AS Ayshe Simsek

020 8489 2929

020 8881 2660

Ayshe.simsek@haringey.gov.uk

10 October 2008

Dear Member

<u>Safer Communities Executive Board (HSP) Meeting - Wednesday, 15th October, 2008 – Second Despatch</u>

Please find enclosed the following items, which were not available at the time of the original despatch:

No Item

- 6. Annual Strategic Assessment Key Findings (PAGES 1 4)
- 11. Reductions to Pooled Treatment Budget Revised Version (PAGES 5 8)
- 14. Discussion Item: Reducing Re-Offending (PAGES 9 32)
- 15. New Items of Urgent Business (PAGES 33 36)

To consider a new item of Urgent Business, a report on Young people and knife crime – key partnership activity, admitted under Item 4.

Yours sincerely

Ayshe Simsek Principle Committee Co-ordinator

Strategic Assessment – Key Findings and Recommendations

The 2008 Strategic Assessment analyses crime, disorder and environmental data in Haringey to identify problem issues and emerging trends. This will assist the partnership in identifying priorities for reducing crime and disorder and meeting performance targets.

For crime, the recommendations are high level and strategic, identifying broad trends. Further analysis is required to identify opportunities for tackling the priorities but this is too detailed to include in this assessment. For other issues around disorder and enviro-crime, the recommendations are more specific and operational.

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Crime

Key findings:

- The overall crime rate has fallen steadily over the last three years and is down 8% year on year.
- Crimes that have shown an increase are Domestic Burglary and Theft From a Motor Vehicle (TFMV).
- Violence has decreased overall, however, there has been a rise in violence in recent months (partly due to a change in counting).
- Wounding, Theft (exc vehicles), Robbery and Theft Of Motor Vehicles (TOMV) have all decreased.
- The most common crimes over the last six months were TFMV, Residential burglary, Other Theft, ABH and Criminal Damage to a motor vehicle.
- Domestic burglary and TFMV are higher than our Most Similar Boroughs.
- Robbery, Violent Crime, Wounding, Theft (exc vehicles) and Sexual Offences are lower than or close to our Most Similar Boroughs.

Recommendations:

 It is recommended that Residential Burglary, TFMV and Violence (particularly more serious violence) are focused on due to the trends, volume of offences, high levels compared with other boroughs and the fact that they are key crimes for impacting on national indicators NI 15 and NI 16 (among our top improvement targets).

Criminal damage

Key findings:

- Criminal damage is up 5% across the London borough of Haringey compared to the same period the previous year.
- Noel Park has the highest levels, while Harringay, Bruce Grove and Stroud Green wards have each shown almost a 25% increase in criminal damage.

- Criminal damage to motor vehicles was the most common allegation recorded.
- Muswell Hill ward has shown the greatest decrease.

Recommendations:

Resources should be directed towards Noel Park ward to counter consistently high levels of all criminal damage. Problem solving teams should examine Northumberland Park ward due to the highest number of 'criminal damage to motor vehicle' allegations. Harringay, Bruce Grove and Stroud Green wards all saw significant increases in general criminal damage of approximately 25% compared to the previous period. Greater research into the types and locations should be carried out to guide problem solving project work.

Malicious calls to fire services

Key findings:

- The number of malicious calls has been decreasing overall since 2005.
- Noel Park ward accounted for the greatest proportion of malicious calls at 16%
- $_{\odot}~87$ incidents were recorded from 01/07/07 30/06/08, a reduction of 13% compared to the same period the previous year
- Peak times were 17:00-20:59 (31%) and 21:00- 00:59 (29%).

Recommendations:

Further research into why a new peak time has emerged (from 17:00-20:59) should be undertaken at a borough-wide level. Outreach and educational responses can be prepared upon identification of culprits through problem solving.

<u>Arson</u>

Key findings:

- Data issues: LFB data classification don't always match the property description field. For example, in the dataset for 1st Jul '07 – 30th Jun '08 47% of fires listed as being in refuse containers (including skips) were also listed under property description as being 'rubbish inc. bonfires'. 'Loose refuse including bonfires' is a separate classification and should contain these records
- Overall the number of fires has decreased in Haringey borough
- September, October and November hosted the greatest number of fires
- Northumberland Park ward hosted the greatest number of secondary fires with 61. This is an increase of 20% compared to the previous year
- Refuse, both loose and within containers, is the most commonly burned material both perennially and in the peak months

Recommendations:

 Liaison with key LFB Officers working across Haringey to improve information sharing and data quality needs to become more frequent than currently. CCTV should be considered to explore additional opportunities to enforce against secondary fires, share information and involve more partners.

Youth crime

Key findings:

- There were 275 more victims of crime aged from 10-17yrs from January to June 2008 than throughout July to December 2007 (this represents a 26% increase)
- 'Violence against the person' accounted for the greatest number of allegations, followed by 'robbery' and 'theft and handling'
- The gender split for victims 'violence against the person' was very close –
 51% males, 48% female and 1% unknown, whereas with the majority of other crime types males were significantly more likely to be victims
- Peak time was 15:00-16:59. Weekdays accounted for most of all youth crime with comparatively few taking place at weekends

Recommendations:

 Robbery – maintain problem solving with local police teams to address youth on youth robbery across the entire borough.

Waste/Fly tipping

Key findings:

- Flytipping collections down 9% year on year (ending June).
- Fly tip collections normally peaking in June/July before falling off towards the end of the year
- Similar to the previous period, the top 30 streets make-up 16% of all fly-tip collections during this period
- Similar to the previous period Bruce Grove, Tottenham Green and Seven Sisters wards had the most fly-tip collections (30%).
- There is a strong relationship between high-density housing and fly-tipping, some fly tipping may actually be due to excessive amounts of domestic waste left at collection points
- Hotspot areas have issues such as poverty, high levels of rented accommodation occupied by new arrivals (A10 nationals) and low car ownership

Recommendations:

- Make it easier to comply through education and communication: More targeted information / advice about where and when to leave their domestic rubbish and free services available for collection of bulky items from the council
- Increase the risk to the perpetrator of fly-tipping by the use of CCTV, dummy CCTV or increased use of signage to indicate that an area is being watched, increasing patrols or improving natural surveillance at hot spots
- Prioritise waste collection services to householders who have insufficient space to store their waste, such as those that live in flats or small houses without yards

<u>Graffiti</u>

Key findings:

- There was an increase of one quarter (24.5%) in the amount of graffiti removed year on year (ending June)
- The bulk of this rise was attributed to proactive work; where a specific area is targeted to be cleaned on an ongoing basis over a number of weeks.
- Reactive graffiti removal fell by 20% compared to the previous period.
- Generally the amount of graffiti removed increases during the first half of the calendar year; decreases in the summer months, before rising again in the last quarter

- Concentrated hotspots (based on reports) are seen in Stroud green, Bruce Grove and Muswell Hill wards
- Tottenham Hale, Seven Sisters and Tottenham Green account for over a third (36%) of a all proactive graffiti removal.
- Looking at the cumulative total over the last 24-months, the top three wards were Tottenham Green, Stroud Green and Harringay.

