adverse impacts on this protected characteristic as any intervention would be developed on a needs led basis. Should any needs be identified through the assessment process, these issues will be reflected in their bespoke probation supervision sessions.

*\*Expand box as required*

**Evidence:**

- Nationally 30% of women experience domestic violence in some way shape or form
- Over 50% of women in prison report having suffered Domestic Violence.
- Over 1/3 of domestic violence incidents starts to get worse when a woman is pregnant.
- One midwife in five knows that at least one of her expectant mothers is a victim of domestic violence
- A further one in five midwives sees at least one woman a week who she suspects is a victim of domestic violence

\*Expand box as required

**Sources used:**

<http://www.refuge.org.uk/get-help-now/what-is-domestic-violence/domestic-violence-and-pregnancy/>  
<http://www.nhs.uk/conditions/pregnancy-and-baby/pages/domestic-abuse-pregnant.aspx>

\*Expand box as required

**Socio-economic status:** Consider those who are from low income or financially excluded backgrounds

Please tick (✓) the relevant box:

**Positive**

✓

**Neutral****Negative****Overall impact:**

Good health is a fundamental pre-requisite of effective resettlement since it is often required to access offender programmes and other services. Health is a particularly important issue for the offender population for a number of reasons. Offenders can quite often suffer the same health inequalities as other deprived sections of the community. Offenders may be likely to present with the negative effects of substance misuse, issues relating to mental health and the negative impacts that this can have on a person's ability to cease reoffending. The strategy aims to address poor health among all those in contact with the criminal justice system through referral to appropriate health services.

*Many of the interventions identified at resettlement stage related to health (specifically substance misuse) may not be dealt with under the Reducing Reoffending Strategy, but may be delivered through Drugs and Alcohol Strategy. Failure to comply with any of these interventions (Such as Drug Rehabilitation Requirements and Alcohol Treatment Requirements) may lead to could arrest and re-appearance at court.*

**Finance**

40% of offenders have highlighted finances as a contributing factor to their offending. A further 60% stated that their lifestyle was the main contributing factor toward their offending. 35% of drugs and alcohol users stated that substance misuse was the contributing factor towards their offending. All of the above require money to maintain. Often offenders will borrow money from friends, family, banks, loan sharks and also revert to crime in order to try and maintain their current position. As a result massive debts can occur, relationships can be broken, court costs and victim cost will occur. Financial

	<p>entrapment can become all-encompassing with the feeling of no escape. The Reducing Reoffending Strategy recognizes this and highlights the use of the Citizens Advice Bureau and the Money Advice service as a route to exiting. Support around debts, arrears, credit unions and basic money saving advice is provided.</p> <p>Finance and debt is addressed regularly with the female offender cohort through the Woman's Empowerment Programme (WEP).</p> <p><b>Universal Credit</b>  The introduction of Universal Credit could have significant financial implications both positive and negative. Universal Credit is designed to encourage people back into work. Those who would find themselves in employment but on a very low income (lower than on benefits) would find their wages topped up by universal credit. However sanctions imposed by the Department of Work and Pensions will be significant, with the worst case scenarios being penalized for up to 3 years. Offenders are mischievous by nature therefore it is not unreasonable to expect that a number of them will be affected by the sanctions. (Those who are sanctioned will be able to claim hardship, this is where an individual will have their income reduced by 40%-60% depending on their circumstances)</p> <p>The other main fear with Universal Credit is that of the single payment. Offenders will be receiving their benefits and if applicable housing benefit all in one amount, as highlighted above lifestyle, debt and substance misuse may be distractions for individuals to spend their rent money on. As a result incurring big financial debts. Offenders who have been identified as in debt or at high risk of not paying their housing benefit to their landlords (drug users, alcoholics, gamblers etc) can be individually dealt with on a case by case basis by the Department of Work and Pensions (DWP) in order to find a suitable solution for all. In Havering Universal Credit is not expected to go live until February 2017 and will be fully operational by 2021. At present Havering only has approximately 800 individuals on Universal Credit.</p> <p style="text-align: right;"><i>*Expand box as required</i></p>
<p><b>Evidence:</b></p>	<ul style="list-style-type: none"> <li>• 39.8% offenders in Havering identified finance as a contributing factor to their offending</li> <li>• 59.8% offenders in Havering identified lifestyle as a contributing factor to their offending</li> <li>• 34.7% offenders in Havering identified drugs as a contributing factor to their offending</li> <li>• 35.3% offenders in Havering identified alcohol as a contributing factor to their offending</li> <li>• 23.8% offenders in Havering identified accommodation as a contributing factor to their offending</li> </ul> <p style="text-align: right;"><i>*Expand box as required</i></p>
<p><b>Sources used:</b></p>	<p>Havering adult offender profile  <a href="https://www.gov.uk/universal-credit/overview">https://www.gov.uk/universal-credit/overview</a></p> <p style="text-align: right;"><i>*Expand box as required</i></p>



## Action Plan

In this section you should list the specific actions that set out how you will address any negative equality impacts you have identified in this assessment.

Protected characteristic	Identified negative impact	Action taken to mitigate impact*	Outcomes and monitoring**	Timescale	Lead officer
ALL			Whilst there are no identified adverse impacts across any protected characteristics it is considered that in order to effectively assess further impacts that diversity monitoring is undertaken on any of the initiatives undertaken as part of this strategy.	To be developed and in place in time for the review of the Strategy in 2020	Chris Stannett
Disability Religion/ faith Sexual orientation Gender reassignment Pregnancy, Maternity and Paternity	Due to recent restructures within the Probation Service and the Community Rehabilitation company not all information around protected	Community Rehabilitation Company and NPS now think that they can start sourcing the information. However it will be subjective as the majority of it is	Whilst there are no identified adverse impacts from the protected characteristics, information we might receive in the future may highlight trends we have not previously considered.	31 <sup>st</sup> October 2017	Chris Stannett

	characteristics has been available.	down to voluntary disclosure.			

