

CRIME AND DISORDER OVERVIEW AND SCRUTINY COMMITTEE, 30 November 2017

Subject Heading:

Reducing Reoffending Update

SLT Lead:

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Policy context:

The Reducing Re-offending Strategy is Havering Community Safety Partnership's response to national and regional initiatives to reduce levels of re-offending among those in contact with the criminal justice system. The Council has a statutory duty under the Crime and Disorder Act 1998 to produce an annually refreshed community safety plan. Reducing reoffending is a priority within the Havering Community Safety Partnership's Partnership Plan 2017/18 to 2019/20.

SUMMARY

This report will provide the following:-

- an update on progress in delivering the Reducing Reoffending Action Plan 2016-2020;
- an update on the work to address Integrated Offender Management (IOM) in Havering, and
- an update on the progress of the Drugs Intervention Panel (DIP).

RECOMMENDATIONS

That Members note the progress to date against the Reducing Reoffending Action Plan 2016-2020, IOM Panel and DIP.

REPORT DETAIL

Update on the Reducing Reoffending Action Plan 2016-2020

The action plan focuses on three key areas:

1. Information and intelligence
2. Supporting offenders
3. Enforcement and compliance

Information and Intelligence

- Information sharing agreements (ISAs) are constantly being reviewed and updated.
 - The Gangs and Serious Group Violence ISA was signed off in August 2017
 - The IOM ISA is currently in circulation for sign off, with an agreed timeline of December 2017. It was last signed in February 2014.
 - The Youth Offending Service Tri-Borough ISA was signed off in July 2017
 - The overarching Havering Community Safety Partnership ISA was last signed in June 2015Please note that all ISA's will be reviewed in Quarter 1 of 2018-2019 in order to make sure that they fall in line with the general data protection regulations (GDPA).
- Monitoring of offenders takes place on a daily, weekly, fortnightly and monthly basis, including the cross referencing of various risk panel cohorts to prevent duplication, identify trends and target limited resources.

Supporting Offenders

Addressing the offender's criminogenic needs is crucial in order to help them rehabilitate and re-integrate back into society. As a direct result of this, the community in which they live is safer as they are less likely to reoffend.

The Action Plan focuses on prioritising the following four areas:

1. Accommodation

The lack of available and affordable accommodation inhibits our ability to work with this client group from the offset. Where homelessness is an issue we are heavily reliant on the work of the emergency night shelter. This is the most difficult and challenging part of work around reducing reoffending.

- Utilising supported accommodation run by Family Mosaic located at Derby Avenue¹.
- Signposting to the Homeless Persons Unit. It should be noted that the majority of offenders would be deemed as non-priority and if they lost their accommodation through incarceration they would then be classed as intentionally homeless. However, under new Housing

¹ Derby Avenue consists of 5 self-contained flats, where ex-offenders can stay for up to 2 years. Tenants have an allocated support worker from Family Mosaic who will help them with budgeting, looking for work, rebuilding relationships, signposting onto other relevant services etc. (After 2 years they are supported to find long term accommodation)

Homeless Guidance, being intentionally homeless does not exclude gaining assistance in finding accommodation, only the applicant's ability to request housing in Council stock.

- Havering Council through the Housing department does offer a "find your own" scheme where there is support through the form of a rent deposit.
2. Education, training and employment
 - The Community Rehabilitation Company and the National Probation Service are heavily investing in this area. They have four ETE (Education, Training and Employment) providers working within their building throughout the week which include DWP Jobcentre Plus, Shaw Trust, National Career Service and Catch 22.
 3. Finance and debt
 - The DWP runs advice and support sessions at the probation centre every Tuesday. Here they can discuss with offenders the various forms of financial benefits available i.e.: JSA (Job Seekers Allowance), ESA (Employment Support Allowance), Universal Credit, Housing Benefit, DLA (Discretionary Living Allowance), PIP (Personal Independence Payments) etc.
 - Basic debt advice and signposting are given in probation appointments
 - Further debt advice and financial help for offenders is obtained through referring into the Citizens Advice Bureaux
 4. Drugs and Alcohol
 - Information and advice is being made readily available to offenders at Probation in reception, on notice boards and in 1-to-1 sessions.
 - A satellite substance misuse service has been set up and is running out of Victoria Road Probation Centre 1 day a week in order to help increase the number of sessions offered to offenders. This provides an additional 13 hours of drug and alcohol intervention per month.
 - The WDP (Westminster Drugs Project) is promoting its substance misuse service within team meetings.

Enforcement and Compliance

- This is achieved through increased monitoring by police and probation services for those at the highest risk of reoffending. (i.e.: IOM nominals with a high risk of reoffending will find themselves having to report to Probation a minimum of once per week, IOM Police home/work visits minimum once per week and Police Safer Neighbourhood Team Home address visits may be included too.
- Police and Probation home visits are regularly being carried out. This is done on a weekly, fortnightly and monthly basis.
- Stricter enforcement of offenders not complying with their court orders/ licences through the use of warning letters, breaches and the addition of extra licence conditions.
- Monthly and fortnightly running of the multi-agency risk management panels enables consistent reviewing of MAPPA clients (violent offenders), IOM clients (prolific offenders), DIP clients (substance misuse offenders) and ASB cases (anti-social behaviour perpetrators).