Recommendations:

- Target specific locations in hotspot areas that continually attract graffiti including increased monitoring, signage and anti-graffiti paint.
- Examine feasibility of alternative areas for legitimate graffiti in/near the hotspot locations.
- Promote the Paint Box Carnival project in the target areas. This is an art project with the added benefit of reducing graffiti attacks.

Noise complaints

Key findings

- Top 5 wards for noise complaints for Jul06 Jun08 were Hornsey, Stroud Green, Tottenham Hale, Seven Sisters & St. Ann's.
- Since August 2006 Hornsey and Stroud Green consistently receive more complaints than average.
- Peak periods for complaints are Friday, Saturday and Sundays from 10pm
 4am in the morning.
- The vast majority of complaints (85%) are domestic noise related.
- A small number of addresses can generate a disproportionately large number of calls.

Recommendations

- Enforcement: Focus on targeting persistent offenders, particularly in housing estates in Hornsey, Stroud Green and Tottenham Hale
- Education: Targeted information/advice in the affected communities warning of the repercussions regarding excessive noise
- Liaise with Homes for Haringey about making excessive noise a criteria on Introductory Tenancy Agreements

ASBAT calls

Key findings:

- Overall steady decrease in calls since April 2005.
- Calls have fallen by 12% in July 2007 June 2008 compared to the previous 12-month period
- Slight increase in the number of calls received since January 2008.
- The top three wards during this period are White Hart Lane,
 Northumberland Park and Noel Park accounting for a quarter of all calls.
- Hornsey ranks fourth, the highest ranked ward in the west of the borough
- Peak times for calls in target wards are from 6pm midnight.

Recommendations:

 Increased targeted publicity campaigns on the website, local press and focused locally in and around hotspot areas in White Hart Lane, Northumberland Park and Noel Park



Meeting: Safer Communities Executive Board

Date: 15th October 2008

Report Title: Reductions to the Pooled Drug Treatment Budget

Report of: Marion Morris - Drug & Alcohol Strategy Manager

Policy, Partnerships, Performance & Communications

1. Summary

1.1 Two specific factors have influenced the reduction to the Pooled Drug Treatment Budget (PTB):

- 1.2 Firstly, as part of the Government's most recent Comprehensive Spending Review the Department of Health had to make local efficiency savings of £50m per annum against national expenditure on the PTB by 2010/11. The PDTB is the main 'health' budget for commissioning drugs provision in the borough. It sits outside of the Area Based Grant(ABG) and is ring fenced until 2011 when it in all likelihood it will the go into the ABG. Whilst the official line from the National Treatment Agency on this, is that this is not effectively a cut, more a redistribution of the overall pot of money available to those partnerships that had previously not done so well out of the PTB allocation. However, this is not the reality on the ground.
- 1.3 Secondly, changes in the funding formula for the PTB allocations (from the Yorke formula) to the formula as outlined below means that Haringey DAAT is effectively looking at cuts of 26% over three years against our 2007/08 PTB allocation see below. This 'indicative allocation' was also based on performance outturn in 2007/08 using the new definition of effective treatment as 'those who are crack/heroin users only'. So in other words our year end position for 'numbers in effective treatment' excluded non heroin/opiate crack users, bringing the overall 'number in effective treatment' down which means less money. This performance outturn was then turned into a 'projected trajectory' of performance over the three yeas and used as the basis for our allocation along with the formula as outlined below.

2. Haringey Projected Budget 2008/09 - 2010/11

PTB Allocation 2008/09 actual	Percentage change 2008/09 from 2007/08	PTB Allocation 2009/10 projected on 1% standard increase	Percentage change 2009/10 from 2007/08	PTB Allocation 2010/11 projected on 1% standard increase	Percentage change 2010/11 from 2007/08
£3,466,001	95%	£3,180,945	87%	£2,705,844	74%

Source: National Treatment Agency

2.1 The majority of these monies are tied up in existing drug treatment service contracts — when inflationary uplifts for staff costs on commissioned services are included the reductions increase further.

The funding formula itself states:

- Activity i.e.: the number of individuals in effective treatment in the year. This will account for 75% of the allocation. (which translates as crack and heroin users as per N140)
- Case Mix: The differential cost of providing treatment to Problem Drug Users (PDUs, i.e. users of crack and / or opiates) and non PDUs will be reflected in a 2:1 differential when calculating each area activity. (This essentially means that you get more money per each crack/heroin user as they are more expensive to treat)
- Caseload Complexity: 25% of the allocation will determined by factors reflecting the complexity of the local treatment population. (again this seems to be about % of PDU's)
- Area Cost Differential: This reflects the true cost differential to provide the same level of service across the country. (This is about the unit costing event currently taking place)

It is interesting to note that London boroughs with the highest levels of deprivation on the whole seem to have fared the worse under this new regime.

3. Impact of reductions on the drug treatment system:

3.1 From next year the 'cuts' that Haringey have to make will start to impact directly

on 'Tier 3' drug services – (that is services that are working with primary crack and heroin users), services that work with children affected by parental substance misuse and some of our 'wrap-around-support' services.

3.2 In order to give providers the necessary notice of any change to their allocation the Joint Commissioning Group has begun planning early for

these 'cuts'. Three different options for meeting these cuts were put to the DAAT Board on the 4th September, one of which was agreed. Providers will now be formally notified.

- 3.3 The DAAT Partnership Board recognise that against this background it is unrealistic to look to the PTB as the sole source of monies for commissioning drugs services/projects. We need to begin to have the discussion about what is absolute priority and from this identify the means to commission this work.
- 3.4 Also of note is the equality impact of this formula which is too heavily weighted to crack and heroin users and compromises our ability to commission services to meet the diverse needs of a borough such as Haringey e.g. work with the Somali community on khat, problems caused by heavy cannabis use and in particular skunk, which is having a devastating effect on many of our African Caribbean community.

4. Recommendations:

- 4.1 **Board to note:** Cllr Canver has written to Vernon Coaker Parliamentary Undersecretary of State for Policing, Security and Community Safety outlining the concerns re these reductions.
- 4.2A paper is going to Haringey Council's Chief Executive management Board on 14th October on drugs/alcohol commissioning to consider any opportunities for mainstreaming some of this work.
- 4.3The 2008/09 annual drug treatment needs assessment will include a specific section on the impact of these reductions and identify 'unmet need'.
- 4.4 This will be reflected in the development of the drug treatment plan for 2009/10.
- 5.4The SCEB Performance Management Group to investigate and consider the scope for meeting some of this unmet need.

Legal Comments:

If there is a reduction in drug treatment services as a result of the reduced budget provision, there may be an increased demand for community care services from drug and alcohol users. The local authority has a statutory duty to assess people who appear to be in need of community care services under section 47 of the *National Health Service and Community Care Act 1990* and a duty to provide services for people who meet the eligibility criteria in accordance with the *Fair Access to Care Services Guidance*. The impact on local authority community care resources and mental health services will therefore need to be considered.