\* You should include details of any future consultations you will undertake to mitigate negative impacts

\*\* Monitoring: You should state how the negative impact will be monitored; how regularly it will be monitored; and who will be monitoring it (if this is different from the lead officer).

**Review**

The EIA is to be reviewed at the same time as the Reducing Reoffending Strategy.

The next review date: 04/10/2020



# Havering

LONDON BOROUGH

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Agenda Item 7



# **Serious Group Violence**

## **Overview and Scrutiny**

### **2016-2017**

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Diane Egan – Community Safety and Development Team Manager



# Serious Group Violence (SGV) Panel

## 2016-2017

Between April 2016 – March 2017 the Havering SGV Panel monitored **112\*** different nominals. Of which 1 in 4 feature on the Police Trident Gangs Matrix.

- 164 cases came to notice where a risk had been identified & 164 cases were discussed at panel where a resulting action was required.

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On average 14.75 nominals came to notice each month where a risk was identified.

On average 82% of nominals monitored under SGV do not come to notice each month

The last Havering SGV meeting took place on 2<sup>nd</sup> March 2017. A new Tri-Borough partnership meeting is to take place on the 20<sup>th</sup> April 2017.



## Mentoring Programme

1:1 sessions given to nominals identified through the Serious Group Violence Panel and the Youth Offending Service

- **307** Hours of mentoring carried out by Spark2Life.
- **25** Different young people
- Average of 12hours per nominal
- **85%** of all sessions were attended.

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## Gangs Training

**181** front line workers took part in gangs training this year.

- Level **1** & Level **2** training available
- **84%** felt better equipped to identify individuals at risk or involved in gang activity.

## Schools Programme

**Junior Citizens - 1,578** transition Year 6/7 pupils . **97%** showed an increased awareness of how to keep safe.

**Gangs Schools Programme - 96** Gangs awareness sessions in **13** Schools/ Colleges/ PRU's. A total of **2,846** student were spoken to with **98%** showing an attitudinal change.

Session Type	No. of Session type	Total No. Children
1:1	40	40
Small Class	25	156
Assembly	30	2650

## Havering Gangs Conference

- Focus on gangs, knife crime and the overlap between CSE/ Missing Persons / County lines.
- Attended by 150 professionals
- Feedback was very positive



# East Area (EA) Gangs Unit

## EA Gangs Partnership

Monthly partnership meeting, briefing on the gang nominals causing the most amount of / highest risk of harm to Barking & Dagenham, Havering and Redbridge

- Management plans for Red/Amber Matrix nominals
- Discuss prison release cases & devise management plans
- Relocation of gang involved/ at risk nominals
- Discuss enforcement options CBO's, Banning Orders, Exclusion Zones...

## Gangs Unit

Specialist and proactive policing to target and disrupt those involved in gang activity and Serious Youth Violence (SYV) in the London Boroughs of Barking and Dagenham, Havering and Redbridge.