Integrated Offender Management (IOM)

In 2016-2017 the Havering IOM panel worked with 95 nominals. 76% of the cohort did not re-enter custody and more nominals achieved a RAG (Red, Amber Green Risk allocation) status of Green

than ever before. On all 95 occasions the RAG had been either reduced to or kept at Green, whereas in 2015-2016 the RAG status of Green had only been awarded 76 times out of 722 occasions and in 2014-2015² the RAG of Green was awarded 30 times out of 450 occasions). On top of this 30% of the cohort demonstrated a consistent decrease in risk of reoffending³.

Due to the increase in numbers referred to the IOM panel, two meetings a month have to take place in order to cope with the demand and management of risk. A total of 911⁴ cases were discussed last year, with roughly one in every three to four cases being taken to the main IOM Panel meeting for further deliberation.

Success within IOM comes in two forms:

1. The first being work leading to positive reintegration. Positive reintegration and keeping individuals out of custody has a clear financial saving, therefore is often easier to quantify. The Havering IOM panel managed to keep 76% of its cohort from re-entering into custody in 2016-2017.
2. In comparison the second area of success is in relation to strong enforcement and following up on those who fail to comply with their orders/ licences / the law. Often this is not talked about; however it is crucial to a successful working IOM programme. 26% of the IOM cohort showed a consistent increase in their risk of reoffending in 2016-2017. As a result their monitoring was increased and 25 of them were arrested for the offences listed below.

Through the work of the IOM, custodial sentences were achieved for the following offences in 2016 – 2017:

- Kidnapping
- Burglary
- Recall on order / licence
- Drugs and Arson
- GBH (Grievous Bodily Harm)
- Smuggling drugs
- Car theft
- Shoplifting
- Drug dealing
- Cashpoint robberies
- Getaway driving from burglary

Drug Intervention Panel (DIP)

. The Havering Community Safety Strategic Assessment 2015 showed that 40% of acquisitive crime in Havering came from Class-A drug users alone. The DIP uses a multi-agency approach to facilitate access to drug and alcohol services, as evidence shows that successful treatment will significantly reduce users' cycle of offending and keep our communities safer.

Drug Rehabilitation Requirement (DRR)

² Please note that IOM Data for 2014-2015 has only been used in this section to demonstrate that over the last 3 full years there has been an increase in the number of Green RAGs awarded.

³ Based on IOM Panel data for RAG Status only in 2016 -2017

⁴ This is the total number of cases discussed at the IOM mid-month for 2016-2017. This is made up of 95 different offenders. On average 76 nominals were discussed each month. (Please note that this does not include new referrals for IOM consideration)

The 2016-2017 progression of DRR Treatment was very encouraging. Probation data reports that LBH met the referral and start target of 34 and completion rate of 17 (achieved 34 starts and 23 successful completions). Checks were made on 21 individuals who met the 6 month post check criteria on PNC⁵ and of these 62% did not go on to re-offend.

This year at the end of Quarter 2, we have already hit the number of completions required for the year.

Alcohol Treatment Requirement (ATR)

The 2016-2017 probation data reveals that there is an underperformance issue in relation to meeting the referral rate, start rate and completion rate. Last year LBH had 23 starts and 14 completions (against targets of 28 starts and 16 completions). However of considerable note was the success of the 82% reduction in reoffending of those who completed their ATR.

This year at the end of Quarter 2, we are on target to surpass the number of completions, however we are underperforming on the number of starts.

The concerns around ATR performances have been identified as a regional issue across the whole of London. Local consultations with the Police, Probation, CRC and WDP have identified weaknesses in the criminal justice pathway. The main issue appears to be at the initial assessment stage. This is where the National Probation Service makes recommendations to the courts on sentencing options. There is ongoing work with NPS and the Courts to address this.

Table 1 show the target performance of DRRs and ATRs for both last year and this year to date:

	Targets		Results		Proportion not reoffending after 6 months completion
	Starts	Completions	Starts	Completions	
DRR (2016-2017)	34	17	34✓	23✓	62%
ATR (2016-2017)	28	16	23✗	14✗	86%
DRR (Q2 2017)	34	17	18↑	17✓	-
ATR (Q2 2017)	28	16	12↓	11↑	-

IMPLICATIONS AND RISKS

Financial implications and risks:

There are no direct risks regarding Council finances.

The Reducing Reoffending Strategy 2016-2020 will be delivered within existing resources of the Council, Metropolitan Police, National Probation Service and Community Rehabilitation Company.

Legal implications and risks:

This strategy is in line with the Crime & Disorder Act 1998, Police and Justice Act 2006 and The Crime and Disorder Regulations 2011. The Council and other statutory partners including Health

⁵ PNC stands for Police National Computer

have a responsibility under the Crime and Disorder Act 1998 to address crime and disorder within the borough.

Human Resources implications and risks:

There are no HR implications arising from this report.

Equalities implications and risks:

The Equalities Impact Assessment for the Reducing Reoffending Strategy was completed in 2016 and is an appendix within the Havering Community Safety Partnership Plan.

BACKGROUND PAPERS

- Appendix- 1 Havering Reducing Reoffending Strategy 2016-2020
- Appendix- 2 Havering Reducing Reoffending Action Plan 2016-2020
- Appendix- 3 Havering Reducing Reoffending EIA 2016-2020