Financial Comments:

The Chief Financial Officer notes the contents of this report and the impact of efficiencies within central government and also changes in the approach to PTB allocations which appear to impact negatively on Haringey's future resources. The impact of reduced provision will need to be clearly monitored for it's effect on performance.

For more information contact:

Name: Marion Morris

Title: Drug & Alcohol Strategy Manager Tel: 0208 489 6909

Email address:marion.morris@haringey.gov.uk

Reducing Re-offending Action Plan – interim discussion paper

1 Background

- 1. Offenders are a particularly vulnerable group of adults. The Social Exclusion Unit reported on Reducing Re-offending by ex prisoners in 2002. This report points out that many prisoners have experienced a lifetime of social exclusion. Compared with the general population, prisoners are thirteen times as likely to have been in care as a child; thirteen times as likely to be unemployed; ten times as likely to have been a regular truant; six times as likely to be a young father and fifteen times as likely to be HIV positive. Inequality and crime, and therefore re-offending, are inextricably linked.
- 2. The London Resettlement Board¹ headed by Baroness Scotland, published phase one of the London Resettlement Strategy The London Resettlement Board which was hailed as ".. a new approach to reduce re-offending and improve the resettlement of offenders".
- 3. Offenders present with a wide range of needs which interact with each other in complex and often chaotic ways. There are many services involved in helping reduce reoffending, each with their own targets, systems, culture and language. Patterns of service delivery are intricate and complex. Understanding and working with the totality of these complexities presents a real challenge.
- 4. The focus on reducing re-offending must be on providing easy access to high quality services that target the needs of vulnerable individuals. Creating more prosperous and stronger local communities will extend the impact of this targeted work.

2 Definition of the problem

- 5. In this context, offenders are adult individuals convicted of a criminal act and having served a custodial sentence. The prevention of re-offending therefore relates to stopping individuals who have been to prison following conviction for a criminal offence, doing so in the future. One way to stop re-offending is to reduce first time offending. However developing an action plan for primary prevention is beyond the scope of this report.
- 6. The main aims of programmes that reduce re-offending are:
 - to maintain and improve public protection and
 - to reduce the harm caused to individuals and communities by those who re-offend.
 - to change the behaviour of the offender and improve their life chances

3 Patterns and scale of the problem

7. The Social Exclusion Unit in a highly influential report 'Reducing re-offending by ex

¹ LRB – Home Office, GOL, NOMS, Metropolitan Police, ALG, Haringey and Southwark councils, NACRO, Isc, NHS, LDA, job centre plus, National Probation Service, HM Prison Service (London Area), YJB and the Mayor of London

prisoners' laid out the basic problem:

- In 1997, 58% of prisoners released were convicted of another crime within 2 years-36% were back inside on another prison term;
- Each person reconvicted will have committed 5 further crimes (18% of recorded notifiable crime, costing at least £11 billion).
- A re-offending ex-prisoner is likely to be responsible for crime costing the criminal justice system an average of £65,000.
- The cost of keeping a prisoner in prison average £37,500 per year
- Offenders basic skills are generally poor: 80% have writing skills; 65% have the numeracy skills and 50% the reading skills at or below those of 11 year olds;
- Offenders mental health is poor: 70% have at least 2 mental disorders and 20-37% have attempted suicide.
- 60-70% were using drugs before imprisonment.
- 8. Data on re-offending nationally is provided in the latest *Re-offending of Adults: Results from the 2004 Cohort* (published in March 2007 and referring to 2004 cohort), which had a sample base of over 47,000 people either discharged from custody or who commenced a community penalty in the first quarter of the year.
- 9. 57% of those first convicted re-offend by 24 months of release or start of a community order. Of those who re-offend, 50% do so within the first 4 months after release or the start of a community order, and over 80% by 12 months. Put another way: the number of previous convictions is highly associated with another conviction. Support services need to be in place quickly once an offender is released.

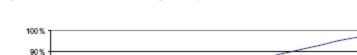
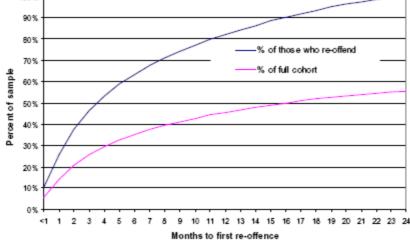


Figure 3: When re-offending took place for the 2004 cohort



10. Interestingly, 30% of the total cohort in 2004 committed crimes in the same offence

type. The extremes are: theft where 58% who were first convicted of theft had theft as their second conviction, whereas of those originally convicted of drug supply only 4% had drug supply as their first re-offence. Since the introduction of DIP, acquisitive crime has fallen by 20% and 3,000 offenders a month enter drug treatment (WTTCCADJ para 2.2.2).

11. Data on adult re-offending shows a drop of 5.8% nationally between 2000 and 2004.

Characteristics of adult offenders and re-offenders in Haringey

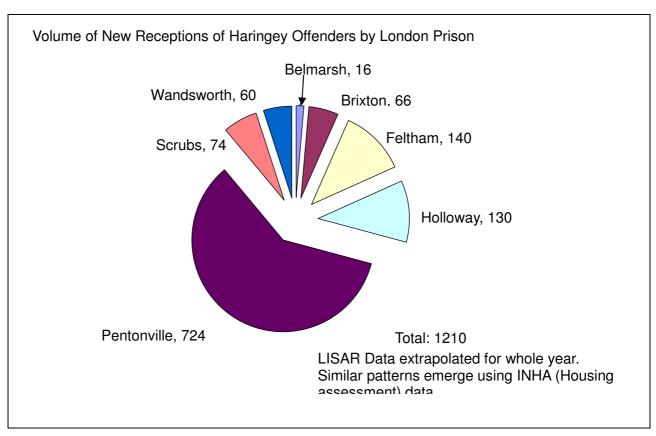
General characteristics

	Haringey ²	London ³
Gender of London prison	1080	18,032 (90%) male
receptions	130	1,951 (10%) female
Total receptions into London	1210	19983
prisons		
Untried/unsentenced	62% (48%/14%)	12,293 (62%)
% sentenced receptions	35%	6.655 (38% 1 in 3)
% recalled	3%	
Number serving less than 12 months	252 (21%)	4,281 (21%: 1 in 5)
Number serving 12-48 months	156	
Life and other	16	
Number serving more than 12 months	172 (14%)	2,374 (12% 1 in 8)
% sentenced prisoners held in London prisons		23%
% prisoners remanded held in		77%
London prisons		
% sentenced prisoners held in		79%
prisons outside London		
% prisoners remanded in prisons		21%
outside London		
Number new probation		33420
supervision commencements 2007-08		
Commencing community order		26,392 (79%)
Commencing licence after release		7028 (21%)
from custody		
Probation caseload on March		24, 074
2008		
Probation caseload on community		19,614 (81%)
order March 2008		(100 (100))
Probation caseload on licence		4460 (19%)
March 2008		

² (Source A. James LBH Offender Profile Report using extrapolated LISAR data 2006-07)

3 (Source: Ministry of Justice PSA 23 Make Communities Safer presentation 2008)