- Intelligence and evidence
- Enforcement
- Work in partnership

**1<sup>st</sup> Meeting taking place 20<sup>th</sup> April 2017**



## Gangs Unit Resources

1 x

- Detective Inspector

25 x  
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- Detective Sergeant

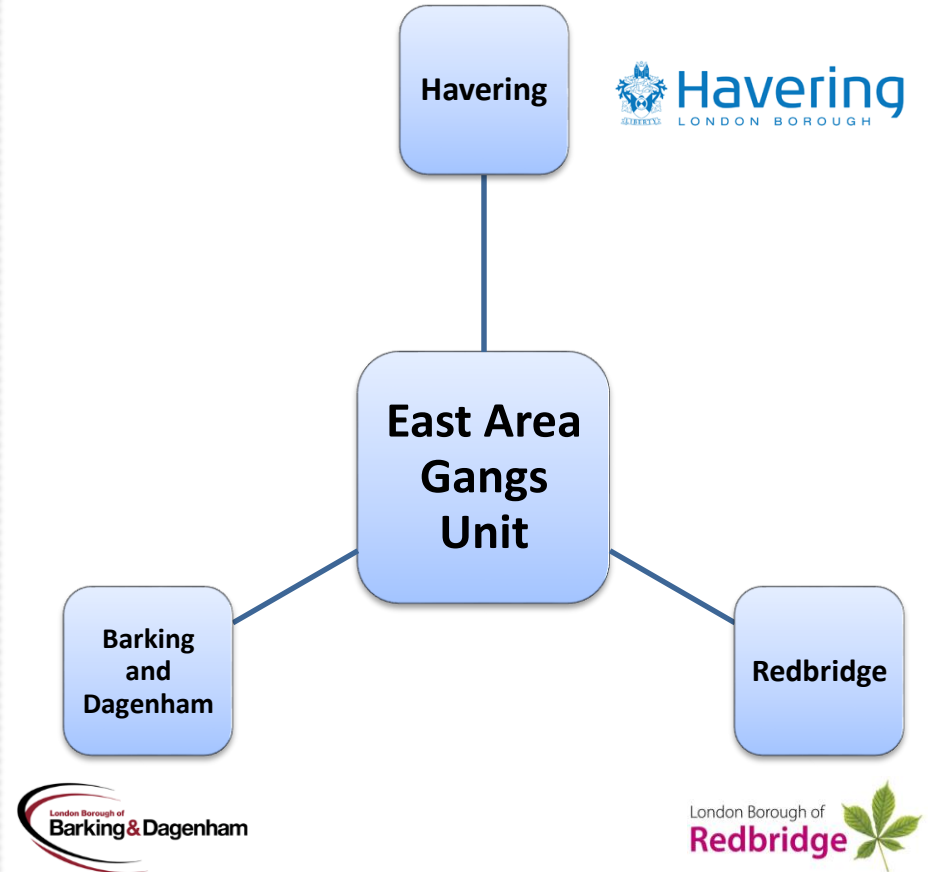
4 x

- Detective Constable

8 x

- Police Constable

## Tri-Borough information Gathering





# VAWG Work Programme

Diane Egan

Community Safety and Development Manager

# The VAWG Strategy

**The Violence Against Women and Girls Strategy (VAWG) 2014-17** was produced by Community Safety and approved by the Havering Community Safety Partnership. The VAWG Partnership meets quarterly to inform and implement the VAWG Action Plan

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Preventing Violence & Abuse

- Provision of Services
- Pursuing Perpetrators
- Partnership Working

# Prevention and Early Identification

- Resource guides
- Bitesize
- Internet
- Conference
- Networking events
- Strategy leads (FGM/CSE BHRUT etc)
- Community Forums
- Training Offer
- Education workshops
- Regular updates to networks – Spotlights etc.
- DVCN Newsletter

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# Provision of Intervention Services

- MARAC
- IDVA Service Colocations
- Specialist local and regional support services – HWA, SWA etc.
- CYP specialist therapeutic support
- CJS
- Housing
  - Child protection
  - Health
  - Empower female offenders experiencing VAWG
  - Referral pathways for sex workers with substance misuse needs
  - Develop training package on sexual exploitation for practitioners – HTF
  - CSE – SGV conference, gangs training, spark 2 life etc.

# Protect victims and take enforcement against perpetrators

- National Probation Service and Community Rehabilitation Company manage perpetrators effectively
- Havering Police take steps to ensure that recommendations made by the HMIC for the Metropolitan Police to improve their response to domestic abuse
- Engage General Practitioners in the co-ordinated response to VAWG
- Utilise the Integrated Offender Management Panel to target / manage domestic abuse/VAWG offenders who are engaged in other types of crime.
- Improve the ability to achieve evidential prosecutions.
- Provide access to alcohol and drug intervention treatment programmes for victims and perpetrators.

# Intelligence and Information

- Ensure that all work to address VAWG is informed by information and intelligence.
- Implement the Information Sharing to Tackle Violence (ISTV) legislation within Havering
- Obtain local data from the Crown Prosecution Service on outcomes.
- Improve locally available information regarding less understood areas of VAWG.
- Map out all service provision to address VAWG within the London Borough of Havering.

## Providing Comment

As the new draft VAWG Strategy comes together we welcome input from partners, stakeholders and service users.

Comments, Feedback and Criticism can be provided to :

- Diane Egan, Community Safety & Development Manager
- Jane Eastaff, Community Safety Partnerships Officer

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# Havering

LONDON BOROUGH

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[www.havering.gov.uk](http://www.havering.gov.uk)

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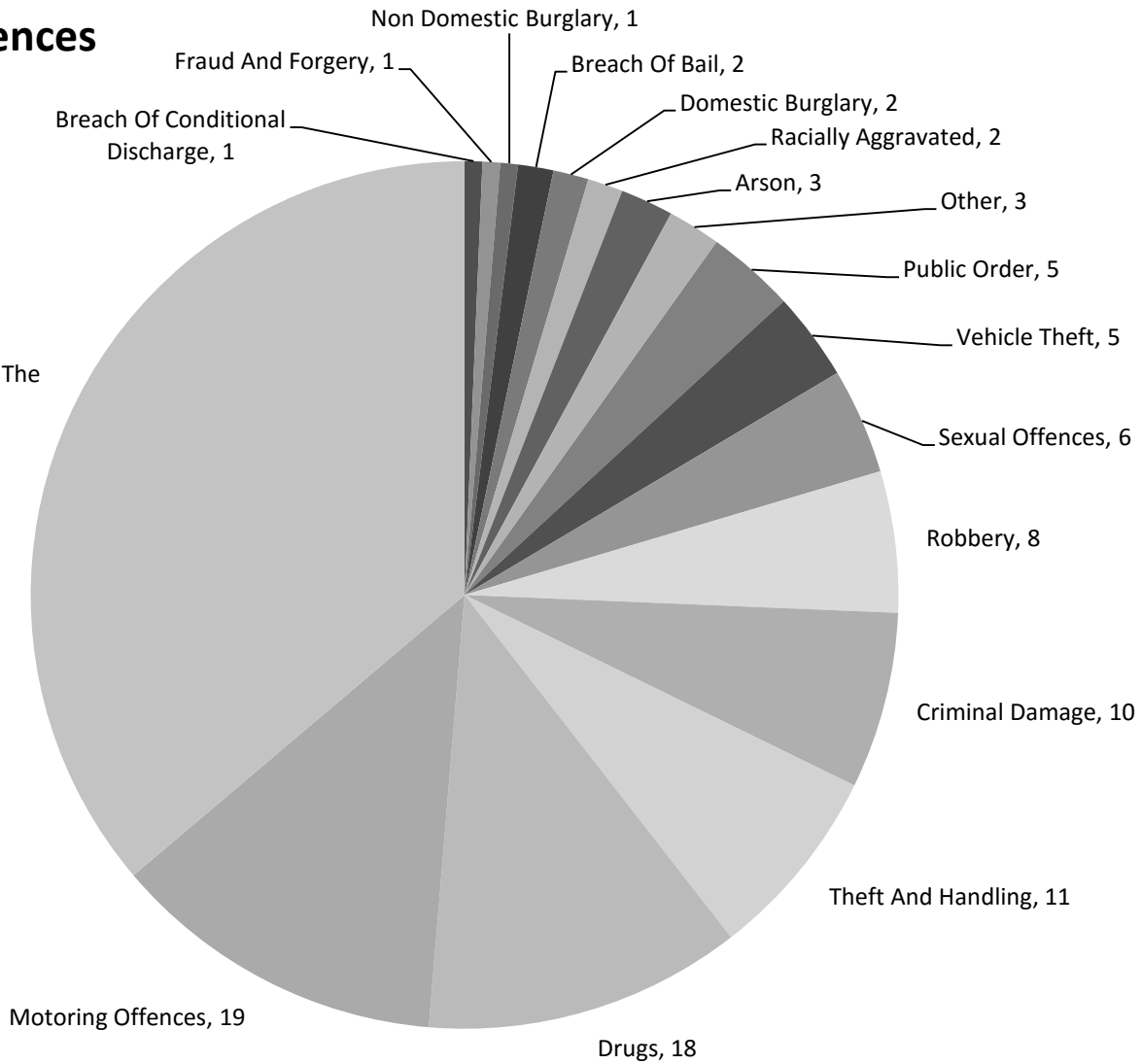
Agenda Item 9

# Offending and re-offending

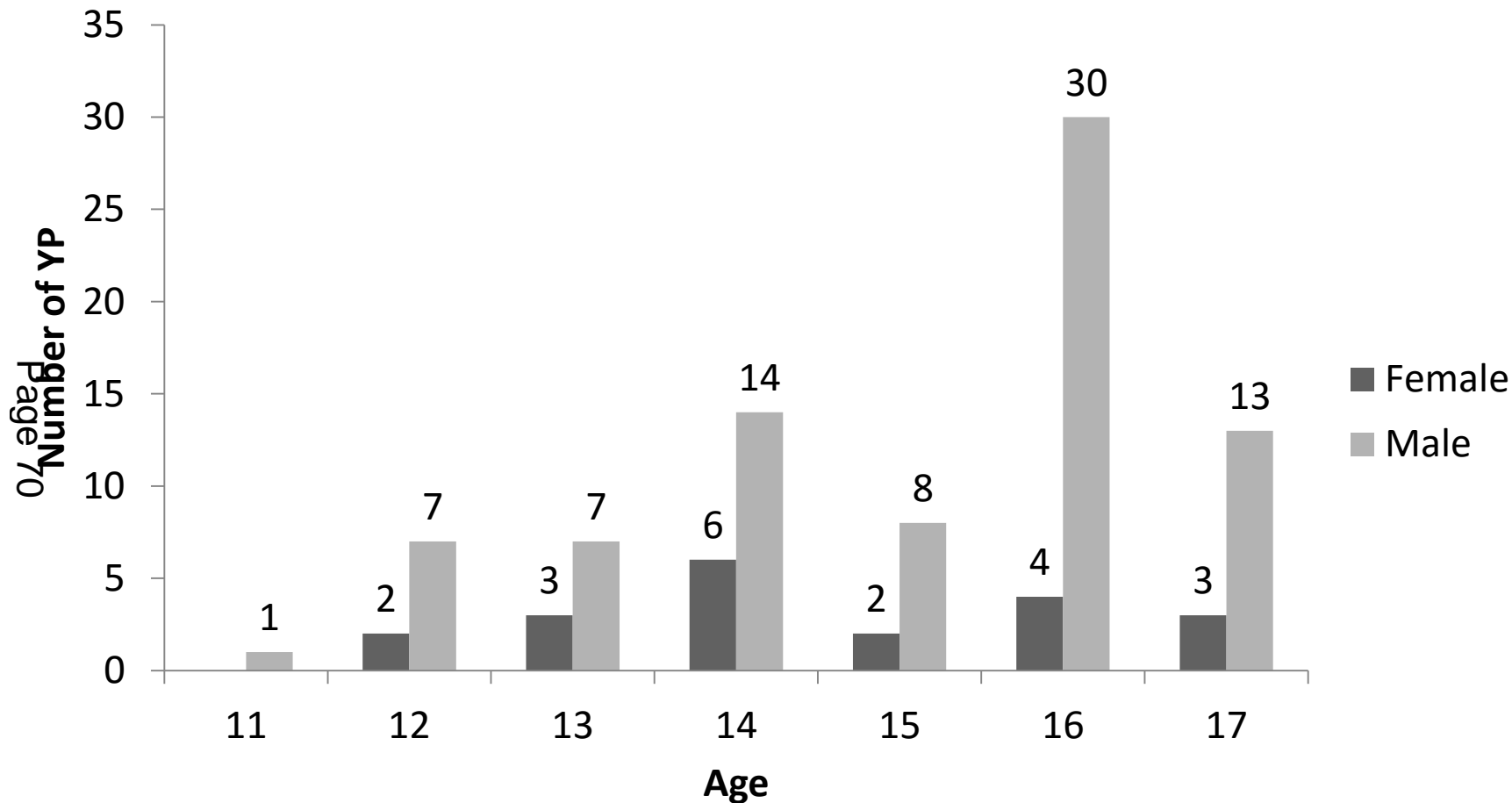
*Tim Churchward*

# Number of Offences

Page 69  
Total offences 152

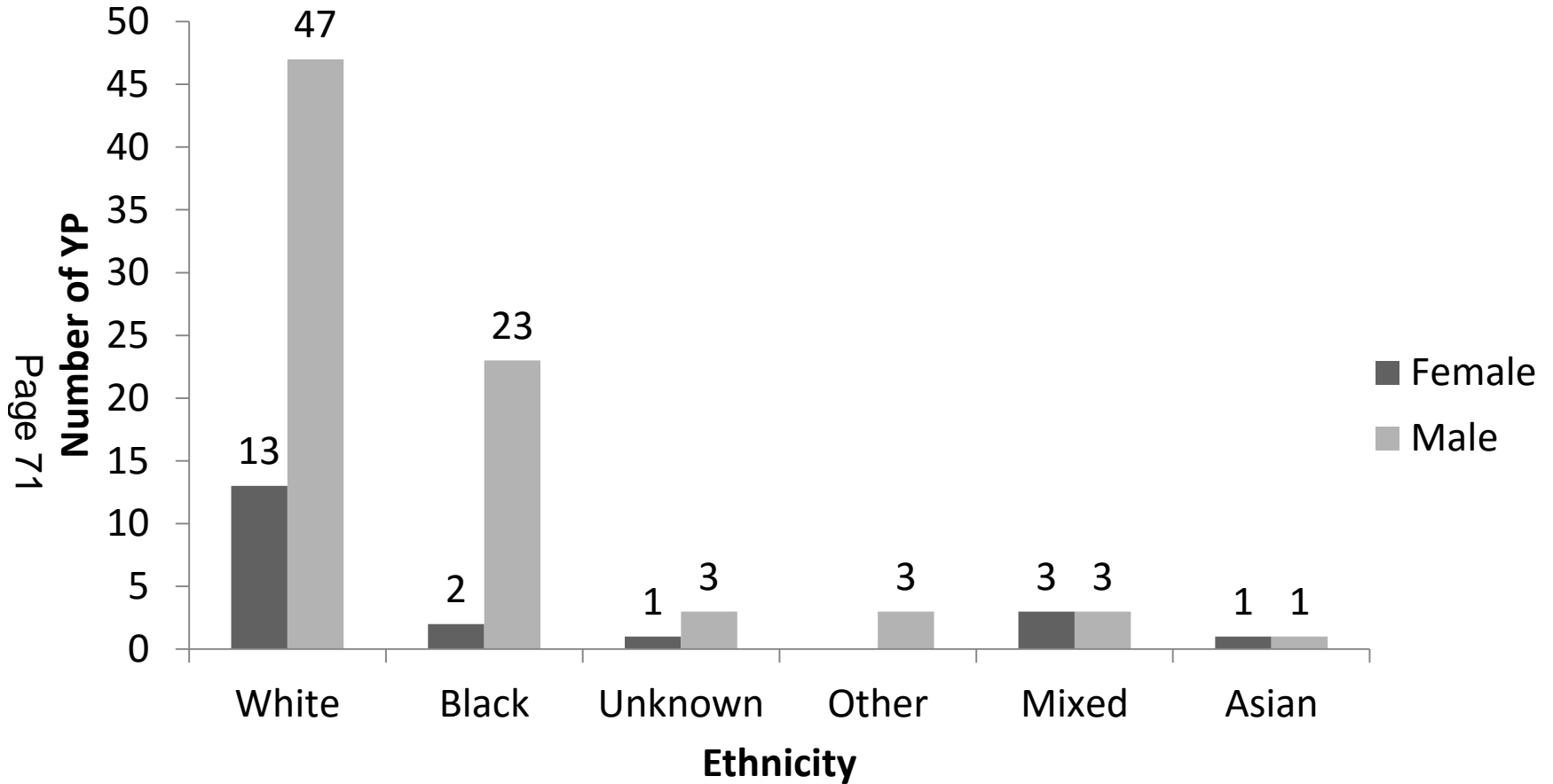


## FTE by Age and Gender



Total offenders: 80 male and 20 female

## FTE by Ethnicity and Gender



# Re-offending

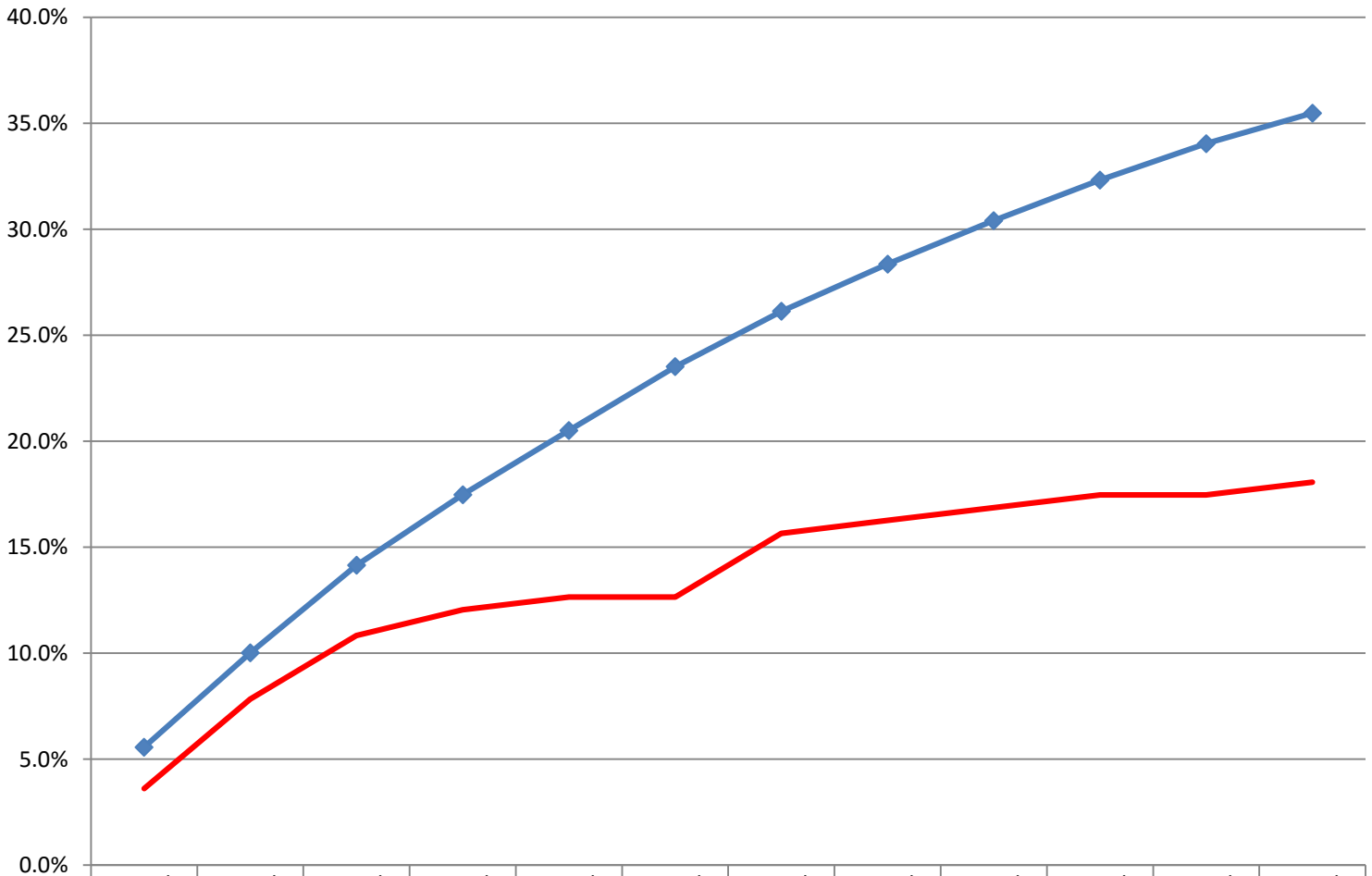
- Between April 1<sup>st</sup> 2015 and March 31<sup>st</sup> 2016 total of 166 young people on the Youth Offending Service Cohort.  