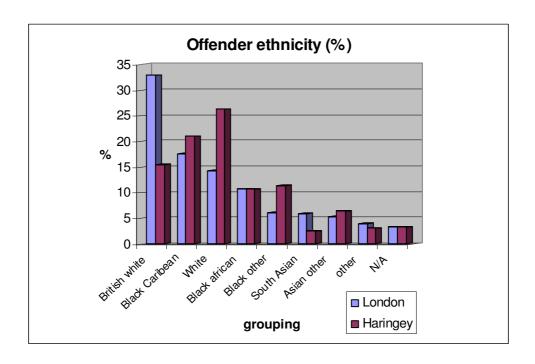
Haringey's prison population



Source: A. James LBH Offender Profile Report October 2007

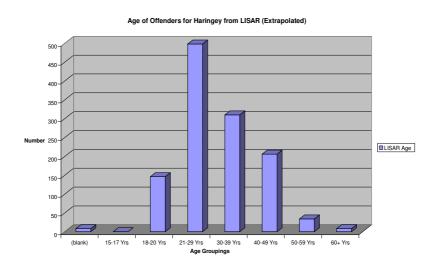
- 12. Pentonville is the prison where most male offenders are gaoled with Holloway for the majority of women. However, it should be note that Pentonville is a remand prison, so although most male offenders from Haringey are initially sent there, they usually serve their sentence in another prison, further away from their support networks. Currently, it very difficult for Pentonville to accommodate 'local' offenders at the end of their sentences because of 'churn' and numbers of offenders. This presents a real problem for resettlement and rehabilitation services.
- 13. The London Resettlement Pilot aimed to return prisoners to their 'local' prison 8 weeks before their release date to facilitate a smoother reintegration into the community. In London HMP Wandsworth and Holloway were part of this scheme, which has had limited success.
- 14. The ethnic grouping profile of Haringey is distinct from that of London: there are relatively fewer 'British white' offenders, slightly more 'Black Caribbean' and considerably more 'White' and 'Black other'. The latter two categories are interesting as it shows the impact of new immigration patterns into Haringey, and possibly reinforces the view that these communities are particularly socially excluded. It might also suggest that criminogenic needs are changing.

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Source: A. James LBH Offender Profile Report October 2007

15. The age profile for Haringey shows a higher proportion of those aged 21-29, and lower proportion of those aged 30-39 than London. (Source: A. James LBH Offender Profile Report October 2007)



NOT FOR QUOTATION: Number of re-offenders and number of offences for Haringey, London and national re-offenders using probation caseload September 2006- September 2007

	Haringey	London	National
Community order	730	22398	130676
licence	131	4282	22250
both	7	206	760
% all offenders proven to have reoffended	67 (7.7%) (base: 869)	2278 (8.5%) (base 26868)	16336 (9.5%) (base 172521)
Number on community order proven to have reoffended	59 (8.1%) (base 730)	1952 (8.7%) (base 22398)	14041 (9.7%) (base 145229)
% offenders on license proven to have reoffended	7 (5.3%) (base 132)	316 (7.4%) (base 4282)	2090 (7.9%) (base 26344)
Number of proven offences for all offenders	112 (1.7 offences per offender)	4002 (1.8 offences)	30107 (1.8 offences)
Number of proven offences for those community order	93 (1.6 offences)	3327 (1.7offences	25484 (1.8 offences)
Number of proven offences for licencees	15 (2.1 offences)	600 (1.9	4171 (2 offences)
Average number of re-offences per 100 offenders on caseload	12.9	14.9	17.5

(Source: Ministry of Justice LAA re-offending measure: interim results September 2007 cohort)

4 Reducing harm: targeting Priority and other Prolific Offenders (PPOs)

- 16. Reducing re-offending has incorporated an assessment of existing harm caused by an offender or the future potential to cause harm. Harm in this case means either the level of offending or the seriousness of the offences.
- 17. The PPO approach is based on research showing that of an offending population of about 1 million in England, 10% of offenders were responsible for 50% of the crime in England and Wales. The most active 5,000 (0.5%) were estimated to be responsible for nearly 10% of all crime (quoted in HO report *Impact Assessment of PPO Programme* Dawson and Cuppleditch 2007).
- 18. Super-active offenders are by definition those who re-offend most often. (Note however that re-offend = reconvicted, so there will be some super-active offenders who

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have not been caught and convicted.

- 19. The PPO scheme is basically designed to offer those offenders who are designated as causing the most harm or are most problematic "a choice between cessation of offending and acceptance of a range of interventions that will support them in their attempts to stop offending or carrying on offending with an increased risk of being caught and convicted."
- 20. The Haringey PPO scheme uses a matrix with a number of variables to assess individuals for inclusion on the scheme; the basis is that offenders in the community have six or more conviction/ intelligence reports over the previous 12 months.
- 21. There are 3 components of PPO: prevent and deter (young offenders 10 17 only); catch and bring to justice and resettle and rehabilitate, and aiming to:
 - enhance arrest, investigation, detection, charging and prosecution of offenders, bring to justice as much of the criminality committed by the targeted PPOs as possible (by proactive police work such as increased supervision and monitoring);
 - reduce re-offending by PPOs and, in theory, reduce the number of victims of crime;
 - develop a rapid and effective partnership intervention which enables effective supervision and monitoring of PPOs; and
 - address non-compliance/re-offending speedily and effectively with a rapid return to court or prison where appropriate.
- 22. These measures have been 'standardised', so local Crime and Disorder Partnerships have been able to set priorities about the types of crimes they believe are important to tackle. Each CDRP was asked to run a scheme that identified at least 15 and more likely at least 40 offenders using a standard matrix to identify PPOs. In Haringey the scheme started in late 2004 and maintains a standard list of up to 40 adult offenders. In theory, data on identified offenders is collated on a computer system called J-Track; data is input by police and Crown Prosecution Service. PPOs receive a 'premium service' from the criminal justice service which in essence means that they are subject to additional scrutiny and given enhanced interventions to assist reducing their offending. (see appendix for a description of this).

PPOs: the London and Haringey Approach

- 23. In London, guidance on implementing PPO suggested that PPOs were defined as:
 - Adults having six or more indications of criminal activity (convictions an/or reliable intelligence) by this person over a 2 year period. One of the convictions must have led to a prison sentence of less than 12 months or community service equivalent.
 - Involved in an offence related to PSA agreements number 1 and 4, which primarily relate to vehicle crime; domestic burglary and robbery, with the proviso that local priority can be used as well e.g. domestic violence (arrested at least once if not convicted)
 - Offending behaviour is motivated by drug or alcohol use.
- 24. Haringey signed up to PSA 1 and 4, and has implemented its' PPO broadly in

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accordance with the London approach using the scoring matrix developed to assign suspected individuals.

25. The PPO scheme is now officially "aligned" with the Drug Interventions Programme; many PPO clients also have drug misuse problems and so have case workers from both programmes.

26.