Of those 166 young people, 30 committed a further offence(s) between 1<sup>st</sup> April 2016 and 31<sup>st</sup> March 2017.
- These 30 young people committed a total of 67 re-offences between them.

# Binary and Frequency re-offending

- Binary rate - calculated by looking at the proportion (%) of young people who re-offended within the 12 month follow-up period
- Frequency rate - calculated by recording the average number of offences per young person within the 12 month follow-up period.

# National average projected binary rate v local monthly binary rate

◆ National average binary rate      — Local binary rate



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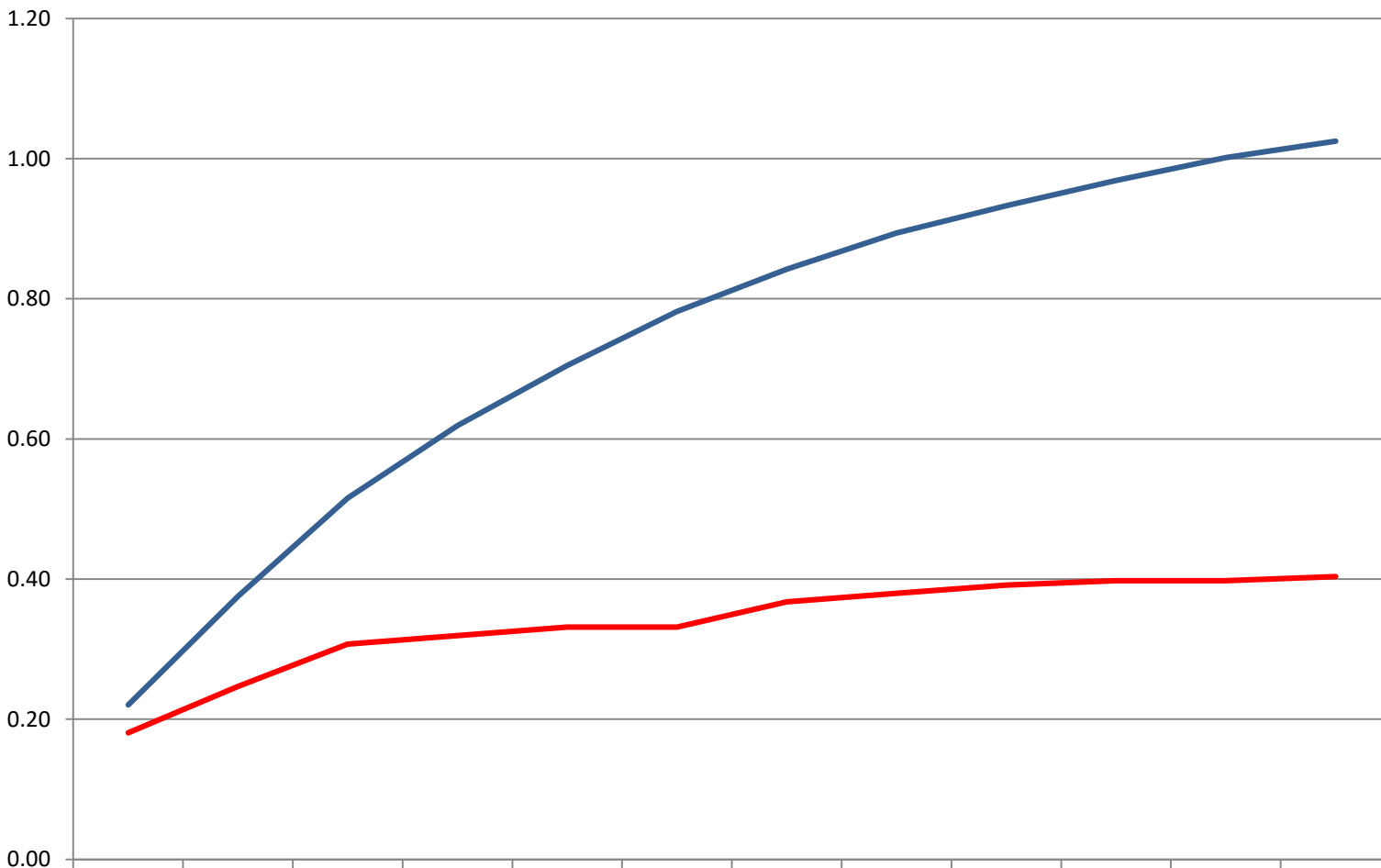
	Month 1	Month 2	Month 3	Month 4	Month 5	Month 6	Month 7	Month 8	Month 9	Month 10	Month 11	Month 12
◆ National average binary rate	5.6%	10.0%	14.2%	17.5%	20.5%	23.5%	26.1%	28.4%	30.4%	32.3%	34.0%	35.5%
— Local binary rate	3.6%	7.8%	10.8%	12.0%	12.7%	12.7%	15.7%	16.3%	16.9%	17.5%	17.5%	18.1%



# National average projected frequency rate v local monthly frequency rate

— National average frequency rate      — Local frequency rate

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	Month 1	Month 2	Month 3	Month 4	Month 5	Month 6	Month 7	Month 8	Month 9	Month 10	Month 11	Month 12
— National average frequency rate	0.22	0.38	0.52	0.62	0.70	0.78	0.84	0.89	0.93	0.97	1.00	1.02
— Local frequency rate	0.18	0.25	0.31	0.32	0.33	0.33	0.37	0.38	0.39	0.40	0.40	0.40

# Restorative Justice

*Tim Churchward*

# Background

- From Maori communities in New Zealand
- Understanding the Victim's role in supporting desistance
- Empowering and supporting victims
- Giving harm caused a face/name
- Proven reduction in re-offending

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# Havering YOS and RJ

- Historically weak
- RJ action plan for improvement
- RJ lead (also oversees rep, UPW and JAC)
- Rep and RJ worker appointed on fixed term contract – likely to become permanent
- Commitment to victims – contact, face-to-face
- Joint work with the Police
- RJ outcomes

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# Havering Junior Attendance Centre (JAC)

Page 79

*OLC: Jonathan Grant*

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# Introduction

- Junior Attendance Centres (JACs) are designed to deal with young people between the ages of 10 and 17 years who have offended. Their aim is to support the reduction of re-offending as part of a court ordered sentence. There are currently 84 centres across England and Wales.

# Background

- Originally established in 1948
- Court directed Young Offenders to report to the centre for between 12 and 36 hours over the duration of their Order.

Page 8

Criminal Justice and Immigration Act 2008 then made Attendance Centres available as one of 12 requirements within a Youth Rehabilitation Order.

# From NOMS to Local Government

- In April 2015 JACs were no longer run by NOMS, and were transferred to the Local Authorities.
- 12 months to be fully operational.
- Barking & Dagenham and Redbridge also use the Havering JAC.
- Have now revised last years content ready for new financial year.



# Content of the JAC

- Road Safety
- First Aid – gangs focused.
- Weapons Awareness
- Victim Awareness
- Consequential Thinking
- Electrics
- Brick Laying
- Plumbing

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# Progress to date

- Newly devised, year long programme
- Established SPOC's in each borough, along with outlining of expectations relating to the use of the JAC

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As of April 2016 the JAC has been running from a purpose built training centre in Romford.

- Now a registered AQA Centre, enabling accreditation of each of the YP's attendance.







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# Havering Reparation and Unpaid Work

*OlC: Jonathan Grant*

# Introduction

- Each young person who is on a Court Order is required to complete an amount of Reparation, the hours of which are dictated by the Court or YOS Panel.

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“young people giving back to the community for the harm they have caused”.

# Current Projects

We currently have a range of projects across the borough. Below are examples of *some* of our recent sites. We have built strong relationships across the borough and currently have a waiting list of other projects, as well as many completed projects.

- Working in partnership with Street care – graffiti removal
- Salvation Army – redecoration & renovation of the site
- Deeper Lounge (church and community space) – redecoration & renovation of the site
- Harold Hill Community Centre
- Havering Allotments – helping the elderly to make use of overgrown allotment space
- Immanuel School – construction of a “creative play” and outdoor teaching area
- Clockhouse Primary School (largest primary school in Havering)– general maintenance, clearing, repainting sheds, exterior of the building, litter picking etc.
- Scout Hall in Collier Row – since the Collier Row Floods we have been assisting the refurbishment of this building which services a local nursery group as well as the local scouts.





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# Start of a new Reparation Pallet Project.