Haringey PPO profile 01/04/08 to 30/06/08

Male	35	
Female	2	
Statutory cases	27	
Non-statutory	10	
Community sentence	26 (of whom 18 are statutory)	
Prison sentence	11 (of whom 2 are non-statutory)	

Ethnic Group	White British	17
	White other	1
	Mixed white African Caribbean	2
	Mixed white African	2
	Mixed white Asian	1
	Black/Black British Caribbean	11
	Black/Black British African	2
	Black/Black British Other	1
Employment retention	Retained in employment 4 weeks	1
	Retained in employment 13 weeks	4
	Completed community order and retained in employment (LAA NI 144. PSA 16)	1
Suitable accommodation upon release from custody/start of order	New commencements	7
	Placed in suitable accommodation	6
Released/start of order and in need of drug treatment	New releases receiving treatment at DIP within 48 hours	5

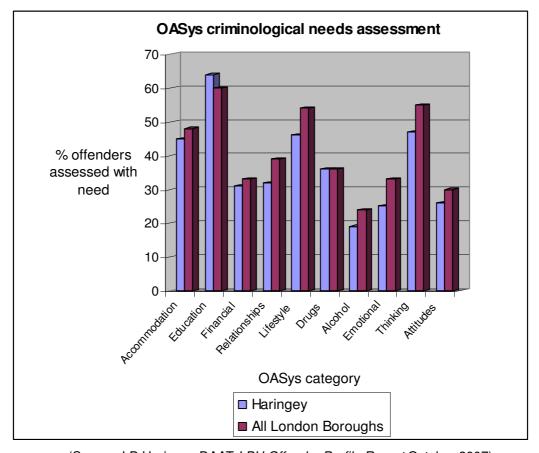
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	New releases who did not receive DIP treatment	1
	Total number community orders in need of drug treatment	19 of 26
	Number community orders in drug treatment for 12 weeks	11
	Number community order not in drug treatment for 12 weeks	8
Breaches of license (to be recalled within 2 hours)	0	
Joint home visits within 5 days of release/start of order	0 (of 5)	
Community cases statutory orders reconvictions	3 (of18)	
Community cases non statutory reconvictions	3 (of 8)	

(source: Joint Probation/Police Quarterly report Haringey PPO Steering Group)

5 What needs are presented by Haringey offenders

- 27. We can compare offenders needs in Haringey with needs across London using OASys (the national Offender Assessment System). The OASys tool is used to assess criminological need in offenders: a need that is associated with re-offending. The number of Haringey offenders with each need is somewhat less than the whole of London. However it is particularly noteworthy that needs associated with 'education' are higher, and those with lifestyle, thinking and accommodation are also high.
- 28. Those offenders in custody do not have higher needs than those in the community, but they often have a greater number of needs. (Note that this data does not include those sentenced to less than 12 months, unless requested by the court).
- 29. LISAR (London Initial Screening and Referral Tool) collects data about those on sentences of less than 12 months, but as the assessment is done on reception at prison, may not be as comprehensive in its coverage. Since the Criminal Justice Act (1991) removed the requirement of probation to supervise this cohort, many leave prison unsupported.



(Source: LB Haringey DAAT LBH Offender Profile Report October 2007)

- 30. The graph shows that the four most important needs for those on statutory orders are associated with :
 - education
 - thinking
 - lifestyle
 - accommodation

6 Components of a service network

- 31. The SEU report identified that a number of factors influencing the likelihood of reoffending need to be in place if the multiple needs of offenders were to be addressed in ways that helped an offender to change their behaviour.
- 32. The London Resettlement Board (LRB) has followed the Reducing Re-offending National Action Plan in implementing work on ways that address these nine factors. A major component of this work has been to develop 7 pathways (sometimes known as 'wrap around services') all aimed at supporting and encouraging ex-offenders to change their offending behaviour.

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Pathway	Identified Partners in London (excluding YOT and youth services)	Identified partners in Haringey (excluding YOT and youth services)	Assessment of progress for PPOs
Accommodation	LA; Probation: Housing and ACO; Prison Service; NOMS; NTA; Housing Corp; Shelter; ADD Supporting People	Probation Link Housing Worker; HAGA/ SP Newstart bedsit; St Mungo's 8 unit PPO hostel	Amber
Education, training and employment	Connexions; DFES; Prison Service; Jobcentre Plus; Learning and Skills Council: Probation; NOMS	Kinesis: primarily stable drug users; Probation Partnership; Basic Skills referral	Amber/green
Mental and Physical health (including alcohol)	NHS London; Care Services Improvement Partnership; Regional Public Health; NOMS; LDAN; Prison Service; Police; NACRO; Domestic Violence; Revolving Doors; LA	DASH: dual diagnosis link to be decided	Green
Drugs	Joint commissioning manager; GOL; NTA; Prison drugs co-ordinator; Probation; LDAN; London user forum	DIP; CARATs; of 80 referrals from prison based assessment teams, 16 were timely. After-care links to DIP;DASH	Green (CARATs amber)
Attitudes, thinking and behaviour	Prison service; Probation; LA; Regional offender manager; PiRR/CLINKS	Cognitive Behaviour Therapy; DIP; Probation	No data
Finance, debt and Benefits	CAB; Jobcentre Plus; learning and Skills Council; Legal Services Commission;	Haringey Aftercare Service CAB worker and part-time CAB worker in DIP.	No data

	NOMS; Prison Service; Probation; Unlock		
Children, Families and support networks.	Action for prisoners families; Adfam; Court Service; Probation; Regional Offender Managers Office; Prison advice and care trust; Prison chaplains; prisoners families and friends service; Safe Ground	Cosmic	No data

33. All PPOs (including non-statutory cases) should be managed in the same way in accordance with guidelines and protocols including enforcement of orders and licenses through Court fast tracking, as well as helping with applications for charitable assistance, benefits claims and applications for personal identifications documentation such as birth certificates.

Links to prisons

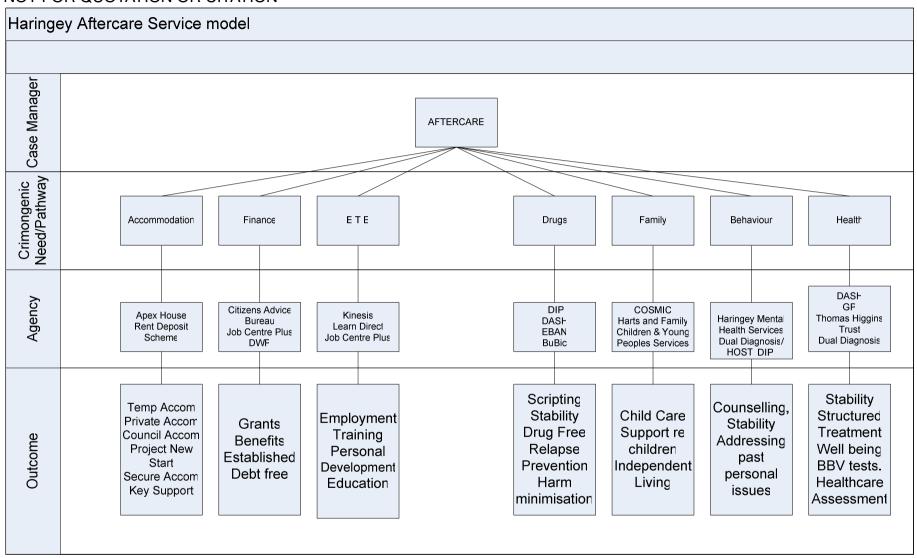
- 34. In addition to these 7 pathways, the link between prison and probation, and the process for managing PPOs are crucial. There is a DIP prison link worker (based in HMP Pentonville) who, along with probation services undertakes pre-release prison and initial reception visits, prison sentence planning and Community Care Assessments.
- 35. London Resettlement Board notes;
 - 'prisons in London have extremely high turnovers and manage between 8 to 10 times their daily populations annually. Foreign nationals and prisoners awaiting trial make up a large proportion of the daily roll in the region- approximately 35% and 30% respectively.'
- 36. This poses a significant challenge to resettlement: although many London male offenders start their sentence close to home, only a minority will end up in a prison near their original home. (London Resettlement Board action plan September 2005).
- 37. Early unreported release is also a concern as this makes a mockery of any attempts at discharge planning.
- 38. Dispersal clearly creates problems for families who want to maintain contact with an offender. Maintaining offenders links with family is an important part of the last pathway. This remains a major challenge for Haringey.

7 Local services assessment

- 39. Data for this section comes from interviews with practitioners, and the strategy produced by L.B. Tower Hamlets.
- 40. Offenders who are also drug users have the most developed access to the 7

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service pathways, primarily because the DAAT have developed the service network that meets their clients needs including drug using PPOs. The largely DAAT commissioned network is described in the following diagram.



41. There are serious gaps which need to be addressed.

Pathway: Accommodation		
Issue	Local gaps	
Suitable housing is at the heart of reducing re-offending because it is the foundation of structured support and offers a stable base to engage with other services. It also has a direct impact on prison overcrowding when those with 'no fixed abode' have to be remanded in custody to reduce the risk of absconding. When release is planned and accommodation available beforehand, offenders should be met and accompanied to their accommodation. Very small amount for DAAT rent deposit scheme.	Review of housing policies and procedures is essential including definition of 'intentionally homeless' and criteria for priority access. Judicious use of Housing Benefit allowances, particularly for those on remand who are entitled to continue to claim for 52 weeks. Properties available for moving PPOs and others on statutory orders needs addressing. Insufficient capacity in Rent Deposit Scheme Review capacity for those 'No Fixed Abode' Where an offender is a LA tenant, ALMO and RSL written procedures should be in place for tenancy to be suspended and recommenced on release This may also require training staff in new procedures.	

Pathway: Education, training and employment	
Issue	Local gaps
This is one of the most important criminogenic need in Haringey, the pathway seems particularly sparse. Being in employment reduces the risk of reoffending between one third and half. Work alleviates financial hardship, and is the process where most people contribute to and feel part of the community around them. A prison sentence usually reduces future work prospects even further, despite the positive effect work has on reducing reoffending. Factors mitigating against employment: basic literacy and numeracy skills no or little workplace experience poor support/ stable relationships few if any references drug use	Developing links with basic literacy and numeracy providers need strengthening. Training providers need to be brought into the pathway in a more systematic and structured way. This could be linked to increasing the role of Job Centre Plus Exploring and developing a plan for employment opportunities in local statutory and commercial employers needs progressing. More effective links with CONEL. BUBIC offer peer support and training for their volunteers, some of whom, have gone on to formal training. Similar approaches could be used with other offenders.

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- stigma of criminal record unstable or non existent housing

Pathway: Mental and physical health (including alcohol) Issue Local gaps Prisoners are entitled to receive the same range and quality of health care as those in the community Mental health problems often imply other needs. OASys data suggests that those with emotional well-being needs

Many not GP registered and will not receive treatment prior to custody. As GPs are a gateway, important to get ex-prisoners registered.

Over 3 in 4 male and females smoke 46% of male prisoners have a long standing illness or disability;

nearly 1 in 4 have injected drugs and about half of these have hepatitis B or C. 70% of women who injected before prison have hep B or C. Court diversion is an important method for ensuring those with mental health problems do not enter the CJS unnecessarily. They are effective in dealing with both minor and serious offences; avoiding unnecessary imprisonment and achieving hospital admission where needed (Outcome of Psychiatric Admission through the Courts Home Office RDS, 2002).

There is increasing awareness of the health needs of offenders and 80% of prisons now have mental health In-reach Teams and the number of transfers to mental health care facilities has more than doubled since 2000 (HMPI mental health of prisoners Oct 2007), but 4 out of 5 teams admit they cannot meet demand and often only the very serious cases are treated. Nearly half of mentally distressed prisoners in London have NFA on release.

New data on offenders with learning disability (IQ of less than 70 combined with impaired social functioning) or borderline (IQ of less than 75) has shown prevalence of about 10% and as much as 35% respectively. Those with the condition may be viewed as recalcitrant or obstructive, have problems giving and retaining information and break appointments. About one third of people with learning disability also suffer from epilepsy, and one in four experience some form of sensory deprivation. (Department of Health Positive Practice, Positive Outcomes. Care Service Improvement Partnership 2007)

Mental health problems often imply other needs. OASys data suggests that those with emotional well-being needs had greatly increased needs in every other category. Exploring the potential for a multi-disciplinary approach to meeting these needs (not offending needs) would be helpful. 'One stop' drop-in for initial physical and mental health assessment by a specialist nurses would provide at least an interim solution for those who are not registered with a GP –General Healthcare Assessments should be carried out on all clients by all Substance Misuse Services in the borough.

GP registration is important.

Assessment for learning disability is a specialist task and is rarely self reported.

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Pathway: Drugs	
Issue	Local gaps
Drug treatment services have expanded significantly over the past few years and probation and prison teams find access to drug services amongst the easiest to plan for: prison interventions are at 80% and probation at 69% of those in need (OASys data, which will not cover those on non statutory orders).(NOMS commissioning plan consultation Sept 2007) Well documented and monitored pathways through drug services including aftercare. Drug treatment and mental health services in Haringey have a single point of access for those with dual diagnosis, however this information need to be disseminated to potential referrers.	Inappropriate referrals from CARATs teams to the DIP need addressing. Full integration with the other pathways is essential.

Pathway: Attitudes, thinking and behaviour	
Issue	Local gaps
Offender behaviour modification programmes can deliver small but important changes towards reducing re-offending. In one review cognitive behaviour therapy showed a 10% reduction in re-offending, with other forms of behaviour modification producing less impact (Home Office An evaluation of cognitive behaviour treatment for prisoners Home Office 2002). In some circumstances programmes may be counter productive: when offenders are low risk; when programmes are not completed and where programmes are not tailored to fit individual needs. Those on short term sentences may not be in prison for long enough to complete a course (for example Focus on Resettlement: FOR-a-change) and will almost certainly not have access to post release programmes. Following a high court ruling that prisoners on indeterminate public protection sentences could not be detained legally	Increasing capacity for community based behaviour change interventions needs progressing Exploring the potential for mentoring/coaching would provide individualised support for some offenders

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without access to these interventions, the Government has announced a £3 million investment to improve delivery of programmes in prison.