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## Benhurst Primary School

Benhurst Avenue  
Elm Park  
Hornchurch  
Essex  
RM12 4QS

Tel: 01708 450607  
Fax: 01708 620182  
Email: office@benhurst.havering.sch.uk  
Website: www.benhurst.havering.sch.uk  
Twitter: @BenhurstPrimary



Head teacher: Mr D. Denchfield BA (Hons) NPQH

Wednesday 24<sup>th</sup> June 2015

Dear Sir/Madam,

Since August 2013, the Havering YOS Reparation Team have been working at Benhurst Primary School, successfully undertaking a number of internal and external projects to enhance the provision and facilities at our school. This has included the painting of corridors, fences and flower holders. The team have also swept and cleared away several areas of the school.

I have been very pleased with the work the teams have undertaken and would like to thank the reparations officers who oversee the projects to ensure each project is completed to a good standard.

I would be very happy to continue working with the Havering YOS Reparation Team over the coming months as we continue to improve the facilities at Benhurst Primary School for our children, parents and staff.

Yours sincerely,

Mr D Denchfield  
Head teacher

*Benhurst Primary School... Only My Best is Good Enough for Me*



# Accreditations

- To date we have give out 88 accreditations for young people's work in the JAC, UPW or reparation
- For this financial year we have given out 77

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# To find out more please visit.....

- [https://www.havering.gov.uk/info/20088/youth\\_offending\\_service](https://www.havering.gov.uk/info/20088/youth_offending_service)

## Questions?

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**6<sup>th</sup> April 2017**

## **Update to the Havering Crime and Disorder Sub-Committee**

### **Havering Safer Neighbourhood Board (SNB) – Three Years On**

#### **1. Introduction:**

This paper is a brief update to the Havering Crime and Disorder Sub-Committee detailing the progress of the Board now that the Board has been established for over 3 years.

#### **2. SNB Membership**

- 2.1 The current Chairs 3 year tenure is complete so the role will be advertised shortly.
- 2.2 Vice Chair in position
- 2.3 Good representation at Board meetings and for SNB events
- 2.4 MOPAC's request to keep refreshing SNB Members: eleven of the seventeen members have changed.

#### **3. Progress since last update**

- 3.1 Pro-active monitoring of Police functions continues, with deep dives into complaints and response call performance taking place.
- 3.2 All ward chair forum established to reflect the reduction in ward clusters to the current pathfinder level of 1, which meets just prior to the SNB meetings to share best practise and support the ward panels that are struggling.
- 3.3 Extensive SNB awareness and engagement campaign carried out to develop ward panel and public meetings, with a web page and associated hyperlinks set up to make accessing key information easier and provide a route for enquiries.
- 3.4 Two annual conferences took place in March 2017 at the St Georges Centre in Harold Hill and the Mardyke Community Centre in Rainham, to engage with the community and help steer future SNB work.
- 3.5 Five "School for Scammers" road shows covering the scamming of vulnerable people, five days of "Broadcast" road shows covering the emerging issues of sexting, bullying, gangs and internet safety, and five days of "Stop and Think" roadshows covering Police and community relations and busting the myths surrounding Stop and Search have/are being carried out at relevant venues/schools across the borough.
- 3.6 Launch of Street Watch x 6, Hospital Watch and over 600 Neighbourhood Watches now set up.

3.7 SNB members are well engaged with the key pan-London fora such as LCP2 (SNB Chairs Forum), MET CC, Independent Custody Visitors and Stop and Search groups.

#### **4. Funding Application to MOPAC – 2017 / 18**

Havering has again been allocated £28,016 from MOPAC. Four projects were identified at the 4<sup>th</sup> April 2017 SNB meeting, and a funding bid will be submitted to MOPAC at the end of May 2017, with the associated project plans being initiated.

##### **The Four projects are:**

###### **A. Theatre Forum Productions**

- A further roll out of the SNB's successful theatre production, "School for Scammers" and either "Broadcast" or a new programme for young people that is currently being researched. Full evaluations of both the "School for Scammers" and "Broadcast" projects have already been sent to MOPAC, identifying how well received the projects have been.

###### **B. Annual Conference**

An annual conference will be run to:

- Provide information and presentations regarding current and future police priorities, and the new Police and Crime Plan including the tri-borough pathfinder project
- Providing information about how the community can get involved in key community organisations such as Neighbourhood Watch and Ward Panels
- Being innovative. Using techniques such as theatre forum to pass on information on key crime and disorder issues
- Trying to ensure that as many communities within Havering are represented at the conference as possible

###### **C. Integrating Community Watch Schemes**

- Continue to increase the number of NHW areas in Havering
- Update contacts list for all schemes (Street Watch, Hospital Watch, Neighbourhood Watch etc)
- Look at how we can support 'watch' areas in terms of providing useful and relevant information that is community driven and relevant



- The Hospital Watch scheme aims to make the hospital and the adjacent rapidly expanding community a safer place for patients, visitors, staff and residents

**D. Signposting directory to address dementia**

- The plan is to produce a directory for front line and support staff to enable quick and clear signposting to relevant services for dementia sufferers.

**5. Safer Neighbourhood Board Dashboard**

SNB members have now been given access to the new SNB Dashboard, which provides current Met Police data and enables comparisons to be made with other boroughs. Previously data packs were received about 1 week before SNB meetings which contained data up to the end of the previous quarter, so this is a big improvement which allows SNB members to access and interrogate current data as required.

**6. Sub Groups**

Havering SNB currently has four sub groups: a complaints sub group who analyse complaints against officers and performance issues in greater detail within a confidential environment and three sub groups who meet to develop funding bids and project plans to deliver the MOPAC approved projects.

Trevor Meers

Chair of Havering Safer Neighbourhood Board

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