There is some evidence that community based cognitive intervention programmes can be effective, especially when delivered in conjunction with other interventions such as drug treatment and training (Commissioning Plan Consultation NOMS 2007).

Pathway: Finance, debt and benefits

Issue

Financial needs are likely to feature amongst ex-offenders especially those leaving prison. These will range from debts often associated with housing to problems accessing timely benefits and exclusion form financial services.

Nationally there are about 100,000 people released from prison and who make demands on the benefits system. Applying for income support, job seekers allowance, incapacity benefit or grants and loans in lieu of (or in addition to) state support is not straightforward.

Ex offenders also face difficulties accessing timely payments if they do not have relevant identity documents, bank account or proof of address.

There is a specialist scheme to help those leaving prison navigate the benefits system and fast track applications called Fresh Start. The scheme recognises an increased risk of re-offending when the gap between release and processing a claim is more than a few days. Job centre Plus also provides benefit advisors in prisons who may detect problems although advance claims are not possible.

Local gaps

Given the importance of access to financial services for offenders and their families, it is perhaps surprising that this does not feature more highly on the needs assessment. None the less, a review of available services would be beneficial.

The CAB advisers based in the Haringey Aftercare Service and the DIP work with substance misusing clients on these matters.

Pathway: Children, families and support networks

Issues

Where regular contact is maintained between a prisoner and their family, the risk of re-offending is reduced and resettlement outcomes frequently improved in relation to accommodation and employment.

Barriers to maintaining contact including lack of information about prisoner location, procedures and opening times, complex and expensive travel, unhelpful or hostile prison staff and intimidating security (Keeping Children and their Families Together Northern Rock Foundation July 2007) About half of all prisoners lose contact with their family, partly due to the difficulties faced by family member in accessing their relative. (What's the problem? Prisoners Families Helpline statistics August 2006) This is a particularly acute for London prisoners as they are moved from their 'home' prison to one outside London.

Current estimates suggest that around 160,000 children each year see a parent go to prison, a figure likely to rise to 200,000 in the next five years. 7% of children have a parent imprisoned during their school years, more than those experiencing divorce and 6 times the number on the child protection register. There is currently no requirement to recognise children of offenders as a vulnerable group, and there is no data on their needs.(Children of Offenders Recommendations for Government. Action for Prisoners Families Dec 2007). Children of offenders are more likely to come from already socially excluded families. The effects on children of parental imprisonment can significantly compound this situation. Children in families with a close family member in prison are 3 times more likely to suffer mental health problems, face stigma and bullying at school, suffer from feelings of guilt and abandonment. Children have worse school performance and are more likely to use illicit drugs. (Review Dept for Education and Skills/Ministry of Justice June 2007 and Working with Children and Families of Prisoners Ormiston Children and Families Trust 2007). The SEU found that 64% of children in families with a parent in prison go on to offend.

The Department for Education and Skills notes
After arrest, during imprisonment and after release, there are a number
of ways children's centres can work to build children's self esteem;
encourage open discussion of their feelings; reduce anxiety about life n
prison and facilitate involvement in social activities to combat isolation
and stigma' (Sure Start Children's Centres Practice Guidance DfES
2006)

The DfES also encourages centres to provide childcare when parents or cares have to attend court; arrange transport for visits, provide information and signposting to specialist services for families, help with applications for financial assistance, help families adjust when an offender is released

Local gaps

There is very little data about this pathway locally. In the first instance, looking at the role of Children's Centres in supporting families could be useful. The Family Intervention Programme at the ASBAT could serve as a model for developing a similar approach with non ASB offenders. Third sector providers are well represented in this field and consideration should be given to developing either a service specification or contract which can be tendered for support services.

8 Appropriate structures

42. The issues highlighted and the identified role of local CDRPs of setting priorities about the types of crimes they believe are important to tackle clearly has implications for Haringey partnerships. The network of pathways needed to effectively tackle reducing re-offending cuts across all 6 theme boards under the LSP. The new *LAA performance framework* gives an incentive for each part of the network to develop effective and efficient pathways. (see annex for related PSA and LAA indicator sets)

PSA 23 Make communities safer: reduce re-offending through improved management of adult and young offenders

PSA 24 Deliver a more effective, transparent, and responsive Criminal Justice System for victims and the public

PSA 16 increase the proportion of socially excluded adults in employment, education and training

PSA 25 reduce the harm caused by alcohol and drugs

LAA indicators - Re-offending

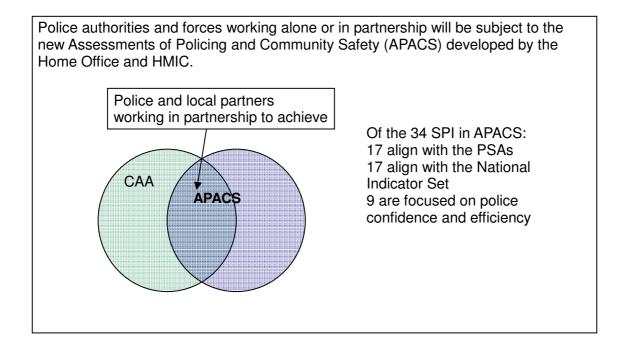
NI 18 (MoJ) - Adult re-offending rates for those under probation supervision

NI 30 (HO) - Re-offending rate of prolific and priority offenders

NI 32 (HO) - Repeat incidents of domestic violence

NI 19 (MoJ) - Rate of proven re-offending by young offenders (Source: Ministry of Justice PSA 23 Make Communities Safer presentation)

- 43. The current structure within the Safer Communities Executive Board does not adequately address the proper and informed governance of the work needed to develop a whole new strand of work under ' resettle and rehabilitate'. This work should also incorporate the local response to PPOs.
- 44. The volume of work needed to deliver the network and pathways successfully cannot be simply another part of an existing role. As a minimum, it may require a dedicated officer, used to working across boundaries, who can refine the tasks within the gap analysis.
- 45. Establishing such a structure seems especially important because of the nature of the service user and client groups involved and the need to draw on a wide range of services many of which also impact on other theme boards. Development of pathways draws in key statutory partners, some of which are experiencing considerable change, in particular the criminal justice system.
- 46. Local police forces will be subject to a new assessed regime, where there is more explicit overlap with partner agencies.



(Source Home Office Delivering the community safety and harm reduction PSAs presentation 2008)

9 Monitoring progress

- 47. The basis of developing a timely and accurate monitoring system already exists with the Offender Manager Scheme, incorporating the DIP and PPO Steering Groups.
- 48. Many other data sources are operational, and drawing these together in a helpful and not burdensome way is an important task in itself. The reports need to directly address the indicators that underpin the PSA targets.

10 Next steps

- Continue gathering data about local services relevant to reducing re-offending and feed into the gap analysis.
- Provide an opportunity for all members of the 7 pathways to develop a consensus about the key developments needed
- Establish links with other theme boards on the needs of offenders and the services need to address reductions in re-offending
- Look at innovative work and funding streams used by 'family' and other local authorities in tackling re-offending
- Develop an action plan with costs and implementation timetable for ratification by SCEB

- Work with SCEB members to develop appropriate structures for governance
- Consider the development of a Haringey reducing Reoffending Strategy

Annex 1

Links with other PSAs

PSA 13: Improve children and young people's safety

PSA 14: Increase the number of children and young people on the path to success

PSA 16: Increase the proportion of socially excluded adults in settled accommodation and employment, education and training

PSA 17: [Indicator 4] Increase the proportion of people over 65 who are satisfied with their home and their neighbourhood

PSA 21: Build more cohesive, empowered and active communities

And More LAA indicators relating to offenders

NI 43 (MoJ) - Young people within the Youth Justice System receiving a conviction in court who are sentenced to custody

NI 44 (MoJ) - Ethnic composition of offenders on Youth Justice System disposals

NI 45 (MoJ) - Young offenders engagement in suitable education, employment or training

NI 46 (MoJ) - Young offenders access to suitable accommodation

NI 111 (DCSF) - First time entrants to the Youth Justice System aged 10 - 17

NI 117 (DCSF) - 16 to 18 year olds who are not in education, training or employment (NEET)

NI 15 (HO) - Serious violent crime rate

NI 16 (HO) - Serious acquisitive crime rate

NI 20 (HO) - Assault with injury crime rate

NI 28 (HO) - Serious knife crime rate

NI 29 (HO) - Gun crime rate

NI 38 (HO) - Drug-related (Class A) offending rate

NI 143 (CO) - Offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence

NI 144 (CO) - Offenders under probation supervision in employment at the end of their order or licence

(Sources: Home Office and Ministry of Justice presentations 2008)

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Meeting: Safer Communities Executive Board

Date: 15th October 2008

Report Title: Young people and knife crime – key partnership activity

Report of: Eliza Meechan

Summary:

Reducing violence is a priority in Haringey and there is a wide range of local partnership activity designed to prevent or reduce violent crime among young people. This report provides an overview of some of the projects which focus on knives.

Recommendations:

This report is for information only.

Financial/Legal Comments:

N/A

For more information contact:

Name: Eliza Meechan

Title: Safer Communities Policy Officer

Tel: 020 8489 2984

Email: eliza.meechan@haringey.gov.uk

1. Purpose

1.1. To provide an overview of some of the key partnership activity designed to address knife crime among young people in Haringey.

2. Contextual information

- 2.1. Reducing violence continues to be a priority in Haringey. This is reflected in the identification of National Indicator (NI) 15: Serious Violent Crime as one of the 35 Improvement Indicators for the Local Area Agreement
- 2.2. 2008/9 is the baseline year for NI15, however current data (April to June 2008) shows that Haringey ranks 5th lowest among its most similar boroughs,

with 0.15 offences per 1000 population - significantly lower than the group average of 0.25.

2.3. There have been 22 fewer knife offences in the borough from April to June 2008 compared with the same period last year.

3. Key partnership activity

- 3.1. There are a wide range of local programmes which aim to prevent or reduce violence among young people. Some of the projects which focus on weapons are described below:
- 3.2. Youth Offending Service / Red Cross Weapons Awareness Training

The Weapons awareness training sessions are held once a month for young offenders who have been sentenced for the offences of Offensive Weapon, Bladed Article, Robbery (where a weapon was used) or any other violence related offence, such as Assault, ABH, GBH etc. These sessions are also open to those considered 'at risk' of carrying weapons. The training will also be provided to some year six students in the borough.

Evaluation of this programme has demonstrated positive outcomes for participants including a reduction in re-offending.

3.3. 'What's the Point?'

This anti-knife crime project is co-ordinated by Haringey Peace Alliance. This campaign targets young people aged 11-19 years and consists of informative comic books, presentations and a website with information about initiatives, opinions and activities for young people. The central aim of this campaign is to educate young people about the consequences of carrying a weapon.

The campaign was re-launched at a peace breakfast on 16th September 2008.

3.4. Value Life

Value Life is an award winning anti-violence campaign led by students from Gladesmore School. The campaign aims to:

- a) Engage young people by giving them the opportunity to become positive agents of change within the community by developing Value Life further
- b) Educate young people about the issues and challenges surrounding gun and knife crime
- c) Change the negative perception of young people from being the problem to being part of the solution
- d) Develop positive collaborative relationships between students within the various school across the borough
- e) Promote and encourage an anti gun and knife crime culture among young people.

In July 2008 students from Gladesmore were joined by young people from Park View Academy, Woodside High School, John Loughborough, Alexandra Park and Haverstock School (from Camden) for a tour of the borough on open top buses, delivering the value life message. The students then took part in a peace walk up Wood Green High Road and a Peace Concert at the Decorium.

Gladesmore are planning to involve more schools from neighbouring boroughs in 2009, to deliver the Value Life message to a wider audience.

3.5. Youth Inclusion Programme (YIP) expansion

The YIP is a tailor-made programme for 13-17 year olds who are at high risk of involvement in both violent and acquisitive crime and anti-social behaviour. In 2007 the YIP expanded to cover the whole of the borough and to work with a core group of 70 young people. YIP participants are provided with a range of developmental activities provided by YIP workers and volunteer mentors which challenge attitudes to crime and anti-social behaviour. The activities provided are designed to reduce those factors most associated with youth crime (including knife crime) and to enhance those 'protective factors that reduce the likelihood of offending. The intervention can also lead to recognised accreditation. Assessments of this year's core YIP group show an 85% reduction in criminal activities.

3.6. Operation Blunt2

Operation Blunt2 was launched by the Metropolitan Police on 19th May 2008. This initiative continues to focus on addressing the carriage and use of knives in public through a combination of enforcement, prevention and educational measures across the borough. These measures include: high visibility patrols, increased us of stop and search where appropriate, test purchasing operations in partnership with the trading standards and volunteer police cadets. The police are also working closely with schools to provide anti knife crime presentations.

3.7. Guidance to schools

Haringey's Local Safeguarding Children Board (LSCB) and the borough's Safer School Partnership have worked together and alongside schools to consider the safety of secondary aged young people in relation to knife crime. This work culminated in a paper advising schools about the development of protocols for using metal detecting devises in schools. Protocols must be developed in consultation with school staff and circulated to parents before any metal detecting devises are used in school.

The central purpose of using such devises in schools should be as a method of deterring young people from carrying knives and to protect them both in school and in the community.

3.8. Screening of 'Kids, Knives and Broken Lives'

As part of the Partnership's contribution to Week of Peace this year. Libraries screened 'Kids, Knives and Broken Lives'. This documentary was part of the Disarming Britain series which investigated why young people carry weapons. The documentary stimulated an animated discussion with a panel of speakers including Cllr Santry, Adam Jogee (co leader of the Youth Council) and Inspector Chris Donaldson.

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